

**“Women’s Peace and Security”
Resolution 1325 in South Sudan
Baseline Study**

**A study by the Ministry of Gender Child and Social Welfare in
collaboration with UN Women and the Joint Donor Team**

February 2013

Contents

Foreword	4
Acknowledgements	6
Note from the Author	7
Executive Summary	8
Key Findings	8
1. Introduction	11
2. Methodology	12
2.1. Research Challenges	13
3. UN Security Council Resolution 1325	14
4. South Sudan – Context	15
4.1. Women in the War	15
4.2. Sexual and gender-based violence during the war	17
4.3. Post-conflict Women’s Lives in South Sudan	17
4.4. The UNMISS mandate – how it relates to women	19
4.5. Additional relevant regional and international instruments	20
5. Prevention	22
5.1. Prevalence and patterns of sexual violence	22
5.1.1. Availability of data.....	23
5.1.2. Special Protection Units	24
5.1.3. Abuses by the security forces and armed groups.....	25
5.1.4. Protection of women in refugee camps	26
5.2. The South Sudan Human Rights Commission	28
5.3. UNMISS commitments under the Prevention Pillar	29
5.4. The National Security Policy	29
6. Participation	31
6.1. Peace Agreements	31
6.1.1. The CPA.....	32
6.1.2. Addis Peace Talks	33
6.1.3. Jonglei Peace Talks.....	34
6.2. Women’s participation in UNMISS	35
6.3. Women’s participation in politics	36
6.3.1. Women and the Referendum	38
7. Protection	40
7.1. Index of women’s and girls physical security	40
7.2. National laws protecting women and girls’ human rights	41
7.2.1. The Transitional Constitution of the Republic of South Sudan (TCRSS).....	41
7.2.2. Prison Act (2003).....	41
7.2.3. The Child Act (2008)	41
7.2.4. The Land Act (2009).....	42
7.2.5. The Local Government Act (2009)	42
7.3. Women’s participation in justice, security & foreign service sectors	43
7.4. Mechanisms for control of small arms and light weapons	44
7.5. The reporting, investigation and sentencing of SGBV	45
7.6. Training of security and justice personnel in addressing SGBV	45

8. Relief and Recovery	47
8.1. Maternal mortality and school enrolment	47
8.2. Proportion of budgets that address gender equality	48
8.3. Proportion of donor funding & MDTF used to address gender equality ..	48
8.3.1. CSOs and donor funding	49
8.4. Truth and Reconciliation Commission	49
8.5. DDR.....	50
8.5.1. DDR 2009-2012	50
8.5.2. Women Associated with Armed Forces.....	51
8.5.3. DDR in the South Sudanese context.....	52
9. Information Sharing	53
10. Implementing Resolution 1325	54
11. A National Action Plan for South Sudan	55
12. Coordination	57
13. Financing.....	58
14. Conclusion	59
15. Recommendations	60
15.1. A National Action Plan for South Sudan	60
15.2. Prevention	60
15.3. Participation	62
15.4. Protection	62
15.5. Relief and Rehabilitation	63
16. Acronyms	64
17. Bibliography	66
17.1. Books, Reports and Articles	66
17.2. Website References.....	70
18. Annex 1 – UNSCR 1325 Indicators.....	72
19. Annex 2 – People & Organisations Contacted for Information	74
20. Annex 3 – UNSCR 1325	75
21. About the Author.....	79

Foreword

It is eight years since the signing of the Comprehensive Peace Agreement, which brought to an end over two decades of conflict in South Sudan.

During the war South Sudanese women played an essential role – working alongside the SPLA as nurses, cooks, and carriers, sometimes even fighting on the frontline. Perhaps most importantly the women of South Sudan maintained the families and communities throughout times of tremendous hardship and deprivation, when their villages were attacked or bombed, when they lost husbands in the fighting, when they alone had to feed a family.

The war of 1983-2005 was a struggle for a more egalitarian society, for all the people of South Sudan, both men and women. Even during peacetime we as South Sudanese must continue this struggle to make sure that we have a free and fair country for all members of society.

UN Resolution 1325 addresses the needs of women in conflict and post conflict situations. It recognizes the specific impact that conflict has on women, when law and order breaks down and women may be subjected to abuse at the hands of armed forces or even in refugee camps. Resolution 1325 also addresses the needs of women in post conflict situations; their roles in leadership positions and in relief and rehabilitation.

UN Resolution 1325 should be seen as an extension of the values that we fought for throughout the war. It is not a new set of ideas, rather it is simply a set of standards we as South Sudanese have always observed, enshrined in an international document.

At the beginning of 2013 the Ministry of Gender Child and Social Welfare convened a 1325 Steering Committee composed of all the government’s lead ministries as well as members of the international community and civil society. The purpose of this Steering Committee is to develop a National Action Plan that will set forth commitments, and galvanize efforts, to improve the peace and security of women in South Sudan.

It is my pleasure to present to you this Baseline Study on UNSCR 1325 in South Sudan. The purpose of the study is to assist the Steering Committee and wider community in developing the National Action Plan, to help us see where we are coming from and where we need to be heading to.

The study shows us that as a new country there are many achievements that we can already be proud of – the 25% quota for women in public office, the Child Act, which prohibits the marriage of underage girls and the Transitional Constitution, which recognizes the equality of women. However, there is still much more that we can and must achieve.

I hope that this Baseline Study serves as an informative document to guide the way forward with South Sudan’s efforts to improve the peace and security of women for years to come.

Ms. Esther Ikere Eluzai
Undersecretary,
Ministry of Gender Child and Social Welfare
Juba/RSS

Acknowledgements

The Ministry of Gender Child and Social Welfare would first like to thank the Joint Donor Team for providing the sustained financial and technical support for this study.

The Ministry is also grateful to UN Women for the technical expertise that they have supplied throughout the study, including copy editing the report.

The Directorate for Gender, headed by the Director General Regina Ossa Lullo initiated this study and led it through its various phases. Invaluable support was provided by Stephen Wiw Bichiok, the Director of Planning, Training, Research and Documentation and Santino Majak Deng, Director General for Finance, Administration, and Planning.

Special acknowledgement goes to the Minister, Agnes K. Lasuba and the Deputy Minister, Pricilla Nyanyang for their guidance and leadership.

Finally the Ministry would like to thank the author, Lydia Stone and contributors Eve Organization and ACCORD.

Ms Regina Ossa Lullo
Director General,
Ministry of Gender, Child and Social Welfare,
Juba, Republic of South Sudan

Note from the Author

Numerous individuals and organisations have been generous with their time and knowledge in providing information and data for this study. The author is grateful to all of those who contributed to the study in the form of providing interviews and information.

Thanks are owed to all the people who provided comments on earlier drafts of this study. In particular the more than 100 people who attended South Sudan’s first 1325 National Action Plan development workshop who provided invaluable feedback on an earlier iteration of the study. Other individuals who provided detailed and thoughtful feedback were Signe Allimadi, Jeremy Astill-Brown and Rachel Dore-Weeks.

Finally the author would like to express profound gratitude to the countless South Sudanese women who have shared their opinions and experiences on a wide range of issues during the past five years. Their generosity has provided the foundation for this study.

Executive Summary

United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted in 2000 to address the specific needs of women and girls in conflict and post-conflict situations. South Sudan may be described as both a conflict and post-conflict country because it is still emerging from five decades of war, and currently suffering the effects of localized fighting. Furthermore refugee camps on the northern border host tens of thousands of refugees from a neighbouring conflict.

While the Government of South Sudan and its partners aim to improve the lives of South Sudanese women, much work remains to be done before women’s peace and security needs are fully addressed.

As this baseline study demonstrates, many national and international CSOs, NGOs and UN agencies are already working on issues relating directly to the implementation of UNSCR 1325 in South Sudan. A National Action Plan on 1325 would draw together the multitude of existing initiatives and provide a framework to identify key areas of intervention for improved coordination and effective action.

The study assesses the current status of UNSCR 1325 in South Sudan according to 26 indicators, which are grouped under the following four pillars:

- Prevention
- Participation
- Protection
- Relief and Recovery

Key Findings

- The Government of South Sudan is currently working on drafting South Sudan’s first national security policy, representing an opportune moment for the inclusion of women’s peace and security concerns.
- The affirmative action policy of the Government of South Sudan, which is enshrined in the Transitional Constitution, calls for 25% female participation in all organs of the government. While women represent 29% of the National Legislative Assembly, they are less represented at the state level, where just one out of ten State Governors and two out of 86 County Commissioners is a woman. Thus, it is recommended that a quota system be similarly applied to female political participation at the state and local levels.
- To date, women have played a limited role in peace negotiations. The inclusion of women in peace processes will ensure that women’s issues are adequately addressed.

- Sexual and gender-based violence (SGBV) is widespread in South Sudan; however, only limited data exists concerning the scale of the problem and its possible relation to conflict. Therefore, rigorous and sensitive research is needed to establish the root cause of sexual and gender-based violence and improve responses.
- The security services, particularly the SPLA, can be reluctant to address gender issues because they often see them as an imposition by the international community. Discussion of “women’s rights”, while still viewed with a degree of scepticism, is more likely to find traction than discussion of “gender”.
- A great deal of training in gender-based violence has already taken place, particularly in the South Sudan National Police Service (SSNPS). However, it has not taken root because it has primarily been delivered through stand-alone workshops. Accordingly, there is a need to provide in-service training and mentoring to ensure an impact.
- While some legislation exists to protect the rights of women and girls, it has not been disseminated or implemented sufficiently. Furthermore, the legislation is incomplete because it lacks family laws that protect the rights of women.
- Both maternal mortality and school attendance rates for girls in South Sudan are the worst in the world and require immediate action.
- Although women are well represented in the DDR programme, many would rather remain in the SPLA or other security services where they are able to earn a salary.
- Reporting mechanisms on UNSCR 1325 in South Sudan are entirely absent. There is currently no central repository for UNSCR 1325 reporting and no established means for information sharing.
- There is a lack of clarity in many institutions about the obligation to share information on UNSCR 1325 activities and indicators. UNMISS in particular only reports internally.
- A multitude of activities are taking place that contribute to the implementation of UNSCR 1325 in South Sudan. Nevertheless, few of these are identified as 1325 activities or programmes.
- Coordination of UNSCR 1325 activities is lacking. A variety of actors have conducted workshops and consultations without disseminating findings or coordinating with other 1325 initiatives.
- Women’s CSOs in South Sudan struggle to access funding because they are unable to demonstrate their eligibility to international donors. Women’s

CSOs require medium to long-term capacity-building in addition to support for discrete projects.

Whilst there remains much to be done to address all aspects of women’s peace and security in South Sudan, the Government and its international and national partners have nonetheless demonstrated a strong theoretical commitment to UNSCR 1325. A National Action Plan on 1325 for South Sudan would harness that commitment into an effective and coherent strategy for action.

1. Introduction

South Sudan may be defined both as a post-conflict state which is recovering from 50 years of war, and also as a state that continues to suffer from conflict in the form of militia activity and inter-communal violence. In addition, refugee camps on South Sudan’s northern borders host tens of thousands of Sudanese refugees fleeing from the violence in Blue Nile and South Kordofan. Given this combination of circumstances it is hard to imagine a country where there could be a more pressing and urgent need for the implementation of UNSCR 1325.

In 2005 the Security Council called upon all Member States to adopt National Action Plans (NAP) for the implementation of UNSCR 1325 in their own countries. So far 37 countries have adopted NAPs, now is the ideal time for South Sudan to join them. This baseline study is written with the express intention to serve as guidance for the development of a National Action Plan on Resolution 1325.

This study, commissioned by the Ministry of Gender Child and Social Welfare (MGC&SW), with support from the Joint Donor Team and UN Women, looks at the current status of UNSCR 1325 in South Sudan, and identifies both the achievements to date and the gaps where further work is required.

While it is acknowledged that ‘human security’ is a broad umbrella that refers to economic security, health security, food security and an array of other human needs this study concerns itself predominantly with the traditional definition of security and in particular those security needs of women that result directly from the impact of conflict. Similarly while it is recognized that SGBV is likely to be exacerbated by conflict, this is not a study of SGBV in South Sudan which is a far greater subject than can be scrutinized in this study.

When speaking of a UNSCR 1325 National Action Plan in a country which is a state of conflict or post-conflict, there is a tendency to think only of what the national government should be doing to promote and protect women’s peace and security. However, of UNSCR’s 18 articles, the majority refer to missions or obligations of the United Nations Secretary General . This baseline assessment seeks to establish, not only where the Government of the Republic of South Sudan (GRSS) stands in its responsibilities to women under UNSCR 1325 but also the performance of UNMISS and various UN agencies.

2. Methodology

This study was researched and written between September and December 2012 using a combination of desk research and key informant interviews.

The 26 indicators, which were outlined in the UN 2010 report *Women Peace and Security: Report of the Secretary General (S/2010/173)*, were used as the basis for establishing a baseline on the status of UNSCR 1325 in South Sudan, as per the international standard. The report organizes the indicators into 4 Pillars: Prevention, Participation, Protection, and Relief and Recovery. These Pillars reflect the 2008-2009 UN System-wide Action Plan.¹

- Prevention: “Reduction in conflict and all forms of structural and physical violence against women, particularly sexual and gender-based violence”
- Participation: “Inclusion of women and women’s interests in decision-making processes related to the prevention, management and resolution of conflicts”
- Protection: “Women’s safety, physical and mental health and economic security are assured and their human rights respected”
- Relief and Recovery: “Women’s specific needs are met in conflict and post-conflict situations”

Due to the diverse nature of the indicators, the methodology used for approaching each indicator varied. Using the guidance in S/2010/173 information sources were identified for each indicator. See Annex 1 for a full list of indicators and Annex 2 for primary information sources.

In the case of most indicators, more than one information source was identified. For some indicators a primary information source – person or organization – was required as no secondary information is publicly available, for example several of the indicators relating to the UN Mission. For other indicators secondary sources – reports, publications, etc. – were sufficient, for example the indicators referring to maternal mortality rates and school enrolment. For the majority of indicators both primary and secondary information sources were used.

Primary information sources in the form of organizations and individuals were contacted by email or phone, usually followed up by an interview. All information requests sent by the researcher were accompanied by letters from both the MGC&SW and UN Women, requesting support and cooperation.

¹ PeaceWomen. http://www.peacewomen.org/security_council_monitor/indicators

The gathering of information for this baseline study relied heavily on the cooperation of government departments, bi-lateral actors, donors, NGOs, UN agencies and UNMISS. Not all institutions were equally responsive to requests for information. This is reflected in the study’s findings.

During the course of the research it became evident that so little information is available on many of the individual indicators that it is more useful to look at the 26 indicators grouped together under the four pillars. This lack of available information in itself is a significant finding that speaks of the dearth of available information on UNSCR 1325 in South Sudan as well as the lack of established reporting channels.

In addition to the three months of research, the lead consultant who undertook the study also drew upon five years of research experience throughout South Sudan that has predominantly focused on women and security sector reform. This is evident, for example, in some of the cases of individual women who are quoted throughout the paper.

A draft version of this study was first circulated to key stakeholders in December 2012 and feedback was invited. A revised version of the study was presented to a workshop of over 90 individuals from women’s civil society groups and local government representatives on 29th January 2013. Stakeholders from the international community also attended. Feedback was requested during the presentation and a two-week window was opened for further comments. This final version represents the combined input of these consultations.

2.1. Research Challenges

The central challenge in researching this study was the inaccessibility of some of the information. While it is clear that there is a lack of reliable statistical data on some key issues – such as the prevalence and patterns of sexual violence – in other cases the information exists but the institutions in question could not or would not share it with the MGC&SW. Of particular concern was the limited response of UNMISS, which provided very little information on the indicators relating to the mission.

This unavailability of information proved to be a research finding in itself, highlighting the need to establish regular and formal channels of reporting, while respecting the need for discretion on the most sensitive of information.

There are few researchers who would not say that their subject required more time and resources for a more detailed investigation and analysis – this study is no exception. Three months is a short time in which to research the vast array of subject areas covered by UNSCR 1325. Some aspects are therefore necessarily and regrettably less detailed than is desirable. In some cases time constraints allow only for the conclusion that “more research is required in this area”.

3. UN Security Council Resolution 1325

UN Security Council Resolution 1325 (See Annex 3) addressing the peace and security of women in conflict and post-conflict situations was unanimously adopted in October 2000. The resolution addresses both the impact of conflict on women, as well as the significant role that women can and should play in conflict management, resolution and sustainable peace.

The resolution calls upon all parties to take special measures to protect women and girls from GBV, particularly rape and other forms of sexual abuse, in conflict and post-conflict situations.

Resolution 1325 addresses not only the actions of member states within their own countries but also the actions of UN missions in conflict and post-conflict environments.

In a statement in 2005 the UN Security Council called upon all UN Member States to implement UNSCR 1325 by developing a National Action Plan or other national level strategy. To date 37 countries have implemented National Action Plans, South Sudan hopes to be the 38th.

4. South Sudan – Context

4.1. Women in the War

Cumulatively South Sudan² has experienced 50 years of civil war. The first civil war began in 1955 and is known as Anyanya I. It lasted until 1972 when the Addis Ababa Agreement was signed, promising, among other things, greater cultural and religious autonomy to the south as well as control of southern oil fields. Many of these promises were reneged upon.

The second civil war in South Sudan lasted for 22 years, from 1983 to 2005. It was principally fought between the Sudan People’s Liberation Army (SPLA) of the south and the national, Khartoum-based government in the north with their army, the Sudan Armed Forces (SAF). However numerous other armed groups (OAGs) were active, often as proxies of the SPLA or SAF. The second Sudanese civil war resulted in the deaths of approximately 2 million people and the displacement of approximately 4 million. It ended with the signing of the Comprehensive Peace Agreement in January 2005.

South Sudanese women played an active part in the war in both the SPLA and the OAGs. Although there were notable female fighters within the SPLA’s ranks, including the formidable and legendary Ager Gum and the Kateeba Banaat (women’s battalion that carried out one assault), for the most part women performed auxiliary roles in the SPLA undertaking tasks such as cooking, caring for the wounded and carrying heavy loads. It is unsurprising that women undertook these roles rather than fighting on the frontline, since in South Sudanese culture physical fighting is typically a male-only domain. Furthermore a decree issued by Dr. John Garang the leader of the SPLA stated that women should stay away from the frontlines since their duty to the war effort was to maintain the population levels of the South Sudanese.

“The late John Garang told us, told all the girls, they say people are now dying and if you insist to be in a fighting place then there will be nobody to produce children. You should leave the fighting and go and produce children so that they can replace those who are dying. It was a message to all the girls. That is why they withdrew themselves from the fighting, one by one.”³

It should be understood that these women considered themselves soldiers, the same as the men that carried guns on the frontline. Many had undergone combat training in SPLA training camps, almost all knew how to use a weapon, and many were obliged to do so in the line of protecting their camp from attack. As one female Brigadier said:

² The term “South Sudan” will be used throughout this paper on the understanding that some of the events described took place at a time when it was still part of Sudan and was therefore known as Southern Sudan.

³ Author interview with former Kateeba Banaat soldier, July 2010

“At that time everybody was a soldier, even if you are not trained you are a soldier. You know how to look after yourself. You know which direction you are going to.”⁴

Furthermore, in addition to their roles as soldiers in the SPLA, they continued to “keep up the reproductive front”⁵, often risking their lives to join their husbands on the frontline in order to become pregnant, or carrying their babies with them as the SPLA travelled.

Experiences of women in the war⁶

“If there was a successful attack on a place the women would run in afterwards to loot supplies. Sometimes we would carry up to 50 kilos of ammunition on our heads. During these trips we would have to leave our babies under the trees, some were taken by hyenas.”

Anna

“I was asked by the SPLA to go to Northern Bahr El Ghazal to do a polio vaccination campaign. I even left my own children in Kakuma [refugee camp]. I would walk to the isolated villages to see who was affected and who was not vaccinated. I had a squad of soldiers with me and carried the radio on my back to tell the people that I am here to do vaccination.”

Victoria

“We used vine from trees, branches and leaves to repair people’s wounds. I saw how my mother did it during Anyanya I. Sometimes people had lost their legs, I had to clean the wounds and take the body to be buried because a body shouldn’t have blood on it when it is buried, so I washed the bodies.”

Celina

“We arrived at five in the afternoon and began the attack. We had to dig ourselves into trenches for protection. When my AK became too hot to continue shooting I used the PKM machine gun instead. It was so loud it damaged my ear and even today I sometimes can’t hear from that ear. All I could think was that I was there to kill and I prayed to god that I would survive.”

Janet

For the majority of women however, involvement in the war did not mean full-time association with the SPLA. As was the case with many men, some women would join the SPLA – by coercion or voluntarily – as a means of survival for a period of time before returning to civilian life or retreating to the refugee camps.

⁴ Author interview with senior SPLA officer, August 2010

⁵ This phrase was originally coined and used pejoratively by Jok, J.M. 1999. Militarization and gender violence in South Sudan. *Journal of Asian and African studies*, 34(4), 427–442.

⁶ Quotes from author interviews, June-October 2010

Hundreds of thousands of women fled South Sudan during the war and sought sanctuary in refugee camps in neighbouring countries. However their lives there were far from easy. Many women in the camps were there without husbands or male family members, living in cramped quarters and having to travel long distances in search of firewood, water or casual labour. Women in the camps were often subject to early or forced marriage on the instruction of male elders back home, and many took wartime ‘husbands’ as a survival strategy.⁷

Some literature on the economic dimension of the war in South Sudan has noted how the war opened up opportunities for South Sudanese women to be engaged in both informal and formal employment.⁸ It has also been reported how humanitarian organisations recruited local women to assist with emergency relief operations, refugee resettlement and monitoring the well-being of women and children.⁹ Indeed, South Sudanese women had to play multiple roles from being breadwinners, to caregivers of the wounded, as well as nurturers of the family, and evidence challenges the notion that women were solely victims of the conflict.

4.2. Sexual and gender-based violence during the war

Both phases of the civil war in South Sudan were characterised by widespread sexual violence, rape, abduction and forced sexual favours for survival. All parties to the conflict including the SPLA and the South Sudan Defence Forces (SSDF) perpetrated acts of sexual abuse. While documentation is scarce, a study carried out in rural Juba county by Isis-WICCE recorded that 42% of women witnessed the rape of other women during the second civil war in Sudan.¹⁰ The Small Arms Survey reports that:

“The SPLA leadership began a reform process in 1991 and attempted to curb sexual violence. The army developed an internal code of conduct that stipulated the death penalty for any soldier found guilty of rape. There are numerous first-hand accounts of this penalty being carried out. However, Amnesty International and Human Rights Watch (HRW) continued to report instances of rape carried out by SPLA soldiers, both individual cases and as part of a broad, retaliatory policy against communities.”¹¹

4.3. Post-conflict Women’s Lives in South Sudan

⁷ Purdin, Susan and Roselidah Ondeko. 2004. *Understanding the Causes of Gender-Based Violence*. Forced Migration Review 19.

⁸ Small Arms Survey. 2008. *Human No standing, few prospects: How peace is failing South Sudanese female combatants and WAAFG, Sudan Issue Brief*. Geneva: Graduate Institute of International and Development Studies, and Bubenzer, O. and Stern, F. 2011. *Hope, Pain and Patience: The Lives of Women in South Sudan*. Jacana Media, Johannesburg.

⁹ Arabi, A. 2008. *Gender and Peacebuilding: The role of Sudanese Diaspora Women in Post-conflict Reconstructions*. MA Thesis, Dalhousie University, Canada

¹⁰ Isis-WICCE (2007). *Women’s Experiences During Armed Conflict in Southern Sudan, 1983-2005: The Case of Juba County – Central Equatorial State*. Uganda, Isis -WICCE

¹¹ HSBA. Small Arms Survey, 2012. *Women and Armed Violence in South Sudan*. Geneva.

South Sudan has always been, and remains, a patriarchal society. The practice of a man paying “bride price” to a woman’s family – usually in the form of cattle – compounds the status of women as chattels. The traditional role of women in society, aside from to undertake the vast majority of household tasks, is to produce offspring – usually as many as she is able.

While there is little authoritative data available on domestic violence in South Sudan, the studies that exist and anecdotal evidence suggest that it is endemic. Some commentators claim that domestic violence has increased as a result of the war. Since there is no baseline data available it is impossible to verify this claim, however internationally there is research that demonstrates the link between war and domestic abuse.¹²

While this study acknowledges that the decades of war had a role to play in the militarization and brutalization of society which today manifests itself in SGBV, among other harmful and corrosive practices, it is not within the remit of this paper to examine SGBV in South Sudan in great detail. UNSCR 1325 focuses on all aspects of peace and security for women in conflict or as a result of conflict situations and this study focuses on that discussion.

One of the greatest challenges to women’s security in post-war South Sudan has been the breakdown of traditional family units during the time of war and the resulting large number of widows. During the war many women were obliged by circumstances to take ‘war-time’ husbands, many saying that they did so on the understanding that when the war was over the man would marry them properly by paying a bride price to the woman’s family. Unfortunately in many cases the men did not honour these unofficial agreements. In other cases the men were killed and the women found themselves struggling on their own. Whereas in pre-war South Sudanese society the man’s family would be expected to care for the woman and her family – often through levirate marriage – during the war when communities were dispersed, a widowed woman, perhaps with children, would often find herself without a support system. Many women in these situations who tried to return to their families at the end of the war found that they were unwelcome because they had lost the opportunity to earn a bride-price.¹³ One widow from a well-connected family, who is now a member of parliament, said widows are only given token commemoration on days of national significance:

“They remember widows when there is something to be done. Do they want to hear about our suffering? What will they do with it? If you see our widows now you will cry to see their condition. If somebody like me who is an MP and a widow cannot get any support, what about those women in the villages who have nobody to speak for them? They have no chance. They have nobody. Widows are being treated like animals.”¹⁴

¹² http://www.rescue.org/sites/default/files/resource-file/IRC_Report_DomVioWAfrica.pdf, <http://yalemedicine.yale.edu/spring2002/news/rounds/54125>

¹³ HSBA. Small Arms Survey, 2011. *Threats in the home*. Geneva.

¹⁴ Author interview with member of parliament, August 2010

It is also important to note that even though the CPA was signed in 2005 many women in South Sudan continue to live in the midst of conflict. The most prominent example is Jonglei State where inter-communal violence between the Lou Nuer and Murle has resulted in the deaths of thousands since late 2011 and the displacement of tens of thousands more. Women and children have not only been targeted in this conflict but have been abducted and used as bounty. Jonglei is by no means the only area where violence has taken place. In the region of Yirol West and Mvolo violence between communities has flared and increased instances of rape have been reported, whereas Greater Upper Nile and Warrap have experienced numerous militia attacks. Therefore UNSCR 1325 NAP should also address the needs of women who continue to live in the midst of conflicts.

4.4. The UNMISS mandate – how it relates to women

The mandate of the UN Mission in South Sudan (UNMISS),¹⁵ adopted on 8th July 2011 (and renewed in July 2012¹⁶) contains numerous references to women both in regard to UNMISS’s commitments to South Sudanese women, and also referring to the necessity to have women in the mission.

The preamble of the UNMISS mandate reaffirms Resolution 1325, along with other resolutions relating to women (1820, 1888, 1889, 1960) and stresses the need for involvement of women in the development and implementation of post-conflict strategies.

Under article 11 the mandate encourages the GRSS to ratify into law and implement key international human rights treaties and conventions, including those related to women and children, and requests UNMISS to advise and assist the GRSS in this regard.

Article 12 calls upon the GRSS to enhance the engagement of South Sudanese women in public decision-making at all levels including by promoting women’s leadership, supporting women’s organizations, and countering negative societal attitudes about women’s capacity to participate equally.

With regard to the mission’s own obligations under Resolution 1325, under article 24, the mandate reaffirms the importance of appropriate gender expertise and training. The mandate also recalls the need to address violence against women and girls as a tool of warfare, and states that it looks forward to the appointment of women protection advisors. While this is a specific response to the provisions of the more prescriptive UNSCRs 1888¹⁷ and 1960¹⁸

¹⁵ United Nations Security Council 6576th Meeting. *Resolution 1996 (2011) on South Sudan*. (S/RES/1996) 8 July 2011

¹⁶ United Nations Security Council. *Resolution 2057 (2012) on South Sudan*. (S/RES/2057) 5 July 2012

¹⁷ United Nations Security Council. *Resolution 1888 (2009) on Women Peace and Security*. (S/RES/1888) 5 October 2009

¹⁸ United Nations Security Council 6543rd Meeting. *Resolution 1960 (2010) on Women Peace and Security*. (S/RES/1960) 16 December 2010

it also falls under the more general provisions of UNSCR 1325 with regard to women’s peace and security. The mandate also requests the Secretary General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence and encourages UNMISS as well as GRSS to actively address these issues.

4.5. Additional relevant regional and international instruments

UNSCR 1325 is only one of numerous international instruments that focus on the rights of women. Two others that are of are widely recognized internationally and regionally are the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) and the African Charter on Human and Peoples Rights on the Rights of Women in Africa (also known as the “Women’s Rights Protocol” or the Maputo Protocol).

CEDAW

CEDAW was adopted as an international convention in 1979 and came into force in 1981. It defines discrimination against women and sets up an agenda for national action to end such discrimination. By accepting CEDAW, states commit themselves to undertaking a series of measures to end discrimination against women in all forms, including:

- Incorporating the principle of equality of men and women in their legal system, abolishing all discriminatory laws and adopting laws prohibiting discrimination against women;
- Establishing tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- Ensuring the elimination of all acts of discrimination against women by persons, organizations or enterprises.

South Sudan is one of only seven UN member states that has not ratified CEDAW.

Maputo Protocol

The Maputo Protocol was adopted by the African Union in 2003 and entered into force in November 2005 when 15 out of 53 African states ratified it. The Protocol was developed on the basis of the recognition that women’s rights are often marginalized within the wider field of human rights.

The protocol requires African governments to eliminate all forms of discrimination and violence against women, and to promote equality between men and women. Member States are obliged to integrate a gender perspective in their policy decisions, legislation, development plans, and activities. The Protocol explicitly sets out the reproductive right of women to medical abortion when pregnancy results from rape or incest or when the continuation of pregnancy endangers the health or life of the mother. The Protocol also calls for the legal prohibition of female genital mutilation. Article 11 of the Protocol refers to Protection of Women in Armed Conflicts and calls upon State Parties to “undertake to protect asylum seeking women, refugees, returnees and internally

displaced persons, against all forms of violence, rape and other forms of sexual exploitation.”

South Sudan has not yet signed or ratified the Maputo Protocol. There remains resistance among some in South Sudan about the Protocol’s provisions with regard to marriage and reproductive rights that some regard as being counter to South Sudan’s traditions and culture.

5. Prevention

The prevention pillar of UNSCR 1325 refers to the reduction in conflict and all forms of structural and physical violence against women. The UN Secretary General’s report in 2010 identified seven indicators to establish a country’s performance with regard to the prevention pillar, they are:

1.
 - a. Prevalence of sexual violence
 - b. Patterns of sexual violence in conflict and post-conflict situations
2. Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council
3.
 - a. Extent to which violations of women’s and girls’ human rights are reported, referred and investigated by human rights bodies
 - b. Number and percentage share of women in governance bodies of national human right bodies
4. Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases
5.
 - a. Extent to which measures to protect women’s and girls’ human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions
 - b. Extent to which measures to protect women’s and girls’ human rights are included in national security policy frameworks
6. Number and type of actions taken by the Security Council related to resolution 1325 (2000)
7. Number and percentage share of women in executive positions of relevant regional and subregional organizations involved in preventing conflict

5.1. Prevalence and patterns of sexual violence

Indicator 1, referring to the prevalence and patterns of sexual violence¹⁹ is clearly the largest and most significant UNSCR 1325 indicator, yet it is the most

¹⁹ Although the indicator refers only to sexual violence, it is appropriate and necessary to broaden this description to SGBV, incorporating any kind of violence that is committed on the basis of someone’s gender, including, but not limited to, domestic violence and kidnapping of women.

difficult on which to establish any kind of reliable data. At present there is no reliable data on sexual violence in South Sudan.

5.1.1. Availability of data

There have been a couple of attempts at comprehensive studies on SGBV in South Sudan; the first being a 2009 UNIFEM²⁰ study which interviewed 1000 people across five towns in South Sudan (550 of them in Juba) and the second being a 2010 UNHCR study²¹ which surveyed almost 1200 men and almost 1300 women, again, all in urban centres. Both studies also used key informant interviews and a limited number of focus groups. In choosing to study only urban areas both studies presented a skewed version of South Sudan, a country in which the majority of the population is rural dwelling. Furthermore, questions must be raised about the methodology employed. Using household surveys to document a subject as sensitive as SGBV is unlikely to reveal an accurate reflection of the situation. One of the questions, for example in the UNIFEM study was “When was the last time you were abused?” It is hard to imagine anyone answering this question honestly to an unknown surveyor arriving at the door with a clipboard. Because of the numerous methodological flaws the findings of these two surveys are questionable and cannot be relied upon to present an accurate picture of SGBV in South Sudan. Although there is a clear need for further research to be undertaken it must be done using sophisticated and sensitive research tools and methodologies.

Smaller scale attempts to carry out research into SGBV have had some more success. The CSO, Women Development Group (WDG), for example used a participatory research methodology to investigate SGBV across six communities in Western Bahr El Ghazal, using workshops to build confidence and encourage more detailed feedback. While the study did not yield quantitative results, the qualitative results produced information that was able to inform the organization’s work on preventing SGBV (see section 7.3). Examples such as this enable lessons to be learned that could benefit further studies on SGBV in South Sudan. WDG’s research was successful in part because it was an organization already known and trusted in Western Bahr El Ghazal, the participatory research methodology allowed for a more nuanced approach to a delicate research issue, and by focusing on just one area the team was able to target the specific problems relating to SGBV.

The Ministry of Interior has, in the past year, begun to collate crime statistics in South Sudan and make them available to the public. So far statistics are available from December 2011 to May 2012. They show that over the 6-month period there were a total of 657 cases of rape reported and 105 cases of domestic violence reported. Crimes of sexual violence are under-reported everywhere in the world for a variety of reasons including the reticence of the victim and social

²⁰ UNIFEM & Satima. 2009. *Gender based violence and violence against women: Report on incidence and prevalence in Southern Sudan*. Satima; Nairobi.

²¹ UNHCR, et al. 2011. *Gender Based Violence and Protection Concerns in South Sudan*. South Sudan: UNHCR, UNFPA, UN Women, MGC&SW

and cultural taboos – South Sudan is no different. This caveat notwithstanding, the sexual crime statistics of South Sudan require closer inspection. Closer interrogation of the statistics reveals the discrepancies in the reporting between states, for example between March-May 2012 Western Equatoria, Jonglei and Unity states reported no cases of rape whatsoever. Another cause for concern is the manner in which the types of crime are grouped together, for example rape and sexual assault are grouped together with adultery and prostitution as “offences against morality, gender and marriage related crimes”. This implies that rape and sexual assault are crimes of morality rather than acts of violence towards another person.

It is important not to critique the shortcomings of the statistics too heavily. The SSNPS was established from scratch in 2005, with police officers recruited largely from the SPLA – although subsequent recruitment has been from a broader cross-section of the population – and has made remarkable progress in its short lifetime. The collection and collation of crime statistics is no small undertaking for a relatively new institution with numerous staff that are illiterate and not yet comprehensively trained. So at this stage, while the Ministry of Interior and SSNPS should be applauded for their early stage endeavours, the statistics produced in the crime reports should not be relied upon too heavily as comprehensive data, rather the Ministry of Interior and the SSNPS should be encouraged to continue compiling the data, and assistance should be given to those states where police are, for whatever reason, failing to comprehensively compile the data.

5.1.2. Special Protection Units

One of the concerns around the reporting of SGBV to the police is that in many parts of South Sudan violence against women in certain contexts is not considered to be a police matter – this is particularly the case when it comes to domestic violence. Women who were interviewed in Upper Nile State by the research NGO Small Arms Survey stated that they would not go to the police to report a case of domestic abuse because: *“They will just laugh at you and tell you to go home.”*²²

Efforts are underway to challenge this attitude within the police service with the establishment of Special Protection Units (SPU). The SPUs are a multi-UN agency supported initiative to provide a place where women can feel safe reporting SGBV crimes to the police. The intention is that the staff members in the SPUs are better trained in dealing with cases of SGBV and other crimes reported by vulnerable members of the community. According to the UNFPA²³ website the SPUs were first established in 2008 and there are now 14 SPUs located in police stations across all 10 states of South Sudan.²⁴ The website claims that “thousands of women survivors of gender-based violence have so far sought

²² HSBA. Small Arms Survey, 2011. *Threats in the home*. Geneva.

²³ <http://unfpa.org/public/home/news/pid/7156>

²⁴ A UNDP email to the author (November 2012) stated that there are only eight SPUs in South Sudan. Other UN literature has stated that there are nine.

assistance at the Special Protection Units”. However the SPUs have come in for criticism from other institutions, working on security for women in South Sudan. A 2011 report²⁵ of SGBV in Central Equatoria by the CSO, Community Empowerment for Progress Organization (CEPO), reported that the police administration treat the special protection units as an isolated unit, outside of the police service and as a result of this attitude the building has sometimes been taken over for other purposes. The report also criticized the location of some SPUs, saying that they expose the victims of SGBV. Interviewees for this study that work closely with the SSNPS claim that there is a problem with the sustainability of the SPUs and that as soon as the international advisors leave the locations the SPUs cease to function. The majority of interviewees agreed that the SPUs were a good initiative in principle but the implementation still requires some effort before they are truly to serve as a sustainable resource. UNDP, which is the lead agency on the SPUs, was unable to provide documentation on the SPUs.

There exist a small number of NGOs, both local and international, that have had some success in working with the police and the community to raise awareness about SGBV and encourage the reporting of SGBV crimes. The international NGO Israid and the CSO Organization for Nonviolence and Development (ONAD) both work in Central Equatoria State and have developed methodologies of community oriented policing that incorporate the use of social services as well as local leaders and community activists. The successful models of these organizations need to be studied for the possibility of replication in other areas throughout South Sudan.

5.1.3. Abuses by the security forces and armed groups

A 2011 survey by Saferworld and the DFID-sponsored Safety and Access to Justice Programme that monitored the public’s perception of policing noted that in three of the six states surveyed *“threats to women from the SPLA were identified as major areas of concern...These threats were associated with acts of assault and sexual assault.”* The study noted that focus groups comprised of males were less likely to identify SPLA soldiers as a threat, suggesting that women are more at risk from harassment or assault.²⁶

In recent months cases of SPLA misconduct have come to light during the process of the Jonglei civilian disarmament programme which began in March 2012 and continues up to the time of writing. Amnesty International,²⁷ Human Rights Watch²⁸ and Medecins Sans Frontieres (MSF)²⁹ have all published reports

²⁵ CEPO. 2011. Denial of Women engagement and rights caused by gender based violence and women rights violations. CEPO; Juba

²⁶ SAJP & Saferworld. 2011. *South Sudan Community Policing Study*.

²⁷ Amnesty International. 2012. *Lethal Disarmament: Abuses related to civilian disarmament in Pibor County, Jonglei State*. Amnesty International; London.

²⁸ Human Rights Watch. 2012. ‘South Sudan: End abuses by disarmament forces in Jonglei State’.

<http://www.hrw.org/news/2012/08/23/south-sudan-end-abuses-disarmament-forces-jonglei>

²⁹ Medecins Sans Frontieres. 2012. *South Sudan’s Hidden Crisis*.

documenting cases of abuse by the SPLA as they carried out the disarmament programme. All three institutions highlighted in particular the cases of rape and sexual assault that were carried out by SPLA soldiers during the campaign. The MSF report stated that:

*“Between June and mid-September 2012 MSF treated 26 victims of sexual violence in Pibor county. Working in this region since 2005, MSF clinics in Pibor county had not previously treated any survivors of sexual violence before these 26 cases.”*³⁰

To date the SPLA has responded by rejecting the publications as biased and unsubstantiated however did admit that 31 soldiers had been dismissed over the allegations.³¹

It is noteworthy and concerning that only international organisations have felt confident to report on these abuses. It is also notable that these violations are only being reported in the case of a high profile disarmament campaign that is attracting a considerable degree of external scrutiny. This raises concerns about the conduct and accountability of the security services in situations that receive less international attention.

The 2012 report on conflict-related sexual violence by the United Nations’ Secretary General³² highlighted localized conflicts with militia groups in South Sudan, citing the examples of the Lord’s Resistance Army in Western Equatoria and the South Sudan Liberation Army, led by Peter Gatdet in Unity State. The report gave numerous examples of SGBV that had taken place both by these groups and by the SPLA troops that were in the area to combat them.

With regard to the SSNPS, cases of abuse in custody are, according to the South Sudan Human Rights Commission (SSHRC) *“still quite common and routine”*.³³ One particularly disturbing case of sexual abuse perpetrated in a Juba police station was reported by the SSHRC in 2011 when a woman who had been remanded in custody at Malakia police station in Juba was tortured by having small stones and bottles forced into her vagina.³⁴ While the woman was sent to Uganda for medical treatment her assailants were acquitted in court.

5.1.4. Protection of women in refugee camps

Since fighting broke out in neighbouring Sudan’s Blue Nile and South Kordofan states, South Sudan has experienced an influx of refugees whereby camps in

³⁰ Ibid.

³¹ Mamur, S. 7 September 2012. The New Nation. ‘31 SPLA soldiers held over abuses in Jonglei’ <http://www.thenewnation.net/news/national/435-susan-mamur.html>

³² United Nations Security Council. 2012. *Report of the Secretary-General on women and peace and security*. (S/2012/732) 2 October 2011

³³ South Sudan Human Rights Commission. Annual Report 2011

³⁴ Ibid.

Unity and Upper Nile State are now hosting approximately 175,000 refugees from the conflict,³⁵ more than 80% of whom are women and children.³⁶

Article 12 of UNSCR 1325 calls upon parties to armed conflict to take into account the particular needs of women and girls with regard to refugee camps. However there are concerns that the safety and security of women and girls in South Sudan’s refugee camps is not being sufficiently catered for in these already over-crowded camps.

In May 2012 the International Rescue Committee reported that although the women of Yida refugee camp had fled from life-threatening conflict and horrific sexual abuse at the hands of the Sudanese army, they continued to face conditions of unacceptable risk in and around the camp where they had sought refuge. One IRC staff member reported:

“I was called to the health clinic after the young woman had been taken there by others who found her wandering alone on a road outside the camp. Everything indicated she had been raped — signs of trauma, an inability to speak, evidence of assault. She couldn’t remember anything.”³⁷

She went on to say:

“Teenage girls in Yida camp tell me they live in constant fear of being attacked, such as when they collect wood or go to the market place. ‘We cannot go to the market alone, a 15-year old told me. ‘The military men wait for us there. If a girl is alone, the men will grab her. These men are looking for girls.’”³⁸

A recent IRIN article reported how even inside the camps women are vulnerable to exploitation because the camps are so large that women, frequently staying unaccompanied in the camp, have to travel long distances to reach food distribution points.

“Aid workers say that on these collection journeys, single women and the elderly are particularly vulnerable to exploitation, sometimes being forced to part with a portion of their ration in exchange for assistance transporting it.”³⁹

It is important to note that conditions in the camps are desperately harsh for all of the South Kordofan and Blue Nile refugees, both male and female. The

³⁵ Figures according to UNHCR. <http://data.unhcr.org/SouthSudan/country.php?id=251>

³⁶ IRIN. 16 January 2013. IRIN. ‘Women without men vulnerable in South Sudan’s refugee camps’. <http://www.irinnews.org/Report/97260/Women-without-men-vulnerable-in-South-Sudan-apos-s-refugee-camps>

³⁷ Pender. E. 14 May 2012. Global Post. ‘Yida camp in South Sudan remains dangerous for women’. <http://www.globalpost.com/dispatches/globalpost-blogs/commentary/yida-refugee-camp-in-south-sudan-remains-dangerous-for-women>

³⁸ Ibid.

³⁹ IRIN. 16 January 2013. IRIN. ‘Women without men vulnerable in South Sudan’s refugee camps’. <http://www.irinnews.org/Report/97260/Women-without-men-vulnerable-in-South-Sudan-apos-s-refugee-camps>

overcrowding, lack of drinking water, health risks and flooding caused by heavy rains are creating tremendous challenges both for the South Sudanese authorities and the humanitarian aid agencies. However in these conditions, as in most situations created by conflict, women are particularly vulnerable.

In addition to refugee camps, South Sudan also hosts approximately 1.7 million South Sudanese who have returned since 2007.⁴⁰ The rate of returns rose sharply after independence in 2011. The states that border Sudan host the largest proportion of returnees. These communities face specific challenges of their own. Many returnees have been absent from South Sudan for decades and have become accustomed to city life in Khartoum, they may lack the livelihoods skills that are required in the predominantly rural South Sudan. In these circumstances women are once again particularly vulnerable and further research is required to establish the security requirements of these women and whether these are being met.

5.2. The South Sudan Human Rights Commission

The South Sudan Human Rights Commission has a Gender Committee, which was established under the Human Rights Commission Act, Section 18, sub-section 1. This committee was supported from its inception until March 2012 by the Embassy of Norway which has provided both an international consultant to help develop and deliver training on gender awareness activities and funding for the purpose of under-taking research, carrying out workshops throughout South Sudan, undertaking a media campaign using regular radio talk shows, and producing materials.

Despite making some headway on these issues, members of the committee acknowledge that they have struggled to report, refer and investigate more than a handful of cases of violations of women’s rights. In 2012 the SSHRC has received “about three alleged cases concerning force marriage”.⁴¹ These cases were investigated and referred to respective institutions for further redress. The Gender Committee of the SSHRC identifies three key issues as the factors preventing reporting, referring and investigating cases of human rights abuses against women:⁴²

- “Traditional factors” that impede women from reporting cases of violations
- When cases of violence against women are brought forward for legal intervention they are usually dealt with by the customary courts
- Most cases occur in rural areas where there is little access to statutory law

⁴⁰ Author correspondence with International Organization for Migration, February 2013

⁴¹ Author interview with SSHRC, October 2012

⁴² Author correspondence with SSHRC, October 2012

With regard to female representation in the SSHRC itself, out of a total of 49 staff members, 9 are women (18%). This does not include support staff such as cleaners, messengers and drivers. Of the nine senior members of the SSHRC one is a woman, holding the position of Head of Research Education and Documentation.

5.3. UNMISS commitments under the Prevention Pillar

Indicators 2, 4, 5a & 6 refer specifically to the activities and obligations of the UN Mission in South Sudan (UNMISS). The UNMISS Gender Unit did not respond to information requests on these indicators.

In order to gather information about indicator 4, the percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by UN peacekeepers, the UNMISS Conduct and Discipline Unit was contacted. They provided a link to a publicly available website⁴³ where information on allegations of cases of sexual exploitation and abuse by UN peacekeepers are recorded. The information showed that the total allegations of sexual exploitation and abuse were as follows:

Mission	Civilian	Military	Police	Unknown
UNMIS (January 2005- July 2011)	25	7	8	3
UNMISS (July 2011 – October 2012)	6	1	-	1

From the information on the website it was impossible to discern exactly what percentage of UNMIS cases were acted upon. In general it appeared that a slightly higher proportion of cases appeared to be deemed as “unsubstantiated” than those that were found to be “substantiated”.

Although the above table illustrates that 8 cases of sexual exploitation and abuse were alleged, the website showed that only 3 cases were “pending” raising the question as to the status of the other 5 cases. Email correspondence with the UNMISS Conduct and Discipline Unit explained that the other five cases may have been dropped by the accusers, erroneously classed as sexual exploitation and abuse originally, found to be unsubstantiated, or “disposed of at UN headquarters”.

5.4. The National Security Policy

Indicator 5b questions the extent to which women’s and girls’ human rights are included in national security policy frameworks.

⁴³ United Nations Conduct and Discipline Unit. <http://cdu.unlb.org/>

The Ministry for National Security is currently in the process of drafting South Sudan’s first National Security Policy. At present the process is solely in the hands of the Ministry with support from its advisors, however early indications are that there will be a national consultation process during which members of civil society at state level and national level will be able to input to the policy. This will provide an opportunity to ensure that the specific security needs of women are included in the policy. At present it is unclear to what level women are represented on the drafting committee.

6. Participation

The participation pillar of UNSCR 1325 refers to the inclusion of women and women’s interests in decision-making processes related to the prevention, management and resolution of conflicts. The Secretary General’s report in 2010 identified 6 indicators to establish a country’s performance with regard to the prevention pillar, they are:

8. **Percentage of peace agreements with specific provisions to improve the security and status of women and girls**
9. **Women’s share of senior positions in United Nations field missions**
10. **Percentage of field missions with senior gender experts**
11.
 - a. **Representation of women among mediators, negotiators and technical experts in formal peace negotiations**
 - b. **Women’s participation in official observer status, at the beginning and the end of formal peace negotiations**
12.
 - a. **Women’s political participation in parliaments and ministerial positions**
 - b. **Women’s political participation as voters and candidates**
13. **Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports**

6.1. Peace Agreements

Indicators 8 and 11 refer to peace agreements and women’s representation in both their formation and their text. Throughout the world women are under-represented at the negotiating table; UN Women found in a study of 31 peace negotiations since 1992 that women represented on average 9% of the delegations.⁴⁴

South Sudanese women in leadership positions have been vocal about the challenges they face in representation during peace talks. Madam Felicita Keiru

⁴⁴ UN Women. 2012. *Women’s Participation in Peace Negotiations: Connections between Presence and Influence*

who was a member of the South Sudanese team during the CPA negotiations said:

“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. Even the way I was dressing was a question. Should I wear a veil?”⁴⁵

Dr. Margret Verwijk a Dutch diplomat who studied and wrote about women’s participation in the Sudan-South Sudan peace process remarked on the disproportionately high standards that women negotiators were held to once they were admitted to the peace process:

“[The international community] expected women to submit CVs and have plans and proposals for improving the lot of every woman in the country. Once women were let into the picture they were expected to perform miracles; miracles that the men had not been able to achieve.”⁴⁶

The Comprehensive Peace Agreement that brought an end to the 22-year war is undoubtedly the most significant in the history of South Sudan. However despite its significance it should not be thought of as the only peace negotiation or agreement in South Sudan and it is important to recognize that even at the time of writing there are numerous on-going peace processes on a national and local level. This section will examine three of the peace processes in South Sudan and the participation of women in these processes.

6.1.1. The CPA

The peace process initiated in 2003 and culminating in the 2005 Comprehensive Peace Agreement (CPA) in South Sudan saw the widespread participation of women in local forums for resolving sectarian conflicts. These efforts led to many grassroots peace accords, including the Wunlit Covenant and Lilir Covenant between the Nuer and the Dinka groups. In addition, other women’s initiatives for peace included the North-South dialogues which were initiated by organisations such as the Sudanese Women’s Empowerment Network (SUWEP). Furthermore, coalitions of women’s groups mobilised and advocated for peace in their communities as well as abroad. Organisations such as the Sudanese Women’s Voice for Peace, New Sudan Women’s Federation, and New Sudan Women’s Association helped to draw attention to the impact of the civil war. These “Track II processes” had far-reaching effects on the official processes between the Sudanese government and the primary political actors.⁴⁷

At the official diplomacy level there was limited involvement of civil society, including women’s groups. As International Alert notes: *“the CPA was a high-level political and military agreement, which did little to mitigate feelings among many*

⁴⁵ Speaking at Conference on Women’s Leadership and Participation in Peacebuilding in South Sudan. Juba, 20 October, 2012

⁴⁶ Ibid.

⁴⁷ See: Verwijk, M. 2012. *Is peace not for everyone?: Narratives on a struggle for peace equality and development in South Sudan*. Utrecht Univeristy.

people about issues such as inequality, discrimination, injustice, impunity and corruption”.⁴⁸ Despite this, a coalition of women’s groups was vocal on the need for their participation in the peace process. As a result, the SPLM/A leadership nominated a few women leaders as members of the delegation to the Machakos and Naivasha negotiations. In literature on the CPA process, only three women are recorded as having been directly involved in the peace negotiations - Dr. Anne Itto, Nunu Jemma Kumba and Deng - who were all members of the SPLM delegation.⁴⁹ However, reflections by Dr Itto on the CPA process indicates that these women acted primarily as observers and only nominally as negotiators.⁵⁰ Suggestions have been made that the same cultural norms that excluded women from combat roles in the war also omitted women from the negotiation process.

Perhaps as a result of women’s exclusion from formal negotiations, women activists, politicians and other observers have voiced concerns that the CPA process did not do enough to incorporate gender considerations. For example, Dr Itto labels the CPA “a gender blind agreement.” She argues that since the CPA was premised around political and regional interests, it ultimately ignored the gender concerns within this.

Nonetheless, some gains were made regarding gender issues in the CPA. Firstly, the CPA acknowledges the need for gender mainstreaming in DDR and other post-conflict processes. Secondly, the CPA encourages “women’s political participation in parliaments and ministerial positions.” As such, the Interim Constitution of South Sudan adopted a quota system calling for a minimum of 25% political representation for women at all levels of political governance. The CPA further enshrined the promotion of equal rights through Article 20 of the 2005 Interim Constitution of South Sudan.

6.1.2. Addis Peace Talks

The Addis Ababa Peace Talks dealt with a series of unresolved issues that had kept GRSS and Sudan at loggerheads ever since the January 2011 referendum for independence. The unresolved issues had led to the closing of border trade between the two countries as well as the GRSS closing down oil pipelines in response to Khartoum’s failure to agree a fair transit fee for South Sudanese oil. The political impasse led to an economic crisis that threatened both countries and imposed stringent austerity measures on the government and population of South Sudan. On 17 October 2012 the two countries signed a series of nine agreements which brought the impasse to an end and saw the resumption of oil production. The nine agreements were:

- Security arrangements

⁴⁸ Barltrop, R. 2012. *What peace and whose? Envisioning a more comprehensive, more stable peace in South Sudan and Sudan*. London, International Alert.

⁴⁹ Arabi, A. (2011) *In power without power: Women in Politics and Leadership positions in South Sudan*. In Bubenzer, F. and Stern, O. *Hope, Pain and Patience: The Lives of Women in South Sudan*. Johannesburg: Jacana Media.

⁵⁰ Itto, A. (2006) *Guests at the table? The role of women in peace processes*. London, Conciliation Resources.

- Borders
- Cross border trade
- Oil
- Certain economic matters
- Banking
- Post-service benefits
- Citizenship and status of nationals
- Cooperation framework

Throughout the negotiations neither of the lead negotiation panels contained any women, but women were part of the broader negotiation teams. The key legal advisor of the GRSS negotiation team was female, and Awut Deng and Dr Anne Itto were amongst the negotiators on debt and citizenship. The Sudanese delegation also had a number of women, sometimes even more than GRSS. One participant at the talks estimated that a maximum of 10% of the negotiating teams were female.⁵¹ The same observer noted that technical experts in the mediation team contained a much higher percentage of women.

With regard to observer status, the African Union High Implementation Panel had a gender specialist on its team and the European Union Special Envoy was female. These two women remained throughout the negotiations.

Of the eventual nine agreements there are no specific provisions that refer to women. It may be argued that two of the agreements had provisions which tangentially had special provision for women and children, they were the agreement on post-service benefits, which referred to the duty to pay pensions to “Survivors” (i.e. surviving relatives of former public servants), and the agreement on citizenship which indirectly addressed the issue of 35,000 South Sudanese who are kept as slaves in Sudan.

6.1.3. Jonglei Peace Talks

In late 2011 simmering antagonism between the Lou Nuer and Murle tribes in Jonglei State spiraled into a cycle of violence that resulted in the deaths of thousands of civilians as well as the displacement of thousands more. Throughout the repeated retaliatory attacks by both sides the abduction of women and children was a characteristic of the violence.

The violence continued into the first quarter of 2012 and abated at the beginning of April as the Presidential Commission for Peace, Reconciliation and Tolerance in Jonglei began a peace process throughout the state. A Committee of 23 members held forums throughout Jonglei that resulted in the signing of a peace agreement in Bor, in May 2012.

Although women were on the Committee and were invited to speak at the talks there is concern about the level of their involvement. On the Committee itself only five of the 23 members were women. At the final conference where the

⁵¹ Correspondence with the author, November 2012

peace agreement was signed, of the 145 attendees only 27 were women. One observer complained that the two deaconesses who had been part of the consultation process were given only five minutes to present the women’s issues and when questions were asked of them, the chiefs answered on their behalf. Another complaint was about how the results of the peace process were communicated to women at a grassroots level. Women who were interviewed by the NGO Pact in Pibor and Akobo said that they hadn’t been involved in the peace process, they had simply been informed that “peace had come”.

One observer of the Jonglei Peace Process stated:

*“In any large peace processes in South Sudan women tend to have a cursory role. The women who are selected to take part are from important families and when they come back to their communities they’re not always good at sharing the information.”*⁵²

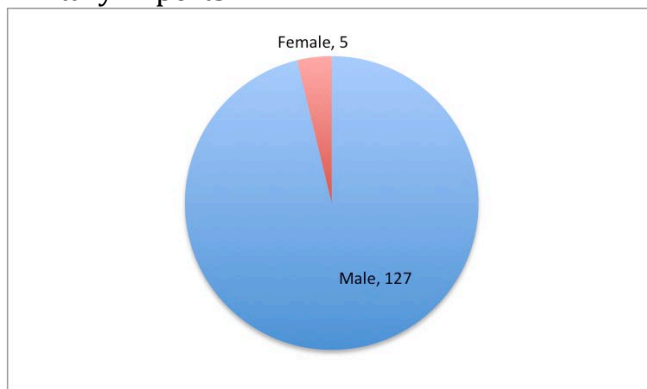
6.2. Women’s participation in UNMISS

UNMISS Gender Unit in South Sudan did not respond to requests to provide information on indicators 9, 10 & 13. UN Women headquarters in New York provided information from the Secretary General’s 2012 report to the Security Council on women, peace and security which stated that: *“The mission’s ‘role models’ included four women out of the ten State Coordinators and women Special Representative to the Secretary General (SRSG) and Deputy SRSG/Resident Coordinator/Humanitarian Coordinator”*, although the post of Resident Coordinator is now filled by a man.

Eve Organisation in its monitoring report on UNSCR 1325 provided the following breakdown of the UNMISS gender statistics:

*UNMISS Gender Statistics as of April 2012*⁵³

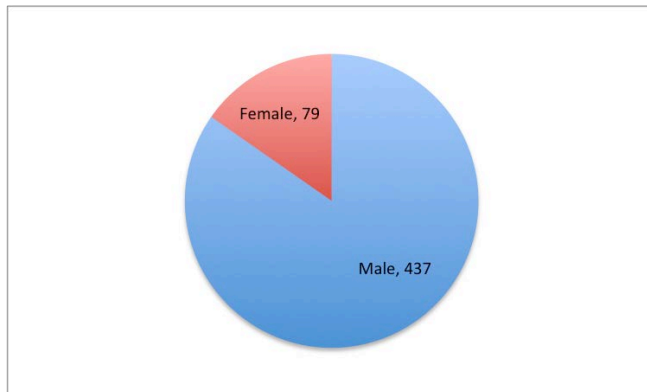
Military Experts



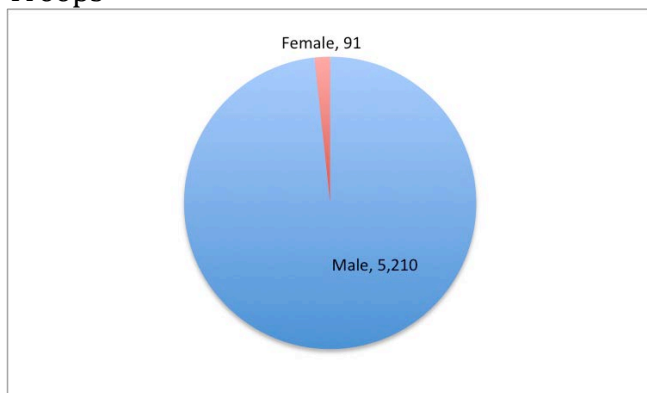
⁵² Author interview with observer of Jonglei Peace Process

⁵³ Source: <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/apr12.pdf>

Police



Troops



6.3. Women’s participation in politics

Indicator 12 refers to women’s participation in politics.

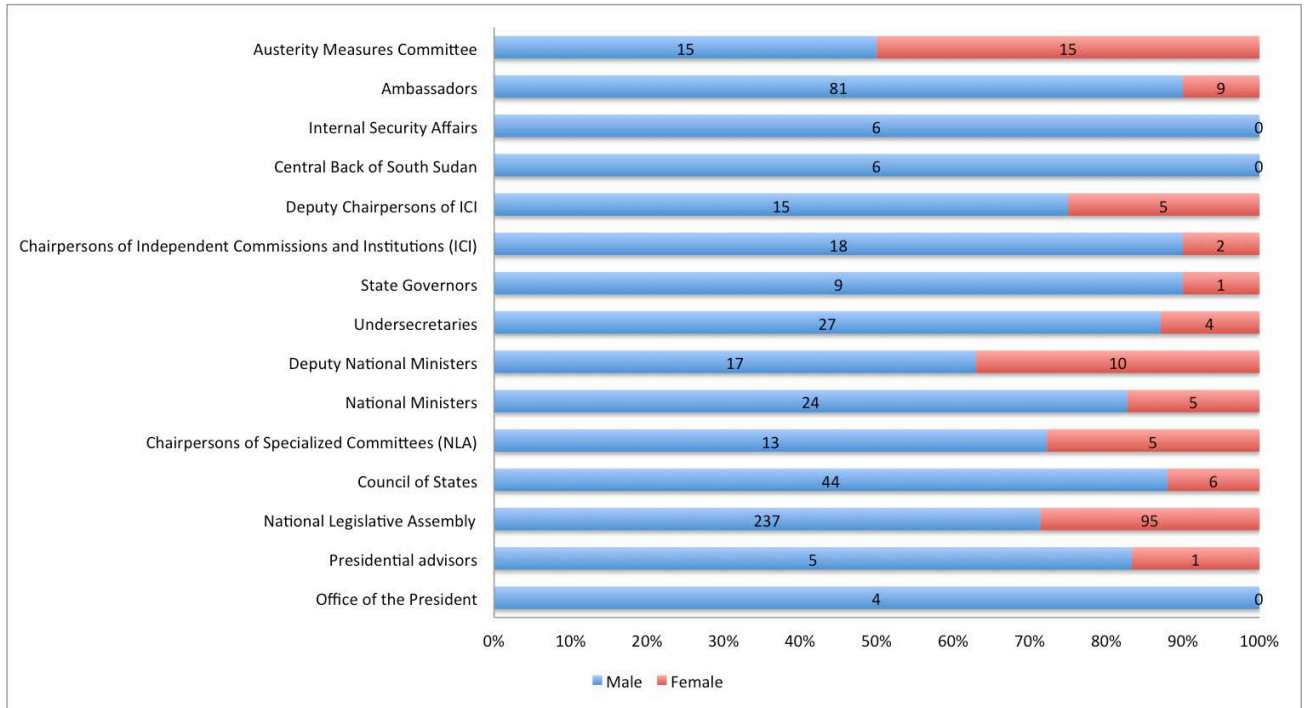
The official government’s affirmative action policy as stipulated in the Transitional Constitution calls for a 25% female participation in all organs of the government.⁵⁴ However it is notable that even when the quota is fulfilled, women are often put in more junior positions. According to a USAID assessment, women working for the government of South Sudan *“are usually not given the same opportunities for advancement as men are, especially in attending trainings and workshops outside the office”*.⁵⁵

Women’s Participation in Government⁵⁶

⁵⁴ Interim Transitional Constitution of the Republic of South Sudan. Retrieved August 2012 from [http://www.sudantribune.com/IMG/pdf/The Draft Transitional Constitution of the ROSS2-2.pdf](http://www.sudantribune.com/IMG/pdf/The_Draft_Transitional_Constitution_of_the_ROSS2-2.pdf)

⁵⁵ USAID/Southern Sudan: Gender Assessment. Retrieved August 2012 at: http://transition.usaid.gov/our_work/crosscutting_programs/wid/pubs/Southern_Sudan_Gender_Assessment.pdf

⁵⁶ Source: The Republic of South Sudan Magazine 2011.Cde.Larco Lomayat



The chart above shows that only four areas of governance attained the 25% female participation benchmark. These are the National Legislative Assembly (29%), Chairpersons of Specialized Committees (28%), Deputy National Ministers (37%), and Deputy Chairpersons of Institutions and Commissions (25%). Women representation in other sectors of governance falls well below the 25% benchmark. South Sudan has 29 national ministerial posts. Of these, only 5, representing 17% are occupied by women. It is important to note that of the 5 women appointed to ministerial positions, none of them holds the key ministries of finance, defense, interior, or foreign affairs.

Women are also underrepresented in the Council of State (12%), one of the two bodies that make up the National Legislative of South Sudan. Included among some of the important functions of this council are “issuing resolutions and directives to guide all levels of government, and overseeing national reconstruction, development and equitable service delivery in the states⁵⁷

The percentages of women in various categories of the civil services are also mostly below the 25% baseline mark. Women have a very minimal representation in the Judiciary and Presidential Advisory Group and are altogether absent from the following bodies: Office of the President, National Security, the Central Bank, and the Austerity Measures Committee.

At the state level, only 3 states had reached the 25% affirmative action mark before South Sudan gained its independence. Only one out of ten state governors is female (Warrap) but worse, at county level only two out of 89 county commissioners are women. It is worth noting that while the state governors are

⁵⁷ Interim Transitional Constitution of the Republic of South Sudan.

elected, the county commissioners are appointed by the state governors. This must raise questions about the gender bias of state governors when selecting their county commissioners.

In October 2012 Warrap parliament was the first state to establish a women’s parliamentary caucus, established by the Legislative Assembly. According to one Warrap MP the purpose of the caucus is for “lobbying center against stereotypes about women in the society. It will [be] a forum where women discuss their roles in the society as well as acting [as a] bridge between women leaders in various government institutions, those in the community and in the private sector.”⁵⁸ An active women’s caucus also exists at a national level.

6.3.1. Women and the Referendum

Indicator 12b refers to women’s political participation. Undeniably the single most significant expression of participatory democracy in South Sudan was the January 2011 Referendum for Independence, which resulted in a 99% vote in favour. It is encouraging to note the proportionately high number of female voters who turned out - 52% of the total register.⁵⁹ This figure was lower in Sudan where the number of South Sudanese female voters was only 39% of the register. Considering that the rate of illiteracy in South Sudan is higher among women than among men the turnout speaks positively of the efforts made to make the voting process inclusive and accessible.

The lack of women working in the referendum centres, especially as chairpersons, was a concern. This was at least in part because of low levels of literacy among women. According to the Referendum Act, chairpersons had to be at least 40 years of age, yet the majority of South Sudan’s literate women are below that age. The South Sudan Human Rights Commission said:

*“The SSRB [Southern Sudan Referendum Bureau] should be commended for the employment of many women at the state level and especially at headquarters level whereby an array of women dominated the middle management of the Bureau. Nevertheless there was not one female southern Sudanese Chairperson at the SSRB.”*⁶⁰

This obstacle of the minimum age limit continues to prevent women from taking full part in electoral processes. In August 2012 one well-qualified female lawyer was excluded from the board of the National Election Commission because she was below the minimum age limit of 35. The resultant committee consists of eight members, only one of whom is a woman.⁶¹

⁵⁸ Sudan Tribune. 20 October 2012. ‘Warrap parliament establishes women’s caucus’ <http://www.sudantribune.com/spip.php?article44270>

⁵⁹ Southern Sudan Human Rights Commission. 2011. *Monitoring the Southern Sudan Referendum for Self-Determination*

⁶⁰ Southern Sudan Human Rights Commission. 2011. *Monitoring the Southern Sudan Referendum for Self-Determination*

⁶¹ Sudan Tribune. 30 August 2012. ‘South Sudan approves eight members of National Election Commission’ <http://www.sudantribune.com/spip.php?article43739>

7. Protection

The prevention pillar of UNSCR 1325 refers to the assurance of women’s safety, physical and mental health and economic security and of having their human rights respected. The UN Secretary General’s report in 2010 identified seven indicators to establish a country’s performance with regard to the prevention pillar, they are:

- 14. Index of women’s and girls’ physical security**
- 15. Extent to which national laws to protect women’s and girls’ human rights are in line with international standards**
- 16. Level of women’s participation in the justice, security and foreign service sectors**
- 17. Existence of national mechanisms for control of illicit small arms and light weapons**
- 18. Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls**
- 19. Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced**
- 20. Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence**

7.1. Index of women’s and girls physical security

Indicator 14, like indicator 1, calls for a degree of data collection and collation that is not currently available in South Sudan. This is an activity that could involve the National Bureau for Statistics. However it is an ambitious goal and, given the numerous competing priorities, serious consideration needs to be given as to whether this is a priority for this iteration of a NAP.

The United Nations’ 2012 report by the Secretary General on women and peace and security stated that after intercommunal violence in Jonglei State in 2011 and 2012 UNMISS initiated the use of indicators on women and girls as part of its civilian protection strategy.⁶² It was not possible to obtain further information from UNMISS on these indicators.

⁶² United Nations General Assembly Security Council. 2012. *Report of the Secretary General: Conflict related sexual violence.* (A/66/657* - S/2012/33*) 13 January 2012.

7.2. National laws protecting women and girls’ human rights

Indicator 15 is an issue that continues to exercise the MGC&SW. South Sudan is in the early stages of development with regard to laws and policy development and there is a perpetual backlog in the Legislative Assembly as it struggles to adopt the requisite laws that are required for a new country. However this period of time represents a golden opportunity for activists on women’s peace and security to ensure that any new laws adopted are gender responsive and in line with international standards.

Some of the legal provisions that are gender responsive are as follows:

7.2.1. The Transitional Constitution of the Republic of South Sudan (TCRSS)

The TCRSS set out to rectify historical injustices that have affected women. To do so it included an Affirmative Action Clause designed to increase the number of women in key positions throughout institutions of governance. Part II of the TCRSS (The Bill of Rights), Section 16 (1-5) provides for several rights for women, one of which is ‘the right to participate equally with men in public life.’ Section 16(4) mandates that all government institutions must promote the following: ‘women participation in public life and their representation in the legislative and executive organs by at least 25 percent as an Affirmative Action to redress imbalances created by history, customs, and traditions.’ Other rights include ‘equal pay for equal work’, provision for ‘maternity and childcare, medical care for pregnant women’ and the ‘right for women to own property and share in the estates of deceased husbands.’ Part IX, Ch. II, Sec. 142(3) provides that the National Government ensures that 25 percent of the seats on Independent Institutions and Commissions shall be allocated to women. Part VI, Ch. III, Sec. 108(3) deals with the National Council of Ministers and requires the President to ensure that at least ‘twenty-five percent of members of the Council of Ministers are women.’

7.2.2. Prison Act (2003)

Section 48: Treatment of Female Prisoners states that female prisoners shall be kept in separate section equipped with the necessary requirements for their care and treatment. In respect of pregnant female prisoners where practicable, necessary precaution shall be taken for them to deliver their babies in Civil Hospitals and if a child is born in the prison no mention of the same shall be made in the Registries.

7.2.3. The Child Act (2008)

Section 26: Rights of the Female Child. Every female child has a right to be protected from sexual abuse and exploitation and gender-based violence, including rape, incest, early and forced marriage, female circumcision and

female genital mutilation. Every female child has the following rights—(a) the right of equal participation on a nondiscriminatory basis as partners with a male child in social, economic and political activities;(b) equal rights to succession and inheritance to property and reasonable provision out of the estate of a deceased parent without discrimination; and(c) the right to develop their full potential and skills through equal access to education and training. No female child shall be expelled from school due to pregnancy or motherhood or hindered from continuing her education after one year of lactation.

7.2.4. The Land Act (2009)

Section 1.4: Gender. States that women shall have the right to own and inherit land together with any heirs of the deceased.

7.2.5. The Local Government Act (2009)

Section 110: Rights of Women, states that women will be afforded full and equal dignity with men. It goes on to state that women shall have equal pay and benefits to men and that women shall have equal right to participate in public life. The Local Government Act also states that Local Government Councils shall promote women’s participation in public life and enforce their representation in Executive and Legislative organs by at least 25% representation. Local Government Councils shall also enact legislation to combat harmful customs and traditions which undermine the status and dignity of women, and will provide maternity, child and medical care to pregnant and lactating women. The act also states that women shall have the right to own property and share in the estate of their deceased husbands. In Section 108: The Clan and the Family, the Local Government Act also states that “No marriage shall be entered into without the free will and consent of the man and woman intending to marry with the guidance of their respective parents”.

Despite the laudable ambitions of this legislation the difficulty is in the implementation. Although the Land Act, for example, gives women the right to own property left by their husbands, a significant number of widows are not able to inherit their deceased husband’s land because land issues are still regulated by customary practices that deprive widows from owning property.⁶³ Activists in South Sudan frequently criticize the Prison Act as failing to make provision for lactating mothers. As concerns the Child Act’s provision protecting the female child, girls under the age of 18 are still subjected to forced and early marriage and wife-inheritance, and girls are sometimes used to pay debts because in practice tradition and poverty often take precedence over statutory

⁶³ Birungi, M. Women’s changing role in South Sudan [Part 4]: Obstacle inheritance laws. May 20, 2012. Retrieved August 2012 from <http://www.theniles.org/articles/?id=1168>

law.⁶⁴ Wider dissemination of the legislation needs to take place and all areas of the justice sector and the judiciary must be urged to arrest and prosecute those who flout the laws. This provision also applies to customary courts.

Also, wide gaps remain in legislation, the most prominent of which is the absence of a family law. In divorce cases in South Sudan customary law dictates that the man is given custody of the children, a situation which frequently obliges women to remain in unhappy marriages. At present customary law is the only recourse for cases of family breakdown and is too often biased against the woman. A statutory family law needs to be introduced that provides equal protection and respect to men and women.

7.3. Women’s participation in justice, security & foreign service sectors

The constitution of South Sudan mandates the establishment of the Judiciary of South Sudan (JOSS) as an independent decentralized institution. The overall management of JOSS; its composition and functions; shall be prescribed by law, in accordance, with provisions of the constitution.

Number of Percentage of Women in the Judiciary⁶⁵

	Male	Female	Total	Male %	Female %
President of Supreme Court	1	0	1	100	0
Deputy President of Supreme Court	1	0	1	100	0
Courts of Appeal(Justices)	9	0	9	100	0
High Court Judges	18	2	20	90	10
First Grade County Courts Judges	81	11	92	88	12

When looking at the judiciary in South Sudan it is important to recognize that many cases never reach the formal courts and are dealt with in the customary, or traditional, courts. Particularly in rural areas customary courts are seen as being more expedient and easily understood. These courts are male dominated environments which, according to one study “are seemingly ill- equipped to deal with complex cases such as GBV that result from the breakdown of traditional community and family structures”.⁶⁶ The same study found that customary courts

⁶⁴ Human Rights Watch. World Report 2012. Retrieved August 2012 from <http://www.hrw.org/worldreport-2012/world-report-2012-south-sudan>

⁶⁵ Source: Gurtong.

<http://www.gurtong.net/Governance/JudiciaryofSouthSudan/tabid/344/Default.aspx>

⁶⁶ Mennen, T. 2008. Adapting restorative justice principles to reform customary courts in dealing with gender-based violence in Southern Sudan. A report by DPK Consulting for UNFPA

regularly discriminate against women and often rule against a mistreated wife. Furthermore customary courts in South Sudan are renowned for dispensing with rape cases by instructing the perpetrator to marry the victim and pay a bride price to the girl’s family.

One organization that is tackling this situation is the Western Bahr El Ghazal-based CSO, Women’s Development Group. This organization has sought to address the bias of customary courts by advocating for more female judges to operate within customary courts and has recently been successful in seeing the appointment of four female judges in the state.

With regard to the foreign service only 9 out of 90 South Sudanese ambassadors are women.

It is not possible to know the proportion of women in the SPLA because the payroll remains disorganized and opaque. The last estimation of the army’s parade strength in November 2011 was 210,000. However it is known that women rarely occupy high-ranking positions. The highest rank attained by a woman in the SPLA is that of Brigadier – there are three women in this position out of a total of approximately 150 Brigadiers. For the purposes ensuring female representation in their own training programmes some contractors that support the SPLA estimate the proportion of women in the South Sudanese army to be 5%. In the second half of 2012 the SPLA established a temporary directorate⁶⁷ to establish the number of women in the SPLA and also to address the women that claim support from the SPLA due to having worked with the SPLA in an auxiliary role during the war.

With regard to the police the figures are slightly better established since an electronic payroll system has been put in place although it is not publicly available. Unconfirmed official estimates put the number of South Sudanese female police officers at 25%.⁶⁸ This figure, which is deemed to be high compared to the international average at 20%, may be a result of the formation of the SSNPS which was originally composed of ex-SPLA soldiers who were thought to be better suited to other aspects of the security sector.

7.4. Mechanisms for control of small arms and light weapons

At the time of writing Jonglei state is nearing the end of a civilian disarmament campaign that was mandated by a Presidential Decree in March 2012. The campaign has not only been highly controversial because of alleged abuses that accompanied the process but also has also had little impact on the levels of violence in the state. The militia group led by David Yau Yau continues to terrorise communities in Pibor County and reports are emerging of a possible resumption of the Murle-Lou Nuer violence. The 2012 disarmament campaign is

⁶⁷ Author interview with senior SPLA Officer, October 2012

⁶⁸ The North-South Institute. 2012. Police Reform in an Independent South Sudan. Policy Brief: Spring 2012. <http://www.nsi-ins.ca/publications/police-reform-in-an-independent-south-sudan/>

by no means the first of its kind despite the fact that earlier disarmament campaigns have also proved ineffective.⁶⁹

In South Sudan the Bureau for Community Security and Small Arms Control (CSSAC) is the government institution responsible for drafting legislation on the control of SALW. The draft SALW Control legislation is currently with the Office of the President waiting for him to sign a provisional order which the Council of Ministers would then rubber stamp, or to send it to the Council of Ministers for debate.

In 2010 the Regional Centre on Small Arms (RECSA) provided the Bureau with two weapons marking machines. These machines have reportedly been used to mark 44,700 small arms owned by the police, wildlife and prison services in Central and Eastern Equatoria. To date the CSSAC Bureau has still not received the database software that is supposed to accompany the marking machines therefore the information on the marking is being held in Word files. One international expert in small arms and light weapons who has seen the current system has criticized it for lacking a systematic approach.

The SPLA so far has not marked any of its weapons. While the SPLA is not opposed in principle to having its weapons marked it would only undertake the process if it, rather than a civilian institution, were in charge.

There have recently been reports that UNMISS is considering buying weapons marking machines and software that would replace the RECSA-donated machines.

7.5. The reporting, investigation and sentencing of SGBV

At present there is no means of monitoring the number of cases of SGBV that are reported compared to the number that reach court. Many cases of SGBV – if they are reported at all – are dealt with through the customary courts and therefore are not reported through formal mechanisms.

7.6. Training of security and justice personnel in addressing SGBV

With regard to indicator number 20 – the hours of training provided to personnel in security or justice sector institutions to address cases of SGBV – no specific information is available however numerous initiatives are on-going to provide support to the transformation of the SPLA and the establishment of the SSNPS, and the majority of these involve some element of gender mainstreaming and training on gender awareness.

⁶⁹ Danish Demining Group (DDG), Pact, & Saferworld. 2012. *Disarmament Déjà Vu: Recommendations for Peaceful Civilian Disarmament in Jonglei*.

There is a concern that gender is included in many SSR projects as an after-thought to appease donors and “tick a box”. Individual, ad hoc workshops on gender sensitivity are unlikely to have a genuine impact on the treatment of women both in and by the security services. In fact there is even the possibility that if the international community places too much emphasis on gender issues the results may be counter-productive. One high ranking SPLA General interviewed for this study implied that the international community, with its perennial focus on gender issues, is trying to impose a foreign and unwelcome culture on South Sudan, the end point of which would be an end to polygamy. Considering the sensitive nature of the subject and with so many competing priorities in the field of SSR, as well as it being a very male dominated arena, it is perhaps inevitable that gender issues slip down the list of priorities when it comes to military and police transformation initiatives.

One cause for concern is the training that has been carried out by the SSNPS for its own police cadets with funding from the UN. In February 2011 a now well-documented account emerged of abuses at the SSNPS Rajaf West training facility, revealing that as many as 100 trainees may have died in the course of training which began a year earlier. Investigations into the abuses unearthed accounts of regular cases of sexual abuses of female cadets.⁷⁰ Furthermore the trainees who emerged from this camp later went on to carry out human rights abuses themselves. One woman in Juba reported how she was going to work in December 2010 as a referendum observer when she was stopped by police from the Rajaf contingent and ordered to go home and change out of her trousers. When she refused she was beaten and a razor blade was used to slit the sides of her jeans up to the hip.⁷¹

⁷⁰ Kron, J. 24 February 2011. *Recruits for police in Sudan are abused*. The New York Times http://www.nytimes.com/2011/02/25/world/africa/25sudan.html?pagewanted=1&%2359;_r=0&_r=0

⁷¹ Human Rights Watch. 2012. ‘South Sudan: End abuses by disarmament forces in Jonglei State’. <http://www.hrw.org/news/2012/08/23/south-sudan-end-abuses-disarmament-forces-jonglei>

8. Relief and Recovery

The relief and recovery pillar of UNSCR 1325 refers to the need to ensure that women’s specific needs are met in conflict and post-conflict situations. The Secretary General’s report in 2010 identified 6 indicators to establish a country’s performance with regard to the prevention pillar, they are:

21.
 - a. Maternal mortality rate
 - b. Net primary and secondary education enrolment rates, by sex
22.
 - a. Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks
 - b. Proportion of budget related to targets that address gender equality issues in strategic planning frameworks
23.
 - a. Proportion of total disbursed funding to civil society organizations that is allocated to address gender equality issues
 - b. Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations
24. Proportion of disbursed Multi-Donor Trust Funds (MDTFs) used to address gender equality issues
25. Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
26.
 - a. Percentage of benefits (monetary equivalent, estimate) from reparation programmes received by women and girls
 - b. Percentage of benefits (monetary equivalent, estimate) from DDR programmes received by women and girls

8.1. Maternal mortality and school enrolment

The UNSCR indicators use maternal mortality and school enrolment rates as proxy indicators of the levels of relief and rehabilitation for women.

South Sudan holds the unenviable distinction of having the world’s worst maternal mortality rate at 2,054 deaths per 100,000 live births.⁷² Young women are more likely to die in pregnancy or childbirth than complete secondary education. These figures are from the Ministry of Health’s 2006 Southern Sudan Household Health Survey and require updating for accuracy.

⁷² Ministry of Health. 2006. Southern Sudan Household Health Survey

South Sudan also ranks worst in the world with regard to gender disparity in school attendance. In primary school there are 7 girls for every 10 boys enrolled. However in secondary school the numbers worsen, for every 10 boys in school there are only 5 girls. One 2012 study of education in South Sudan stated:

“In an education system that offers limited opportunities for all children, they [girls] are the last in, the first out and the least likely to make it to secondary school.”⁷³

8.2. Proportion of budgets that address gender equality

Only one GRSS ministry makes specific provision for gender in its budget. The Ministry for General Education and Instruction has a Directorate of Gender and Social Change which, in the 2012-2013 budget, was allocated USD 890,000.

8.3. Proportion of donor funding & MDTF used to address gender equality

Hundreds of millions of dollars in donor funding have flowed into South Sudan since the signing of the CPA from a multitude of actors and it is not possible to assess the gender component of each and every programme however some broader lessons can be learned.

A 2009 study funding provided for gender equality in Southern Sudan noted that of the larger pooled funds:

“None of these funds were established with the help of gender experts, none have a gender policy or gender markers to ascertain whether they address women’s rights and equality.”⁷⁴

However there have been some notable programmes of support for women including the World Bank’s Grant for Adolescent Girls Initiative, which provided USD 500,000 for capacity building in livelihood skills.

According to the World Bank’s Gender Specialist, the Multi-Donor Trust Fund (MDTF) earmarked approximately USD 10 million for projects focused on gender out of a total of USD 535 million. However, although almost all of the other MDTF projects mainstreamed gender in their design the World Bank’s South Sudan Gender Specialist was unable to say exactly what proportion of each project had been dedicated to gender.

Individual donors have made support to women and girls in South Sudan a priority, particularly with regard to education. Following on from a USAID programme of support, which targeted 5,000 girls, the UK’s Department for International Development, through the multi-donor Capacity Building Trust

⁷³ Brown, G. 2012. *Education in South Sudan: Investing in South Sudan*
<http://educationenvoy.org/Education-in-South-Sudan.pdf>

⁷⁴ Fitzgerald, M. A. (2009) *Financing Gender Equality in Post Conflict Reconstruction in Southern Sudan*

Fund, is planning a 5-year programme that intends to support access to education for 250,000 girls, one quarter of all girls of school-going age. By providing services such as cash transfers to families, the programme hopes tackle the financial and societal barriers that prevent girls from attending school, such as the tendency to keep girls in the home to perform household tasks.

8.3.1. CSOs and donor funding

There are dozens of women’s CSOs throughout South Sudan and the majority of donors have funding earmarked for supporting women’s empowerment yet somehow there is a disconnect between the two with few women’s CSOs benefitting from the available funds. The central problem seems to be a dissonance between the expectations of the donors and CSOs. One representative of a women’s organization at a 2012 conference remonstrated that:

“There is not a lack of capacity among civil society organizations; there is a lack of access, lack of ability to talk the donor language.”

What many donors describe as “capacity” is in fact an ability to report according to donors’ standards, keep well documented and transparent accounts, clearly articulate – in English – the organization’s aims and activities, and communicate regularly. However the grassroots women’s organizations often lack these characteristics but have a different type of “capacity”; the ability to identify the needs of their own communities, the ability to identify appropriate solutions and to help those in greatest need. The result of this dynamic is that articulate, English-speaking, well networked, Juba-based CSOs have a greater possibility of accessing funding while more remote CSOs struggle. Furthermore, funding for all CSOs tends to be more on a project-by-project basis, rarely allowing opportunity for the organization to develop the skills required to access regular funding for the long term projects that are so desperately required.

Two organizations are making attempts to address this problem. Voluntary Service Overseas (VSO) has placed medium-term volunteers with a number of civil society organizations throughout South Sudan working on women’s issues to assist with improving the long terms sustainability of these CSOs. These volunteers impart proposal writing, project management and finance skills to the organizations they work with. Meanwhile, UN Women in early 2013 announced its intention to make funding opportunities available to CSOs that usual struggle to access international donor aid.

8.4. Truth and Reconciliation Commission

In South Sudan at present no Truth and Reconciliation Commission has been established. There are recent reports of a reconciliation initiative emerging from the Vice President’s office however these plans are yet to be confirmed and it is unclear whether there will be a gendered dimension to the proceedings.

The South Sudan Peace and Reconciliation Commission (SSPRC)⁷⁵ has been in place in South Sudan for several years. It is quite different to a ‘traditional’ Truth and Reconciliation Commission in that it has an indefinite mandate to “work promoting peace, healing, reconciliation, unity and dialogue amongst the people of South Sudan” and its main function is “to advise the government on peace building activities and work to promote peace, national healing and reconciliation.” In response to requests for information on the work it has done to uphold peace and security of women in South Sudan the SSPRC responded that it has:

- Trained women in conflict transformation in Warrap, Unity, Jonglei, Eastern Equatoria and Lakes State.
- Carried out – in collaboration with the CSSAC Bureau – consultations with women identifying their community security needs
- Supported women’s agricultural groups in Eastern Equatoria
- Provided English language training to five female members of staff
- Employed at least one female peace coordinator in each of the ten states.

8.5. DDR

Disarmament, demobilization and reintegration (DDR) programmes are a common component of security sector reform in almost all post-conflict countries in the past 20 years since the practice came into vogue. The usual criticism leveled at DDR programmes elsewhere in the world is that they have failed to address the needs of women,⁷⁶ for example by insisting that ownership of a weapon is criteria for entry into the programme or by limiting women’s reintegration training options to ‘sewing and sewing and sewing.’⁷⁷ In South Sudan however the 2009-2012 DDR planners learned from the mistakes of other countries and strong provision for women was made in the programme, resulting in women accounting for 49% of the DDR caseload to date.⁷⁸

8.5.1. DDR 2009-2012

The first DDR programme in South Sudan began in June 2009 and will run to the end of 2012. It succeeded in processing approximately 12,000 individuals (in

⁷⁵ Previously named the Ministry for Peace and CPA Implementation and prior to that the Peace Commission

⁷⁶ See: Bouta, T. 2005. Gender and disarmament, demobilization and reintegration: Building blocs for Dutch Policy. Conflict Research Unit Occasional Paper. The Hague: Clingendael Institute. De Watteville, N. 2002. Addressing gender issues in demobilization and reintegration programs. Washington: World Bank. Douglas, S. & Farr, V, eds. 2004. Getting it right, doing it right: Gender and disarmament, demobilization and reintegration. New York: UNIFEM. Farr, V. 2002. Gendering demobilization as a peacebuilding tool. Bonn: BICC.

⁷⁷ This quote is from a contribution to an online debate on gender and DDR. See <www.un-instraw.org/forum/viewtopic.php>.

⁷⁸ Small Arms Survey. 2011. *Failures and opportunities: Rethinking DDR in South Sudan*. HSBA Issue Brief No. 17. Geneva: Small Arms Survey. May.

fact 12,525 entered the programme but not all completed it). The imperative to undertake DDR was provided for in the CPA, which stated that “The parties agree to the principles of proportional downsizing of the forces on both sides.”⁷⁹ The DDR programme in South Sudan was led by the Southern Sudan DDR Commission (SSDDRC), with international support primarily provided primarily by UNDP and UNMISS, and it focused on Special Needs Groups (SNGs) a category that included the elderly, the disabled and women. From the SSDDRC’s own literature it was often unclear what category of women were targeted in the programme, one SSDDRC leaflet includes in its definition of SNGs ‘women soldiers below the rank of officer’ and ‘non-combat support personnel who are on the SPLA payroll’⁸⁰ other literature on SNGs referred only to Women Associated with Armed Forces (WAAF), a category that was defined by UNMIS as women who ‘play non-combat roles within military that are essential to the maintenance of the armed group or force, including as informants, porters, informal health care providers, cooks, cleaners, and concubines’.⁸¹

8.5.2. Women Associated with Armed Forces

The DDR programme in South Sudan used the following criteria for defining WAAFs⁸²:

- must not be on the military payroll
- must not be married or cohabiting or supported by her husband at this time
- if widowed, must not be cohabiting and supported by deceased husband’s family
- must be over 18 years old
- must have been providing essential support services for the military
- must have been living in the barracks or within the immediate vicinity of the military
- must have been moving around with the military, and not residing with her community

The problem with these very definite criteria is that (as pointed out in section 4.1) there were rarely very clear distinctions between women who were in the SPLA and those who were civilians – many spent a few years with the SPLA or an OAG and also several years as a civilian during the war. Also the line between “WAAFs” and female combatants was blurred since many considered women who played a support role to be soldiers, just with different duties. One senior

⁷⁹ CPA, 2005, ch. VI, para. 1c, p.87

⁸⁰ The leaflet is titled, What you need to know about DDR and communities in Southern Sudan. See: <http://www.ssddrc.org/uploads/Publication%20Documents/DDR%20in%20South%20Sudan.pdf> .

⁸¹ UNMIS (UN Mission in Sudan). (n.d.) *Developing criteria for women associated with armed forces and groups*. http://protection.unsudanig.org/data/child/international_experience/UNMIS.%20WAAF%20FC%20Criteria%20Matrix%20Oct%2026.doc

⁸² DDR Joint Standard Operating Procedure 103: WAAF identification and verification in South Sudan, 2010.

SPLA officer was dismissive in his tone when asked about the situation of WAAFs saying, *“women associated’ is the DDR language.”*⁸³

This introduction of terminology used by the international DDR practitioners became a source of friction between the DDR programme and the SPLA who did not recognize the category and resented the implications.

8.5.3. DDR in the South Sudanese context

When addressing DDR in South Sudan it is important to note that the context is vastly different to that of many other post-conflict countries. In South Sudan the SPLA are viewed as the heroes who delivered liberation from Khartoum and they do not carry the same type of stigma that is attached to ex-combatants in many other countries. Furthermore, in 2006 the SPLA began paying salaries to its soldiers, making the option of leaving the army to enter the DDR programme a less desirable option, particularly given the weak economy in South Sudan, which meant that earning a living outside of government employment was, and remains, very challenging. Therefore, unlike in most other countries where entry into the DDR programme is often seen as a desirable option, here in South Sudan people would much rather stay in the SPLA than enter the DDR programme. One woman in the DDR programme said:

*“We were forced out of the army into the community where there are no jobs for us. But who could we complain to? We couldn’t complain.”*⁸⁴

Even the Vice President of South Sudan acknowledged that, far from being an attractive option which people want to take, DDR is actually a route that people prefer to avoid:

*“There is a difficulty knowing that the [DDR] package is not going to be sustainable. We have a dilemma. They [the participants] will ask questions, ‘Is this what we fought for?’ It is a moral dilemma, seeing someone that has fought alongside you and you have a salary but they have no salary.”*⁸⁵

The pressing issue in South Sudan therefore is not only whether women are being catered for in the DDR programme but whether they are being ejected from the army in disproportionate numbers and whether the DDR programme is providing a sustainable alternative.

At the time of writing a new DDR programme for South Sudan 2012-2020 is being devised by the SSDDRC, the new programme will DDR 150,000 individuals from the security services. It has not been announced how many of the programme participants will be female. It is essential that this programme provide a feasible alternative to life in the military.

⁸³ Author interview with senior SPLA officer, July 2010

⁸⁴ Comments during focus group interview with DDR participants, Aweil, February 2011

⁸⁵ Riek Machar speech at DDR Review Conference, 15 December 2010

9. Information Sharing

One of the most illuminating findings of this study has been the difficulty in accessing information on numerous of the indicators, due to key actors either not having the information available or not being willing to share it with the MGC&SW.

Of the 26 indicators, 8 refer specifically to obligations of the UN mission in country. As outlined in the UN Secretary General’s report of 2010 (S/2010/173), reporting on these indicators is the responsibility of the mission. Despite numerous requests for information the MGC&SW did not receive the requested information from UNMISS Gender Unit on the indicators.

The level of responses from other UN agencies varied, however, on the whole the response was disappointing. Either MGC&SW requests for information were ignored or given responses such as “Sorry no documentation is available”. This raises questions about the level of understanding within the UN agencies on the obligation to report externally on UNSCR 1325.

The response to information sharing has been different in various departments and ministries. The Human Rights Commission, for example, with its Gender Committee, recognizing the significance of UNSCR 1325 to its work, was cooperative despite being limited by a lack of data. Other ministries and departments meanwhile either did not respond to information requests or procrastinated. This situation highlights the need to raise awareness throughout the GRSS of the significance of UNSCR 1325 throughout the work of government, not just limited to the MGC&SW. It also raises the need for gender focal points to be established in ministries and departments throughout government – an initiative that the MGC&SW has already begun to work on.

Amongst international NGOs and civil society there has been no reticence to share information about UNSCR 1325 activities however there is a lack of coordination on these activities leading to the possibility of duplication and a failure to capitalize on the successes.

There are a number of civil society organisations that are working on women’s peace and human security in South Sudan. However CSOs frequently lack the profile and access routes to showcase the work that they are undertaking on UNSCR 1325. All too often research that is carried out under a discrete project is filed away as a completed project activity and there is no central repository for the information to be stored and accessed widely.

10. Implementing Resolution 1325

In the course of this study it has become apparent that 1325 is widely referred to without people truly understanding what it is. In fact this is not surprising. UNSCR 1325 is written in the legalistic language of an international agreement that is not accessible to the wider population. Translating the text into a local language does not alter this fact. Reading out UNSCR 1325 to women in a remote boma of South Sudan will not empower them, increase their security, or improve their lives. Simply put, the strength of UNSCR 1325 lies not in its dissemination but in its implementation.

Another finding of this study is that caution must be used with regard to the profile of the international community in pushing the “gender agenda”. Unfortunately the gender discourse has, in some cases, been approached with a vigour that is off-putting to many South Sudanese – particularly, though not exclusively, men working in the security sector. “Gender” is viewed by many as a foreign-imposed notion that disregards South Sudanese culture. That is not to say that discussion of “women’s” rights is off limits. The SPLA/M and people of South Sudan fought for the equanimity of all South Sudanese, and many of those who recoil at the use of the word “gender” are happy to talk about the rights of women. It is therefore, frequently more palatable to couch the issues in these terms.

It has also become apparent during this study that, while there are an array of gaps in the provision of security and peacebuilding for women in South Sudan, there are also a multitude of UNSCR 1325 initiatives already taking place that simply need coordinating and bringing under the 1325 umbrella. It is essential that a UNSCR 1325 NAP is put in place as soon as possible to address the gaps and coordinate the various initiatives for greater efficacy.

11. A National Action Plan for South Sudan

UNSCR 1325 is written in a tone of language in which does not compel states to act. It is written as a “soft law”, rather than a “hard law”, with articles that merely “express”, “emphasize”, and “request” states to act. The key method in addressing this weakness has been for UN Member States to develop a NAP on UNSCR 1325, which set objectives for the state to achieve within a given timeframe, outline the relevant actors and their responsibilities, and state how the objectives will be attained.

There is no standard template either for the NAPs themselves or for their development, and among the 37 countries that have implemented NAPs, variations can be seen across a number of different areas including:

- Length and density of the NAP
- Scope of the NAP – whether it should address all aspects of UNSCR1325 or just a few areas
- Limited or holistic approach to the design process
- When and how civil society should be included in the process

NAPs that are already being implemented have been criticized in some contexts. One expert has written:

“They may... simply serve as a political tool whereby the completion of an action plan is considered to be the end product, with little consideration of the impact of the plan or its substance.”⁸⁶

The same critic also noted that in the process of developing NAPs:

“There is...a tendency to collate information about what is being done, rather than to ‘audit’ or assess the quality of the actions and whether they are contributing towards the normative changes envisioned by Resolution 1325.”⁸⁷

While important lessons may be learned from the experiences of other states with regard to developing and implementing NAPs it is also important that South Sudan ploughs its own furrow; identifying a process and design that is suited to its particular circumstances. As the newest country in the world its situation and challenges are unique and complex. It does not yet have robust institutions capable of implementing all the activities required to achieve women’s peace and security, yet at the same time it has an urgent need to address the situation of women suffering in situations of on-going conflict and post-conflict challenges.

South Sudan is frequently likened to a newborn child and in this instance it is important that the 1325 NAP is an attempt to walk, rather than run. Although a

⁸⁶ Swaine, A. 2010. Assessing the potential of National Action Plans to advance the implementation of UNSCR 1325. Yearbook of International Humanitarian Law, Vol 12. pp. 403-433

⁸⁷ Ibid.

NAP needs to be ambitious in what it hopes to achieve, its key components must be founded in reality. Taking into consideration the findings of this baseline study it is apparent that there are areas where there is political will and where the conditions are in place to create positive change – for example the participation of women in politics and the improvements in girls’ access to education. An initial NAP needs to build upon these successes as well as addressing the gaps, in a realistic and pragmatic manner.

With regard to timing, while it is prudent to be wary of hurrying the development of a NAP simply for the sake of putting a NAP in place, it is also important to recognize that the women of South Sudan are crying out for action rather than merely further talk and research. Given this combination of circumstances it seems that the most appropriate solution for the context would be to create a “lite NAP” of a relatively short duration, perhaps three years. This would set in motion activities that would improve the security of women in South Sudan and establish the principles and mechanisms of a 1325 NAP – a steering committee, a working group, etc. – while concurrently allowing opportunity for wider consultation on a subsequent NAP.

Another factor that is important to take into account when considering the timing of developing and implementing a National Action Plan in South Sudan is the wider policy development that is currently ongoing. South Sudan is one of the seven countries in which the New Deal for Fragile States will be piloted during 2013. The New Deal seeks to identify statebuilding and peacebuilding priorities and it is key that a 1325 NAP synergizes with this. The same applies for the new iteration of the South Sudan Development Plan. Furthermore key security sector reform initiatives are taking place such as the development of a new DDR programme and a National Security Policy. It is important that activists for women’s security are organized so that they can strategically and effectively feed into these processes. A 1325 NAP could align and coordinate such initiatives.

Lastly, while it has been noted that all states’ NAPs have been varied in development, design and implementation, there are some features that are common to all successful NAPs. The integration of adequate monitoring, reporting and reviewing mechanisms are essential, as is the need to identify key actors responsible for specific activities and adequate resource allocation. These must be key features in the South Sudan NAP.

12. Coordination

UNSCR 1325 covers a vast range of subjects and potential activities including SSR, UN Member States’ commitments, the treatment of women in refugee camps and much more. Many organizations and institutions in South Sudan are carrying out activities that are UNSCR 1325 without knowing it or labeling their activities as “1325” – a good example would be the UNPOL Women Police Association, a voluntary organisation which provides informal support to the South Sudan Women’s Police Association. Meanwhile other organisations are undertaking activities which they define as “1325” but which appear to have little impact on women’s peace and security in South Sudan.

Some of the key actors that are working on activities which they explicitly define as UNSCR 1325 in South Sudan include:

- Operation 1325
- UNMISS Gender Unit
- UN Women
- South Sudan Women’s Empowerment Network (SSWEN)
- Eve Organisation
- Cordaid
- Institute for Inclusive Security

The vast majority of actions undertaken by these different actors are of great utility, however the difficulty is that they are often not coordinated. For example in August 2012 UNMISS, in collaboration with SSWEN, undertook a detailed, ten-state consultation process on UNSCR 1325 in South Sudan. The findings from each state were written up and in October 2012 representatives from each state were brought to Juba to create a joint nationwide report and recommendations for presentation to the SRSG. The findings from this impressive process have yet to be disseminated. Furthermore, once the report had been presented to the SRSG it remained unclear what accountability mechanisms were in place regarding responding to, and actioning, the recommendations.

There is a need for an actor mapping exercise to take place to identify all the various organisations, ministries and individuals that are working, explicitly or otherwise, on UNSCR 1325 in South Sudan and provide them with institutional support from the MGC&SW.

13. Financing

The MGC&SW is desperately under-resourced, receiving SSP 7 million annually, just 0.67% of the total of GRSS Annual Budget. Furthermore, gender is only one aspect of the Ministry’s wide remit. As with all areas of government this budget was cut drastically during 2012 in response to the austerity measures temporarily imposed in response to the February 2012 oil pipeline shutdown.

UNSCR 1325 is a priority for numerous donors working in South Sudan, however to date there have been few organized and coordinated initiatives to support UNSCR 1325 activities. The creation of a NAP would give donors an overview of UNSCR 1325 activities in South Sudan and provide them with the opportunity to contribute to these activities.

It should also be noted that considerable sums have already been committed to 1325 activities although they have not specifically been identified as such. For example DFID has committed to provide GBP 60 million to help 250,000 South Sudanese girls receive an education. This is an integral contribution to the Relief and Rehabilitation pillar and needs to be recognized as such. A multitude of other such initiatives exist.

However, in addition to donor commitments to supporting UNSCR 1325 there also needs to be a commitment from the GRSS itself.

14. Conclusion

The indicator-by-indicator analysis of the UNSCR 1325 status of South Sudan inevitably presents a rather depressing picture of the situation of women and girls’ security in South Sudan. To a large extent the UNSCR 1325 indicators act as symptoms to expose some of the weaknesses of this new nation that cut across both genders. For example, an inadequate healthcare system is a large contributing factor to maternal mortality but so too does it affect the health of every man and child in South Sudan. The lack of laws protecting women’s rights reflects a general lack of legislation in this young country where legal systems are nascent. Both men and women are victims of abuses by security forces.

Women and girls make up half the population of South Sudan therefore any initiative that promotes human security and development, providing that it is gender-sensitive, can legitimately claim to be working towards the principles of UNSCR 1325. While a National Action Plan is a vital step in coordinating and galvanizing initiatives to support the security of women in South Sudan it is important not to make the mistake of focusing on UNSCR 1325 as a standalone initiative. Rather the principles of UNSCR 1325 should be incorporated into any initiative that is undertaken in South Sudan and by asking the question, “How does this programme or activity improve the human security of women?” UNSCR 1325 will de facto begin to be implemented.

This is not to say that there are not factors that challenge the human security specifically of women and girls in South Sudan. This report has highlighted the high levels of SGBV, the lack of women’s participation in peace negotiations, the disparity in school attendance rates between boys and girls, and many other areas in which females in South Sudan are disproportionately affected in the post-conflict and conflict environment. Specific programmes tackling these problems exist but profound gaps remain, particularly with regard to the prevalence of SGBV.

South Sudan, as a new country, is in the unusual, and perhaps enviable, position of starting from scratch with regard to the development of policy and practice. Rather than viewing UNSCR 1325 as a set of strictures that must be adopted, the status of South Sudan as a new nation presents a the golden opportunity to use the resolution as a resource to inform processes.

The central question at the conclusion of this Baseline Study is “what next?” The recommendations in the final section of this report present some options as to ways in which to go forward. However, using the evidence presented in this report, it is essential for a range of experienced South Sudanese practitioners, from a variety of sectors including particularly the security sector, to carry the process forward, identifying the strategic and practicable approaches to tackling the gaps in women’s human security in South Sudan.

15. Recommendations

Recommendations have been divided into thematic areas. The recommendations deliberately do not address particular actors as many of them may be undertaken by a variety of actors.

15.1. A National Action Plan for South Sudan

- Due to the fast pace of events with regard to SSR in South Sudan, and the pressing requirement for women to see action, it is imperative that a NAP is developed as soon as possible. The MGC&SW should aim to have a draft ready in 2013, aligned with the New Deal process and South Sudan Development Plan.
- South Sudan’s first NAP should be of 3-4 years duration and should provide for a nationwide consultation process to be undertaken for a subsequent NAP.
- A NAP need not consist of entirely new activities. Many excellent initiatives are already underway by other Ministries and actors. These activities should be included in the NAP.
- The MGC&SW must employ a “1325 Officer” to ensure that the roadmap is followed, the NAP is implemented and the diverse 1325 activities in South Sudan are coordinated – donor funding needs to be sought for this position.
- This Baseline has demonstrated that numerous of the internationally agreed indicators are not relevant to South Sudan. A set of indicators that is relevant to the national context should be developed.
- Numerous UNSCR 1325 activities are already been undertaken by a variety of institutions. The creation of a “UNSCR 1325 in South Sudan” website would enable donors and practitioners to identify where gaps exist in the implementation of UNSCR 1325 and where they can most effectively channel their resources. It would prevent duplication of efforts and ensure better coordination.

15.2. Prevention

- Evaluation and monitoring of the SPUs need to be undertaken to establish whether in fact they are effective and if not how they can be improved. An action plan to improve the efficacy of the SPUs then needs to be devised and implemented.
- Education in protection of civilians should be provided to all members of the SPLA. Such training should include women’s rights, however for the

purposes of acceptance, stand-alone SGBV awareness training should be avoided.

- Initiatives to develop police and civilian cooperation should be supported. As with the SPLA, the provision of stand-alone SGBV training should be avoided but rather the subject of women’s rights should be addressed through the lens of community based policing.
- Lessons need to be learned from the organizations that have already undertaken successful SGBV prevention initiatives, including ONAD and Israid among others, for the possibility of replicating these initiatives in more areas throughout the country.
- A credible nationwide study of gender-based violence needs to be undertaken. This should not take the form of a household survey, which is an inappropriate method of data collection on a sensitive subject. A sophisticated and sensitive methodology needs to be developed.
- Organisations that already have a field presence throughout South Sudan, need to be supported in the monitoring of violence against women and a methodology developed for collating their findings.
- An assessment of the conditions for women in the refugee camps needs to be undertaken and appropriate actions for support identified. Equally the peace and security requirements of women returnees needs to be established and addressed. On the basis of these assessments action plans need to be devised and implemented.
- Provision must be made to support the return of abducted women in Jonglei state, acknowledging that their needs are different from those of returning children.
- The Gender Committee of the Human Rights Commission needs to be strengthened to undertake monitoring and reporting responsibilities under UNSCR 1325.
- The Ministry of Interior should be supported by the MGC&SW in its efforts to collect and collate data on crimes of SGBV and addresses abuses by the security forces.
- A “library” of 1325 literature should be created within the MGC&SW so that the multitude of reports that are available on the subject can be shared for greater benefit. This library may be part of the website proposed under 9.1.
- Civil society groups that work on security sector reform and women’s empowerment must be supported to participate in the development of the National Security Policy.

15.3. Participation

- High-level meetings must be held between the MGC&SW, the SRSG and the UN’s Resident Coordinator to establish the obligations and limitations on UN reporting to the Ministry on UNSCR 1325. The result of this meeting to be recorded in writing and used as a starting point to establish regular reporting mechanisms.
- Training needs to be provided to women in leadership positions in the skills of mediation and negotiation so that they are better equipped to take part in negotiation of peace agreements.
- Literacy and English training needs to be provided to women who are working in the government but who struggle to assert themselves because of a lack of these skills.
- The MGC&SW must lobby for women to be represented in the Sudan-South Sudan negotiations.
- There needs to be genuine representation of women in the Jonglei peace process and forums need to be created for the voices of “normal women” to be heard. Support must be given to initiatives that bring together women from the different communities.
- The lack of female county commissioners needs to be addressed with the provision of a quota similar to the 25% provision in the rest of public service. State governors must be obliged to appoint a certain number of female county commissioners.

15.4. Protection

- There is a need to disseminate and utilize existing legislation that protects the rights of women and girls. In particular police and chiefs who are responsible for customary courts must be familiar with the legislation and empowered to implement it.
- Family laws addressing the rights of, for example, women in the case of divorce, needs to be introduced.
- The National Bureau of Statistics should be engaged to explore the possibility of developing an index of women’s and girls’ physical security.
- The MGC&SW should support the CSSAC Bureau to ensure the inclusion of gender sensitive policies in the proposed small arms control legislation.

- Training needs to be provided to women in the justice, security and foreign service sectors to empower them in leadership, management and literacy.
- The Ministry of Justice must initiate a process of monitoring the cases of SGBV which are reported to the police against those which are brought to court and prosecuted.

15.5. Relief and Rehabilitation

- Support needs to be provided to women’s groups that want to undertake 1325 activities but currently lack the means to access international donor funding. The support must take the form of medium-long term assistance for women’s CSOs and should focus on their administrative capacity.
- Support must be provided to women who were associated with the SPLA or OAGs during the war but are now no longer needed in the SPLA. This support may be run by the DDR Commission but should be separate from the DDR programme.
- More work needs to be undertaken on healing war trauma to assist in reducing the instances of domestic violence. Organisations that can provide these services must be identified.
- International organizations providing support and training in the field of SSR must ensure genuine inclusion of gender-sensitive approaches within their work; tokenistic workshops are not sufficient.
- The war generated a large number of widows who are not provided for by the traditional structures that would support them, such as the deceased husband’s family. Programmes of support must be identified for these women.

16. Acronyms

ACCORD	African Centre for the Constructive Resolution of Disputes
ARC	American Refugee Committee
ASI	Adam Smith International
CEDAW	Convention on the Elimination of All forms of Discrimination Against Women
CEPO	Community Empowerment for Progress Organisation
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organisaton
CSSAC	Community Security and Small Arms Control
DFID	Department for International Development
DDR	Disarmament, Demobilisation and Reintegration
GBV	Gender Based Violence
GNWP	Global Network of Women Peacebuilders
GRSS	Government of the Republic of South Sudan
HRW	Human Rights Watch
IGAD	Intergovernmental Authority on Development
INGO	International Non-Governmental Organisation
IRC	International Refugee Council
JOSS	Judiciary of South Sudan
MDTF	Multi Donor Trust Fund
MGC&SW	Ministry of Gender Child and Social Welfare
MSF	Medecins Sans Frontieres
NAP	National Action Plan
NCP	National Congress Party
NGO	Non-Governmental Organisation
ONAD	Organization for Nonviolence and Development
OAG	Other Armed Group
RECSA	Regional Centre on Small Arms
RSS	Republic of South Sudan
SAF	Sudan Armed Forces
SAJP	Safety and Access to Justice Programme
SALW	Small Arms and Light Weapons
SGBV	Sexual and Gender Based Violence
SNG	Special Needs Group
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SPU	Special Protection Unit
SRSG	Special Representative of the Secretary General
SSDDRC	Southern Sudan Disarmament Demobilisation and Reintegration Commission
SSDF	South Sudan Defence Forces
SSHRC	South Sudan Human Rights Commission
SSNPS	South Sudan National Police Service
SSP	South Sudanese Pound

SSPRC	South Sudan Peace and Reconciliation Commission
SSR	Security Sector Reform
SSRB	Southern Sudan Referendum Bureau
SUWEP	Sudanese Women’s Empowerment Network
SSWEN	South Sudan Women's Empowerment Network
TCRSS	Transitional Constitution of the Republic of South Sudan
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNMIS	United Nations Mission in Sudan
UNMISS	United Nations Mission in South Sudan
UNPOL	United Nations Police
UNSCR 1325	United Nations Security Council Resolution 1325
VSO	Voluntary Service Overseas
WAAF	Women Associated with Armed Forces
WDG	Women Development Group

17. Bibliography

17.1. Books, Reports and Articles

- Africa Peace Forum & Project Ploughshares. 2008. *Regional security, gender identity, and CPA implementation in Sudan*. Kitchener (Ontario). January.
- Amnesty International. 2012. *Lethal Disarmament: Abuses related to civilian disarmament in Pibor County, Jonglei State*. Amnesty International; London.
- Arabi, A. 2008. *Gender and Peacebuilding: The role of Sudanese Diaspora Women in Post-conflict Reconstructions*. MA Thesis, Dalhousie University, Canada
- Arabi, A. (2011) In power without power: Women in Politics and Leadership positions in South Sudan. In Bubbenzer, F. and Stern, O. *Hope, Pain and Patience: The Lives of Women in South Sudan*. Johannesburg: Jacana Media.
- Atem, M.B. 2009. Is DDR working, slow or failing? *The Liberator*, 1(2), 12.
- Barltrop, R. 2012. *What peace and whose? Envisioning a more comprehensive, more stable peace in South Sudan and Sudan*. London, International Alert.
- Barth, E. 2003. *Peace as disappointment: The reintegration of female soldiers in post-conflict societies: A comparative study from Africa*. Unpublished paper prepared for the Peace Research Institute, Oslo.
- Bennet, J., Pantuliano, S. et al. 2010. *Aiding the Peace: A multi-donor evaluation of support to conflict prevention and peacebuilding activities in Southern Sudan 2005-2010*. London: ITAD
- Benson, M. 2009. SPLA celebrates Women’s Day. *The Liberator*, 1(2), 4–5.
- Beswick, S. 2000. Women, War and Leadership in South Sudan (1700–1994). In J. Spaulding & S. Beswick, eds. *White Nile, black blood: War, leadership, and ethnicity from Khartoum to Kampala*. Asmara and London: Red Sea Press, 93–111
- Beswick, S. 2001. ‘We are bought like clothes’: The war over polygyny and levirate marriage in South Sudan. *Northeast African studies*, 8(2), 35–62
- Birungi, M. Women’s changing role in South Sudan [Part 4]: Obstacle inheritance laws. May 20, 2012. Retrieved August 2012 from <http://www.theniles.org/articles/?id=1168>
- Bouta, T. 2005. *Gender and disarmament, demobilization and reintegration: Building blocs for Dutch Policy*. Conflict Research Unit Occasional Paper. The Hague: Clingendael Institute.
- Brown, G. 2012. *Education in South Sudan: Investing in South Sudan* <http://educationenvoy.org/Education-in-South-Sudan.pdf>

Bubenzer, O. and Stern, F. 2011. *Hope, Pain and Patience: The Lives of Women in South Sudan*. Jacana Media, Johannesburg.

CEPO. 2011. *Denial of Women engagement and rights caused by gender based violence and women rights violations*. CEPO; Juba

Danish Demining Group (DDG), Pact, & Saferworld. 2012. *Disarmament Déjà Vu: Recommendations for Peaceful Civilian Disarmament in Jonglei*.

De Watteville, N. 2002. *Addressing gender issues in demobilization and reintegration programs*. Washington: World Bank.

Douglas, S. & Farr, V, eds. 2004. *Getting it right, doing it right: Gender and disarmament, demobilization and reintegration*. New York: UNIFEM.

DDR Joint Standard Operating Procedure 103: WAAF identification and verification in South Sudan, 2010.

Duany, J.A. & Duany, W. 2001. War and women in the Sudan: Change and adjustment to new responsibilities. *Northeast Africa studies*, 8(2), 63–82.

Farr, V. 2002. *Gendering demobilization as a peacebuilding tool*. Bonn: BICC.

Fitzgerald, M.A. 2002. *Throwing the stick forward: The impact of war on Southern Sudanese women*. Nairobi: UNIFEM/UNICEF.

Fitzgerald, M. A. (2009) Financing Gender Equality in Post Conflict Reconstruction in Southern Sudan

Gebrehiwot, M. 2009. The feasibility of disarmament and demobilization in Southern Sudan. In Small Arms Survey, *Southern Sudan and DDR: Adopting an integrated approach to stabilization* (HSBA Workshop Papers). Geneva: Small Arms Survey, Graduate Institute of International and Development Studies, 40–58. <http://smallarmssurveysudan.org/pdfs/HSBA-Sudan-conference-papers.pdf>

Halim, A.A. 1998. Attack with a friendly weapon In: Turshen, M., ed. 1998. *What women do in wartime*. London: Zed Books, 85– 99.

Hutchinson, S. & Jok, J.M. 2002. Gendered violence and the militarisation of ethnicity: A case study from Southern Sudan. In Richard Werbner, ed. *Postcolonial subjectivities in Africa*. London: Zed Books, 84–108.

HRW (Human Rights Watch). 1993. *Civilian devastation: Abuses by all parties to the war in Southern Sudan*. London: Human Rights Watch.

Human Rights Watch. 2012. ‘South Sudan: End abuses by disarmament forces in Jonglei State’. <http://www.hrw.org/news/2012/08/23/south-sudan-end-abuses-disarmament-forces-jonglei>

Human Rights Watch. World Report 2012. Retrieved August 2012 from <http://www.hrw.org/world-report-2012/world-report-2012-south-sudan>

HSBA. 2007. *Anatomy of civilian disarmament in Jonglei State: Recent experiences and implications*. Geneva: Small Arms Survey

HSBA. 2011. *Threats in the home*. Small Arms Survey, Geneva.

Interim Transitional Constitution of the Republic of South Sudan.

Isis-WICCE (Isis Women’s International Cross-Cultural Exchange). 2007. *Women’s experiences during armed conflict in Southern Sudan, 1983–2005: The case of Juba County, Central Equatorial State*. Kampala.

Itto, A. 2006. Guests at the table? The role of women in peace processes. *Conciliation Resources*. <<http://www.c-r.org/our-work/accord/sudan/women.php>>.

Johnson, D.H. 2003. *The root causes of Sudan’s civil wars*. Oxford: James Curry.

Jok, J.M. 1999. Militarization and gender violence in South Sudan. *Journal of Asian and African studies*, 34(4), 427–442.

Kron, J. 24 February 2011. *Recruits for police in Sudan are abused*. The New York Times
<http://www.nytimes.com/2011/02/25/world/africa/25sudan.html?pagewanted=1&%2359; r=0& r=0>

Mamur, S. 7 September 2012. The New Nation. ‘31 SPLA soldiers held over abuses in Jonglei’ <http://www.thenewnation.net/news/national/435-susan-mamur.html>

McCallum, J. & Okech, A. 2008. Small arms and light weapons control and community security in Southern Sudan: The links between gender identity and disarmament. *In: Regional security, gender identity, and CPA implementation in Sudan*. Ontario: Pandora Press, 35–58.
<http://www.ploughshares.ca/libraries/Build/Nairobi07RegSecGender.pdf>

Mennen, T. 2008. *Adapting restorative justice principles to reform customary courts in dealing with gender-based violence in Southern Sudan*. A report by DPK Consulting for UNFPA

IRIN. 16 January 2013. IRIN. ‘Women without men vulnerable in South Sudan’s refugee camps’. <http://www.irinnews.org/Report/97260/Women-without-men-vulnerable-in-South-Sudan-apos-s-refugee-camps>

Medecins Sans Frontieres. 2012. *South Sudan’s Hidden Crisis*.

Ministry of Health. 2006. Southern Sudan Household Health Survey

The North-South Institute. 2012. Police Reform in an Independent South Sudan. Policy Brief: Spring 2012. <http://www.nsi-ins.ca/publications/police-reform-in-an-independent-south-sudan/>

Pender, E. 14 May 2012. Global Post. ‘Yida refugee camp in South Sudan remains dangerous for women’. <http://www.globalpost.com/dispatches/globalpost-blogs/commentary/yida-refugee-camp-in-south-sudan-remains-dangerous-for-women>

Purdin, Susan and Roselidah Ondeko. 2004. *Understanding the Causes of Gender-Based Violence*. Forced Migration Review 19.

Rands, R.B. 2010. *Defence transformation in Southern Sudan; 2006–2010 and the future*. Geneva: Small Arms Survey.

The Republic of South Sudan Magazine 2011. Cde. Larco Lomayat

SAJP & Saferworld. 2011. *South Sudan Community Policing Study*.

Small Arms Survey. 2008. *No standing, few prospects: How peace is failing South Sudanese female combatants and WAAFG*. HSBA Issue Brief No. 13. Geneva: Small Arms Survey. September. <<http://www.smallarmssurveysudan.org/pdfs/HSBA-SIB-13-no-standing-few-prospects.pdf>>.

Small Arms Survey. 2011. *Failures and opportunities: Rethinking DDR in South Sudan*. HSBA Issue Brief No. 17. Geneva: Small Arms Survey. May.

South Sudan Human Rights Commission. Annual Report 2011

Southern Sudan Human Rights Commission. 2011. *Monitoring the Southern Sudan Referendum for Self-Determination*

SSDDRC. 2009. ‘What you need to know about DDR and communities in Southern Sudan’
<http://www.ssddrc.org/uploads/Publication%20Documents/DDR%20in%20South%20Sudan.pdf>

Sudan Tribune. 30 August 2012. ‘South Sudan approves eight members of National Election Commission’

<http://www.sudantribune.com/spip.php?article43739>

Sudan Tribune. 20 October 2012. ‘Warrap parliament establishes women’s caucus’ <http://www.sudantribune.com/spip.php?article44270>

Swaine, A. 2010. *Assessing the potential of National Action Plans to advance the implementation of UNSCR 1325*. Yearbook of International Humanitarian Law, Vol 12. pp. 403-433

Turshen, M, ed. 1998. *What women do in wartime*. London: Zed Books.

UN Women. 2012. *Women’s Participation in Peace Negotiations: Connections between Presence and Influence*

UNHCR, et al. 2011. *Gender Based Violence and Protection Concerns in South Sudan*. South Sudan: UNHCR, UNFPA, UN Women, MGC&SW

UNIFEM & Satima. 2009. *Gender based violence and violence against women: Report on incidence and prevalence in Southern Sudan*. Satima; Nairobi.

UNIFEM. n.d. *Issue Brief on disarmament, demobilization and reintegration*. <<http://womenwarpeace.org>>

UNMIS (UN Mission in Sudan). (n.d.) *Developing criteria for women associated with armed forces and groups*.

<http://protection.unsudanig.org/data/child/international_experience/UNMIS,%20WAAFG%20FC%20Criteria%20Matrix%20Oct%2026.doc>.

UNMIS. 2005. Assessment of women associated with the SPLA and female combatants in the SPLA. Report prepared by Southern DDR Interim Authority, the UN DDR Unit, and the Southern Sudan Psychosocial Programme, Sudan. 7–30 October.

UNMIS (UN Mission in Sudan). (n.d.) *Developing criteria for women associated with armed forces and groups*

United Nations. 2010. *Women and Peace and Security: Report of the Secretary General. (S/2010/173)*

United Nations General Assembly Security Council. 2010. *Report of the Secretary-General on the implementation of Security Council resolutions 1820 (2008) and 1888 (2009). (A/65/592 – S/2010/604)* 24 November 2010

United Nations General Assembly Security Council. 2012. *Report of the Secretary General: Conflict related sexual violence. (A/66/657* - S/2012/33*)* 13 January 2012.

United Nations Security Council. *Resolution 1888 (2009) on Women Peace and Security. (S/RES/1888)* 5 October 2009

United Nations Security Council 6543rd Meeting. *Resolution 1960 (2010) on Women Peace and Security. (S/RES/1960)* 16 December 2010

United Nations Security Council 6576th Meeting. *Resolution 1996 (2011) on South Sudan. (S/RES/1996)* 8 July 2011

United Nations Security Council. 2011. *Report of the Secretary-General on women and peace and security. (S/2011/598*)* 29 September 2011

United Nations Security Council. *Resolution 2057 (2012) on South Sudan. (S/RES/2057)* 5 July 2012

United Nations Security Council. 2012. *Report of the Secretary-General on women and peace and security. (S/2012/732)* 2 October 2012

Verwijk, M. 2012. *Is peace not for everyone?: Narratives on a struggle for peace equality and development in South Sudan.* Utrecht University.

Vrey, W. (2009) United Nations Mission in Sudan: UN support to DDR. *In: Southern Sudan and DDR: Adopting an Integrated Approach to Stabilization.* Proceedings of a workshop, 25–26 June 2009, Juba, Southern Sudan. Geneva: Small Arms Survey.

17.2. Website References

Peace Women

http://www.peacewomen.org/security_council_monitor/indicators

UNHCR Refugees in South Sudan

<http://data.unhcr.org/SouthSudan/country.php?id=251>

United Nations Conduct and Discipline Unit

<http://cdu.unlb.org/>

United Nations – Gender Statistics by Women

<http://www.un.org/en/peacekeeping/contributors/gender/2012gender/apr12.pdf>

Gurtong Press – Judiciary of Southern Sudan

<http://www.gurtong.net/Governance/JudiciaryofSouthSudan/tabid/344/Default.aspx>

UN INSTRAW Gender and DDR Virtual Discussion

www.un-instraw.org/forum/viewtopic.php

18. Annex 1 – UNSCR 1325 Indicators

	Indicator
1a	Prevalence of sexual violence
1b	Patterns of sexual violence in conflict and post-conflict situations
2	Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council
3a	Extent to which violations of women’s and girls’ human rights are reported, referred and investigated by human rights bodies
3b	Number and percentage share of women in governance bodies of national human right bodies
4	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases
5a	Extent to which measures to protect women’s and girls’ human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions
5b	Extent to which measures to protect women’s and girls’ human rights are included in national security policy frameworks
6	Number and type of actions taken by the Security Council related to resolution 1325 (2000)
7	Number and percentage share of women in executive positions of relevant regional and subregional organizations involved in preventing conflict
8	Percentage of peace agreements with specific provisions to improve the security and status of women and girls
9	Women’s share of senior positions in United Nations field missions
10	Percentage of field missions with senior gender experts
11a	Representation of women among mediators, negotiators and technical experts in formal peace negotiations
11b	Women’s participation in official observer status, at the beginning and the end of formal peace negotiations
12a	Women’s political participation in parliaments and ministerial positions

12b	Women’s political participation as voters and candidates
13	Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports
14	Index of women’s and girls’ physical security
15	Extent to which national laws to protect women’s and girls’ human rights are in line with international standards
16	Level of women’s participation in the justice, security and foreign service sectors
17	Existence of national mechanisms for control of illicit small arms and light weapons
18	Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls
19	Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced
20	Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence
21a	Maternal mortality rate
21b	Net primary and secondary education enrolment rates, by sex
22a	Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks
22b	Proportion of budget related to targets that address gender equality issues in strategic planning frameworks
23a	Proportion of total disbursed funding to civil society organizations that is allocated to address gender equality issues
23b	Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations
24a	Proportion of disbursed Multi-Donor Trust Funds (MDTFs) used to address gender equality issues
25	Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
26a	Percentage of benefits (monetary equivalent, estimate) from reparation programmes received by women and girls
26b	Percentage of benefits (monetary equivalent, estimate) from DDR programmes received by women and girls

19. Annex 2 – People & Organisations Contacted for Information

The lead author on this report drew on five years’ research in the field of women and security in South Sudan. The following people and organisations were contacted specifically for information that related to the UNSCR 1325 indicators.

Person Contacted	Organisation
Patience Alridi	UNDP DDR
Ammanuel Gebremedhin	UNDP DDR
Rosa Weet	DDR Commission
Amina Adam	UNMISS Gender Unit
Ruth Kibiti	UNMISS Gender Unit
Eric Pelser	SAJP
Chris Walker	SAJP
Monica Lee	USIS
Gene Mundy	USIS
Dina Parmer	Pact
Dirk Jan Omzigt	Independent Consultant
Verena Phipps	World Bank
Munira Museme	World Bank
Wani Charles	South Sudan Human Rights Commission
Kujo Kula	South Sudan Human Rights Commission
Elizabeth Edelstein	Women Protection UNMISS
Robert Tabu	UNDP
Dhanashree Karmarkar	UNDP
Kartik Sharma	UNDP
Ed Hughes	Saferworld
Bill Morrell	Adam Smith International
Alex Dowling	Adam Smith International
Jeremy Astill- Brown	Adam Smith International
Erin Gerber	American Refugee Committee
Lotte Hoex	UNMISS SSR
Nathalie Ndongo-Seh	UNMISS Conduct and Discipline Unit
Charmaine Pieries	UNMISS, Office of the Chief of Staff
Friederike Bubenzer	Institute for Justice and Reconciliation
Paleki Matthew	South Sudan Women’s Empowerment Network
Kondwani Mwangulube	UNFPA
Elizabeth Akinyi	South Sudan Women’s Empowerment Network
General James Hoth Mai	SPLA
Lea Krivchenia	Nonviolent Peaceforce
Martha Boyoi	SSNPS

20. Annex 3 – UNSCR 1325

Resolution 1325 (2000)

Adopted by the Security Council at its 4213th meeting, on 31 October 2000

S/RES/1325 (2000)

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and recalling also the statement of its President to the press on the occasion of the United Nations Day for Women’s Rights and International Peace (International Women’s Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled “Women 2000: Gender Equality, Development and Peace for the Twenty-First Century” (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into

peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace- building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those

undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children’s Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;

8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;

(b) Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;

(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible from amnesty provisions;

12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

14. Reaffirms its readiness, whenever measures are adopted under Article 41 of

the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women’s groups;

16. Invites the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. Decides to remain actively seized of the matter.

21. About the Author

Lydia Stone has lived and worked throughout South Sudan since 2007. She is a freelance consultant specializing in security sector reform and gender issues. She has published widely on the subject of women’s human security in South Sudan, including a chapter on female ex-combatants and a series of papers for Small Arms Survey. Lydia was previously an arms control specialist providing research on behalf of organizations such as Amnesty International and Oxfam. In South Sudan her work has included being consultant advisor to DFID on the Disarmament Demobilization and Reintegration (DDR) Programme and a security sector reform advisor to Danida.

EVE Organization for Women Development is a national civil society organization founded with the aim of empowering women and addressing challenges that hinders women’s progress in South Sudan.

EVE Organization uses the UNSCR 1325 as a base of its work in addressing the challenges of women in South Sudan. Since 2007, the organization has worked tirelessly in raising awareness and advocacy on the Resolution in both Sudan and South Sudan. EVE Organization currently works closely with different women groups and has presence in five states within South Sudan namely; Eastern Equatoria, Western Equatoria, Western Bahr El Ghazal, Jonglei and Central Equatoria States.

EVE was established on August 13, 2005 in Khartoum and in 2008 in South Sudan. The Organization currently has its headquarters located in Juba - South Sudan.

EVE Organization provided the following sections of this report:

6.2 Women’s participation in UNMISS

6.3 Women’s participation in politics

7.2 National laws protecting women and girls’ human rights.