

MAPPING AND ANALYSIS OF GENDER EQUALITY IN PUBLIC ADMINISTRATION South Sudan 2022

National Level



UNIVERSITY OF JUBA



The National Transformational Leadership
Institute



Mapping and Analysis of Gender Equality in Public Administration South Sudan, 2022 National Level

Conducted by The National Transformational
and Leadership Institute, University of Juba, July
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Welfare, Government of South Sudan



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The research on Gender Equality in Public Administration (GEPA) was conducted in South Sudan for the first time to establish the current status of women’s representation and participation in public administration so as to accelerate gender equality and gender mainstreaming progress in the public sectors in support of ongoing transition and peacebuilding efforts.

Unquestionably, there is sufficient evidence showing that when women take leadership roles in public administrations, governments are more responsive and more accountable, and the quality of public services delivered as well as trust and confidence in state organizations are significantly boosted. Thus, this ground-breaking research provides a clear path for making governments, women machineries, and public administrations, more aware of and responsive to the perspectives, interests and needs of both women and men needed in improving gender-sensitive public policies and services and enable women’s equal access, retention, promotion and effective participation in all decision-making structures. The data collection process employed both quantitative and qualitative methods that include intensive desk review of existing literature on various policies, laws and reports; and a participatory process involving government ministries, commissions, parliamentary committees, international and national organizations, private sectors and UN agencies among others.

Many people have contributed to the GEPA research. The Ministry of Gender, Child and Social Welfare wishes to, acknowledge all the women and men of South Sudan who provided invaluable information during consultations and in validation workshop. Specifically, we wish to recognize and thank all gender focal persons from all Ministries, Commissions, and Civil Society and the Disabled Persons Organizations.

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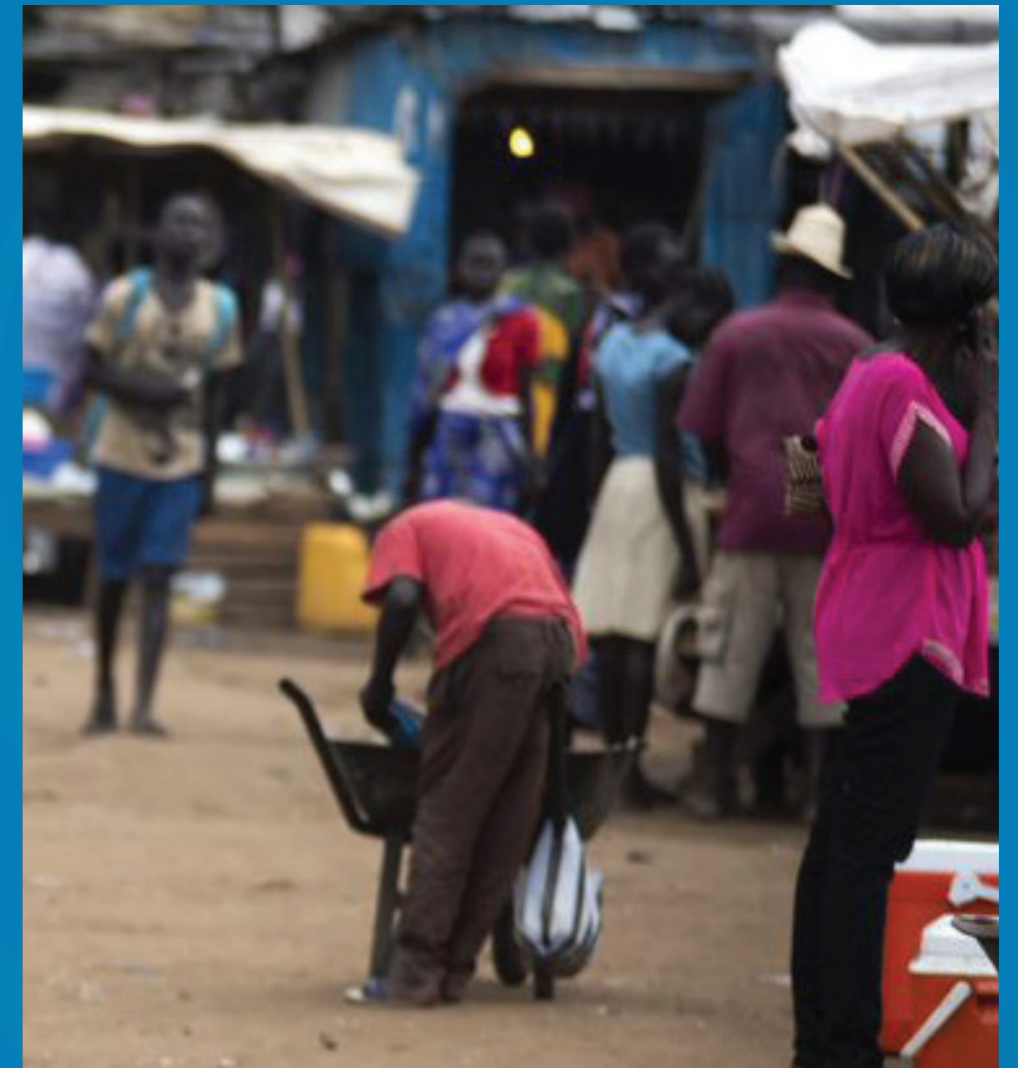
ACRONYMS

AFDB	Africa Development Bank
BSWG	Budget Sector Working Group
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COVID-19	Corona Virus Disease 2019
CSOs	Civil Society Organizations
DDR	Disarmament Demobilization and Reintegration
DPOs	Disability Persons Organizations
FAO	Food and Agriculture Organization
FBOs	Faith-based Organizations
GBV	Gender-based Violence
GEM	Gender Equality and Mainstreaming
GEPA	Gender Equality in Public Administration
GEWE	Gender Equality and Women's Empowerment
GRSS	Government of the Republic of South Sudan
HIV	Human Immunodeficiency Virus
IDPs	Internally Displace Persons
IGAD	Inter-governmental Authority on Development
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
MDVA	Ministry of Defence and Veterans Affairs
MGCSW	Ministry of Gender, Child and Social Welfare
MoH	Ministry of Health
NBS	National Bureau for Statistics
NGOs	Non-governmental Organizations
NTLI	National Transformational Leadership Institute
OECD	Organization for Economic Cooperation and Development

PCP	Permanent Constitution-making Process
PCRC	Police Community Relations Committee
POC	Protection of Civilians
PRA	Participatory Reflection Action
R-ARCSS	Revitalized Agreement on the Conflict Resolution in the Republic of South Sudan
R-TGoNU	Revitalized Transitional Government of National Unity
SDGs	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
SMEs	Small and medium size enterprises
SSNDS	South Sudan National Development Strategy
SSPDF	South Sudan People's Defense Force
SSR	Security Sector Reform
TCSS	Transitional Constitution of the Republic of South Sudan
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugee
UNICEF	United Nations International Children's Emergency Fund
UNMISS	United Nations Mission in South Sudan
UN WOMEN	United Nations Women
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization
WPS	Women, Peace and Security
WROs	Women's Rights Organizations



EXECUTIVE SUMMARY



The research on Gender Equality in Public Administration (GEPA) in South Sudan aims to establish the current status of women's representation and participation in public administration in South Sudan in order to accelerate the progress of gender equality and gender mainstreaming in the public sectors to support the ongoing transition and peacebuilding efforts.

Studies conducted elsewhere have shown that when women take leadership roles in public administrations, governments are more responsive and more accountable, the quality of public services delivered is significantly improved, with public trust and confidence in state organizations also boosted. Yet, in the context of South Sudan, there remain deep-seated historic, cultural, and socio-economic obstacles still prevent women from taking their seats at the decision-making table to ensure that resources and power are more equitably distributed.¹ Amidst calls for adherence to at least 35 percent gender quota in the appointment and recruitment of women in all decision-making levels, as agreed in the Revitalized Agreement on the Resolution of Conflict in South Sudan (R-ARCSS) and subsequently enshrined into the Transitional Constitution of South Sudan (TCSS), it is vital to assess the current situation in terms of gender equality in public administration in the country, to address challenges and boost gender equality efforts.

The GEPA research was carried out by the National Transformational Leadership Institute (NTLI) at the University of Juba in partnership with the Ministry of Gender Child and Social Welfare (MGCSW) of the Government of the Republic of South Sudan (GRSS), within the framework of UNDP's global GEPA initiative together with experiences drawn from peacebuilding and gender equality programmes. It also employed an adapted version of the *UNDP-OECD Toolkit for Mainstreaming and Implementing Gender Equality in Public Life*.² This toolkit, is comprised of four pillars, namely, 1) Institutional and governance frameworks for gender equality and mainstreaming; 2) Gender-sensitive practices in parliaments; 3) Gender-sensitive public employment systems; 4) Gender-sensitive practices in the judiciary. The study focuses on selected key aspects of each of the UNDP-OECD Pillars as relevant and important in the South Sudan context, with a particular emphasis on Pillars 1 and 3.

The research employed both qualitative and quantitative methods of data collection including surveys, face-to-face interviews, consultation workshops and focus group discussions with gender focal points from a broad cross-section of government institutions (ministries, commissions and parastatal organizations), as well as the organized forces and academia. Other stakeholders consulted included Faith Based Organizations (FBOs), Civil Society Organizations (CSOs) and Disability Persons Organizations (DPOs). Findings from the research offer an in-depth understanding of the current situation, progress made, successes and challenges and more importantly, the institutional and governance frameworks on mainstreaming gender equality established in the country.

The research generates an important overview of the current status of gender equality in the country by showing that the Government has a clear vision for gender equality that is anchored in key government documents which are aligned to the international and regional benchmarks such as the 1979 United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW); the 1995 Beijing Declaration and Platform for Action of the Fourth UN World Conference on Women; the United Nations Sustainable Development Goals (SDGs)—especially Goal 5 on gender equality; the Maputo Protocol, the African Union and East African Community Gender Policies. It then points out the positions of women in the public sector, while underscoring the gaps and barriers to gender equality and women's role in decision-making in public sector institutions (such as the civil service, parliament and academia). It is vital because making institution more sensitive to gender requires a better understanding of both numerical representation and institutional environment in which formal and informal policies, practices and procedures interact and often reinforce gender inequalities and gender-based stereotypes, which may undermine the attainment of gender equality. It concludes by providing strategic recommendations and entry-points for further policy-oriented and programmatic actions.

1 UNDP (2021): Gender Equality in Public Administration <https://www.undp.org/sites/g/files/zskgke326/files/2021-07/UNDP-UPitt-2021-Gender-Equality-in-Public-Administration-EN1.pdf>

2 See Annex 1 for details.

HEADLINE FINDINGS

LEGAL AND INSTITUTIONAL FRAMEWORK FOR GEPA

1. There is a broad comprehensive legal and policy framework for GEPA (through the TCSS, R-ARCSS and key pieces of national legislation), together with a solid national gender policy, but there are a number of gaps in the legal framework in relation to GEPA, and considerable shortfalls in its implementation.
2. The National Gender Policy (2013) includes a comprehensive intergovernmental gender machinery at national and state levels to coordinate gender mainstreaming. Still, resources are a major challenge, with less than 0.3 percent of the national budget allocated to the MGCSW, and a high level of dependence on donor funding for GEPA programmes.
3. The Labour Act and Civil Service Act are progressive in ensuring the rights of both men and women employees are observed at the work place. However, there is a need to intensify sensitization and awareness to reduce gender stereotypes and biases in education and the labour market and to encourage fathers to take parental leave, whether on salaried jobs or self-employment to promote the proportion of women in management.
4. There are various gender equality monitoring processes but these need to be consolidated and strengthened, including with reference to GEPA (where there is no gender-disaggregated database for tracking women's representation (including implementation of the minimum 35 percent threshold). The affirmative Action Bill is under finalization but a key gap is the absence of an adequate independent accountability and oversight mechanism to enforce and sanction parties and institutions for non-implementation of 35 percent gender quotas.

NUMBER OF WOMEN IN DECISION MAKING POSITIONS



PUBLIC ADMINISTRATION

200 OF 1,282	TOP CIVIL SERVANTS
1 OF 5	VICE PRESIDENTS
8 OF 35	MINISTERS
1 OF 10	DEPUTY MINISTERS
3 OF 37	UNDERSECRETARIES
24 OF 177	DIRECTOR GENERALS



JUDICIARY AND LEGAL

8 OF 54	LEGAL ADVISORS
4 OF 36	HIGH COURT JUDGES
1 OF 15	FIRST HIGH COURT JUDGES
2 OF 13	SECOND HIGH COURT JUDGES



PARLIAMENT IS THE EXCEPTION

31.3% = 336 OF 1,075	MEMBERS OF PARLIAMENT
26.6% = 4 OF 15	SPEAKERS OF PARLIAMENT
50% = 4 OF 8	DEPUTY SPEAKERS
26.6% = 88 OF 335	TOP PARLIAMENTARY POSITIONS IN STATE & ADMIN AREAS

35%

The target of 35 percent set for women—in all but 1—decision-making position **has not been met.**



GENDER MAINSTREAMING IN THE PUBLIC SECTOR

5. There are a series of cross-government and sectoral gender mainstreaming mechanisms with focal points in all key institutions and a range of coordination mechanisms. However, limited financial and human resources are key factors constraining mainstreaming of gender in public bodies.
6. Gender analysis is ad hoc (mainly funded by donors) and not yet systematic. A systematic approach to gender-responsive budgeting needs to be put in place at national and state levels.

GENDER EQUALITY AND WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

7. There is systematic under-representation of women in the public sector:
 - Out of the national public workforce of 67,911 (excluding the SSPDF), women constitute only 27 percent.
 - Most of the women in the public administration have low educational qualifications: 88 percent have no educational qualifications, and only 24 percent of civil servants who have postgraduate qualifications are women.
 - Only 25 percent of students in public universities in South Sudan are women.
 - Efforts to appoint one third of judges as female have not been sustainable, with a large proportion of qualified women opting to leave the sector because of low wages or delayed payment of salaries.
 - There is limited documentation and inadequate data of women's representation in the security sector. This lack of important information undercuts women's role in peace and security initiatives. Women's participation is required in conflict resolution peace building, in the prevention of violence against women and girls, and to advocate for their increased access to justice and health services.

8. Other than women parliamentarians,³ women are under-represented in almost all decision-making positions in public administration in States/Administrative Areas of South Sudan.

- All 13 State and Administrative Secretary Generals are men. There are only 5 women out of 53 Chairpersons of Commissions; and only 8 women out of 44 Deputy Chairpersons.
- Out of 83 county Commissioners, only 2 are women, while only 12 out of 339 Payam Administrators are female.⁴
- Out of the 13 Town Mayors in the ten states and three administrative areas, only 2 are women.
- Women hold 78 of the 811 top executive positions in the ten states and three administrative areas.
- Women hold 333 (16.4%) of the 2,030 top civil service positions. Only 32 (11.2%) of 254 Director Generals are women, and 149 (16%) of 932 Directors are women, while 144 (19.1%) of the Deputy Directors are women and 8 (14%) of 57 Executive Directors are women.
- In the public universities, women only occupy 6 percent of top decision-making positions.

9. Out of the parliaments of the ten state and three administrative areas:

- On average only 25 percent of women hold top parliamentary positions at both the National and State/AA level. This is well below the 35 percent quota.
- There are only 536 women out of 1,725 (31.07%) members of parliament in the TNLA, Council of States, State and AA Assemblies combined.
- 4 of the 15 (27%) speakers are women.
- 4 out of 17 (26%) deputy speakers are women
- 3 out of 32 (9.3%) chief whips are women.
- Only 1 of the 16 (6%) parliamentary clerks is a woman.
- Surprisingly, there are no women legal advisors in any of the legislative assemblies, some States/AAs yet to appoint a legal advisor.
- 49 of the 175 (28%) chairpersons of specialized parliamentary committees are women

³ Pending confirmation of the final 2021 R-TNLA membership as meeting the 35% women's quota.

⁴ Previously, only 2-3 county commissioners out of 79 were female at any given time.

At the national level women make up only **27%** of the public workforce.

10. In the judiciary and legal system at the ten states and three administrative areas.

- 8 (14.8%) of the 54 legal advisors are women.
- At the High Court, there are 4 (11%) women judges out of the 36 judges. Only 1 woman first judge of the 15 first high court judges, 2 women second judges of the 13 second high court judges, and only 1 female third high court judge of the 8 third high court judges.

SUMMARY OF CHALLENGES AND CONCLUSIONS

Gaps persist between policy and practice which undercut successful inclusion of women in the public sector and other decision-making structures. There are human resource policies and procedures in government to support women’s advancement, but implementation and enforcement mechanisms are lacking. This complicates the judicious efforts calling for the equal access and presence in the executive, the judiciary, the senior civil servants, and the supreme audit bodies which are imperative institutions of accountability. Seemingly, the signing of the R-ARCSS in September 2018 and its implementation has not only become a new catalyst and a game changer, but has stirred up the conversation on the under-representation of women in both public life and public administration.

The continuous advocacy and lobbying by civic groups have also become ‘a push factor’ for the gradual numeric representation of women in the executive, parliament, in peace mechanisms and other public offices at national and sub-national levels. While it could be argued that the realized women’s access and presence in public life can potentially trigger their increment in the public institutions, we argue that the relationship is not straight forward because of the past experiences of “rule breaking and rule-bending”. The 35 percent quotas could remain ill-conceived as a “glass ceiling”, which can potentially undermine women’s advancement and promotion to key decision-making positions. Thus, more efforts ought to be directed towards allocating funding support to the aspirants, the newly recruited and existing women leaders to advance their careers and capacities to participate in decision-making and engage effectively in policy and programming with a gender perspective.

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Overall, the findings reveal that gaps persist between policy and practice. This undercuts successful inclusion of women in the public sector and other decision-making structures.

GENDER EQUALITY IN HUMAN RESOURCE MANAGEMENT



- 11. Recruitment, promotion, professional development and flexible working environment:** Existing recruitment procedures, appointment mechanisms, promotions system and retention plans, poor working conditions, plus the absence of mentoring schemes undermine the attainment of gender equality in the public administration.
- 12. Gender norms and workplace harassment:** Discrimination, gender-based violence (GBV), sexual exploitation and abuse (SEA), and harassment among others are key issues affecting women in public administration. There are a range of cross-party bodies such as women’s parliamentary caucuses, sub-cluster meetings and networks with civic groups, which if well-equipped, can help to highlight discriminatory behaviours and practices.

GEPA INITIATIVES

- 13. There are a range of GEPA initiatives, but more effort is needed** in many areas including gender-responsive budgeting, gender analysis and monitoring, gender-sensitive public sector employment practices, and gender equality in the security sector and the Judiciary.

RECOMMENDATIONS

Institutional frameworks for gender equality in public administration:

- ▶ **GRSS to conduct a review of the legislative and policy framework** to integrate the minimum of 35 percent quotas for women in all public administration (National Gender Policy; National Strategic Plan Framework; Labour Act and Civil Service Act and Public Service regulations).
- ▶ **Review legislation, working environment, and develop guidelines** for access, promotion and retention procedures and institute flexible working hours for various groups.
- ▶ **GRSS to establish an independent oversight mechanism and Affirmative Action Bill** to monitor the implementation of quotas and sanctions for non-compliance.
- ▶ **Strengthen the coordination mechanisms with partners and civil society** to participate and provide feedback on the overall implementation of the gender equality strategy.

Gender mainstreaming in the public sector:

- ▶ **MGCSW to work with partners to build capacity of gender focal points in all ministries, commissions, authorities, and women in general** through trainings, mentoring and coaching for effective implementation and monitoring of gender equality agenda in their institutions.
- ▶ **MGCSW to work with the National Bureau for Statistics (NBS) to establish robust monitoring and evaluation mechanisms** to collect sex-disaggregated data against national gender impact indicators and gender equality goals.
- ▶ **The MGCSW to take forward gender-responsive budgeting nationally and at state level, and build capacity of undersecretaries, gender focal points. Budget and planning officers to budget with a gender lens and integrate gender equality programmes with the support of key partners such as UNDP and UNICEF.**

Gender-sensitive parliamentary practices:

- ▶ **MGCSW to work with Ministry of Parliamentary Affairs and parties** to introduce internal measures to promote women's advancement, candidacy and leadership,
- ▶ **Ministry of Parliamentary Affairs to support the formal or informal cross-party women's caucuses** and convene meetings for budget plans, law, and policy review.

Gender-sensitive practices in the judiciary:

- ▶ **The R-TGoNU to establish an ad hoc Judicial Reform Committee** for the transformation of the judiciary as per R-ARCSS Article 1.17.3 and restructuring of the judiciary during the transitional period as per Article 1.17.6.
- ▶ **Security Sector Reform: Take stock of gender issues in the security sectors and develop gender responsive guidelines** to integrate gender equality in various decision-making structures.

1. INTRODUCTION

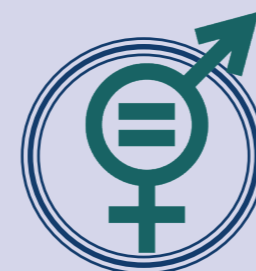


1.1 BACKGROUND

The Ministry of Gender, Child and Social Welfare (MGCSW) has a National Gender Policy (2013) with programmes and plans that promote gender equality and women's empowerment, child protection, social welfare, and social protection. Since its establishment, MGCSW has been working in partnership with like-minded institutions at national and state levels to mainstream gender equality in all government institutions, systems and structures. **As a fundamental principle of human rights, gender equality is a vital strategy to improve the lives of the most vulnerable people as it offers a broad and positive implication for achieving the goals of eradicating poverty, promoting economic growth, and sustainable, peaceful development.**

There is a wealth of evidence suggesting that, given an enabling cultural and legal context, greater gender equality can lead to a more productive workforce. This in turn leads to an increase in investment and growth, women's access to education and employment opportunities, access to political and financial institutions, and improve utilization of natural resources (World Bank 2019; UNFPA 2018, OECD 2018, UNDP 2019). Similarly, integrating gender equality is an important ingredient in assessing and alleviating poverty and hunger, improving maternal and child health, building resilience in communities, and promoting sustainable development. During implementation of policies and programmes several successes and challenges in the areas of participation, prevention, protection, and economic empowerment have been registered. However, the reports continue to show gaps in women's access to information, employment, capacity enhancement, promotion, and representation in public spheres. There is also a lack of justice and reporting in matters pertaining sexual abuse and harassment in workplaces. Even though there are commissions to address human rights and employees' justice related issues, there is inadequate systematic documentation to understand the magnitude of the problem.

The formation of the Revitalized Transitional Government of National Unity (R-TGoNU) offered an opportunity to review and craft gender responsive policies and laws, and so MGCSW, NTLI and UNDP undertook research on Gender Equality in Public Administration (GEPA) to take stock of the current status and inform initiatives aimed at increasing women's access to public administration. It is worth noting that since 2005, there has not been a comprehensive gender analysis of government institutions to provide substantive information on the experiences, successes and challenges undercutting the promotion of women. Such information is needed to inform policy review and development in order to attain gender equality in democratic governance and development in general.



The gender analysis has generated the following outputs:

- ▶ **Status on the plans and achievements** of the government's commitments on gender equality.
- ▶ **In-depth information and analysis** of the gender issues prevailing in the line ministries and commissions.
- ▶ **Existing resources and efforts directed to improve visibility of gender equality** activities in all government's policies and documents.
- ▶ **Gender equality programmes undertaken by the R-TGoNU** and the extent the strategies put in place are responding to specific needs and priorities of women.
- ▶ **Recommendations for development of a new strategic policy** that will allow the MGCSW to play a more visible role in promoting gender-responsive development and build gender capacity within the government's ministries, sectors, and commissions.

1.2 METHODOLOGY

The study employed a combined Organization for Economic Cooperation and Development Tool Kit for Assessing Gender Equality in Public Administration and Public Life (UNDP-OECD) as set out in **Annex 1**. The assessment involves the triangulation of cross-sectional qualitative and quantitative research, utilizing a participatory reflection and action (PRA) approach.

This first phase of the GEPA research was carried out at national level,⁵ with target institutions including: executive leadership, director generals, directors, senior human resource managers, policy and budget officers, gender focal persons, line ministries, national statistical offices, central civil service management departments, parliaments and parliamentary committees, the women's parliamentary caucus on gender equality/women's affairs, political parties, electoral management bodies, academia, the judiciary, civil society, and faith based organizations. Representatives of civic groups were considered key respondents, as they participate and provide feedback on the government's implementation of its Gender Equality and Mainstreaming Strategy.

A team of six researchers, two supervisors, one statistician and two team leaders administered a structured questionnaire tool, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and consultative meetings

⁵ The second phase and resulting State Level Report covers the subnational level.

in each state/administrative area. Three workshops were held to prepare and orient the data collectors on the key concepts and essence of the research. Internal validation and external validation workshops involved key stakeholders and gender focal persons. The data collected includes: the size of national public service; the number of women represented in key decision-making positions; academic and professional qualifications; policies and budget. Other information collected includes norms and rules for recruitment, promotion and rewarding mechanisms, codes of conduct, and success and challenges constraining access and retention of female professionals. All ethical considerations were followed, together with and COVID-19 preventive measures during data collection. Data cleaning, analysis and internal validation were undertaken by the team to ensure clarity of data collection.

2. THE NATIONAL GENDER EQUALITY CONTEXT



The attainment of a fair and non-biased gender equality framework remains a challenge in South Sudan and Africa in general.⁶ The numerous conflicts and particular insecurity situation in the country constrict financial resources that could be used for development programmes. Instead, the meagre resources are directed towards humanitarian assistance.

In 2020, communities were hit hard by the triple shock of intensified conflict and sub-national violence, a second consecutive year of major flooding, and the impacts of COVID-19, worsening an already dire humanitarian situation. The living standards deteriorated as the pandemic disrupted livelihoods (UNDP and UoJ 2020).⁷ Surveys conducted in June 2020 showed that 51.2 percent of respondents had reduced earnings from their main income source; and 50.7 percent of the respondents reported reduced incomes by October 2020.⁸ Following the independence in 2011, the Government of the Republic of South Sudan (GRSS) adopted different strategic and special measures to accelerate de facto equality between men and women. Although the country was plunged back into a prolonged period of conflict, it did not deter efforts to curb discriminatory practices.

Gender equality, women's representation, access, and involvement in Public Administration are linked to multiple structural and functional constraints, which differ across sectors in South Sudan. Analysis from this study clearly underlines that participation in and access to formal political power structures is impeded by inherent gender imbalance in institutional structures, unequal power sharing, the socio-economic context, culture, and ideological and psychological factors—which remain sticky, normalised and increasingly accepted as part of life. Yet while the legal framework and institutional mechanisms put in place are rich, implementation remains tricky or partially complied in the absence of independent oversight and enforcement bodies. There persist rule-bending and remembrance of old norms denting the progress towards gender equality and women's presence in decision-making in political and public administration.⁹

6 IDEA (2017)

7 United Nations Development Programme and University of Juba (2020)

8 High-frequency Survey 2020 Available from <https://www.worldbank.org/en/data/interactive/2020/11/11/covid-19-high-frequency-monitoring-dashboard>

9 Bazugba et al 2020. Women experiences in the South Sudan Peace Process: Available from <https://cmi.fi/wp-content/uploads/2020/01/womens-experiences-in-the-South-Sudan-Peace-Process.pdf> Accessed on 12/04/2021 IDEA (2017)

2.1 LEGAL AND POLICY FRAMEWORK



Legal framework for GEPA in South Sudan

South Sudan's legal framework for GEPA is set out in Annex 5. Key legislative instruments for GEPA include:

- The Transitional Constitution of the Republic of Sudan (TCSS)
- The Revitalized Agreement on the Resolution of Conflict in South Sudan (R-ARCSS)
- The Labour Act (2017) and Civil Service Act (2011)
- The Local Government Act (2011) and Political Parties Act (2012)

Article 16 (4) of the TCSS places a duty on government at all levels, to promote women's participation in political and public life. It requires women to be representation by at least 35 percent in the executive, legislative, and judicial arms of government at the national, state, and local government levels. As enhanced through the 2018 R-ARCSS and subsequently enshrined into the modified TCSS pending the new Permanent Constitution, the intention is to redress imbalances created by history, customs, and traditions.

Rights and legal provisions related to GEPA are overseen by the national gender machinery spearheaded by the MGCSW, which is mandated to promote gender equality and women's empowerment in the country (see section 2.2). Whereas the Ministry of Labour and Human Resource (MLHR) is mandated to intervene in employment related disputes, including those relating to abuse of rights of workers in the private sectors; the Employee Justice Chambers intervenes in disputes arising between employees of government institutions and their employer. These mechanisms are in place to address all employee/employer disputes including reports of abuse of women's reproductive rights.

While the legislative framework for the protection of the right of equal opportunities and participation for women and men has many provisions that meet international standards and good practices (see Annex 5), there are however also gaps in the legislative framework. For example, ILO Conventions relating to family commitments and maternity pay are yet to be ratified. There is also currently no legal mechanism to enforce the use of gender quotas, for example in recruitment and promotion lists in the public service, although an Affirmative Action Bill is now being finalised. The TCSS recognizes the primacy of customary laws (Article 5), which contradicts the statutory laws.

An important window of an opportunity to build a more gender responsive constitution and legal framework has opened through the Permanent Constitution-making Process (PCP). Strong women's participation in the PCP is essential to ensure it becomes fully gender-sensitive, and an important national strategy for Women's Inclusion in the PCP has been developed by South Sudanese women in partnership with the MGCSW and international partners (IDEA 2021).

National Policy Framework for Gender Equality

The UNDP-OECD Framework highlights the need for a clear national vision for gender equality, as well as a "Whole of Government" strategic plan, with a results-oriented plan developed through broad consultation, and regular assessment of progress conducted.

In terms of policies, South Sudan enacted its National Gender Policy in 2013. It requires all government interventions to address all challenges faced by women, men, and children of South Sudan in an integrated manner and to avoid fragmentary impact. There is also a National Gender Strategic Action Plan (2013-2018) and a National Action Plan for the Implementation of the UN Security Council Resolution 1325 (2015-2020, reviewed in March 2021). Other policies include a National Disability and Inclusion Policy (2013) that addresses and responds to multiple vulnerabilities faced by people with disabilities. Other important strategies to promote GEPA include the South Sudan National Development Strategy (SSNDS 2018-2020), and a range of sectoral policies such as the South Sudan Strategic Plan for War Disabled and Widows and Orphans, 2020–2023

Despite the existence of a broadly comprehensive legal and policy framework, implementation lags behind. The range of different factors underlying the poor implementation of laws and policies relating to GEPA are explored in sections 2.2 and 2.3, as well as in section 3.



2.2 INSTITUTIONAL FRAMEWORK AND RESOURCES

The UNDP-OECD Framework highlights the need for a lead institution for gender equality with adequate powers, responsibilities, and resources. The roles and responsibilities to be clearly assigned across government.

The MGCSW plays the lead role in promoting and coordinating gender equality policies and programmes in the public sector and more broadly. Its mandate and responsibilities are clearly set out in the National Gender Policy, as is the need for mainstreaming of gender equality across all branches and sectors of government, and at all levels.

Despite having the necessary delegated functions, responsibility and technical competencies, the MGCSW has a small number of staff and does not have enforcement powers. Equally, oversight bodies are yet to be established to demand enforcement and accountability, or to sanction parties for non-adherence to the agreed norms (see section 2.6). There is a need to provide more resources to support the gender mainstreaming process across government sectors and institutions. Future appraisal of the coordination mechanisms and resources directed to Gender Equality and Women's Empowerment (GEWE) programmes is needed for accountability and assessment of their effectiveness to reduce duplication efforts.

A number of other bodies have an important role to play in promoting gender equality in the public sector and in public administration. For example, the Ministry of Labour and Human Resources, the Human Rights Commission, the Media Authorities, Public Employee Justice Chamber, and Women Parliamentary Caucuses at national and state levels.

Despite a robust national mechanism and structure for gender equality as set out in the National Gender Policy, coordination is under-resourced. Of the national GRSS annual budget for FY2020/2021 (SSP 218.19 billion), only 697 million (approx. 0.32%) was allocated to the MGCSW, and the draft FY2021/2022 MGCSW allocation is SSP 925 million out of a total budget of SSP 533 billion (only 0.17%). Building sustainable domestic financing of nationally-led efforts to promote GEWE is an important overall goal, but is not likely to be achieved in the short to medium term. Dependency on international financing (both multilateral and bilateral) to support gender equality initiatives in the public sector remains high.

2.3 MONITORING, ACCOUNTABILITY AND OVERSIGHT



The UNDP-OECD Framework highlights the need for an independent oversight body or commission to monitor government progress, with full implementation of the recommendations of this body, and regular assessment of progress towards gender equality goals.

Monitoring

Monitoring assesses progress, improves decision making, allows programmes to be adjusted for greater impact, and enhances accountability and institutional learning. Currently, national monitoring of gender equality is taken forward as:

- The MGCSW uses national Key Performance Indicators (KPIs) for monitoring and tracking progress on gender mainstreaming as a strategy to achieve gender equality across sectors, including line ministries at national and state levels, and is responsible for reporting on the implementation of National Development Strategy, as well as approves the National Annual Report on the UNSCR 1325 and submits it to MFAIC, which then presents it to the Council of Ministers and then tables it for debate in Parliament.
- Every two years, the GRSS submits reports on the UNSCR 1325 and Women, Peace and Security (WPS) agenda to the UN Secretary-General. The NSC and State Steering Committees (SSCs) coordinate implementation, monitoring and reporting of the UNSCR 1325, involving implementing partners at all levels.
- The National Bureau for Statistics (NBS) conducts surveys to support gender equality monitoring,
- The Education Management Information Management System (EMIS) monitors progress in the education sector.
- South Sudan Women General Association monitors women's participation in leadership at all levels.
- Chamber of Women Entrepreneurs South Sudan monitors women's participation in small and medium sized enterprises (SMEs).

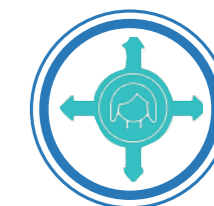
Despite the above, a lot more effort is needed to build a strong framework to monitor progress on gender equality goals. In support of this, UNDP is working with the NBS to build a stronger framework to monitor progress towards the Sustainable Development Goals (SDGs) including SDG 5 on Gender Equality.

Accountability and oversight

To ensure adequate accountability and oversight, independent and rigorous scrutiny of progress towards gender equality goals by parliament is needed. For example, a gender review of all legislation by the Committee for Gender, Youth, and Persons with Disabilities in Parliament. An independent commission focused on gender equality could also be important, although this would need high level political backing as international experience (e.g. elsewhere in Africa) on this is mixed. Such bodies are frequently under-resourced, lack political clout, and in some cases are used as an excuse not to robustly mainstream gender across all sectors of government.

2.4 GENDER EQUALITY IMPLEMENTATION AND COORDINATION MECHANISMS

The UNDP-OECD Framework highlights the need for effective intergovernmental coordination of gender equality initiatives at different levels, with all government institutions being equipped to mainstream gender.



2.4.1 Coordination Mechanisms

Currently, there are a number of mechanisms for coordination, reporting and information sharing in respect of GEPA. These are listed below:

Governmental mechanisms the national levels include:

- **The Inter-Ministerial Committee** comprised of five ministries,¹⁰ as well as an Inter-Ministerial Gender Technical Committee comprised of public servants from all government institutions.
- **The Gender and Youth Cluster.** This falls under one of the Vice Presidents. The MGCSW participates on a weekly basis to report and share its implementation plans.
- **The Women's Caucus in the national parliament** that provides a cross-party forum for the coordination between the women who are members of parliament.

¹⁰ Ministry of Gender, Child and Social Welfare, Ministry of Defence and Veteran Affairs, Ministry of Foreign Affairs and International Cooperation, Ministry of Finance and Economic Planning; and Ministry of Health.

Sector-specific coordination mechanisms at national and state levels:

- **WPS Forum involving the MGCSW** and national NGOs, CSOs and other development partners.
- **Gender Desks at the national level** in each ministry or commission. Gender Focal Persons are yet to be appointed in state governments.
- **Budget Sector Working Groups** (coordinated by MoFEP), which are a potential mechanism for gender mainstreaming across all sectors.
- **Security sector coordination** mechanisms, including networks of senior women in the police and SSPDF (also to be brought together into one SSR network), the Police Community Relations Committee (PCRC), and Special Protection Units.
- **The Chamber of Women Entrepreneurs (CoWE)** for coordination within the private sector.

Subnational mechanisms:

- State government gender committees, and ‘One Stop Centres’ at the state level.

Mechanisms involving or led by international partners:

- **The UN Protection Cluster** and GBV Sub-cluster meeting.
- **The reconstituted Gender Theme Group** of the United Nations Treaty Collection (UNTC) enhances the overall coordination within the UN system.
- **R-ARCSS thematic working groups:** (i) Constitution-building (ii) Transitional Justice, and (iii) Security Sector Reform.
- **The WPS donor group**,¹¹ which consolidates financial, technical and advocacy resources to advance the cause of WPS and provides a source of multi-year funding to women’s organizations.

¹¹ Involving UN agencies, the Intergovernmental Authority on Development (IGAD), and institutions established under R-ARCSS, but not limited to, the Joint Monitoring and Evaluation Commission (JMEC), Ceasefire and Transitional Security Arrangements Monitoring Mechanism (CTSAMM) and National Constitutional Amendment Committee (NCAC)

2.4.2 Strategies & Policies for Promoting Gender Equality and Mainstreaming

The findings show that, on average, only half (50%) of the institutions consulted have established policies and programmes for promoting GEWE, as shown in **Figure 1**. The data shows that 39 percent of public institutions have some form of initiative to promote women’s participation in public administration and 73.8 percent of the public institutions have a gender focal person, but only 42.1 percent of them have functional gender programmes. The rest have no specific funding for gender mainstreaming projects. There are various gender equality and mainstreaming (GEM) initiatives established in ministries of gender and in commissions.

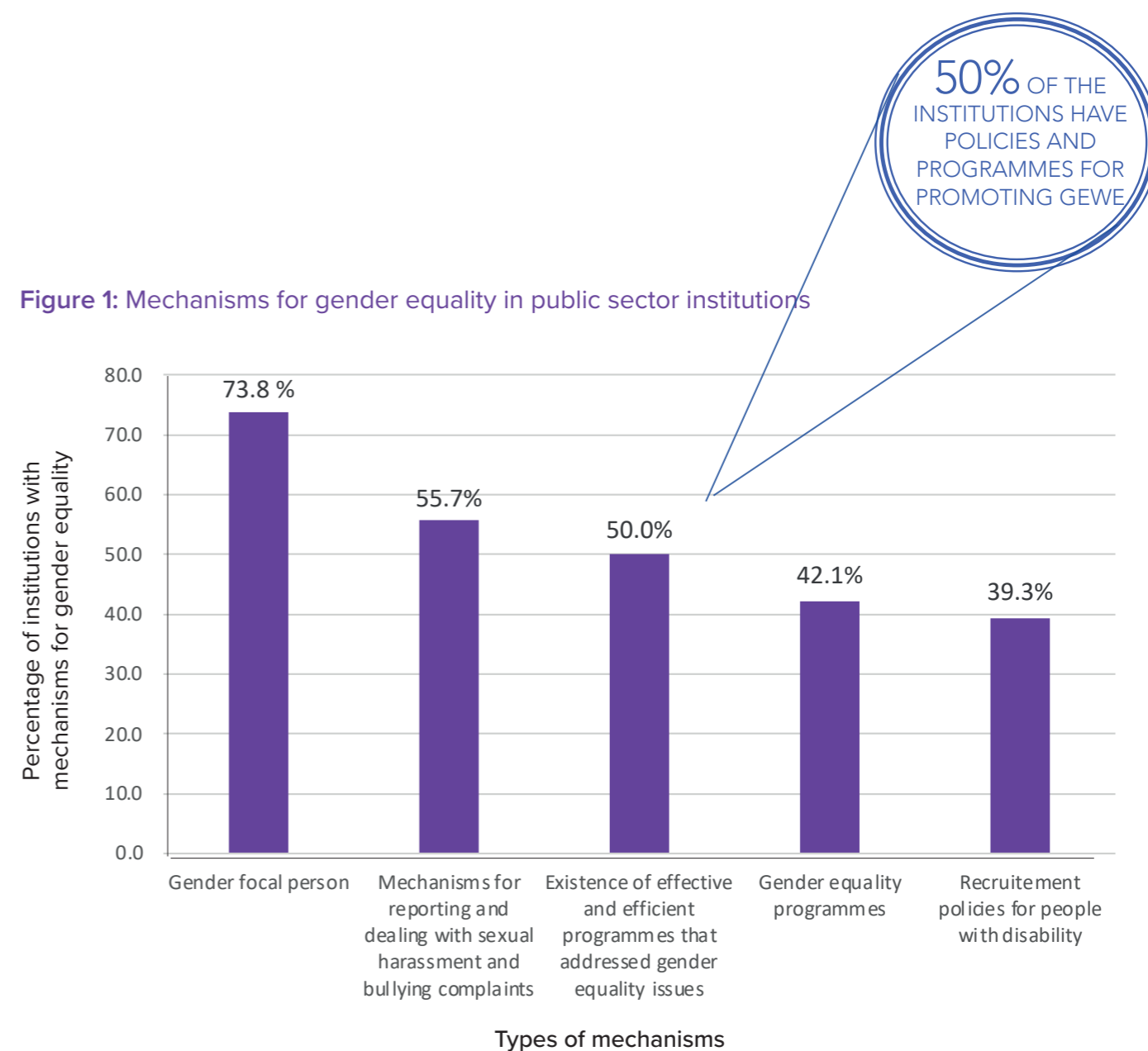


Figure 1: Mechanisms for gender equality in public sector institutions

GENERIC APPROACHES TO GEM:

- ▶ Women’s empowerment training, scholarships, conferences, workshops, and seminars.
- ▶ Support to women with special needs.
- ▶ Efforts towards a more equal recruitment process, appointment and equal salary structure in the MGCSW, in higher education, and in the Ministry of Parliamentary Affairs.
- ▶ Efforts by the MGCSW towards more equal representation of both genders in any initiatives in the institution, including gender equality in decision-making positions.

SPECIFIC EFFORTS HIGHLIGHTED TO MAINSTREAM GENDER IN DIFFERENT SECTORS INCLUDE:

- ▶ Women’s economic empowerment (WEE) programmes.
- ▶ Support to women associated with armed forces, including sending of women out of the country for training and as representatives (e.g. military attaches).
- ▶ Support to widows with incentives, medical treatment together with war disabled, widows and orphans.
- ▶ Support processes and medication to survivors of GBV, referral pathway training to address GBV and follow-up on girl child and boys’ sexual abuses.
- ▶ Education sector initiatives such as programmes for children with disabilities, school clubs on gender-related issues (HIV and AIDS, health leadership, environmental and peace clubs).
- ▶ Initiatives on GBV prevention, including referral pathways for reporting and responding to GBV cases.
- ▶ Gender assessment of the land sector, and plan for a national agenda for women’s land rights.
- ▶ Rural and urban water and sanitation programmes (WASH), with a focus on increasing the availability of boreholes closer to the community to relieve women and girls’ burden of walking a long distance in search of water, and help girls to manage menstrual hygiene.
- ▶ Media outreach by Ministry of Health to sensitize and disseminate information on assisting women’s reproductive health and rights including fistula, screening of breast cancer, provision antenatal and post-natal care and COVID-19 prevention and response in remote .

2.4.3 Factors Constraining GEM In the Public Sectors’ Policies and Plans

Limited financial and human resources appear to be the key factor constraining gender mainstreaming in policies and programmes. In some line ministries, gender focal points (GFPs) do not have clear roles, mandates, resources and capacity to implement gender mainstreaming (including gender analysis or monitoring and oversight of gender equality programmes). Resources are needed for sector specific gender mainstreaming activities and capacity building of focal points. Figure 2 shows that 85 percent of public institutions consulted lack funding to implement GEM programmes. Similarly, 89 percent of the gender desks admitted that they do not have funding specifically allocated for gender equality programmes. The institutions that did receive funding for gender mainstreaming were uncertain about the exact amount of funding allocated; the exception was the Ministry of Parliamentary Affairs, which received a sum of SSP 7,680,866 in the previous financial year for gender mainstreaming activities.

Figures 3 and 4 provide a summary of challenges and the progress made in the implementation of gender equality programs as reported by institutions from the semi-structured questionnaires.

Figure 2: Factors constraining gender mainstreaming the public sector

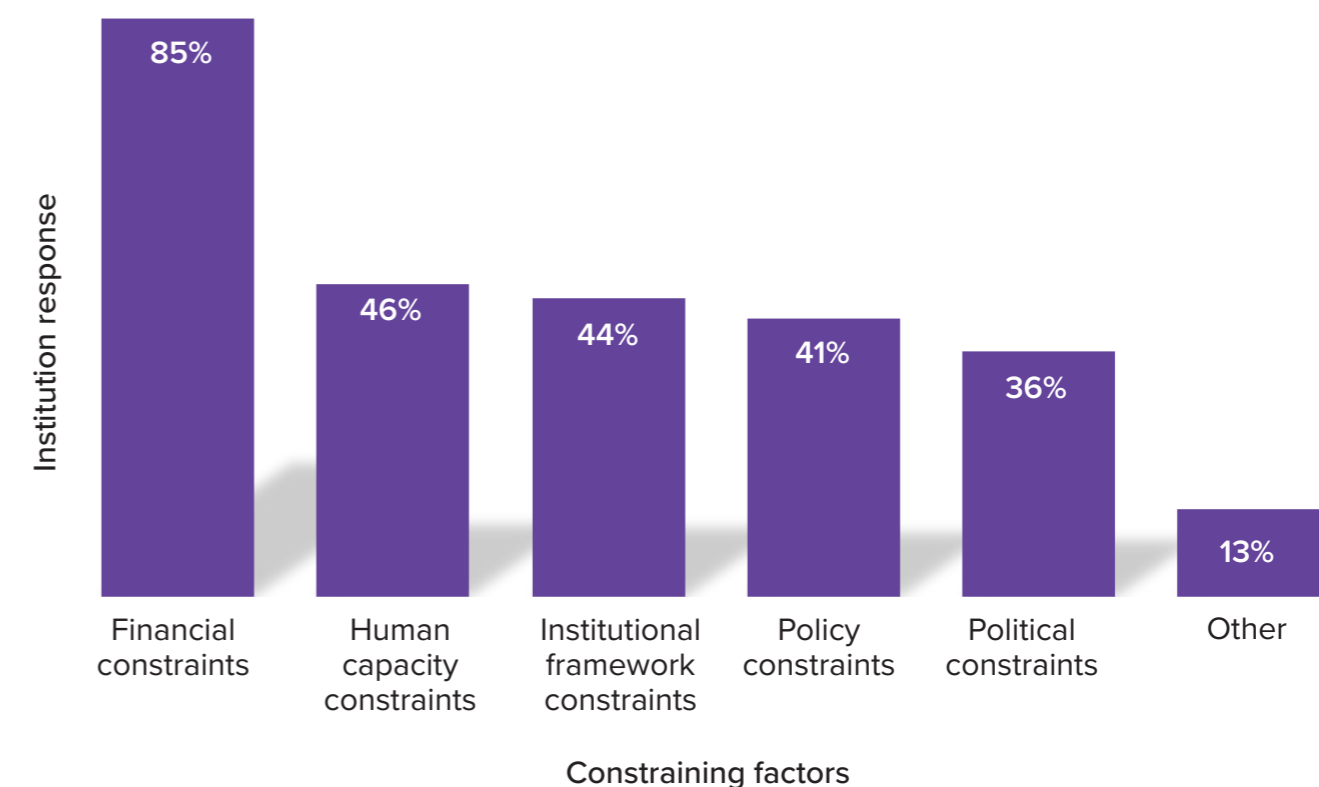


Figure 3: Summary of the key challenges to implementing gender equality mainstreaming ¹²

Key Challenges	%
Weak human capital and empowerment programs.	36.1%
Negative culture and men's negative perceptions & attitudes toward women.	23.0%
Lack of oversight and enforcement mechanisms for political parties not implementing the 35 percent quotas.	23.0%
Lack of functional gender desks and poor coordination.	21.3%
Lack of political will from the government.	16.4%

Figure 4: Summary of progress made in implementing gender equality programs

Progress Made	%
Appointment, recruitment, promotion and participation of women.	27.9%
Trainings, awareness, girl's education support, and empowerment programs.	24.6%
Gender focal persons, gender desks, and women's associations established.	18.0%
Affirmative action quotas for women in public administration to 35 percent.	13.1%
Develop gender policy.	13.1%
Gender mainstreaming included in the policy.	6.6%
Reduced gender-based violence cases due to improved reporting mechanisms.	4.9%
Partnership with donors and coordination mechanisms.	3.3%
Established GBV court.	1.6%
Gender assessment.	1.6%



WHILE GENDER EQUALITY PROGRAMMES AND INCLUSIVE APPROACHES HAVE BEEN ESTABLISHED, THE IMPLEMENTATION LAGS BEHIND DUE TO POOR FUNDING AND ADHERENCE TO FORMAL COMMITMENTS.

2.5 GENDER ANALYSIS AND GENDER-RESPONSIVE BUDGETING



2.5.1 Gender analysis and gender equality monitoring in the public sector

For decision and policy making to be gender sensitive and evidence-based, there should be high quality and readily accessible gender disaggregated data. While many gender-focused studies have been conducted in the public sector in South Sudan, almost all have been initiated and funded by international development partners. Less than 2 percent of those interviewed mentioned that gender assessments had been carried out in their ministry or sector. Gender analysis such as gender impact assessments has yet to be routinely mainstreamed. The absence of gender related statistics and sex-disaggregated data hinders planning and increases gender bias in service delivery. Efforts to enhance the availability of sex-disaggregated data and build related capacities are being led by the NBS with support from UNDP. Specifically, efforts are underway to enhance the monitoring of the SDGs from a gender equality perspective, including the development of a national action plan to take this forward.

2.5.2 Gender-Responsive Budgeting

Other than the budget allocated to the MGCSW (less than 0.3 percent of the annual budget), no estimate of government expenditure on GEWE focused expenditure across different ministries and sectors is available. The figure is likely to be low. Despite this, important initial steps towards gender-responsive budgeting are being taken by the Ministry of Finance and Economic Planning. This effort is being spearheaded by the World Bank through the integration and mainstreaming of a gender focus in the annual Budget Sector Working Group (BSWG) process. Strengthening of public financial management and gender-responsive budgeting is considered to be an important opportunity area going forward.

¹² Percentages of institutions interviewed deduced from semi- structured questionnaires



3. GENDER EQUALITY IN PUBLIC ADMINISTRATION



3.1 PUBLIC ADMINISTRATION CONTEXT

The R-TGoNU has reverted to a decentralized system of governance with 10 states and 3 administrative areas.¹³ The National Ministries of Public Service and Human Resource Development and State Ministries of Public Service and Human Resource Development provide human resource policies, recruitment, appointment and promotion of civil service using the Civil Service Laws¹⁴ and the National Constitution.¹⁵ The Public Grievances Chamber, National Employees Justice Chamber, and Civil Service Commission support the administration of public servants in South Sudan. The President has the powers to appoint and remove any civil servant using the mandate provided by the law, a practice that limits both political positions and public administration positions.

The economic instability has increased the cost of living and consumer prices. Yet, remuneration in the public sector remains extremely low. As of April 2021, the government officials had not received salaries for six months. A civil service with low capacity and poor motivation affects performance, quality of work and timely availability of evidenced-based data for planning. The Ministry of Public Service Report on Headcounts, 2019 assessed a total of 16,031 employees (10,793 males: 5,238 females) excluding organized forces or armed forces sector, which largely constitute majority of the wage bill in South Sudan. Only 9,457 staff are classified compared to 6,372 unclassified staff. Most competent civil servants have deserted jobs in search of paid work in INGOs, UN, or the private sector. The large number of unclassified staff have no record of education, and several are past retirement age.

¹³ This follows a period from 2015-17 when there were 28 states, and 2017-20 when there were 32.

¹⁴ The South Sudan Civil Service Act 2011

¹⁵ TCSS (2011) Amended.

At the national level there are 67,911 employees in public sector administration 18,353 are women=27%.



Table 1: Size of the public administration by position and gender

Positions of employees	Women	Men	Total
Executive (Deputy Chairpersons, Chairpersons, Ministerial Advisors, Deputy Ministers, Ministers, Presidential Advisors, Vice Presidents and President)	28 (17.7%)	130 (82.3%)	158
Parliament (Legislative Assembly and Council of State)	122 (27%)	330 (73%)	452
Civil Service	6,386 (37.4%)	10,709 (62.6%)	17,095
Academia	1,832 (30.9%)	4,088 (69.1%)	5,920
Security Sector	9,985 (22.5%)	34,301 (77.5%)	44,286
Total	18,353 (27.0%)	49,558 (73.0%)	67,911

3.2 EQUALITY OF REPRESENTATION IN THE PUBLIC SERVICE



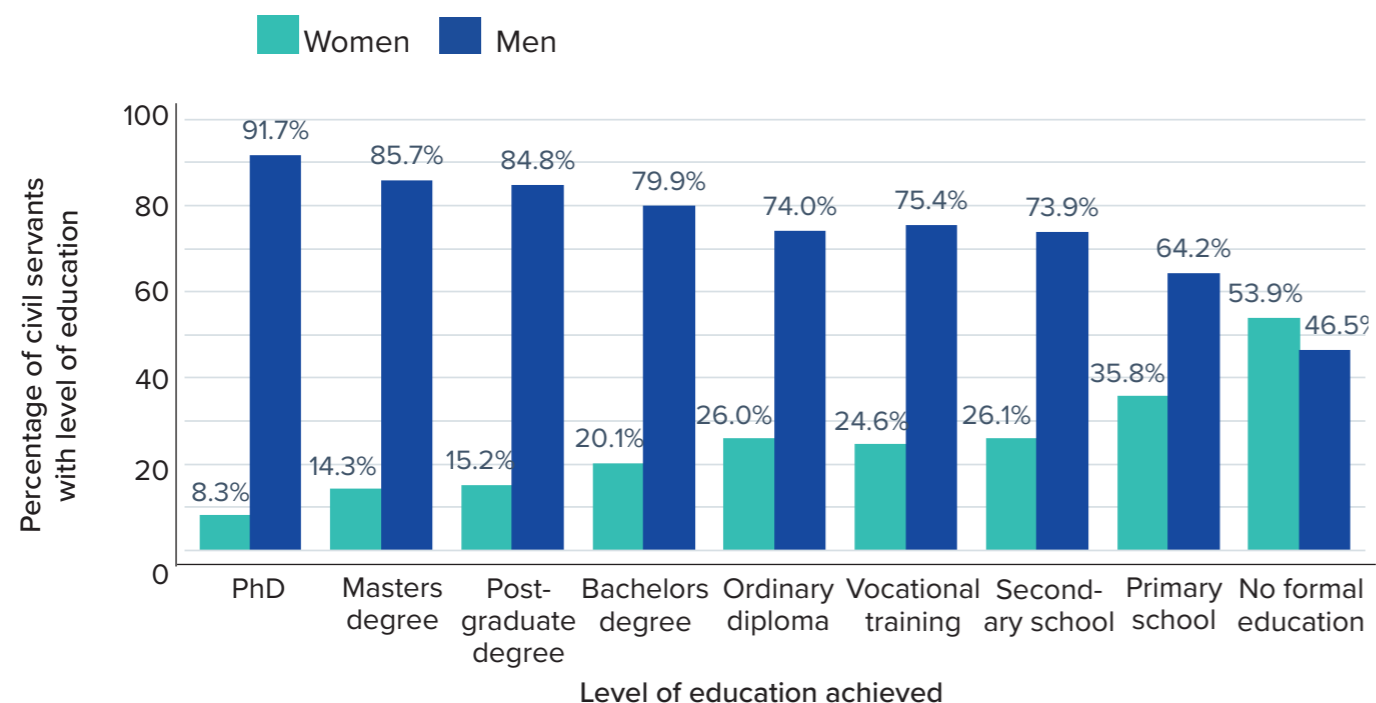
The overall public sector administration has a workforce of 67,911 at the national level (see Table 1), with the representation of women standing at 27 percent, which is lower than the constitutional provision of a minimum of 35 percent women in public administration.

At the national level, the civil service workforce 17,095 of which 6,386 (37%) are female and 10,709 (63%) are male. Of the total 17,095 national government workers, 9,836 (58%) are “classified” while 7,259 (42%) are “unclassified” staff. The majority 3,095 (48.5%) of unclassified staff are women.

3.2.1. Education Levels of Civil Servants

Women make up the majority, at 82 percent, of public servants who have no educational qualifications. This explains why there are few women in classified and higher paid jobs. Consultations with gender focal persons from government ministries and commissions revealed that lower levels of educational achievement (including some who may lack basic literacy skills) combined with limited digital literacy skills limit the chances for women to be considered for more senior and leadership positions. There is also a negative mindset that certain sectors (such as the SSPDF, national security, infrastructure, or petroleum sectors) are inappropriate for women because of associated security risks, the need

Figure 5: Education level of civil servants by sex



for high-level technological skills, or perceived hardship. Women are generally encouraged to join service industries such as hospitality, medical, teaching, and small businesses. There are only a few women employed in technical and scientific fields including the Ministry of Roads and Bridges or the South Sudan Broadcasting Corporation.

3.2.2 Legislature

Although the 25 percent gender quota provided for in the TCSS is not fully complied with across all the different branches of government, there are some gradual changes taking place in the governance landscape, such as in the national legislature where the minimum 25 percent quota has been met from 2011 onwards (see Tables 2 and 3). As of April 2021 in the R-TNLA, out of a total of 402 MPs, Speakers and Chairpersons 16 (29%) were women; but out of 50 members of the Council of State women constituted only 12 percent. The average representation of women in the two national legislatures was hence 28 percent. It remains to be confirmed whether the reconstituted 2021 TNLA will meet the minimum requirement of the increased quota of 35 percent as per the R-ARCSS.

Table 2: Composition of the TNLA by sex (2011 to 2021)

Year	2011		2018		April 2021 before reconstitution		July 2021 after reconstitution	
	Male	Female	Male	Female	Male	Female	Male	Female
Number of members Upper & Lower House ¹⁶	237 (71.3%)	95 (29%)	274 (71.54%)	109 (28.46%)	330 (73%)	122 (27%)		
Speakers, Deputy Speakers	0	0	1	1	1	1	1	1
Total	332		383		452		650 ¹⁶	

¹⁶ As of 31 July 2021, the swearing in of new parliament had not yet taken place. Since there had been two revocations of the original list of appointees, it was difficult to calculate the exact percentage of female members of the legislative assemblies in both upper and lower houses unless all members had been sworn in.

The current electoral system in South Sudan (which has largely been superseded by political appointments) contains a “Women’s List”. This list has historically set aside 25 percent of parliamentary seats for women. Few women have been elected or appointed other than through the Women’s List, and those elected or appointed through this list have spoken about being made to feel “second class” members of parliament. Therefore, there is a need for electoral and political party reforms going forward to ensure that women can equitably compete for core geographical constituencies, and that female candidates are fielded by all political parties. A range of different forms of electoral systems could be employed to generate the minimum 35 percent representation going forward.

There is also a need to ensure that women are able to overcome the multiple constraints they face in running for public office including: getting through internal political party selections; addressing the lack of funding; and changing the negative gender stereotyping (which could include being stopped from contesting by their husbands or wider families). Younger women wanting to enter politics face age discrimination as an additional obstacle, although encouragingly, a number of younger women have been appointed to the 2021 R-TNLA.

Table 3: Composition of the Legislative bodies (National and State/AA) by sex as of October 2023.¹⁷

Legislature Roles	# women = %	# men = %	Total
Speakers	4 (27%)	11 (73%)	15
Deputy Speakers	5 (29%)	12 (71%)	17
Chief Whips	3 (9%)	32 (91%)	35
Chairpersons of Committee	49 (28%)	126 (72%)	175
Deputy Chairperson of Committee	47 (28%)	120 (72%)	167
Members of Parliament	536 (31%)	1,189 (69%)	1,725
Clerks	1 (6%)	15 (94%)	16
Legal Advisors	0 (0%)	12 (100%)	12
Total	645 (29.8%)	1,517 (70%)	2,162

¹⁷ Table 3 presents data based on the TNLA prior as of April 2023

Members of all parliaments at National, State/AA segregated by gender - 2023

National & States/AA Legislative Assemblies	Women	Men	Total
Transitional National Legislative Assembly (TNLA)	172	378	550
Council of States	28	72	100
Central Equatoria	36	64	100
Eastern Equatoria	30	70	100
Western Equatoria	38	62	100
Western Bahr el-Ghazal	30	70	100
Northern Bahr el-Ghazal	21	79	100
Lakes	32	68	100
Warrap	29	71	100
Jonglei	34	66	100
Unity	31	69	100
Upper Nile	36	64	100
Abyei AA	6	19	25
Ruweng AA	7	18	25
Greater Pibor AA	6	19	25
Total	536	1,189	1,725

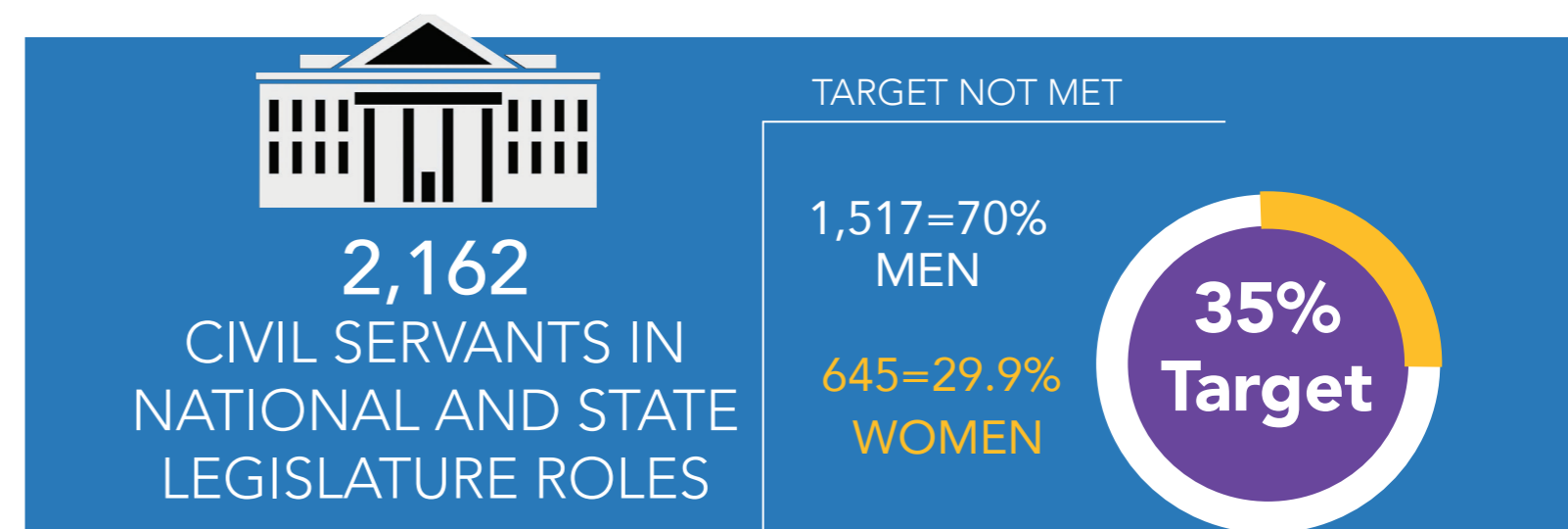
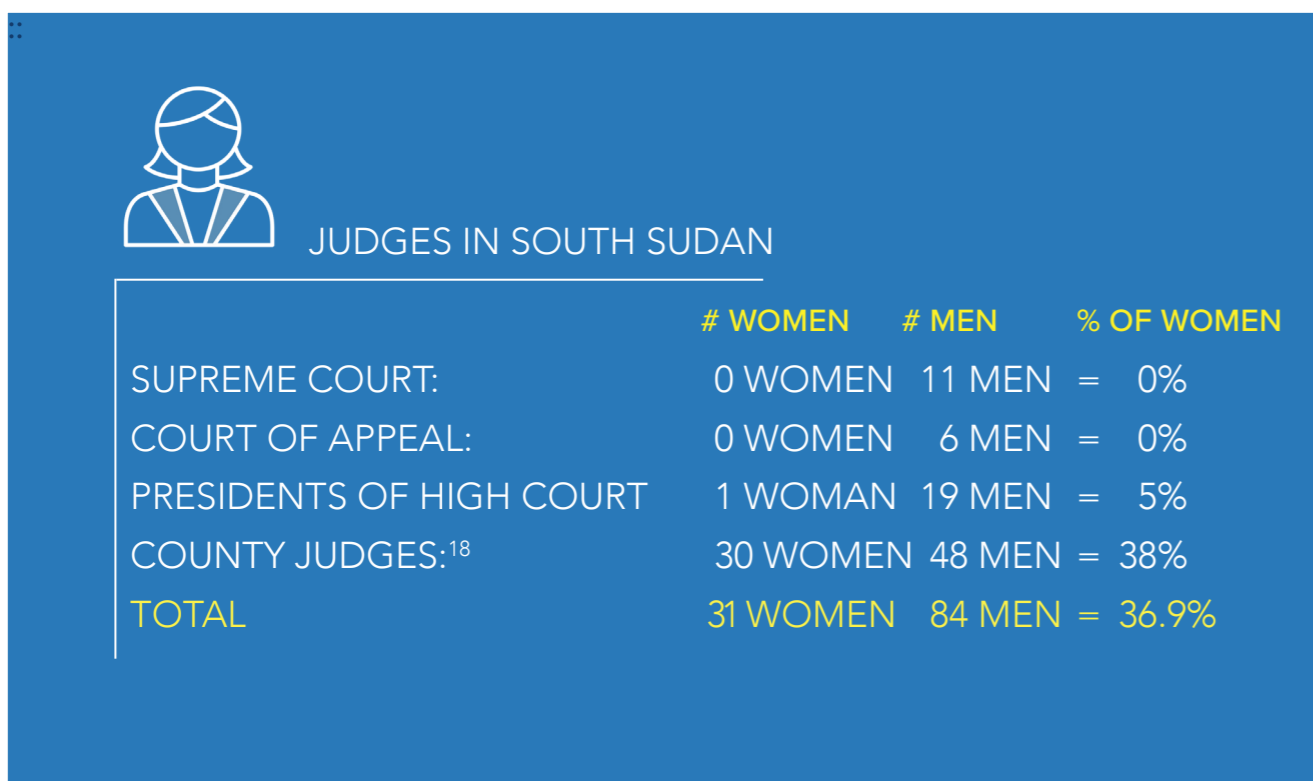


Figure 6: Percentage of women in judiciary roles



3.2.3 Judiciary

In the judiciary, only two rounds of recruitments/appointments have taken place since it was established in 2006 and after re-establishment in 2013. During the 2013 recruitment, there were 78 (30 women, 48 men)¹⁸ judicial assistants who could subsequently be appointed to the judiciary on a permanent basis after an 18-month probation period. While the appointment of 30 (38%) female county judges in 2013 was a good step towards mainstreaming gender equality in the judicial system, findings from this study show that the appointments were criticized as opaque, and allegations of nepotism have been made. A majority of the female judges have left their jobs due to low motivation, which includes low pay, lack of job specific allowances, poor working environment, and lack of promotion opportunities among others.¹⁹ Currently, there is 1 woman out of 20 presidents of the High Court. **Figure 6** illustrates the number of judges in South Sudan.

¹⁸ A number are known to have subsequently left their positions, so the actual percentage of women is not this high.

¹⁹ International Commission of Jurist, South Sudan: An independent judiciary in an independent state? (December 2013) p.31

Seemingly, gender-sensitization of the judiciary remains a daunting task at the moment. No new appointments or promotions have been made, which discourages most judicial staff who have been in one position for several years. Currently, there is no specific policy promoting gender equality in recruitment, and there are challenges relating to customary laws and practices, some of which undermine the rights and women. There are, however, some judges who try their best to make use of existing legal instruments to support women's rights and promote gender equality.²⁰ For example, the Specialized Court is playing an important role in responding to GBV by addressing the backlog of GBV cases and providing access to justice for survivors of violence.

3.2.4. Academia

The public universities in South Sudan have a total of 5,920 employees, with 31 percent being women and 79 percent being men. Academic staff make up 38 percent of the total, of which 13 percent are women; while non-academic staff make up 62 percent, of which 42 percent are women. The breakdown per university is shown in **Table 4**.

Women form a minority of the student population in South Sudan. **Table 5** shows the distribution of students by university per gender. There are a total of 32,467 students, enrolled in five universities, with 25 percent being female and 75 percent being male. Three of the universities have a proportion of female students in line with the national average: the University of Juba and the University of Upper of Nile have 28 percent female students, and the Rumbek University of Science & Technology has 25 percent female students. The remaining two universities have a low proportion of female students: the University of Bahr el Ghazal has only 10 percent female, and Dr. John Garang Memorial University of Science & Technology has only 5 percent female students.

Low university enrolment is due to many factors including the fact that many girls enrolled in primary and secondary school tend to drop out due to early/forced marriages and pregnancies, insecurity and household chores, and cultural norms that discourage girls from being sent to school, therefore limiting their chances of advancing in education and subsequent career development.

²⁰ These include aspects of the Penal Code (2008), Criminal Procedure Act (2008), Judicial Service Commission Act (2008), Judiciary Act (2008), Child Act (2008) and the Evidence Act (2006).



Table 4: Distributions of academic and non-academic staff in public universities

Institutions	Gender	Professors	Associate Professors	Assistant Professors	Lecturers	Teaching Assistants	Total	Non-academic staff	Total
All of South Sudan	M	67	117	248	724	793	1,949	2,139	4,088
	F	4	10	17	127	142	300	1,532	1,832
University of Juba	M	22	51	143	304	206	726	610	1,336
	F	1	3	9	57	31	101	491	592
Upper Nile University	M	3	10	48	123	164	348	438	786
	F		2	3	18	33	56	402	458
University of Bahr El Ghazal	M	13	23	24	102	170	332	689	1,021
	F	3	5	3	29	60	100	263	363
Dr. John Garang Memorial University of Science & Technology	M	3	12	13	117	174	319	239	558
	F	0	0	0	23	17	40	215	255
Rumbek University of Science & Technology	M	26	21	20	78	79	224	163	387
	F	0	0	2	0	1	3	161	164
Total		71	127	265	851	935	2,249	3,671	5,920

ONLY 13% OF ACADEMICS ARE FEMALE
 ONLY 1/3 THIRD OF ALL UNIVERSITY EMPLOYEES ARE WOMEN

Table 5: Distribution of students by gender and field of specializations

Areas of Specialization	Number of Students									
	Diploma/Certificates		Bachelors		Postgraduate Diploma		Masters		PhD	
	M	F	M	F	M	F	M	F	M	F
Physical & Biological Sciences	0	0	480	144	0	0	0	0	0	0
Computer Science & IT	939	373	1,377	534	0	0	0	0	0	0
Human Health Sciences	247	119	1,906	586	0	0	0	0	0	0
Agricultural Sciences	0	0	1,009	180	0	0	18	1	1	0
Education	70	21	874	195	10	2	7	1	2	0
Engineering & Architecture	0	0	1,005	123	0	0	0	0	0	0
Natural Resources	292	56	800	190	0	0	0	0	0	0
Arts and Humanities	1,220	643	2,809	998	50	6	138	16	2	0
Business, Economic and Social Studies	1,476	652	8,827	3,272	94	9	631	52	10	0
Total	4,244	1,864	19,087	6,222	154	17	794	70	15	0

3.2.5. Security Sector

The organized armed forces, including the SSPDF, police, prisons, and customs play an important role as public sector actors in relation to gender equality. Security sector reform (SSR) programmes in South Sudan need to ensure that women are actively engaged so that their specific needs in security and justice are addressed. Unless the specific security needs and concerns of marginalised groups such as women are addressed in SSR, post-conflict security and justice will be illusory.²¹ No data were available as to the representation of women in the security sector in South Sudan at different levels, though culture and political bias were reported as factors undermining employment of women in the Disarmament, Demobilization, and Reintegration (DDR) Commission and South Sudan Customs Service. On a positive note, the current Minister of Defence is a woman and there is reported to be gradually increasing attention to gender issues within the sector, including support networks that have been established for senior women serving in the SSPDF, police, and prisons.

It is recommended that GEWE in the security sector be the focus of a separate, follow-up assessment by the GRSS.

3.3 WOMEN IN PUBLIC SECTOR LEADERSHIP

In terms of women participations in top decision-making positions,²² as shown in **Table 6**. The study found that:

- Women occupy only 15.6 percent of top decision-making positions
- 9 out of 45 (21%) of ministerial seats are held by women—falling far short of not only the new 35 percent quota, but also the former 25 percent quota.
- Presently, only 8.1 percent of Undersecretaries are women, while 13.6 percent of Director Generals are female.



Lack of government commitment to implement the 35 percent quotas for women's representation as provided by R-ARCSS and cultural attitudes towards women are significant factors undermining women's presence and participation in decision-making positions, as shown in **Figure 7**. There are gendered norms permeating in political parties most of which prefer men to women leaders, for reasons related to loyalty, political affiliation, accommodation, and self-centeredness. Such norms habitually control the recruitment and promotional procedures of candidates. Government and political leaders are yet to set an example by enhancing gender equality in their own political formations, as well as in parliamentary representation (see Section 3.2.2).

In the academic sector, as shown in **Table 7**, the situation is equally stark. 94 percent of the top decision-making positions in the public universities are occupied by men while women make only 6 percent of the top leadership positions (as Deputy Vice Chancellors, Deans/ Directors, Principal and registrars).

Findings from the academic sector revealed that there are few women in leadership positions largely due to negative customary norms. There are some women scholars heading departments and projects within the universities, but the research highlighted that others are reluctant to take leadership positions for a range of reasons: women leaders are not always appreciated and respected; there is a lack of funding to promote gender related activities within academia; some women lack confidence and ability to compete and lead in a male-dominated arena in which sexual violence and harassment is regularly manifest. Other factors include low salaries, delayed salary payment and lack of professional development opportunities, and lack of support for career-breaks for women with childcare responsibilities.

²¹ Gordon, E. et al (2015): Security Sector Reform and the Paradoxical Tension between Local Ownership and Gender Equality. *Stability: International Journal of Security and Development*, 4(1), p.Art. 53. DOI: <http://doi.org/10.5334/sta.gj>

²² Decision-making positions in this study refers to the following positions: Deputy Director, Director, Deputy Director General, Director General, Executive Director, Undersecretary, Ministerial Advisor, Deputy Chairperson, Chairperson, Deputy Minister and Minister.

Table 6: Senior Executive decision-making positions

Executive public service positions	# women = %	# men = %	Total
President	0	1 = 100.0%	1
Vice Presidents	1 = 20%	4 = 80%	5
Presidential Advisors	0	2 = 100%	2
Ministers	8 = 25.7%	26 = 74.3%	35
Deputy Ministers	1 = 10%	9=90.0%	10
Chairpersons of Commission	5 = 18.5%	22=81.5%	27
Deputy Chairpersons of Commission	8 = 36.4%	14 = 63.6%	22
Ministerial Advisors	4 = 7.1%	52 = 92.6%	56
Undersecretaries	3 = 8.1%	34 = 91.9%	37
Executive Director	6 = 17.1%	29= 82.9%	35
Director General	24 = 13.6%	153 = 86.4%	177
Deputy Director General	3 = 21.4%	11 = 78.6%	14
Director	58 = 15.2%	323 = 84.8%	381
Deputy Directors	78 = 16.3%	402 = 83.8%	480
Total	200 = 15.6%	1,082 = 84.4%	1,282

Figure 7: Factors that prevent women’s participation in decision-making positions

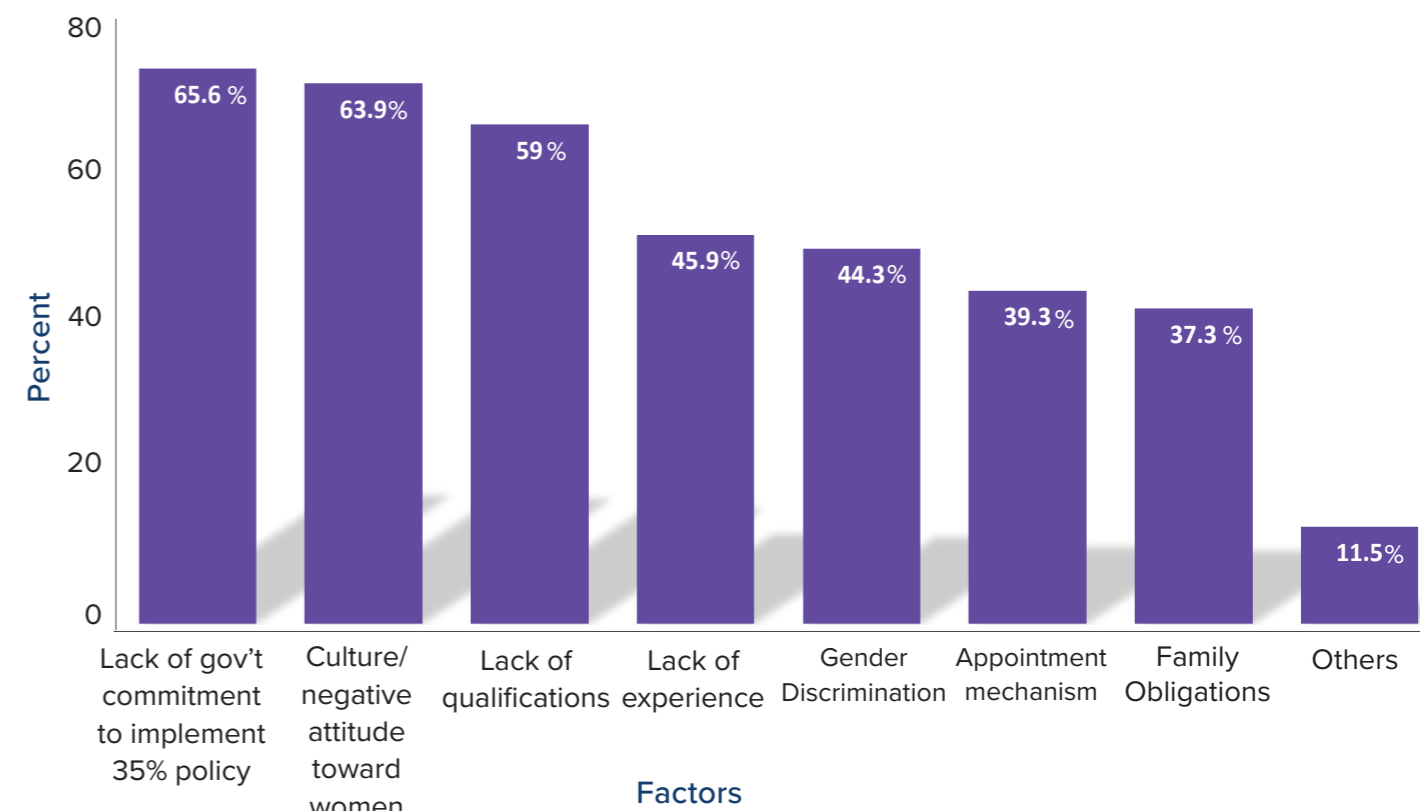


Table 7: Top decision-making positions in the public universities by sex

Institutions		Vice Chancellor (VC)	Deputy VC Finance & Admin	Deputy VC Acad. Affairs	Registrar for Admin & Finance	Registrar Academic Affairs	Deans/Directors of Schools/ Institutes/ Centers	Deputy Deans	Total	Senators
University of Juba	M	1	1	0	1	1	29	29	62	115
	F	0	0	0	0	4	4	4	8	12
Upper Nile University	M	1	1	1	1	1	14	8	27	72
	F	0	0	0	0	0	0	0	0	5
University of Bahr El Ghazal	M	1	0	1	0	0	12	12	26	47
	F	0	1	0	0	0	0	0	1	2
Dr. John Garang Memorial University of Science & Technology	M	1	1	1	1	0	6	6	16	91
	F	0	0	0	0	0	0	0	0	3
Rumbek University of Science & Technology	M	1	1	0	1	0	11	11	25	23
	F	0	1	0	0	0	0	0	1	1
Total		5	6	3	4	2	76	70	166	371

4. GENDER EQUALITY IN HUMAN RESOURCE MANAGEMENT

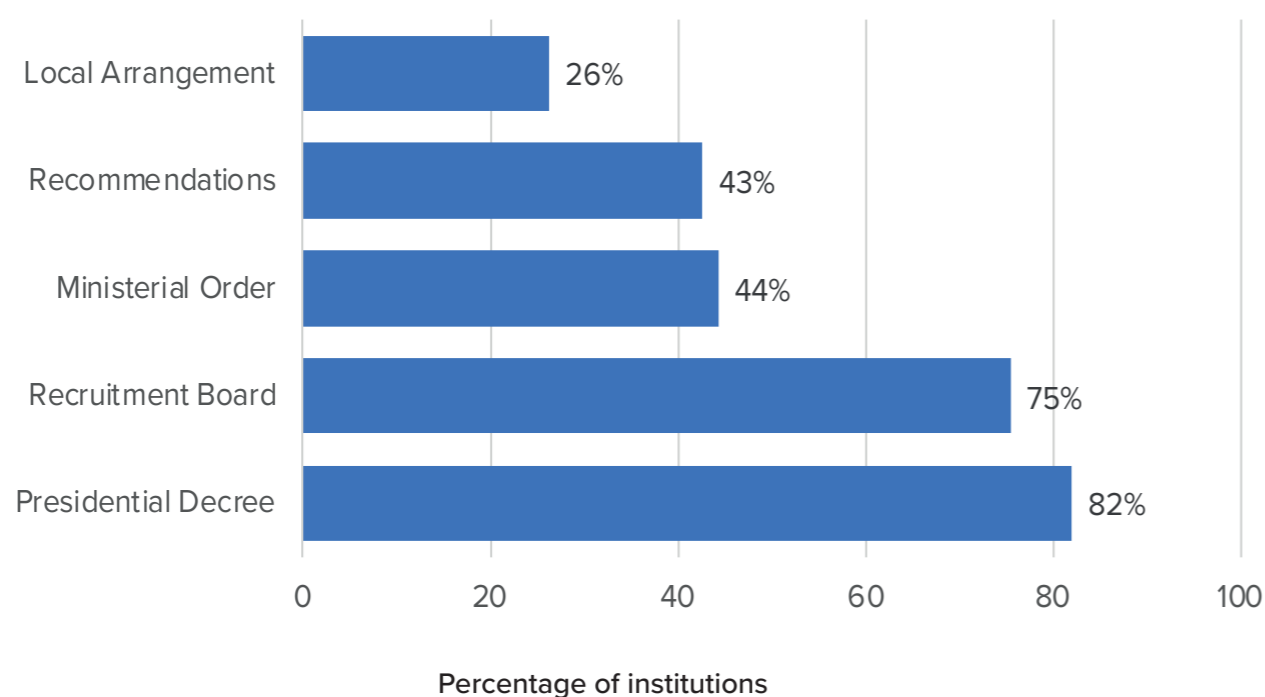


Issues highlighted in the research related to Human Resource Management (HRM) practices include: unfair recruitment, appointment and promotion procedure (including a problem of nepotism), and poor working environment with limited capacity of workforce and human resource policies addressing discriminatory culture and traditions.

4.1 RECRUITMENT

For recruitment into senior leadership positions, the findings show that the most commonly used mode of appointment is by presidential decree. Aside from political positions, presidential appointment is also used for Undersecretaries, as well as approval of the appointment of Director Generals, Directors and Deputy Directors via the Council of Ministers. This is contrary to the Public Service Law and procedures that require all recruitment at the national institutions be done by the recruitment boards. Neither does the recruitment law clearly cite a need observe gender quotas or preference on women in the recruitment list. **Figure 8** below presents the criteria cited as being used for appointment into a decision-making position in public administration in South Sudan.

Figure 8: Mode of appointment in decision making positions

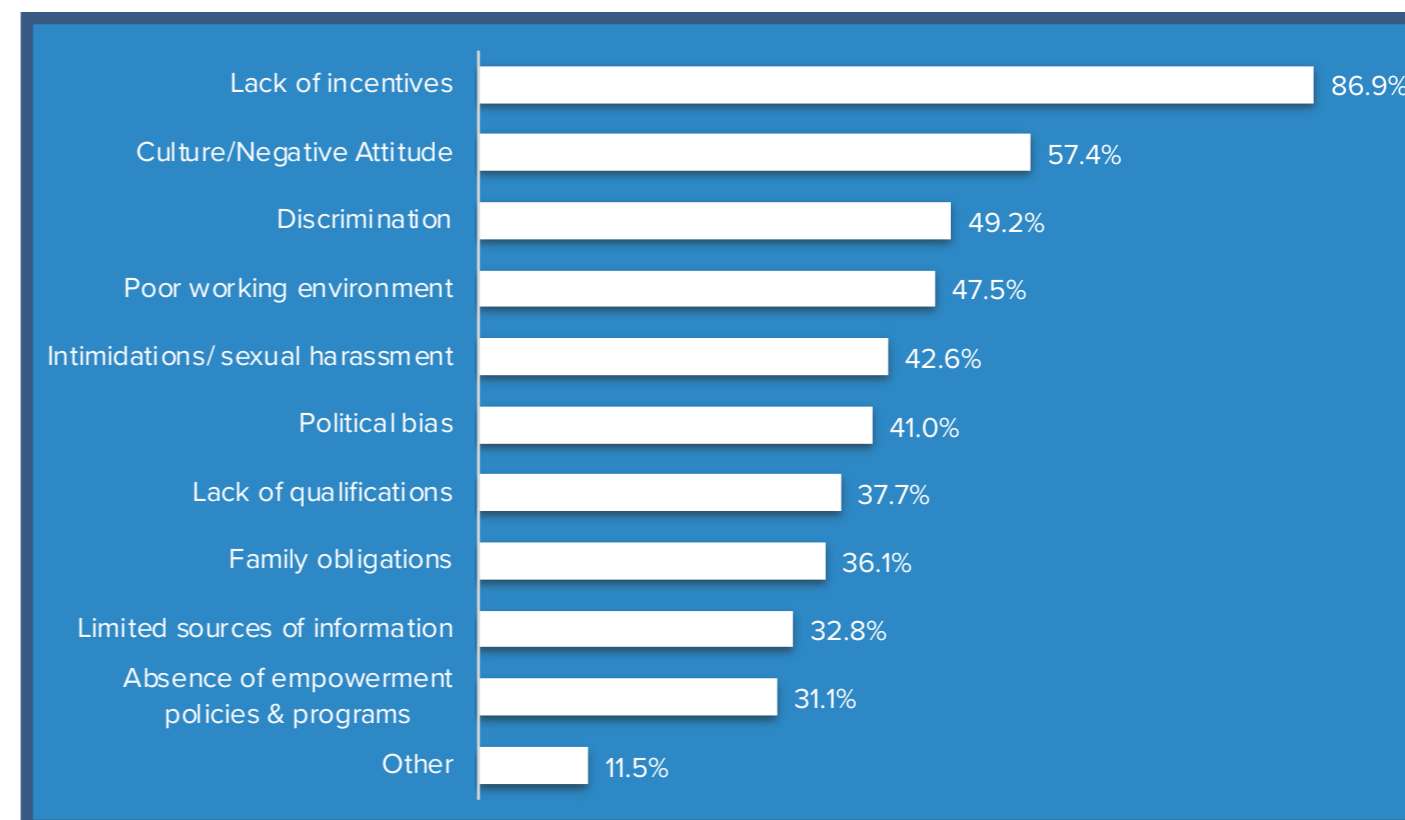


4.1.1 Reasons for not applying for government jobs

Figure 9 shows the main reasons cited as preventing women from applying for government jobs. The findings show that many women are reluctant to apply for government jobs because of low salary and wages; lack of motivation and good incentives, and persisting structural and cultural factors that perceive women’s inability to undertake technical jobs. Although the Labour Act (2017) provides for maternity and paternity leave periods, there is concern on the absence of entitlement to public income support for child care and funding to promote work-life balance measures at senior management levels compared to low-level and low-income groups of employees. Other concerns include delay in the payment of salaries, lack of child care facilities, adequate funding for training and capacity building and insufficient reporting channels for incidences of sexual harassment and gender-biased behaviour.

Specifically, people living with disabilities are severely under-represented in the public sector due to a lack of policies and plans to support their recruitment and employment. The findings show that only 39.3 percent of the public institutions have recruitment procedures for persons with disabilities.

Figure 9: Factors constraining women’s presence in public administration

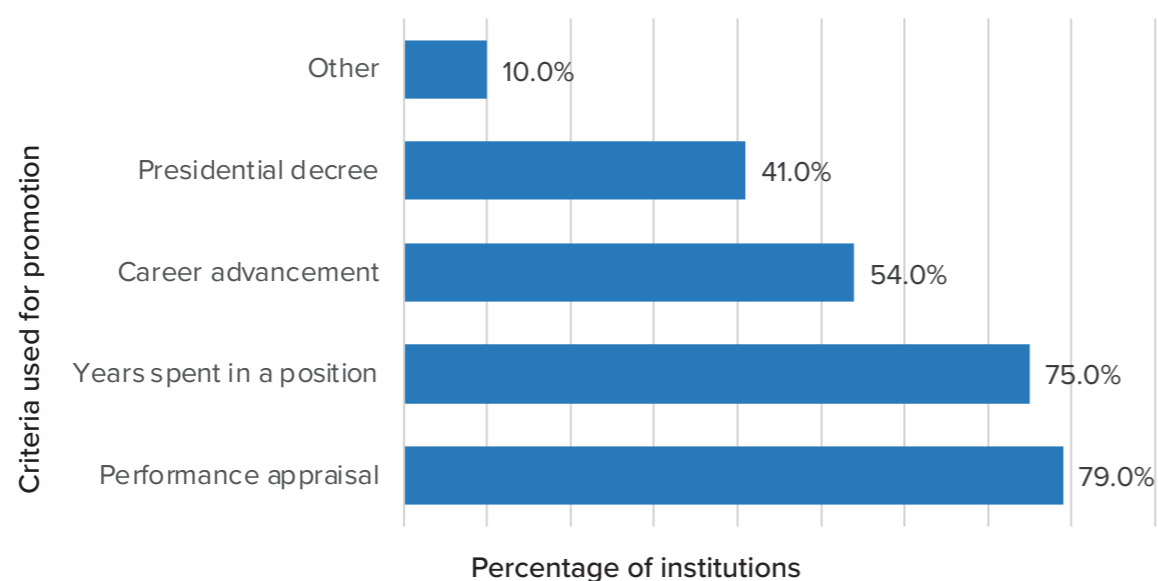


4.2 PROMOTION



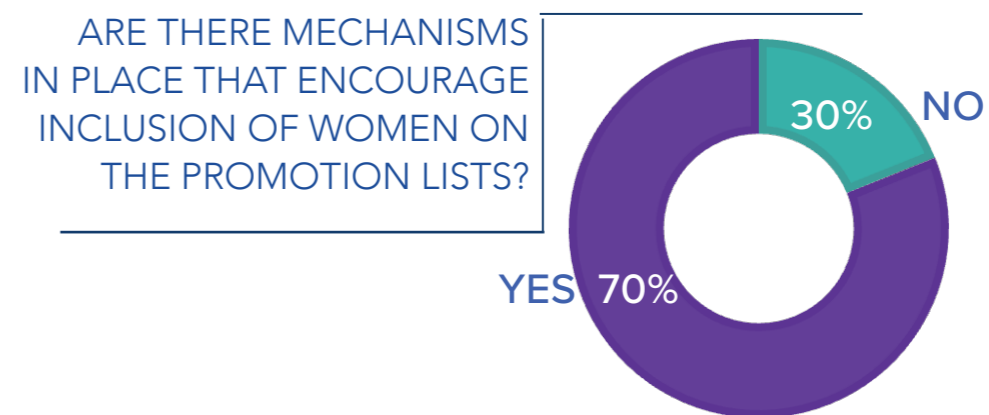
Discussion with GFPs and human resource managers revealed that while in principle rewarding and promotion in decision-making positions is supposed to be based on performance appraisal in reality, it is unheeded (see Figure 10). Professional performance appraisals are not regularly conducted. Decisions related to promotion, transfer or reward are frequently reached by the top leadership informally. This means that approving or rejecting promotion lies in the hands of a few actors, is not transparent, and impedes potential applicants without strong referees and/or political backing.

Figure 10: Criteria used for promotion and rewarding in decision making positions



In the public administration, 70 percent of the public institutions indicated that they have mechanisms in place that encourage the inclusion of women in the promotion list. In terms of diversity, 92 percent of the persons interviewed aid that the staff in leadership positions represent the diverse communities of South Sudan. This finding does not necessarily suggest the actual situation, since ethnicity and nepotism in public sector employment is a known cause of concern (See Annex 4)—with some ministries dominated by certain ethnic groups, especially in senior leadership positions. In view of the political sensitivity of this issue, respondents may have been reluctant to voice any concerns.

Figure 11: Institutions with mechanisms that encourage the inclusion of women on promotion lists



4.3 PROFESSIONAL DEVELOPMENT

4.3.1 Existence of mentoring schemes for women

The study found that 62 percent of public institutions do not have a mentoring scheme for women. Although some of them are collaborating with partners on capacity building programmes, there has not been a systematic follow up on women's leadership journey for further support

4.3.2 Celebrations, recognitions of success, role model and reward of good performance

The public institutions do not support or encourage individuals outstanding performance on annually basis, with 80 percent of the public institutions saying that they do not celebrate, recognize success and reward good performance. The University of Juba has recently inaugurated an Annual Excellence Award²³ in which 31 percent of awardees were female. It is a good practice to be emulated by other sectors and a way of inspiring the young generation in particular, to work hard and advance their careers.

23 Ceremony held at Palm Africa Hotel on 15th May 2021.

4.4 FLEXIBLE WORKING HOURS

The study found that 82 percent of the public institutions implement a flexible working hour policy, which is positive. However, when it comes to maternity and paternity leave, 74 percent of the institutions say the government does not provide men and women same paternity and maternity leave duration.²⁴

4.5 GENDER NORMS AND WORKPLACE HARASSMENT IN PUBLIC INSTITUTIONS

The study explored if people in the working government institutions are experiencing gender-related discrimination or harassment. There remain unreported cases of insecurity, fear, sexual harassment, attempted sexual corruption as a precondition to get a job, exploitation and discrimination for women including those with disability. The findings show that 34 percent of the individuals in the institutions interviewed had experienced gender-based violence related issues in the past. As shown in Figure 12, 39 percent said specifically they had experienced gender discrimination, 27 percent had experienced sexual harassment, 21 percent had experienced GBV and 12 percent had experienced others forms of gender-based problems. The majority of those who experienced workplace discrimination and harassment are women.

Issues related to sexual harassment are frequently under-reported due to fear of revenge, being fired, stigma, and lack of protection. About half, 55.7 percent, of the institutions admitted that such malpractice took place, but they had mechanisms for reporting and dealing with sexual harassment, bullying and complaints. The range of initiatives and policies tackling sexual exploitation and abuse are presented in Figure 13.

²⁴ According to Article 64 of Labour Act (2017) a female employee is entitled, on each occasion she is pregnant, to 90 days maternity leave immediately following childbirth with full pay; and 45 days for breastfeeding while working for half. She is also entitled to leave for six weeks after the miscarriage or stillbirth. In Art 65, a male employee is entitled, on each occasion that his wife is pregnant, to two weeks of paternity leave on full pay, to be taken (a) within three days after the birth of his child or (b) immediately following miscarriage by his wife. He is allowed to return to the position held immediately before his paternity leave.

Figure 12: Cases of gender-based violence and discrimination

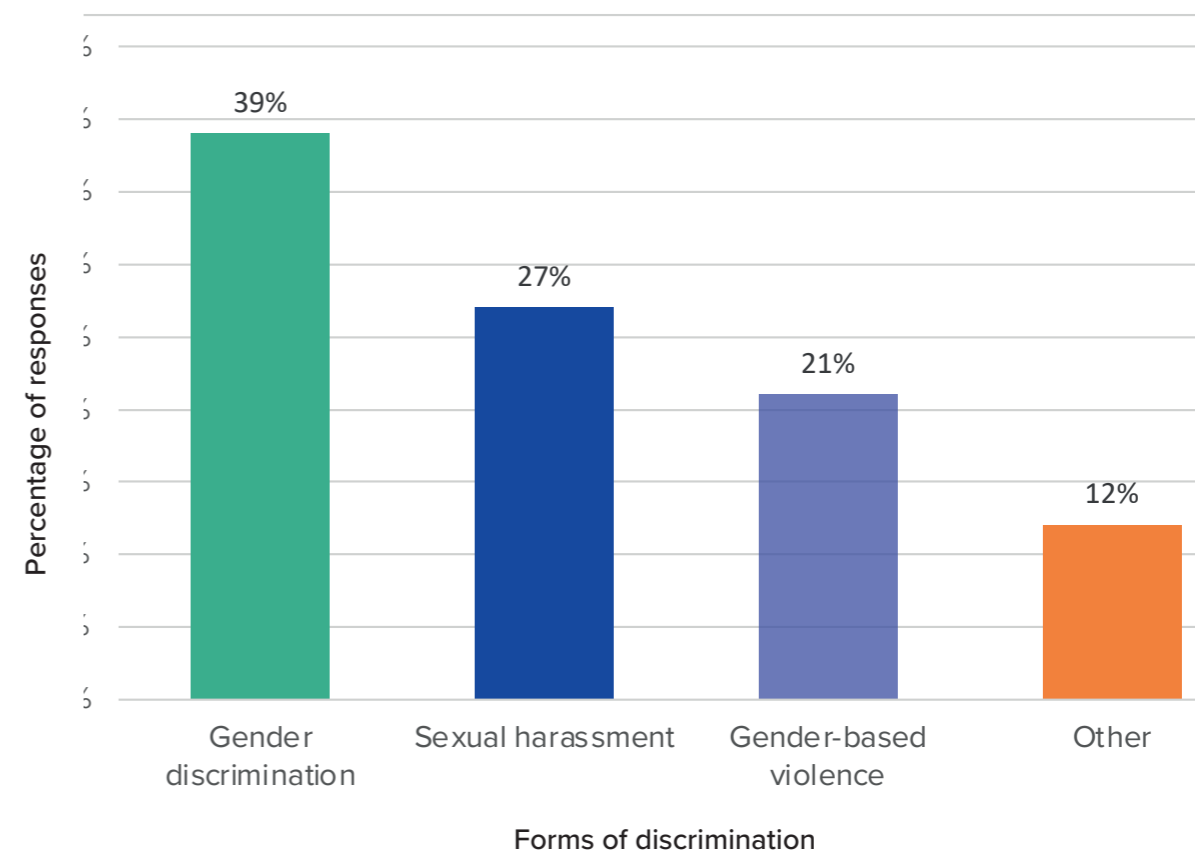
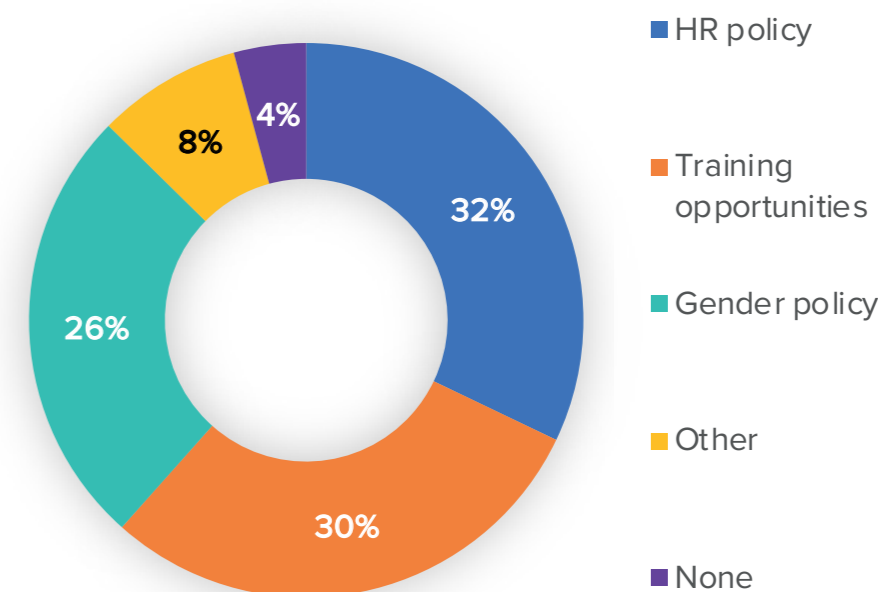


Figure 13: Policies tackling sexual exploitation and abuse in the workplace



5. GENDER EQUALITY PUBLIC ADMINISTRATION INITIATIVES



5.0 GEPA INITIATIVES



There are various partners working with public institution to promote gender equality at national and grassroots levels. Some of these organizations/agencies and specific areas of supports are presented in Table 8 below.

The mapping of current initiatives highlights that more efforts and support may be needed in across a wide number of areas of GEPA, including gender-responsive budgeting, gender analysis and monitoring, gender-sensitive public sector employment practices, gender equality in the security sector and judiciary.²⁵

Table 8: Mapping of current initiatives by OECD pillar and per partner

AREA OF SUPPORT AS LINKED TO THE OECD PILLARS	CURRENT INTERVENTIONS, INITIATIVES AND PROGRAMMES	PARTNERS OR AGENCIES INVOLVED
Institutional Frameworks for Gender Equality & Mainstreaming		
Legal and Policy Framework	Gender in the Permanent Constitution-making Process	International IDEA UNDP UNMISS
	<ul style="list-style-type: none"> Gender policy development & review National Action Plan National Strategic Action Plan development 	MGCSW UNW
	<ul style="list-style-type: none"> National Gender Policy SS National Strategic Framework SSNAP on UNSCR 1325 policy review 	MGCSW UNW
Implementation and Coordination of Gender Equality and Mainstreaming (GEM)	National Gender Policy coordination	MGCSW
	Reproductive Health and Rights	MGCSW UNW UNFPA
	<ul style="list-style-type: none"> Protect against GBV Support to HIV/AIDS related programmes 	UNAID Ministry of Health

²⁵ This is a preliminary mapping and relates mainly to the national level; further assessment including a separate mapping of the 10 states + 3 administrative areas is required.

AREA OF SUPPORT AS LINKED TO THE OECD PILLARS	CURRENT INTERVENTIONS, INITIATIVES AND PROGRAMMES	PARTNERS OR AGENCIES INVOLVED
Implementation and Coordination of Gender Equality and Mainstreaming (GEM)	<ul style="list-style-type: none"> DDR programmes: Vocational Training for war disabled, widows, and orphans (i.e. business, carpentry). Provide scholarship and free education for orphans. 	DDR Commission MGCSW UNDP UNW UNHCR The Office of the First Lady (CONCERN)
Accountability, Monitoring, and Oversight	Capacity building on monitoring the progress of sustainable development goals including SDG5 on gender equality.	NBS UNDP
	Public financial management.	Ministry of Planning & Finance World Bank European Union
Gender Responsive Budgeting	Advocacy and analysis of pro-poor budgeting.	UNICEF
Gender-Sensitive Public Sector Practices		
Gender-sensitive Human Resource Management	<ul style="list-style-type: none"> No current data. 	Ministry of Labour Human Rights Commission UNDP
Women in Public Sector Leadership and Decision-making	<ul style="list-style-type: none"> Train on Transformational Leadership, peace building, and parliamentary procedures Gender mainstreaming in policies. 	NTLI UNDP UNW African Development Bank JICA
Civil Service	<ul style="list-style-type: none"> Capacity building on gender mainstreaming. Capacity building on planning with a gender perspective. 	Ministry of Labour Ministry of Public Service MGCSW
Security Sector	<ul style="list-style-type: none"> Gender-sensitization of security sector reform through training and review of policy documents. Train national and UN police officers. 	UNPO UNW UNMISS UNDP SS People's Defense Force DDR and Helping Hand NTLI UNDP-Gender Justice

AREA OF SUPPORT AS LINKED TO THE OECD PILLARS	CURRENT INTERVENTIONS, INITIATIVES AND PROGRAMMES	PARTNERS OR AGENCIES INVOLVED
Protection of women's rights	Establish and renovate Protection Units and Special Protection Unit headquarters.	UNMISS UNPOL Ministry of Interior
Academia	<ul style="list-style-type: none"> Promote education for female students. STEM scholarship. 	NTLI, MGCSW Ministry of Higher Education UNESCO
Gender-Sensitive Parliamentary Practices		
Gender Mainstreaming Mechanisms in the Legislature	Training of parliamentary caucus at national and state levels	Ministry of Parliamentary Affairs EVE Organization UNW UNDP UNMISS CMI FBA
Women's Advancement in the Legislature	Training of women the legislature	NTLI EVE Organization UNW UNDP UNMISS CMI FBA
Gender-Sensitive Practices in the Judiciary		
Framework for Gender Equality and Sensitization of the Judiciary	Establish and operationalize the GBV court	UNDP African Union African Development Bank
Gender-Sensitive Employment Practices	No current data	Judiciary of South Sudan

6. ADDRESSING THE CHALLENGES TO IMPLEMENTING GENDER EQUALITY PROGRAMMES



6.0 CHALLENGES



The findings from the study highlight a number of challenges in the public sector in relation to the planning and implementation to achieve gender equality including:

- ▶ While the government has adopted the 35 percent gender quota in the R-ACRSS to increase women's representation in various decision-making levels, the implementation of policies and practice is lacking.
- ▶ There is an absence of an independent commission for gender equality to hold political leaders, parties and policy-makers to account. For example, failure to put forward women candidates for political appointments in line with the quota.
- ▶ There is an absence of budgets for gender policy implementation and mainstreaming across sectors and at all levels.
- ▶ There is limited representation of women in the higher echelons of the public service across all sectors, and in some sectors, very limited representation of women at any level.
- ▶ Representation of women in parliament is limited to the minimum quota (through women's lists and political appointments) and they cannot compete for parliamentary seats on equal terms with men due to multiple constraints.

Since quota efficacy has been strengthened by specifying minimum thresholds of 35 percent, what remains are enactment of rules for positioning and sanctions for non-compliance; institute internal measures to support gender balanced representation of women in all decision-making bodies and encourage political parties to introduce internal measures to promote women's advancement, candidacy and leadership. Although NTLI and UN WOMEN developed a database of women leaders including aspirants and existing leaders, more effort is required to track the advancement of women into leadership positions, identifying number of women represented in political and parliamentary bodies, and what positions they occupy.

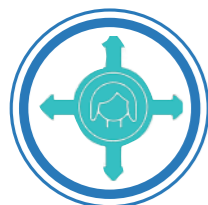
6.1 ACTIONS REQUIRED TO PROMOTE GENDER EQUALITY IN PUBLIC ADMINISTRATION

- ▶ **Adopt the 35 percent gender quotas** in the appointment of leaders at all levels, with a robust independent oversight and enforcement mechanism
- ▶ **Ensure adequate capacity and a strong national gender machinery** that is sensitized to this issue, together with human and financial resources.
- ▶ **Establish gender departments in all public institutions** and create awareness on the role and importance of women's inclusion in academic life.
- ▶ **Create a database of women who hold top decision-making positions** to track their numbers, monitor the gap and take action.
- ▶ **Discourage nepotism in recruitment** and employment processes, but allow competition.
- ▶ **Support women to become role models** for other women in South Sudan; promote effective cooperation among women and increase the number of women in leadership roles.
- ▶ **Advocate for promotion** of women to decision-making roles.
- ▶ **Build the capacity of women** by providing mentorship to younger women, sharing opportunities for learning, training and scholarships.
- ▶ **Create of conducive working environments** by establishing child care centres to increase the rate of return to schools. Link women to businesses, to exchange visits, and to experience sharing around economic empowerment programmes.
- ▶ **Provide education opportunities from an early age** by promoting girl-child enrolment and retention in schools, improving working conditions for teachers, and provide scholarships and training opportunities for women.
- ▶ **Parliament needs to support the formal or informal cross-party women's caucuses**, networks, parliamentary committee on gender, and women's research centres/institutes to provide evidences to enrich policies and laws. This will assist to capture voices and discriminatory practices occurring in Public Administration spheres.

7. CONCLUSION AND RECOMMENDATIONS



7.0 CONCLUSION



For the first time, this study on Gender Equality in Public Administration (GEPA) in South Sudan, offers an in-depth understanding of current status of the government’s gender equality mainstreaming initiatives, with a specific focus on gender equality in the public sector. It emphasizes a range of human resource issues and the prevailing gaps where more effort is required to deliver progress towards national commitments to improving gender equality as expressed in various policy commitments that South Sudan has adopted.

While relatively good progress has been made in terms integrating gender equality in legal frameworks, achieved by government in partnership with civil society (especially women’s groups) and the support of the international community, implementation has been weak, with only limited resources allocated to the national machinery responsible for gender mainstreaming in public administration and capacity building of other actors. Implementation is affected by financial constraints alongside weak coordination mechanisms, and lack of political will

Although the 35 percent gender quota has helped to a certain extent in increasing women’s political representation (for example, women MPs in parliament), major gaps remain in terms of women’s representation in other political domains (senior ministerial positions, state governors and local commissioners), as well as in leadership and decision-making roles within all branches of the public sector, including in the judiciary and security sector.

7.1 RECOMMENDATIONS



A wide range of measures, coordinated and intensified efforts are needed to fill in the minimum threshold of 35 percent gender quotas provided in the constitution and adequately mainstream gender equality across the public sector, to consolidate gains made so far in women’s representation in the public life following the adoption of 35 percent gender quotas in the R-ARCSS. A summary of the recommended actions is set out in Table 9.

Table 9: A summary of the recommended actions

DIMENSION OF GEPA	ACTIONS TO TAKE	LEAD AGENCIES
Institutional Frameworks For Gender Equality in Public Administration	1. GRSS to establish an independent body and Gender Quotas Bill (Affirmative Action Bill) to provide an oversight and ensure adherence to the 35 percent quotas for women representation decision-making structures in the public administration.	MGCSW, VP Gender and Youth Cluster, MoJCA
	2. Review the National Gender Policy (NGP 2013) and the Strategic Development Plan in line with the National Development Plan and R-ARCSS and integrate institutional mechanisms for accountability and sanction for non-compliance at work places. This can facilitate women’s advancement and help to capture valuable voices, perspectives and expertise.	MGCSW
	3. Undertake regular and coordinated meetings between governmental institutions, social partners and civil society to participate and provide feedback on the overall implementation of the gender equality strategy, with specific reference to GEPA.	MGCSW

DIMENSION OF GEPA	ACTIONS TO TAKE	LEAD AGENCIES
Gender Mainstreaming In The Public Sector.	4. GRSS, Ministry of Public Service and MGCSW to work with partners to institute special funding mechanisms to enhance capacity of focal undersecretaries, human resource and budget officers, gender focal points and women groups in general through trainings, mentoring and coaching for effective implementation and monitoring of gender equality agenda in their public institutions.	MGCSW, Ministry of Public Service
	5. Monitoring: MGCSW to work with NBS and Finance to establish a robust monitoring and evaluation mechanisms for ensuring that gender equality strategies achieve their intended impacts, working with relevant stakeholders (including NGOs, academia, service providers, etc.) to collect sex-disaggregated data against national gender impact indicators and in fields relevant to measure progress of national gender equality goals.	NBS, MGCSW
	6. Gender analysis: MGCSW to specify reporting frameworks and relationships and engage the NBS to ensure collection of gender-disaggregated data across all sectors and in line with National Gender Policy (2013) and SSNAP of Women, Peace and Security indicators; The government and partner organizations should allocate sufficient resources to build capacity of bodies undertaking gender analysis.	MGCSW (supported by UN WOMEN)

DIMENSION OF GEPA	ACTIONS TO TAKE	LEAD AGENCIES
Gender Mainstreaming in the Public Sector	7. Gender-responsive budgeting: MoFEP and MGCSW to systematically launch a gender-responsive budgeting initiative nationally (as well as at the state level) and build capacity of undersecretaries, gender focal points; and budget and planning officers to budget with a gender lens and integrate gender equality programmes.	MoFEP MGCSW (supported by UNICEF/UNDP etc.)
Gender-Sensitive Public Employment Practices	8. Review Labour Act (2017) and Public Service Act (2011) to integrate 35 percent gender quotas, conducive working environment; The future review of civil service legislation and policies, should also consider developing a broader vision of diversity and gender equality, including, when appropriate, the examination of a range of other intersecting identity factors (such as age, cultural background, and ability).	MoL MoPS
	9. Establish effective and independent recourse and appeal mechanisms on gender equality in the public sector; and promote a safe climate to use these without repercussions, including the provisions for the protection of individual public employees who report violations of gender equality policies and legislation.	MoPs ILO MGCSW

DIMENSION OF GEPA	ACTIONS TO TAKE	LEAD AGENCIES
Gender-Sensitive Parliamentary Practices	<p>10. Review Election Act (2012) and electoral systems and procedures, as well as the Political Parties Act and parliamentary procedures to strengthen gender equality agenda and promote women’s advancement, candidacy and leadership.</p>	<p>Electoral Commission MoJCA (supported by UN WOMEN & other partners)</p>
	<p>11. Support mentoring or peer-to-peer knowledge and experience sharing, either by pairing experienced women parliamentarians with newcomers or by building partnerships between women and men in the parliament to support women’s advancement.</p>	<p>MPA NTLI UNDP UN WOMEN UNMISS CSOs</p>
Gender-Sensitive Practices In the Judiciary	<p>12. R-TGONU to support the establishment of a gender-balanced ad hoc Judicial Reform Committee which can support gender-sensitisation within a judicial reform process (as per R-ARCSS Article 1.17.3). The judiciary to advocate for 35 percent quotas in the restructuring of the judiciary during the transitional period as per Article 1.17.6.</p>	<p>Judiciary MoJCA</p>
	<p>13. Security Sector Reform: Work with partners to take stock of gender equality issues in the security sector and develop guidelines to enhance representation of women, gender-sensitive policies and integration of gender in decision-making structures.</p>	<p>Ministry of Interior MDVA National Security (with support from MGCSW & partners incl. UNDP, UNW, UNMISS and IOM on Community Policing)</p>

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ANNEXES

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ANNEX 1: UNDP-OECD TOOL FOR ASSESSING GENDER EQUALITY IN PUBLIC LIFE

The Combined UNDP-OECD Framework

Operating since 2011, the *UNDP Gender Equality in Public Administration (GEPA) Initiative* is a specialized global initiative that aims to advance and mainstream women's participation and leadership in the public sector to accelerate progress on sustainable development and peace. One of the core assets managed by the initiative is the *UNDP-OECD Tool for Assessing Gender Equality in Public Life*. Developed in 2015 in partnership with the OECD, this enables national governments to analyze gender equality and women's participation in the public sector in a holistic, but flexible manner. The tool has now been successfully deployed in several countries at the national and sub-national level.²⁶

The tool consists of a number of standardized instruments to collect primary and secondary data (quantitative and qualitative) to input into the analysis, including:

- ▶ Officially available statistics: whether centrally housed or provided by specific ministries, academic institutions or organizations.
- ▶ Interviews with Ministers, Undersecretaries, Director Generals, Commissioners, and gender focal persons.
- ▶ Focus group discussions with gender focal points, planning and human resources officers, and men and women civil servants.
- ▶ Consultations with representatives from judiciary and parliament.

The GEPA assessment in South Sudan has the following components:

PART 1: THE NATIONAL GENDER EQUALITY CONTEXT

Institutional and Governance Frameworks For Gender Equality (OECD Pillar I)

- 1.1 Legal and policy framework.
- 1.2 Institutional framework and resources.
- 1.3 Strategies and policies for gender equality and mainstreaming.
- 1.4 Gender equality implementation and coordination mechanisms.
- 1.5 Accountability, monitoring and oversight.
- 1.6 Gender analysis and gender-responsive budgeting.

²⁶ The UNDP-OECD Tool has now been successfully deployed using different module components in several countries, including Indonesia, Pakistan and Myanmar. A core component of each of these assessments has been the module on women's positions in public service and gender equality in human resource management.

PART 2: GENDER EQUALITY IN PUBLIC ADMINISTRATION

Gender-Sensitive Public Employment Practices (OECD Pillar III)

- 2.1 Women's positions in public service (civil service; judiciary; legislature; academia; security sector)²⁷
- 2.2 Participation and leadership of women in public institutions.
- 2.3 Gender equality in human resource management.
- 2.4 Gender norms and workplace harassment in public institutions.

Adaptation to the South Sudan Context

As a fragile setting and as a country transitioning into peace, South Sudan represents a unique context for the implementation of the UNDP-OECD Tool. Significant capacity gaps are still faced by the GRSS as it embarks on the implementation of the R-ARCSS, including the complexity of the scale of the development and peacebuilding needs in the country. To ensure full ownership buy-in at the highest possible decision-making level of the process, the following approach has been adopted:

- ▶ **Sensitization, access and close collaboration with Government of South Sudan** stakeholders at different levels. The MGCSW and the National Transformational Leadership (NTLI) at the University of Juba have played a key role in supporting the assessment, specifically by sensitizing government counterparts and other key institutions on the purpose and importance of the mapping to generate further buy-in and cooperation.
- ▶ **Sharing of expectations and agreement with government counterparts** on the scope of the purpose and scope of the analysis, key themes (modules) and levels of analysis to be carried out. In consultation with the MGCSW, an agreement on the modules to be incorporated into the assessment has been reached. MGCSW expressed a strong interest in conducting the mapping across as many branches of the public sector as possible. Hence, the study covered the core civil service institutions at national level.

²⁷ The OECD has 4 Pillars, with gender-sensitive practices in Parliament and the judiciary as separate pillars (Pillars 2 and 4). In this study, coverage of parliament and the judiciary has been incorporated into the assessment of the employment practices of various different branches of the public sector (Section 3).

- ▶ **Sensitivity to the challenges South Sudan is facing in re-building its public sector** functionality in the aftermath of conflict. South Sudan is currently in a period of transition, where restoring the functionality and delivery of the public sector is key. This requires a consideration of how gender equality in public administration intersects with the need to re-build the core government functions and basic service capabilities of the government.
- ▶ **Attention to the existing conflict dynamics and peacebuilding role played by the public sector.** The politicization of the public sector common in the aftermath of conflict poses a challenge for rationalizing public institutions and their human resource practices (such as merit-based recruitment practices, etc.), adding a layer of complexity for advancing GEPA in the context.²⁷ Group exclusion from positions within the public service can act as a conflict driver, whereas promoting gender equality and women’s participation in public administration has considerable peacebuilding potential.
- ▶ **Focus on implementation.** A key element in the successful deployment of the assessment is ensuring that action can be taken on its key recommendations. UNDP will therefore work closely with MGCSW to ensure that there are concrete linkages to existing policy processes and/or initiatives by the GRSS and other actors in public administration and public sector reform, in an effort to restore core government functions, and gender equality in governance and peacebuilding.

ANNEX 2: INTERVIEW GUIDE FOR GOVERNMENT OFFICIALS AND GENDER FOCAL POINTS

1. Name of the Ministry_____
 - Name of respondent_____
 - Position_____
 - Department_____
 - Ministry_____
2. Number of men and women in each institution?
3. Number of men and women in decision-making positions- (From Deputy Director to Minister)?
4. What criteria are used for appointment, promotion and rewarding?
5. What prevents women’s participation in decision-making positions?
6. What are the barriers to women’s participation in the Civil Service (Social, economic, political and cultural)?
7. What initiatives exist in each institution to promote women’s participation?
8. Have there been any initiative to address the representation of women in all government?
9. What are the key gender achievements in the government ministries and commissions since 2006?
10. What challenges undermine women’s access and promotion to higher decision-making levels?
11. What factors constrain gender focal points from mainstreaming gender in their policies, programmes and sector plans?
12. How much budget/resources are allocated and efforts put in place for gender mainstreaming activities in the line ministries and commissions?
13. The institutional capacity (including staff capacity) to analyze, integrate, monitor and provide oversight of gender equality programmes?
 - What programmes does the ministry have that address gender equality?
 - Which partner institutions do you work with and in which programmes?
 - How do you coordinate the activities/ reporting and information sharing?
 - What are the key challenges/ and successes during implementation?
 - What systems are in place for monitoring/checking the implementation (oversight mechanisms)?
14. What recommendations are there for policies, programmes and plans to improve promotion of gender equality agenda in your ministry/sector.

²⁸ Restore or reform; (re)building core government functions in fragile and conflict affected settings (2017)

ANNEX 3: LIST OF KEY INFORMANT INTERVIEWS BY SECTOR/AGENCY

MINNISTRIES

- 1 Ministry of Presidential Affairs
- 2 Office of the Vice President (Gender & Youth Cluster)
- 3 Ministry of Cabinet Affairs
- 4 Ministry of East African Community Affairs
- 5 Ministry of Humanitarian Assistance and Disaster Management
- 6 Ministry of Parliamentarian Affairs
- 7 Ministry of Gender, Child and Social Welfare
- 8 Ministry of Higher Education, Science & Technology
- 9 Ministry of Interior
 - South Sudan Customs Service
 - National Prisons Service
 - South Sudan Traffic Police
 - National Civil Defense Service (Fire Brigade)
 - South Sudan Police Service
- 10 Ministry of Labour
- 11 Ministry of Public Service & Human Resource Development
- 12 Ministry of Wildlife Conservation and Tourism
- 13 Ministry of Roads and Bridges
- 14 Ministry of Health
- 15 Ministry of Investment
- 16 Ministry of Housing and Physical Infrastructure
- 17 Ministry of Culture, Youth and Sports
- 18 Ministry of Livestock and Fisheries
- 19 Ministry of Foreign Affairs & International Cooperation
- 20 Ministry of Defense and Veteran Affairs
- 21 Ministry of Finance and Planning
- 22 Ministry of Trade and Industry
- 23 Ministry of Mining
- 24 Ministry of Information, Communication & Postal Services
- 25 Ministry of Peacebuilding
- 26 Ministry of Agriculture and Food Security
- 27 Ministry of Petroleum

- 28 Ministry of Transport
- 29 Ministry of Irrigation and Water Resources
- 30 Ministry of Environment
- 31 Ministry of Energy and Dams
- 32 Ministry of Federal Affairs
- 33 Ministry of Justice and Constitutional Affairs
- 34 Judiciary of South Sudan

COMMISISONS/ COUNCILS/ BOARDS/ CHAMBERS/AUTHORIES

- 35 Disarmament, Demobilization & Reintegration Commission
- 36 National Bureau of Statistics
- 37 South Sudan Anti-Corruption Commission
- 38 Human Rights Commission
- 39 South Sudan Civil Service Commission
- 40 War, Disabled, Widows and Orphans Commission
- 41 Small Arms Control Commission
- 42 National Electoral Commission
- 43 HIV/AIDS Commission
- 44 National Employees Justice Chamber
- 45 ...Fiscal, Financial Allocation and Monitoring Commission
- 46 Land Commission
- 47 South Sudan Law Review Commission
- 48 South Sudan Civil Aviation Commission
- 49 Relief Rehabilitation Commission
- 50 Revitalised Joint Monitoring and Evaluation Commission
- 51 Public Grievances Chamber
- 52 Audit Chamber
- 53 Mine Action Authority
- 54 South Sudan Media Authority
- 55 National Communication Authority
- 56 South Sudan Reconstruction and Development Fund
- 57 Local Government Board
- 58 Juba City Council

PARASTATAL BODIES

- 59 Bank of South Sudan
- 60 South Sudan Pension Fund
- 61 South Sudan Broadcasting Corporation (SSBC)
- 62 South Sudan Electricity Corporation
- 63 South Sudan Urban Water Corporation

PROFFESIONAL BODIES

- 64 National Alliance for Women Lawyers
- 65 The Bar Association

PARLIAMENT

- 66 Transitional National Legislative Assembly
- 67 Council of States
- 68 Women Parliamentary Caucus

CIVIL SOCIETY, FAITH BASED OrganizationS, NGOS, NETWORKS

- 69 South Sudan Women Disabilities Network
- 70 Kuro ko Wate
- 71 South Sudan Women General Association
- 72 South Sudan Women's Coalition
- 73 South Sudan Pentecostal Church/ Juba Christian Centre
- 74 South Sudan Council of Churches
- 75 Women Empowerment Program
- 76 EVE Organization for Women Development
- 77 Women's Monthly Forum
- 78 Community Empowerment for Progress Organization (CEPO)
- 79 South Sudan Women's Coalition
- 80 South Sudan Islamic Council
- 81 National Women Empowerment and Rehabilitation Organization
- 82 Federation of Women Lawyers
- 83 South Sudan Women's Empowerment Network
- 84 Rural Women for Development South Sudan
- 85 Society of Daughters of Mary Immaculate and Collaborators
- 86 Smile Again Africa Development Organization (SAADO)

ACADEMIA

- 87 University of Juba
- 88 Upper Nile University
- 89 Rumbek University of Science and Technology
- 90 Dr. John Garang Memorial University
- 91 University of Bahr el Ghazel
- 92 Juba Teaching Hospital

ANNEX 4: SUMMARY OF FOCUS GROUP DISCUSSIONS WITH GENDER FOCAL POINTS

Why are there only a few women in the public sector?	What can be done to increase the number of women and their participation in top leadership positions?	What challenges do you experience in planning and implementation gender related projects?
GENDER, YOUTH AND SPORT CLUSTER		
<ul style="list-style-type: none"> • Women are marginalized and excluded from most leadership positions. • The impact of negative cultural practices, which reinforce the idea that women cannot hold leadership position. • Majority of women have low literacy, which makes it difficult to climb to the leadership hierarchy. • Women lack lobbying and advocacy skills. • Gender policies are not well implemented by existing leadership. 	<ul style="list-style-type: none"> • Women need sensitization. • Empowering women through training, mentoring and coaching. • Improve women networking. • Improve women's lobby and advocacy skills. • Revise and implement related Gender supportive policies. • Encourage women to practice politics and join political parties. • Awareness on women rights. • Women should be empowered economically. 	<ul style="list-style-type: none"> • Funding. • Lack of equal participation. • Lack of gender awareness. • Discrimination, only a few women are recruited in leadership roles. • Lack of gender advocates.
ECONOMIC CLUSTER		
<ul style="list-style-type: none"> • Lack of training for women on the current issues and technology. • Education level and background. • Women are overlooked in the job promotion process. • Lack of the implementation of policies frameworks and affirmative action to promotes gender equality. • Low salaries in the government sector, this contributes to experienced and skilled women deserting the government sector to look for better paid work in the private sector. • Lack of trust among women. 	<ul style="list-style-type: none"> • Advocate for the implementation of gender related policies. • Capacity building for women in all areas, as per their qualification. • Equal opportunity for women. • Awareness for women to join political parties. • Women/girls should be encouraged to study sciences. • Creation of gender platforms for women to discuss gender issues. • Women should develop in their professions. • Awareness raising to discourage negative cultural influence. • MGCSW should have budget for other institutions to implement their gender programs 	<ul style="list-style-type: none"> • Lack of adequate funding. • Some women are recruited without proper qualifications. • Women are not risk takers. • Negative cultural influence.

Why are there only a few women in the public sector?	What can be done to increase the number of women and their participation in top leadership positions?	What challenges do you experience in planning and implementation gender related projects?
SERVICE CLUSTER		
<ul style="list-style-type: none"> • Men dominate this sector. • Negative cultural attitudes toward women. • Lack of awareness on gender issues. • Poor implementation of government related policies that promote gender. 	<ul style="list-style-type: none"> • Improve girl child education by providing incentives. • Promote women to leadership positions. • Implement gender related national and international policies and framework that promote gender equality. • Continuous capacity building program and awareness raising on issues of gender equality. 	<ul style="list-style-type: none"> • Funding: No budget allocation for gender mainstreaming programs. • No gender disaggregated data. • Lack of platforms to discuss women/gender issues. • Negative perspectives of gender equality as a woman's issue.
GOVERNANCE CLUSTER		
<ul style="list-style-type: none"> • Few women have higher education. • Negative cultural practices/influence. • Negative perception about women's capability in some area of professions. Such as the SSPDF is not for women. • Imbalance working conditions. For example, a nursing shift is difficult for women who have families and irregular hours are difficult. 	<ul style="list-style-type: none"> • Create and appreciate women's positive role and achievements. • Awareness on women's political rights. • Gender forums to share experiences up to the lower levels. • Improve women networking. • Illuminate the competition among women "Pull Her Down" syndrome. 	<ul style="list-style-type: none"> • Funding • Community conflict. • Language is a challenge for promoting/ discussing gender issues because it has to be translated into other languages. • Implementation of the gender related policies. • Nepotism should be discouraged.

Why are there only a few women in the public sector?	What can be done to increase the number of women and their participation in top leadership positions?	What challenges do you experience in planning and implementation gender related projects?
INFRASTRUCTURE		
<ul style="list-style-type: none"> • Infrastructure is a highly technical field of engineering, and so it believed to be business for men. This is a traditional misconception. Women are generally not encouraged to join the engineering profession because of the traditional myths. • Infrastructure is traditionally, believed to be hard and women are soft so they cannot manage. • Few women are in the engineering profession • Negative cultural practices (influence) discourage women. The society and women themselves think they are vulnerable when traveling a far distance to work in the field on transport, roads, and bridges. • Women lack experience because they are not deployed to field for fear of GBV. • Urban planning and urban waste management are also related to the infrastructure sector, and only a few women are involved. 	<ul style="list-style-type: none"> • Remove the traditional barriers that inhibit women from joining technical professions, disciplines or training programs. • Encourage women to study engineering by offering scholarships/affirmative action. • Use role models to mentor girls in technical fields. • Promote positive organizational culture about the participation of women in management and administration of infrastructure projects. • Awareness creation on gender and equal participation of women and men • Develop GBV policies and strategies at workplace and field-based engineering • Encourage technical schools to enroll women to train as technicians in various fields. • Encourage more women to participate in field activities, and support a change in thinking. 	<ul style="list-style-type: none"> • Gender related activities are not translated to budgets. • Gender is considered to be women issues. • Top leadership disregards gender issues. • Policies are not responsive to gender. • GBV at workplace inhibits progress of women. • Lack of support and advocacy for gender responsive budgeting. • There is a lack of mechanisms for the implementation of gender responsive policies in infrastructure projects.

Why are there only a few women in the public sector?	What can be done to increase the number of women and their participation in top leadership positions?	What challenges do you experience in planning and implementation gender related projects?
PARLIAMENTARIANS		
<ul style="list-style-type: none"> • Male dominance: Even if there is a job competition, men still make it to top positions in the public sector. • Lack of a database to track the number of women employed, and to follow-up with the number of women appointed and recruited. • Lack of promotion, lack of equal pay, and lack of rewards for women. • Socialization at home affects girls and women. For example, they have less access to education. • Mode of employment and recruitment. • Lack of access to information among women. • Women in the public sector are exposed to different sorts of violence, harassment, sexual abuse, and exploitation. • Internalization of cultural values to see boys and men as superior to girls and women. • Men's control over women still persists. For example, during the 2010 election some women were stopped from running for office by their husbands. • Lack of capacity among women. • 25 percent gender quota limit means that only a few women are seen within the public sector, because there are no more women beyond what is written in the list. 	<ul style="list-style-type: none"> • A database to record the number of women in decision-making positions will help determine the gaps that may need intervention. • Nepotism should be discouraged in recruitment and employment processes, but competition should be allowed. • Encourage women to become role models to their fellow women in South Sudan. • Encourage cooperation among women, because women in top level do not want to pull up other women to increase their numbers. • Women should be promoted to reach the top level instead of being stagnant in the middle. • Build the capacity of women to gain self-esteem. • Prepare other upcoming women, i.e. share opportunities, scholarships, jobs, trainings for capacity building. • Create child care centres to increase women's participation and returning rate to schools. • There should be continuing implementation of the 35 percent quota as per R-ARCSS. • Mentor and build support for youth to tackle future for women. • UN Agencies focus on significant projects for changing the lives of women; link them to business, exchange of visits and experience sharing. 	<ul style="list-style-type: none"> • Most of the planners are male. • Violation of laws: for example affirmative action has not been fully implemented since day one from 25%-35% gender quotas (women provisions). • No commission for women affairs, mechanism that should involve them in decision making. • No budget for women empowerment activities and they are excluded during planning. • Women activist and informers are not chosen to represent, instead men choose women who cannot add substantive inputs nor defend the rights of women. • In Parliament, women struggle to request a budget for the women's parliamentary caucus activities, sometimes that budget end-up in papers. • Women leagues and CSOs are weak and need strengthening. • We hardly identify weakness and how they can be address in planning and implementation.

ANNEX 5: SUMMARY OF LEGAL FRAMEWORKS FOR GEPA IN SOUTH SUDAN

NATIONAL LEGISLATION

The Transition Constitution of South Sudan 2011

Specifically, Article 16 (3) of the Transitional Constitution of South Sudan (TCSS 2011) contains the internationally recognized Bill of Rights which guarantees women's right to full and equal dignity of their person with men, the right to equal pay for equal work and other related benefits with men. Article 16 (4) (c) requires all levels of government to provide maternity and child care and medical care for pregnant and lactating women.

Revitalized Agreement for the Resolution of Conflict in South Sudan (R-ARCSS 2018)

In terms of governance and leadership at all levels, participation is guaranteed in the TCSS Section 26 This participation level has been further enhanced to 35 percent in the R-ARCSS, 2018. Article 1.4.4—35 percent affirmative action provision for women's representation; Article 1.4.6, National diversity and gender.

Labour Act, 2017

The entitlement of 90-day maternity leave and the guarantee of retaining a job position in Section 64 of the Labour Act (1). By this law, a female employee is entitled, on each occasion she is pregnant, to 90 days maternity leave with full pay; and 45 days for breastfeeding while working for half day as stipulated in Article 7. Other entitlements for a nursing mother, within six months upon return from maternity leave are: (a) two breaks of thirty minutes each during working day; (b) a reduction of sixty minutes from her daily hours of work or (c) provision of a clean space for baby-seats in workplace for lactating mothers to breastfeed their babies regularly. Section 65 also provides for two weeks of paternity leave and full pay for men whose wife is pregnant, following the birth of his child or immediately following miscarriage by his wife and without losing the position that he was, before going on leave. The right to equal remuneration for work of equal value that is guaranteed by the TCSS is further protected by Section 8 of the Labour Act. Under special circumstances, Article 70 of the Labour Act allows the Minister to promulgate regulations governing employment of apprentices, persons with disabilities and any other category of employees with special needs both male and female citizens.

With regard to fundamental rights at the work place, Section 6 (1) of the Labour Act (2017) recognizes gender equality at workplace, and in line with CEDAW, bans all types of discriminations 'No person shall discriminate, directly or indirectly, against an employee or job applicant in any work policy or practice'. 'Section 6 (2) also forbids discrimination by any Trade Union, Employers Association, or Federation. Section 6 (3) defines discrimination as 'any distinction, exclusion or preference with the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation' based on a series of grounds including sex and pregnancy or childbirth, race, ethnicity, marital status, family responsibilities, ages and religion. It also bans discriminations on grounds of political opinion, disability or persons with special needs, health and HIV/AIDS, membership in a trade union, or participation in trade union activities.

Equally, section 68 (3) forbids an employer from requiring or permitting an employee who is pregnant or who has recently given birth to perform night work for a period of eight weeks.

Civil Service Act, 2011

The Civil Service Act of South Sudan in Section 19(b) underlines equal rights for women and men in recruitment, promotion and remuneration.

Elections Act, 2012

Article 25 recognizes and guarantees freedom of assembly and association, the right to form or join political parties, associations and trade, or professional unions for the protection of the individual interests of women and men. Specifically, Article 25 (3) requires 'openness to the participation of all gender' as criteria for functioning as a political party in the country. Section 45 allows women and men to vie for a seat of President or Governor of State; Section 63 underlines three ways of electing legislators into the parliament: geographic constituency (60%); Women List—through party list or reserved (25%); and through general, closed party list both men and women (15%).

Political Parties Act, 2012

Section 16 (2) (c) requires party leaders at all levels to be democratically elected and make provision for the proportionate representation of women on a basis that would be decided by an individual party. In fact, inclusion of women/ gender balance is one of the key conditions given in Section 16 (2) (f) (ii) & (v) for a political party to be registered.

Local Government Act, 2009

Provides quotas for women's representation in decision-making structures and guarantees women property rights.

INTERNATIONAL NORMATIVE FRAMEWORKS AND STANDARDS

- ILO Conventions 111 International Discrimination (Employment and Occupation) Convention, 1958 (No. 111) in 2015 and 100 relating to equal pay.²⁹ Other conventions relating to family commitments and maternity pay are not yet ratified.
- The 1995 Beijing Platform for Action & 25 report (most recent national review of implementation, conducted in 2020).
- UNSCR 1325 on Women, Peace and Security (National Action Plan in place for the period 2015–2020; the final report produced in June 2021).
- The 1979 UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); South Sudan has drafted its first CEDAW report, ratified 2014.
- Vienna Declaration and program of action adopted by the World Conference on Human Rights 1993 Article 18 (12th Jan 2012).
- 2003 Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women, known as the Maputo Protocol (ratified in 2017), partially ratified.

29 Discrimination (Employment and Occupation) Convention, 1958 (No. 111) Available from https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXP-B:12100:0::NO::P12100_ILO_CODE:C111