



Ethnic Harmony and Trust (E-HAT) in South Sudan

Project Proposal

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Executive Summary

This proposal provides the outline of Global Affairs Canada's (GAC) Ethnic Harmony and Trust (E-HAT) in South Sudan Project. The recipients of this project are community leaders/elders and women leaders.

The E-HAT project's main objectives are to reduce intercommunal violence and increase trust between communities in South Sudan through the achievement of its secondary objectives: increase women's participation in conflict resolution and empower community leaders/elders to take ownership of conflict mediation and resolution as an alternative to violence. The objectives target the ethnic tensions that contribute to the conflict. The objectives are complementary to the Canadian government's existing programming in South Sudan as well as with its international assistance priorities.

GAC will grant \$20M CAD to the Intergovernmental Authority on Development (IGAD) to implement the project over a four-year period, starting in 2019. The project will continue to be monitored throughout its implementation and will be evaluated before project initiation and in two stages following project completion.

Background

South Sudan is considered Africa's youngest country, gaining independence and separating from Sudan after a 2011 referendum.¹ However, independence did not bring an end to the conflict. Civil war broke out in South Sudan on December 15, 2013.² The eruption in violence was rooted in a political crisis between the South Sudanese President Salva Kiir and Vice President Riek Machar.³ As a result of the political struggle between Kiir and Machar, the violence in South Sudan quickly escalated into an ethnic conflict between the two major ethnic groups, the Dinka and the Nuer, who are, respectively, fighting on behalf of government forces led by Kiir and rebel forces led by Machar.⁴ However, South Sudan is one of the most diverse countries in the world, with over 60 ethnic groups represented.⁵ Smaller ethnic groups have thus also played a vital role in the conflict by providing recruitment opportunities for the government and rebel forces.⁶ Additionally, there have been high rates of intercommunal violence over land and resources that has continued to fuel and put pressure on the ongoing violence.⁷ As such, the E-HAT project will focus on community-level conflict management. The goal of this project is to conduct community-level dialogue sessions and workshops that will increase local capacity in conflict resolution. This project ultimately seeks to reduce the rate of intercommunal violence and to provide peaceful alternatives to resolving both the current conflict and future disputes.

Pre-Project Risk Assessment

The E-HAT project will be contingent the consideration of several factors. The main factors are outlined below, and their assessment will continue throughout the implementation of the project's various phases.

Political Conditions	At present, the political situation has demonstrated the possibility for improvement. Although violence continues in other regions, the government has strengthened its position in the capital, Juba. ⁸ In December 2017, IGAD brokered a ceasefire between the government and opposition and parties have recommitted to it in February 2018. ⁹ The imposition of sanctions on South Sudanese oil companies by the U.S in March 2018 ¹⁰ might incentivize President Kiir to limit foul play during the general election in July. The level of violence in the aftermath of the election will determine the IGAD E-HAT team's operability within South Sudan. Until another ceasefire holds, delays are expected should large-scale violence escalate between government and opposition forces.
Security, Post-Election	Even if the conflict de-escalates following the 2018 election – a best-case scenario – the years of violence and distrust between various ethnic groups means intercommunal violence, e.g. sexual and gender-based violence, kidnapping of children, destruction of property and cattle raiding, will likely continue. It is precisely this kind of violence that the E-HAT project aims to curb. The IGAD E-HAT team can expect to encounter such situations directly in the field or indirectly as they work closely with community leaders/elders. To that end, the project will take into consideration the physical security and psychological well-being of the team and the recipients, especially during the training phase of the project.
Humanitarian Crisis	At present, half of the South Sudanese population requires humanitarian assistance, 1.5 million people are experiencing emergency-level food insecurity, and 20,000 are already experiencing famine. ¹¹ The latter figure is expected to rise in summer 2018 in different locations across South Sudan. Efforts to alleviate the humanitarian crisis are often interrupted by the government and armed groups, either as aid is blocked or aid

	workers are caught in the crossfire. ¹² The projected famine and the resulting outflow of refugees and movement of internally displaced persons in search of relief will likely delay project initiation. The extent of the delay will depend on the ability of the international community to deliver aid and of the government and armed groups to allow aid to flow without obstruction.
Uptake	Government and communities' buy-in is essential for the E-HAT project. Government buy-in may be easier: IGAD's ability to broker the latest agreement on the cessation of hostilities and bringing the parties together for at the High-Level Revitalization Forum (HLRF) in Addis Ababa speaks to its positive influence over the government. That the project will take place after the elections will allay any concerns from the government with regards to project's potential to influence the results. Communities' buy-in is more complex as they do not speak with one voice. To that end, project design will leverage IGAD's and other non-governmental organizations' (NGOs) existing links to communities to ensure that elders and women from various ethnic groups can participate in the project.
Cultural Competency	South Sudan is culturally diverse – more than 60 ethnic groups, three religions, and patrilineal. The E-HAT project accounts for this diversity by utilizing existing IGAD staff in South Sudan who have knowledge about the country's cultural context. Furthermore, IGAD has previous experience in providing training, including on topics related to peace, security and gender to leaders from all of its member countries, including South Sudan. ¹³ Furthermore, project design will leverage IGAD's South Sudanese office to identify South Sudanese experts for the development of training material and workshop curriculums to ensure that the project is implemented in a culturally competent manner.
Infrastructure and Locations	Ideally, centres that deliver health and other essential services would be utilized for training and dialogue sessions, given communities' familiarity and accessibility to such locations. However, years of conflict may present challenges in finding secure venues, especially outside urban centres. To that end, the E-HAT project team will consider compensating community leaders/elders and women for their travel to more accessible locations for training. For the dialogue phases of the project, which need to take place in locations close to the communities, a scan will be conducted to identify potential venues.

Stakeholders

Global Affairs Canada	As Global Affairs Canada (GAC) is the donor agency for E-HAT, it is entrusted with ensuring that the project has the necessary funds, monitoring and evaluation of the project occurs regularly, and the project continues to meet its objectives. As the donor agency, GAC is expected to have a positive impact on this project.
Intergovernmental Authority on Development	The Intergovernmental Authority on Development (IGAD) will be the implementing agency of E-HAT. IGAD was chosen to implement this project since it has been actively present in South Sudan since the breakout of the civil war, mediating peace talks between Kiir and Machar. Though these high-level talks are essential, aid from this project will enable IGAD to build capacity for community-level talks, which are equally essential to the peaceful resolution of the conflict in South Sudan. Through this new role, IGAD is expected to have a positive impact on this project.
Community/Ethnic Leaders and Elders	The recipients of this project will be the community and ethnic leaders and elders of South Sudan. This project will need the buy-in from the community and ethnic leaders and elders, which is why IGAD, which has actively worked to building trust in South Sudan, will be the implementing agency. Additionally, this project will seek to inspire and empower conflict resolution agency among the leaders and elders of communities to create peaceful alternatives when disputes arise. As there will inevitably be resistance to peaceful initiatives, even from community-level dialogues, the impact of this stakeholder is expected to be mixed. E-HAT, though, will attempt to mitigate any negative impacts from the implementation of this project.
Local Armed Groups	There are numerous armed groups in South Sudan, which will have a negative impact on E-HAT. Ideally, through the implementation of this project, local armed groups will lose the support of ethnic communities.

Government + Government Forces (SPLM/A; Kiir)	South Sudan will be the host country of E-HAT, which means the project requires the support of the South Sudanese government, and, by extension, President Kiir. This is not an anticipated barrier for the project as IGAD has been functioning in South Sudan with the permission of the South Sudanese government. As such, the expected impact of the government forces (SPLA) and Kiir are mixed as it is also government forces, led by Kiir, that are responsible for large-scale violence in South Sudan.
Rebel Forces (SPLM-IO; Machar)	The rebel forces (SPLM-IO) and Machar, their leader, are expected to have a mixed impact on this project as Machar welcomed previous mediation efforts led by IGAD albeit SPLM-IO, like the SPLA, have also engaged in attacks on civilians and civilian recruitment.

Project Objectives

Canada-South Sudan Relations

Canada supports regional and international mediation efforts towards a peaceful and sustainable resolution of the conflict in South Sudan. Canadian government representatives have worked to support peace and development in South Sudan, including bilateral development assistance, multilateral humanitarian assistance, early recovery programming, peacekeeping and peacebuilding, and diplomatic efforts that seek to lay the foundation for durable peace.¹⁴

Canada's International Assistance Priorities

Through the Feminist International Assistance Policy (FIAP), Canada is committed to advancing gender equality and the empowerment of women to effectively reduce poverty and establish lasting peace, particularly in the world's least-developed countries. This project is situated in Canada's commitments to increase bilateral international assistance to Sub-Saharan Africa, and ensure that 95% of bilateral international assistance integrates women and gender. Ongoing intercommunal violence in South Sudan has presented an opportunity for international donors, including Canada, to support in providing peaceful alternatives for conflict resolution. Through this project, Canada seeks to enable inclusive dialogue among local communities, empowering both local tribal leaders and elders, as well as women.¹⁵

This project seeks to achieve the following ultimate objectives:

1	Reduce intercommunal violence
2	Increase women's participation in conflict resolution efforts
3	Empower community leaders/elders to take ownership of conflict resolution efforts
4	Increase trust between communities
5	Enhance intercommunal interdependence

Project Design Overview

The Canadian government, through Global Affairs Canada (GAC), will grant \$20 million CAD to the Intergovernmental Authority on Development (IGAD) over a four-year period (2019-2022) for implementing Ethnic Harmony and Trust (E-HAT) in South Sudan Project.

This project seeks to complement GAC's existing programming efforts in the region which include bilateral development assistance, multilateral humanitarian assistance, peace and security and stabilization efforts, as well as, engagement with IGAD through the Canadian Head of Mission. IGAD was chosen as the implementing agency for this project because it is already active in the region. This will allow the project to benefit from IGAD's existing local connections, level of community trust, and institutional knowledge. It also reduces fixed costs associated with project initiation, such as finding office space and hiring a project team.

The focus of this project is to expand IGAD's activities at the community level in South Sudan to enable inclusive dialogue among stakeholders, including meaningful engagement of local community leaders and elders, women and broader South Sudanese civil society to establish durable peace. The project is divided into four phases, with the intention of increasing stakeholder ownership throughout each phase.

Operational Design, Time-Frame, and Budget

The project will begin in January 2019; this date was selected after the results of the risk assessment revealed the potential for instability following the elections that will likely be held in late 2018. Initiating the project after a period of tension is ideal because it will prevent stakeholders from being distracted by elections, increase the participant's receptivity to reconciliation efforts, and ensure the state is receptive to the project.

<p>Phase 1 – 2019: Reconnaissance and Development (\$8M CAD)</p>	<ul style="list-style-type: none"> a. 2019 - Q1: Reconnaissance (\$2 million CAD): during this phase, IGAD will build on the feasibility study by conducting preliminary research to identify community-level leaders and elders who would be receptive to the project and understand the dynamics of intercommunal conflict. At this stage, IGAD will develop a preliminary agenda for the talks. Additionally, IGAD will scope out potential sites for dialogue sessions and workshops, leveraging key spaces in the community, such as rural community centres, and schools. b. 2019 - Q2: Development (\$3 million CAD): IGAD will facilitate the development of the training and workshop curriculums. This will include drafting training manuals and developing simulations for workshop participants. c. 2019 - Q3-Q4: Training (\$3 million CAD): provision of training workshops for community leaders and elders in conflict management and resolution, and women's leadership training workshops to build local capacity and sustainability post-project.
<p>Phase 2 - 2020: Creation of Low-Level Revitalization Forums (HLRFs) (\$6M CAD)</p>	<p>IGAD will host quarterly inter-community dialogue sessions. These sessions will be held in various venues to increase accessibility for rural and marginalized populations. One of these sessions will be reserved for women to support the development of women's leadership in conflict resolution, and create a safe space for women to participate fully. Supporting activities will include advertising the sessions, inviting key guests, consulting with stakeholders to establish targeted agenda, and finalizing logistics of the venue. IGAD will debrief with elders, and women community leaders afterwards to prepare them to take ownership over the talks in the following phase.</p>
<p>Phase 3 - 2021: Initiating Community-Led Dialogue Sessions (\$4M CAD)</p>	<p>During this phase, the community will design dialogue sessions, decide on the appropriate venue, and set the agenda for talks. IGAD will provide technical assistance to community leaders, with particular attention on women to prepare the community for ownership over the process when the project is completed. It is anticipated that three sessions will be held.</p>
<p>Phase 4 - 2022: Monitoring & Evaluation, Project Wrap-up (\$2M CAD)</p>	<ul style="list-style-type: none"> a. Evaluation (500K CAD): a pre-project measurement will be completed, and monitoring will take place at each phase of the project; prioritizing gender-disaggregated data collection. When the project is completed a project evaluation will be undertaken to measure the effectiveness of intervention using previously established measurement indicators, quantitative and qualitative measurement tools. b. Wrap-up (500K CAD): administrative activities will wind down. c. Contingency fund (\$1 million CAD): these funds will be reserved for unforeseen events and crises that may impact the project.

Monitoring and Evaluation

Evaluation and monitoring are key to determining the impact of this project, and more broadly for understanding how to implement effective development interventions. Furthermore, they are required by GAC to review priorities and ensuring the transparent and accountable use of public resources.¹⁶ Monitoring will be undertaken throughout the project to guarantee the project schedule is followed, the budget is controlled, and required strategic decisions are taken. The evaluation process will occur in three stages: before the project commences, after it has been completed, and one year later. The outcomes of the project will be measured according to the following key performance indicators:

	Outcome	Performance Indicator	Evaluation Method	Corresponding Objective(s)
1	Increased knowledge of conflict management practices	Number of community leaders trained Percentage of leaders who know mediation strategies	Surveys	Reduce intercommunal violence, increase women's participation
2	Increased ownership over conflict resolution processes by community leaders	Increase use of community leaders for conflict management and resolution (year to year)	Interviews with community leaders and community members	Empower community leaders, enhance intercommunal interdependence, increase women's participation
3	Increased prominence of women in conflict resolution activities	Number of women, and percentage of women vs men involved in conflict resolution processes; Community perceptions of women in conflict resolution processes	Surveys, quantitative assessment, and interviews	Empower community leaders, enhance intercommunal interdependence, increase women's participation
4	Reducing the number and intensity of conflicts between communities	Number of intercommunal conflicts, rates of injury and death	Quantitative assessment	Reduce intercommunal violence
5	Heightened perceptions of trust among communities	Number of intercommunal activities, participation in events by different ethnic groups	Quantitative assessment, surveys	Enhance intercommunal interdependence

Conclusion

E-HAT will help realize the best-case scenario from the 2018 South Sudan diagnostic by focusing on mediation efforts to open up dialogue to address group grievances and to create community solutions to the conflict in South Sudan. These dialogues will be led by community leaders and elders, allowing conflict ownership and agency. E-HAT's focus on community-level talks will set the stage for future, higher-level, talks between the Dinka and the Nuer. As such, through the implementation of E-HAT, sustained and long-term peace will be built from the bottom up.

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