REPUBLIC OF SOUTH SUDAN
MINISTRY OF INTERIOR

NATIONAL ALIENS COMMITTEE/ NATIONAL COORDINATION MECHANISM ON MIGRATION

NATIONAL COMPREHENSIVE MIGRATION POLICY

2019

FOREWARD

It has now been more than four years since we expanded the National Aliens Committee/National Coordination Mechanism on Migration (NAC/NCM) as required by section 29 of the Passports and Immigration Act 2011. "The Minister shall establish the Aliens Committee, which shall consult and advise him or her on matters pertaining to aliens" I am very pleased to present Comprehensive Migration Policy that forms part of the collaborative effort between the International Organization for Migration (IOM) Mission in South Sudan and the Government of Republic of South Sudan through National Aliens Committee.

The Comprehensive Migration Policy for South Sudan has passed through several stages of a peer review and validation process, with close participation of leading experts from South Sudan, and the region. The development of the Comprehensive Migration Policy for South Sudan was led and supervised by the NAC/NCM, with technical and financial support IOM Mission in South Sudan.

This policy takes stock of decades of protracted conflict together with the emerging challenges brought about by mobility and migration in the region, combining humanitarian with long-term migration agendas. Despite ongoing progress in building national and state economic, legislative and judicial structures, the institutions in charge of migration management remain in critical need of actions to improve the capacity of the State in dealing with migration-related challenges.

The Comprehensive Migration Policy (CMP) addresses these challenges aimed at ensuring security and stability, along with the establishment of measures to harness the socio-economic benefits of migration for Government of the Republic of South Sudan (GRSS), in coherence with the National Development Plan 2018-2021 and the South Sudan Vision 2040.

The Comprehensive Migration Policy links policy responses among four core thematic areas: i) free movement and border management, ii) labour migration, iii) forced migration, and iv) migration and development. More importantly, Inter-ministerial cooperation, integrated information systems, coordination, and alignment with regional and international policies play a key role across the board in the establishment of a system characterized by transparent rules and procedures.

The objectives identified by the policy such as; to improve, and where missing to establish, a system of policies and institutions to manage migration in the Republic of South Sudan (RSS) is commendable. Furthermore, the Policy is founded on a rights-based approach in line with the Transitional Constitution of the Republic of South Sudan, which gives every South Sudanese citizen the right to freedom of movement and the liberty to choose her/his residence. It also calls for the regulation of issues related to Nationality and Naturalization, Passports and Visas, and Immigration and Aliens.
I am also grateful for the support received from IOM Mission in South Sudan and the consultant Andrea Salvini.

The Ministry of Interior of the Republic of South Sudan assures all NAC/NCM members and all partners that it will work in collaboration with all stakeholder towards the effective implementation of the recommendations advanced in this Comprehensive Migration Policy for South Sudan.

HON. LT. GEN MICHAEL CHIENGJIEK GEAY
MINISTER OF INTERIOR
REPUBLIC OF SOUTH SUDAN
MARCH 2018

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ACRONYMS

Abbreviation/ Acronym	Full name
ARCSS	Agreement on the Resolution of the Conflict in South Sudan
AU	African Union
AUBP	African Union Border Programme
AVRR	Assisted Voluntary Return and Reintegration
BLA	Bilateral Labour Agreement
BMM	Better Migration Management Programme
CAADP	Comprehensive Africa Agriculture Development Plan
CAR	Central African Republic
CMP	Comprehensive Migration Policy
COMESA	Common Market for Eastern and Southern Africa
CPA	Comprehensive Peace Agreement
CRA	Commission for Refugee Affairs
CRRF	Comprehensive Refugee Response Framework
CSPs	Community support projects
CSOs	Civil Society Organizations
DCS	Directorate of Consular Services
DNPI	Directorate of Nationality, Passports and Immigration
DRC	Democratic Republic of the Congo
EAC	East African Community
EC	European Commission
ESC	Employment Service Centres
EU	European Union
FDI	Foreign Direct Investments
GCM	Global Compact on Migration
GBV	Gender Based Violence
GDP	Gross Domestic Product
GIZ	German Agency for International Cooperation
GRSS	Government of Republic of South Sudan
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
Interpol	International Criminal Police Organization
IOM	International Organization for Migration
JBC	Joint Border Commission
JICA	Japan International Cooperation Agency
KILM	Key Indicators of the Labour Market
LMIS	Labour Market Information System
LSNAs	Labour and skills needs assessments
M&E	Monitoring and Evaluation
MA	Market Analysis
MAP	Migration Action Plan 2015-2020 (IGAD)
MCOF	Migration Crisis Operational Framework for South Sudan
MiGOF	Migration Governance Framework
MIS	Migration Information System
MIU	Migration Intelligence Unit
MoFA	Ministry of Foreign Affairs and International Cooperation
MoFEP	Ministry of Finance and Economic Planning
MoI	Ministry of Interior
MoL	Ministry of Labour, Public Service, and Human Resource Development

MPFA	Migration Policy Framework for Africa
NAC/NCM	National Aliens Committee/National Coordination Mechanism
MHADM	Ministry of Humanitarian Affairs and Disaster Management
NBS	National Bureau of Statistics
NFM	National Fund for Migration
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OSBP	One Stop Border Post
PoCs	Protection of Civilian sites
PrEAs	Privates Employment Agencies
RRP	South Sudan Regional Refugee Response Plan 2017-2018
RRC	Return and Rehabilitation Commission
RSD	Refugee Status Determination
RSS	Republic of South Sudan
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures
SSDP	South Sudan Development Plan
SSTV	South Sudan Television
UN	United Nations
UNDESA	UN Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNMISS	United Nations Mission in South Sudan
UNHCR	United Nations High Commissioner for Refugees
TIP	Trafficking in Persons
TVET	Technical Vocational Education and Training

2.0 EXECUTIVE SUMMARY

Scope and Justification

This policy takes stock of decades of protracted conflict together with the emerging challenges brought about by mobility and migration in the region, combining humanitarian with long-term migration agendas. Despite ongoing progress in building national and state economic, legislative and judicial structures, the institutions in charge of migration management remain in critical need of actions to improve the capacity of the State in dealing with migration-related challenges.

The Comprehensive Migration Policy (CMP) addresses these challenges aiming at ensuring security and stability, along with the establishment of measures to harness the socio-economic benefits of migration for Government of the Republic of South Sudan (GRSS), in coherence with the National Development Plan 2018-2021 and the South Sudan Vision 2040.

The CMP links policy responses among four core thematic areas: i) free movement and border management, ii) labour migration, iii) forced migration, and iv) migration and development. Inter-ministerial cooperation, integrated information systems and coordination and alignment with regional and international policies play a key role in the establishment of a system characterized by transparent rules and procedures.

Policy Goal and Objectives

The objective of the CMP is to improve, and where missing to establish, a system of policies and institutions to manage migration in the Republic of South Sudan (RSS). The CMP is founded on a rights-based approach as rooted in the Transitional Constitution of the Republic of South Sudan, which gives every South Sudanese citizen the right to freedom of movement and the liberty to choose her/his residence. It also calls for the regulation of issues related to Nationality and Naturalization, Passports and Visas, and Immigration and Aliens. The policy organizes action through four main objectives:

1. To develop a comprehensive framework for border management and the governance of free movement:
- Improving mobility governance and border management;
- Enhancing cross-border cooperation;
- Implementing a visa regime that reflects human mobility patterns;
- Addressing issues of statelessness in South Sudan.

2. To promote regular labour migration for the socio-economic development of the RSS and its people:
- Addressing irregular labour migration;
- Addressing labour market gaps through regular immigration;
- Promoting regular labour emigration of South Sudanese citizens;

3. To manage forced migration and to provide adequate support to victims of forced migration:
- Addressing forced migration and supporting migrants in distress;
- Addressing protracted displacements and promoting transitional and durable solutions for refugees, IDPs, etc.);
- Supporting the social and economic reintegration of forced migrants;
- Combatting human trafficking and smuggling of migrants.

4. To promote migration and development in South Sudan:
- Mobilizing the South Sudanese diaspora for country socio-economic development and welfare of South Sudanese abroad;
- Reaping development benefits of remittances.
- Facilitating reintegration of returning labour migrants.

The GRSS undertakes to work together with all stakeholders, including the international community and the civil society to support this policy, in order to protect the human and social rights of South Sudanese citizens at home and abroad. Since the scope of this Policy relates to all facets of migration governance and border management in South Sudan - including free movement, humanitarian migration and irregular migration - the target groups include i) irregular migrants, including victims of trafficking and smuggled migrants; ii) foreign workers, including those currently working irregularly in South Sudan; iii) potential or prospective South Sudanese migrants seeking work abroad; iv) South Sudanese migrants working, studying or living abroad, including diasporas; and (iv) return migrants.

Cross-cutting issues are addressed through the four policy areas, notably i. a system of basic services for South Sudanese in mobility, as well as required data needed for effective delivery; ii. migration dynamics caused by environmental degradation[1]; iii. issues related to migration health and education; iv. migration and gender.

The Policy is conceived as a living document which is expected to adapt to emerging migration challenges, trends, opportunities and dynamics at the national, regional and global levels, also identified through the information systems that this policy aims to establish.

Policy Area 1: Free movement and border management

While the process of South Sudan's state building advanced quickly, the more than two decades of the Second Civil War have taken a severe toll on the new-born nation not only in terms of the 1.5 million people who lost their life[2], but also in terms of the over 4 million displaced persons. South Sudan faces diverse migration and mobility challenges, as it is both a country of origin and destination. It is also a country of transit migration.

As a result of ongoing armed clashes, the country has been unable to establish border posts in the eastern part of the country. In an attempt to address the insecurity caused by the fighting, the GRSS signed the Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS) with the warring parties in August 2015 and the Revitalized Peace Agreement in September 2018. With the continued commitment to bring peace to the country, the government has called for a National Dialogue for Peace in the country, a process that is still ongoing. In 2017, the estimated net annual inflow of migrants reduced to 10,000 individuals, which is primarily due to the deteriorating economic situation and persistent insecurity in some areas of the country. Nonetheless, South Sudan continues to attract humanitarian and economic migrants from neighbouring countries.

Administratively, the number of federal states increased from 10 to 32 state between 2011 and 2017. However, Directorate of Nationality, Passports and Immigration (DNPI) does not have the required capacity to operate in all newly created 32 States. Currently the DNPI is operational in 23 out of 32 States and runs a functional border management system in 10 border points based on a real-time data system that collects vital data on cross-border movements.

Border management is one of the major strategic components of Free Movement within EAC and IGAD. To ensure the stability and development of the Republic of South Sudan, it is instrumental to facilitate the continuous and effective mobility of people, goods and capital while at the same time ensuring the safety and security of South Sudanese people by preventing and combatting illicit cross-border activities. Acknowledging the duality which is inherent to the tasks performed by border officials, the CMP formulates a set of pragmatic strategies to enable coherent and coordinated border management efforts within all borders of South Sudan according to a set of transparent and mutually shared procedures and standards.

Key challenges related to the management of free movement and border management in the RSS are the following:
   a. Insecurity and armed conflict impede territorially comprehensive border security and migration management.
   b. Incomplete demarcation of borders.
   c. Insufficient capacity of the NAC/NCM.
   d. DNPI lacks adequate funding and has limited manpower and infrastructure to ensure comprehensive border management.
   e. Incomplete application of Standard Operating Procedures on migration and border management processes.
   f. Ineffective institutional coordination on free movements and border control.
   g. Data on migration stocks and flows are incomplete.

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[1]*The discourse on environment and migration also includes the mitigation of mobility-induced degradation of the environment, for instance issues caused by the crowding of suburban population on access to water.*
[2]*Maru, M. T. (2018). Rapid Migration Trends Analysis for South Sudan*

h.   The visa system does not respond to border management needs.
i.   Corruption negatively affects migrants and hinders the functioning of border management.
j.   Feminization of migration requires institutions to make their recruitment and workflow of operations gender-sensitive.
k.   Cross-border cooperation with neighbouring countries is inadequate.
l.   Transhumance and pastoralist movements are not currently supported by instruments of national and regional governance.
m.   Cross-border populations lack awareness about free movement requirements.
n.   Effective procedures to screen and naturalise stateless persons are inadequate.
o.   Lack of collaboration between policy making and academic research.
p.   Lack of clear border management protocols on preventing the spread of cross-border pathogens and epidemics.

The policy strategy in the area of free movement and border management includes the following interventions:

- Implementing a centralised and integrated information system for border management.
- Reviewing the roles and mandates of institutions involved in migration governance and enhancing inter-ministerial coordination. Towards this objective, functional assessments of all institutions involved in migration governance in South Sudan will be conducted; the mandate of NAC/NCM will be reviewed in line with the responsibilities outlined in the CMP; a Migration Partners Forum will be established to enhance partnerships for effective migration governance; and a National Fund for Migration (NFM) will be established to encourage resource mobilization.
- Building the capacity of institutions involved in migration governance, based on capacity assessments of all NAC/NCM members. Capacity building of NAC/NCM and DNPI will be prioritised with a view to establishing one-stop border posts in all border crossings of South Sudan, define suitable visa categorizations for entry into South Sudan, mainstream health-sensitive procedures into the practices of all DNPI border posts, and implementing comprehensive anti-corruption measures.
- Fostering cross-border cooperation with neighbouring countries, by developing common border management objectives; exploring the creation of a regional border communities' platform; developing a strategy for the sustainable governance of transhumance and pastoralist movements; and developing information campaigns to sensitize border-adjacent population groups.
- Addressing issues of statelessness, by: including in national legislation specific provisions on prevention of statelessness; revitalising efforts to implement the Civil Registration developing law, reducing and harmonizing fees for the issuance of nationality certificates; streamlining standard operating procedures for Directorate of Nationality, Passports and Immigration on dealing with issues of statelessness; reforming procedures of administrative appeals and judicial redress in nationality and civil status documentation application procedures.

Policy Area 2: Promoting regular labour migration

Prior to the outbreak of armed conflict in 2013, South Sudan was a major country of destination for migrant workers from the region and beyond. However, after renewed conflict broke out in South Sudan in December 2013 and escalation of conflict in 2016, the inflow of migrant workers to South Sudan slowed and large numbers of Ugandans, Kenyans, Burundians, Rwandese, Ethiopians, Eritreans and western migrant workers were evacuated to their countries of origin.

Decades of conflict have left large parts of the South Sudanese population with low levels of education and skills. The low capacity and quality of the public education system constitutes a structural barrier to the substitution of high-skilled foreign workers by South Sudanese nationals in the formal economy. This problem is further compounded by the absence of effective on-the-job skills transfer schemes. Consequently, most South Sudanese continue to live in rural settings and engage in subsistence agriculture and livestock rearing.

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[3] *According to qualitative assessments, Ugandans and Somalis are active in hotel services, fuel transport and selling, water and sanitation, machine mechanics, traders fuel industry, logistics and NGOs. Sudanese are engaged in trade and shops, while Eritreans and Ethiopians are predominantly engaged in hospitality, construction and logistics sectors. Kenyans are mostly active in banking and service sectors.*

South Sudan features one of the most oil-dependent economies in the world. However, while 98% of the government's annual operating budget and 80% of its gross domestic product (GDP) is based on oil revenues, the majority of jobs in this high-income sector is performed by high-skilled foreign workers[3].

Since South Sudan does not produce regular statistics on international labour migration, data is often outdated and misrepresentative of the population. According to the UN Department of Economic and Social Affairs (UNDESA), there were 845,239 international migrants in South Sudan in 2017, while actual number of international migrants in the RSS is estimated to be significantly higher. Only a marginal fraction of foreigners works legally in South Sudan, with severe consequences for the country's labour market and economic development as a whole.

Data on labour emigration from South Sudan is equally scarce. Existing information suggests that the main destination countries of South Sudanese migrant workers coincide with those countries hosting large South Sudanese diaspora, including Sudan, Egypt and some countries beyond the region, notably United States and Australia.

Key challenges related to the governance of foreign labour and labour emigration include:
a. Lack of capacity of the Ministry of Labour and relevant line ministries and agencies impedes effective management of labour migration.
b. Essential Labour Market Information is not available, including key information on foreign workers.
c. Information on the labour and skills needs of the South Sudanese labour market is missing.
d. Technical cooperation with international partners on labour migration governance is insufficient.
e. Education and vocational training pathways are not responsive to national and local labour market demands.
f. Shortages of skilled South Sudanese workers for key sectors in the South Sudanese economy.
g. GRSS requires an effective framework for skills transfers from high-skilled foreign workers to South Sudanese nationals.
h. The coverage and capacity of Employment Service Centres is insufficient.
i. The Labour Act of 2017 has not yet been followed up with effective regulations.
j. The majority of migrant workers in South Sudan do not have a valid work permit.
k. Cooperation between DNPI and Ministry of Labour is ineffective.
l. Demand for migration services is becoming increasingly diverse.
m. GRSS lacks a strategy and policy direction for the import of skilled labour.
n. A strategy for the promotion of regular labour migration of South Sudanese nationals is missing.
o. GRSS lacks a migration intelligence that monitors labour and skills needs in countries of destination.
p. GRSS requires the creation of additional formal mobility frameworks with migrant-sending and migrant-receiving countries.

Interventions specified in the management of labour migration aim to create a comprehensive, coherent and transparent governance framework for labour migration that principally comprises two pillars:
1. The regularisation of labour immigration, aiming at promoting regular, orderly and skills-sensitive labour immigration to the RSS in accordance with assessed labour market needs;
2. The promotion of regular labour emigration of South Sudanese citizens for the socio-economic development of the RSS and the safeguarding of the welfare of migrant workers abroad and their families at home.

Specific measures in labour migration policy area include:
• Establishing a Labour Market Information System (LMIS) based on new SOPs for data producers (Ministry of Labour, ESCs, TVET institutes and other stakeholders) and the integration off Regular Labour and Skills Needs Assessments.
• Improving the roles and mandates of institutions involved in labour migration governance and enhancing inter-ministerial coordination, by conducting functional assessments of relevant stakeholders, developing a unified Operations Manual to streamline inter-institutional cooperation between MoL, DNPI and other relevant stakeholders, and reviewing inter-agency data sharing procedures.

- Building the capacity of institutions involved in labour migration governance and broadening the technical cooperation with partner governments, international organisations, donors and NGOs.
- Establishing an effective system of vocational training and jobseeker support, by developing TVET curricula that are linked to the assessed skills needs of South Sudan's labour market; establishing business development programmes and building the capacity of ESCs and TVET institutes through strengthened cooperation with international organisations.
- Developing a skills-sensitive labour immigration strategy, based on ethical recruitment of skilled labour and on the development of an effective skills transfer strategy aiming to close the domestic skills gap. Skills transfer mechanism will be piloted, best practices will be identified and effective skills transfer mechanisms will be upscaled.
- Promoting regular labour migration of South Sudanese nationals, by establishing within MoL a Migration Intelligence Unit; and developing and implementing Bilateral Labour Agreements and MoUs with current and potential labour destination countries.

Policy Area 3: Forced migration

South Sudan is at the same time an origin and destination country of forced migrants. According to UNHCR estimates (March 2018), 4.68 million individuals are affected by displacement within and outside South Sudan, including South Sudanese refugees in the region, internally displaced people (IDPs) and refugees in South Sudan from other - mainly neighboring - countries.

Around 2.3 million South Sudanese refugees – predominantly women and children - have fled to neighboring countries, mostly to Uganda, followed by Sudan, Ethiopia, Kenya, the Democratic Republic of the Congo (DRC) and the Central African Republic (CAR). Some 1.91 million South Sudanese are internally displaced, with the majority of them being concentrated in Central Equatoria, Unity, and Western Bahr el Ghazal. Only 12% are living in Protection of Civilian (POC) Sites, while 88% of IDPs are living with host community or elsewhere without protection. Since the signing of the Comprehensive Peace Agreement (CPA) in 2005, over 2 million South Sudanese have returned to South Sudan mainly from Sudan and settled across a small number of key areas across the Greater Bahr el Ghazal region, as well as the country's main urban centers. At the same time, as of February 2019, South Sudan hosts around 300,000 refugees and asylum seekers from neighbouring countries and beyond.

Identified key challenges for GRSS to manage forced migration involve:
a. Lack of protection for the most vulnerable among forced migrants, such as children and women.
b. Lack of economic opportunities for refugees and IDPs.
c. Mounting land disputes among returning IDPs, refugees, and residents is leading to further displacement.
d. Social cohesion threatened by conflict over resources between host communities and forced migrants.
e. Lack of adequate institutional arrangements and policies to counter TiP (trafficking in persons).
f. Lack of prevention, assistance and protection to victims, with particular attention to women and children, and information exchange and cooperation measures with neighbouring countries.
g. Lack of prosecution measures for the perpetrators of TiP.

The policy strategy in the area of forced migration addresses as main sectors of intervention:
- Strengthening the institutional and technical capacities of the South Sudanese government in the displaced migration management, by: developing GRSS capacity to assess and address protection needs of refugees and IDPs; enhancing the national Refugee Status Determination registration and formal refugee status determination system; building a coordination mechanism for a harmonized forced migration response strategy at a national, regional and international level.
- Promoting refugees' local integration of displaced populations and facilitating sustainable return

of refugees and IDPs, by: enhancing efforts aimed at promoting access to sustainable livelihoods for IDPs and refugees; promoting social cohesion mechanisms among host communities and forced migrants.
- Combatting human trafficking and forced labour, with particular attention to women and children and to victims of trafficking.

Policy Area 4: Migration and development

The international experience shows that the diaspora and returning migrants can have a strong impact on countries recovering from crisis, by playing a significant role not only in transferring knowledge and skills, sending remittances back to family members and investing in various sectors of the South Sudanese economy, but also by supporting efforts of institution building. Available evidence on the characteristics and distribution of the South Sudanese diaspora is scarce. Estimates of the number of South Sudanese abroad vary between 830,000 and 1.2 million individuals abroad, mainly settled in "nearby" African states such as Uganda, Kenya, Sudan, and Egypt, as well as in Western countries, such as Australia, Canada, US, UK, the Netherlands and France, where many refugees were resettled. Some left South Sudan more recently whereas others have been members of long-standing diaspora communities established ten and even twenty years ago.

Despite the little available data, evidence exists on the engagement of South Sudanese abroad in diaspora associations and of continued activity to support state-building efforts by raising funds and sending collective remittances to South Sudan such as for the building of schools and health clinics or deploying shipments of used equipment for schools and hospitals.

Current key challenges related to the diaspora engagement in South Sudan include:
a. Lack of government agency dealing with diaspora affairs.
b. Weak consular seutystem.
c. Lack of appropriate management and planning skills both within the consular system and the diaspora.
d. Limited financial resources to engage diaspora.
e. Difficulty of reaching out to the diaspora.
f. Lack of records and statistics of diaspora populations.
g. Poor data available on remittances.
h. Limited information on diaspora associations.
i. Low opportunity cost for diaspora communities to invest in South Sudan.
j. Disconnection between the diaspora strategy and the development plan.
k. GRSS lacks a system for profiling and targeting South Sudanese return migrants.

Key measures to mobilize and engage diaspora for socio-economic development of South Sudan involve:
- Enhancing information on GRSS diaspora at the individual and collective level, by conducting a diaspora mapping and a mapping of remittance corridors.
- Setting up the key institutional dialogue and cooperation mechanisms dealing with diaspora engagement, by establishing key diaspora governance institutions, an umbrella diaspora organization and policy coordination on migration and development and mechanisms for dialogue and institutionalized communication between the GRSS and diaspora representatives.
- Strengthening technical know-how and capacity to build effective partnerships of government authorities, international organizations, non-state actors and diaspora organizations. At this aim a capacity building programme for government authorities, international organizations and non-state actors will be delivered and a training program will be launched for diaspora organisations' leaders, activists and volunteers.
- Establishing Outreach and Information Dissemination strategies through the embassies and consulates network and the Diaspora Directorate.
- Facilitating Diaspora virtual and temporary return, by implementing a pilot program of temporary and virtual returns targeting the health sector will be implemented, with specific measures addressing diaspora youth.
- Developing a system for the socio-economic reintegration of return migrants.

3.0 INTRODUCTION- INSTITUTIONS FOR MIGRATION AND ITS REFORM

3.1 Scope and justification

The overall objective of the Comprehensive Migration Policy (CMP) is to improve, and where missing to establish, a system of policies and institutions to manage migration in the Republic of South Sudan (RSS). Challenges brought about by irregular migration are addressed to ensure security and stability, along with the establishment of measures to harness the benefits of migration for the socio-economic development of the GRSS. Inter-ministerial cooperation is the overarching principle for transparent rules and procedures set out by the CMP.

The Comprehensive Migration Policy links policy responses among four core thematic areas: i) free movement and border management, ii) labour migration, iii) forced migration, and iv) migration and development. Issues that cross-cut different challenges are addressed through tools of inter-institutional coordination and integrated information systems. The CMP is developed in accordance with the National Development Plan 2018-2021 and the South Sudan Vision 2040.

The objectives and strategies of the Comprehensive Migration Policy of South Sudan is aligned with the regional and continental frameworks, i.e. with the regional policies of the Intergovernmental Authority on Development (IGAD), the East African Community (EAC), and the Common Market of Eastern and Southern Africa (COMESA) and with the objectives and strategies of the AU (African Union) Protocol to the Treaty Establishing the African Economic Community Relating to the Free Movement of Persons, Right of Residence and Right of Establishment, as well as with the AU Migration Policy Framework for Africa (MPFA)[4].   Finally, the CMP strategy is consistent with the Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR), with the 2030 Agenda for Sustainable Development and with MiGOF, the IOM Migration Governance Framework.

3.2 Legal and institutional framework

The institutional framework for migration governance in South Sudan is shaped by decades of protracted conflict. Despite ongoing progress in building national and state economic, legislative and judicial structures, the institutions in charge of migration management remain fragile and have insufficient capacity and limited resources. The leading institution for migration governance in the GRSS is the Ministry of Interior, Directorate of Nationality, Passports and Immigration, while Interagency collaboration on migration in government is coordinated through the National Aliens Committee/National Coordination Mechanism (NAC/NCM), which was mandated by the Passports and Immigration Act, section 29 and the subsequent regulations of the National Aliens Committee Procedures Regulations, 2013, amended in 2016. These Acts and Regulations give NAC/NCM the authority and mandate to develop and formulate migration-related policies and strategies.

The NAC/NCM furthermore has the important function to coordinate the actions of the more than 20 different government institutions with mandates related to aspects of migration. These include the Ministry of Justice; Ministry of Labour and Public Service, Ministry of Foreign Affairs and International Cooperation, Ministry of Interior as the lead agency, and its Department of Nationality, Passport and Immigration, Ministry of Security, South Sudan National Police Service (SSNPS), National Bureau of Statistics, Commission for Refugee Affairs, Ministry of Humanitarian Affairs and Disaster Management, Ministry of Wildlife Conservation and Tourism, and the National Human Rights Commission[5].

The Nationality Act, 2011, and the Passports and Immigration Act, 2011, and their associated regulations established that the Minister for Interior may make any regulation relating to the nationality, passports and

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[4] Other institutions include the Ministry of Trade Industry and East Africa Affairs, the Ministry of Health, the Ministry of Environment and Forestry the Judiciary, Parliamentary sub- Committees, the Central Bank of South Sudan, University of Juba (UoJ), the Diaspora Desk/ Office, as well as civil society stakeholders including Diaspora Associations and Migrant Associations.

[5] Other institutions include the Ministry of Trade Industry and East Africa Affairs, the Ministry of Health, the Ministry of Environment and Forestry the Judiciary, Parliamentary sub- Committees, the Central Bank of South Sudan, University of Juba (UoJ), the Diaspora Desk/ Office, as well as civil society stakeholders including Diaspora Associations and Migrant Associations.

immigration policies. The law stipulates that the Minister may delegate such authority to the Directorate of Nationality, Passports and Immigration (DNPI), which was created by the preceding Acts. The DNPI is the principal government agency responsible for the administration and enforcement of immigration, passport and nationality laws and has full executive authority over nationality, passports and immigration policy.

In addition to the above Acts, the Government of the Republic of South Sudan (GRSS) has developed and ratified numerous national, regional and international normative instruments that are directly related to different aspects of migration governance. The Transitional Constitution of the Republic of South Sudan and the August 2015 Agreement on the Resolution of the Conflict in the Republic of South Sudan, revitalized in 2018 are the foundational two instruments on migration governance. In addition, the GRSS has enacted 19 national laws, policies and strategic documents related to migration management and has ratified over 20 international and regional treaties and conventions directly dealing with migration[6].

South Sudan has a complete and comprehensive legal framework for refugee protection. In 2012, the GRSS adopted its national asylum law, the Refugee Act No. 2012, which incorporates the refugee definition established in 1951 Convention and 1969 OAU Convention, and in addition, grants asylum due to persecution on the grounds of tribe belonging and gender discriminating practices; guarantees the enjoyment of rights as set out in Part Two (the "bill of rights") of the 2011 Transitional Constitution of the GRSS. In June 2017 the Minister of Interior signed the "Refugee Status Eligibility Regulations" to the 2012 Refugee Act which should further facilitate development of national asylum procedures. The Refugee Eligibility Committee (REC) is the authority granted by the Refugee Act to carry out Refugee Status Determination (RSD).

In 2018, South Sudan ratified the 1951 Convention on the Status of Refugees and its 1967 Protocol without reservations. With the support of UNHCR, international and national organisations, host communities, the Government of South Sudan will ensure that refugees have access to territory and are effectively protected, live in safety, dignity and harmony with host population, and progressively attain lasting solutions through local integration, repatriation when viable and individual resettlement of those with urgent or emergency medical or protection needs.

The national institution in charge of regulating the presence of refugees and their legal status in the GRSS is the Commission for Refugee Affairs (CRA). The Commission was established in May 2013 by a presidential decree in accordance with the South Sudan's Refugee Act, 2012, in response to the fast increasing number of refugees. Furthermore, Assistant Commissioners were appointed in Unity, Upper Nile, Central Equatoria and Western Equatoria to maintain close relations with the host community and government/police officials.

The South Sudan regional Refugee Response Plan (RRP) 2019-2020 is the inter-agency response strategy to articulate the protection and humanitarian needs of South Sudanese refugees by the end of 2018 and to outline financial requirements of 74 partners[7] responding across five countries[8] of asylum for South Sudanese nationals. The existing coordination mechanisms, in place for four years from 2018, will be complemented by evolving Comprehensive Refugee Response Framework (CRRF) governance structures. The RRP Supplementary Appeal presents UNHCR's specific financial requirements and an overview of its related activities for advocacy and resource mobilization purposes concerning its response to the South Sudan situation.

The National Framework on Return, Relocation & Reintegration of IDPs, released by the Ministry of Humanitarian Affairs and Disaster Management (MHADM) in February 2017 guides the Government's response towards achieving durable solutions to the problems of IDPs. It provides a coherent and comprehensive guidance for the Return, Relocation & Reintegration of IDPs in South Sudan. The framework is also aimed at strengthening coordination with national and international partners on IDPs issues and efforts to mitigate the plight of IDPs. Those national laws and regulations which are most relevant to the development of the Comprehensive Migration Policy are outlined in Annex 1.

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[6] In addition, GRSS adopted more than 10 official UN, AU and IGAD documents indirectly dealing with migration, including the IGAD RegionalMigration Policy Framework and the Migration Action Plan (2015-2020).
[7] Governments, UN agencies, local and international NGOs, and host communities in the six asylum countries.
[8] DRC (Democratic Republic of the Congo), Ethiopia, Kenia, Sudan, Uganda.

4.0 SITUATION OVERVIEW

4 Situation overview

Following a peaceful secession from the Sudan through a referendum in January 2011, the Republic of South Sudan became a new nation on July 9, 2011. As a new state, South Sudan faces the challenge of institution building as the country deals with the legacy of over half a century of conflict and continued instability. Hence, the capacity of the GRSS to formulate (design, monitor and evaluate) and implement public policy affecting migration and mobility remains limited. The process of national institution building takes place along the integration with regional and international frameworks and protocols.

4.1 Free movement and border management

South Sudan's history has been shaped by decades of conflict, poverty and war. The establishment of the Republic of South Sudan is the result of a long process of revolts and armed conflict between Southerners who were discontent with their northern counterparts following a continuous denial of their demands, including federalism[9]. The First Sudanese Civil War started with the Torit mutiny in 1955 and ended in 1972 through an agreement signed between the Sudanese government and the South Sudanese Anyanya movement[10]. Driven primarily by continued ethno-religious conflict over administrative, religious and cultural autonomy, the Second Sudanese Civil War broke out in 1983 between the central Sudanese government and the Sudan People's Liberation Army. Ending in 2005, the Second Sudanese Civil War lasted for 22 and resulted in the independence of South Sudan six years after the war ended[11].

The Republic of South Sudan gained independence from Sudan following a referendum on succession in 2011. On July 9th, 2011, independence was declared, and South Sudan became the fifty-fourth state in Africa and 193rd member of the United Nations. In 2011, over two decades of civil war between the South and the North culminated in the signing of the Comprehensive Peace Agreement (CPA) which paved the way for the referendum on the independence of the Republic of South Sudan (RSS).

While the process of South Sudan's state building advanced quickly, the more than two decades of the Second Civil War have taken a severe toll on the new-born nation not only in terms of the 1.5 million people who lost their life[12], but also in terms of the over 4 million displaced persons[13]. The impact of the Civil War was aggravated by natural disasters such as floods and drought. Following independence, national authorities had to deal with large numbers of undocumented foreign nationals, which are difficult to count and administer due to the absence of a functional administrative and registration system.

South Sudan faces diverse migration and mobility challenges, as it is both a country of origin and destination. It is also a country of migration-transit, as some people enter South Sudan only temporarily with the prospect of moving to other final destinations. Evidence suggest that migrants pass through South Sudan as part of the Southern route to Ethiopia as well the western route to Libya. The country has borders with Ethiopia, Uganda, Sudan, Democratic Republic of Congo, Kenya and Central African Republic.

Despite the manifold challenges of state-building in a post-conflict context, the South Sudanese economy was booming during the early post-independence period (2011-2012) due to foreign direct investments (FDI) and external aid. Growth coupled with labour shortages attracted migrant workers from Kenya, Uganda, Ethiopia, Eritrea, Somalia, the DRC and Sudan's Darfur region both in high and low skilled occupations. Estimates of the total stock of migrant workers in South Sudan during these years range between 500,000 and 1.2 million individuals[14].

[9] Apach, G.M. and Geng, G. (2018). An Overview of the Legal System of South Sudan. Retrieved on 26 March from: www.nyulawglobal.org/globalex/South_Sudan1.html

[10] Poggo, S. (2008). The First Sudanese Civil War: Africans, Arabs, and Israelis in the Southern Sudan, 1955-1972. Springer.

[11] Johnson, D.H. (2007). The Root Causes of Sudan's Civil Wars. Oxford, Kampala, Nairobi: International African Institute.

[12] Maru, M. T. (2018). Rapid Migration Trends Analysis for South Sudan

[13] UNICEF. (2018). Crisis in South Sudan. Retrieved March 25, 2019, from https://www.unicefusa.org/mission/emergencies/conflict/south-sudan

[14] MGSoG (2017). South Sudan Migration Profile. Most recent observation makes reference to the years 2011-2013.

However, the country was soon after hit by multiple shocks that adversely affected its economy and development, with devastating impact on the population. Following the 2012 oil shutdown, two major waves of armed conflict in 2013 and 2016 have negatively affected the operations of the South Sudanese border management, which is carried out by DNPI. In December 2013, the worst crisis in the short history of the RSS erupted following an outbreak of violence between the Sudan People's Liberation Movement (SPLM) and SPLM-in opposition (SPLM-IO). While the ensuing South Sudan Civil War was temporarily halted by a succession of intermittent ceasefire, armed clashes are continuing between the government and various opposition factions[15]. Setbacks suffered during the renewed waves of conflict included failure by the DNPI to make state enrolment systems , the shutting down of nine border posts and the loss of all DNPI equipment at those posts as a direct consequence of armed conflict.

As a result of ongoing armed clashes, the DNPI is unable to establish border posts in the eastern part of the country. In an attempt to address the insecurity caused by the fighting, the GRSS signed the Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS) with the warring parties in August 2015 and the Revitalized Peace Agreement in September 2018. With the continued commitment to bring peace to the country, the government has called for a National Dialogue for peace in the country, a process that is still ongoing. In 2017, the estimated net annual inflow of migrants reduced to 10,000 individuals, which is primarily due to the deteriorating economic situation and persistent insecurity in some areas of the country[16]. Nonetheless, South Sudan continues to attract humanitarian and economic migrants[17] from neighbouring countries.

Administratively, the number of federal states increased from 10 to 32 state between 2011 and 2017. However, DNPI has not received the capacity building and resource allocations required to match the growing complexity of operating in all newly created 32 States. Currently the DNPI is operational in 23 out of 32 States and runs a functional border management system in 10 border points based on a real-time data system that collects vital data on cross-border movements[18].

Regional integration with EAC, IGAD and COMESA protocols requires improved governance of free movement and border management. The DNPI Strategic Plan 2017-2021 acknowledges the immediate and urgent need to upgrade staff competencies and skills, ICT, delivery systems and a modern staff compensation plan[19].

Building on a set of comprehensive stakeholder consultations with GRSS counterparts and an in-depth review of existing evidence, the following section specifies the key challenges related to the management of free movement and border management in the RSS in a concise and prioritised manner:
  I.   Feminization of migration requires institutions to make their recruitment and workflow of operations gender-sensitive. Feminization of migration is one of the main trends witnessed by practitioners throughout the world over the past ten years. With growing numbers of women in mobility, DNPI needs to take into account emerging possibilities for increasing the safe migration of women.
  II.   Insecurity and armed conflict impede territorially comprehensive border security and migration management. Protracted armed conflicts in various states of South Sudan continue to negatively affect the operations and capacity of the Directorate of Nationality, Passports and Immigration (DNPI) staff in border regions, hampering a territorially comprehensive border management across the territory of South Sudan. Armed conflict persists in particular in the border areas with Sudan and

[15] Schlein, L. (2019, February 12). New Violence in South Sudan Sends Thousands Fleeing to DR Congo. Retrieved March 26, 2019, from https://www.voanews.com/a/new-violence-in-south-sudan-sends-thousands-fleeing-to-dr-congo/4783305.html
[16] According to UNDESA estimates, the total stock of international migrants in South Sudan increased by 600,000 between 2010 and 2015.
[17] Migrants comprise any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the person's legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is.
[18] DNPI Strategic Plan 2017-2021
[19] Funded by the Japanese Government and IOM, the directorate has just operationalized the Immigration Training Center in Rambur to offer specialized training to immigration officers in their areas of operation.

Ethiopia, which has led to shutting down of nine border posts and the loss of all DNPI equipment at those posts.

III. Incomplete demarcation of borders. The borders between South Sudan and several neighbouring countries are not yet clearly demarcated, especially with Sudan and Ethiopian borders. The territory of Abyei, which is a disputed area between the two countries, experiences recurrent conflict, displacement and human rights violations. It furthermore functions as an illicit transit hub for irregular migration to and from South Sudan.

IV. Insufficient capacity of the NAC/NCM. The government of South Sudan has established a National Aliens Committee/National Coordination Mechanism (NAC/NCM) with the mandate to develop a national migration policy, and act as the lead implementation agency to deliver against this mandate, the Committee requires adequate staffing and capacity building. Furthermore, NAC/NCM lacks required coordination and cooperation from key line ministries to effect inter-institutional coordination and joint operations with international agencies and non-governmental partners.

V. Directorate of Nationality, Passports and Immigration lacks adequate funding and has limited manpower and infrastructure to ensure comprehensive border management. As per the findings of the 2017 DNPI Strategic Plan, DNPI's operations are negatively affected by outdated physical infrastructure and insufficient operational budget[20].

VI. Incomplete application of SOPs on migration and border management processes. While the DNPI's Immigration Policies and Procedures Manual provides a comprehensive operational tool for DNPI staff on migration and border management processes, its procedures are not effectively implemented, due to financial constraints. Border management data may prove useful to provide better services for returnees and other categories of international migrants.

VII. Ineffective institutional coordination on free movements and border control. The government of South Sudan has over 20 institutions with mandates related to different aspects of migration management[21]. Lack of proper understanding of each other's mandates leads to suspicion and lack of cooperation.

VIII. Data on migration stocks and flows are incomplete. Effective evidence-based migration policy requires accurate, up-to-date and disaggregated data, starting from the number and the characteristics of migrants travelling to and from South Sudan. However, the National Bureau of Statistics (NBS) and the DNPI currently lack capacity to produce and disseminate high-quality migration-related data with counterparts. Lack of data sharing agreements between producers and users of statistics limits the effectiveness of migration services for returnees and other categories of migrants.

IX. The visa system does not respond to border management needs. Increasing and more diverse patterns of migration require a visas system that controls for the purpose of entry and enforces its abuses[22]. Furthermore, the e-visa system is not yet operational.

X. Corruption negatively affects migrants and hinders the functioning of border management. Lack of compliance with applicable South Sudanese laws, as well as corruption, has demonstrated to favour irregular migration and facilitate the trafficking of human beings and other criminal cross-border activities. Allegations suggest that government officials at various levels have been involved in corruption facilitating irregular migration, smuggling and trafficking, with only rare incidences of accountability and prosecution of corrupt officials[23].

   a. Cross-border cooperation with neighbouring countries is inadequate. The Republic of South Sudan currently lacks a cross-border cooperation strategy with neighbours setting out goals in terms of border demarcation, security and conflict resolution mechanisms, land management and the facilitation of free movement and transhumance[24]. Border management protocols to prevent the spread of cross-border pathogens and epidemics are also missing[25].

   b. Transhumance and pastoralist movements are not currently supported by instruments of national and regional governance. Pastoralist movements and transhumance between the GRSS and

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[20] *The DNPI's Strategic Plan 2017-2021 requires border management operations to be aligned with migration policy.*

[21] *These include the Ministry of Justice; Ministry of Labour and Public Service, Ministry of Foreign Affairs and International Trade, Ministry of Interior, Ministry of Security, Police, National Bureau of Statistics, Commission for Refugee Affairs, Ministry of Humanitarian Affairs and Disaster Risk Management, Ministry of Wildlife Conservation and Tourism, the Judiciary, National Human Rights Commission, among others.*

[22] *In practice DNPI is currently only issuing single-entry and multiple-entry visas. Despite ongoing efforts, the Ministry of Interior has not yet finalised the process of categorising a diversified visa regime for South Sudan.*

[23] *The incidence of corruption and low levels of prosecution of criminals are also linked to the irregular payment of salaries to low- and mid-level officials in border management.*

neighbouring countries are both cause and consequence of displacement[26].

c. Cross-border populations lack awareness about free movement requirements. In addition, DNPI staff and other government officials occasionally have inadequate capacity to implement existing mobility provisions effectively. In order to facilitate cross-border mobility and to prevent clashes between pastoralists, farmers and other cross-border populations, it is essential to raise awareness on the processes and legal documents that are necessary to cross borders and to get established in South Sudan. Also, national border authorities require adequate capacity building and training to better distinguish legitimate trans-border movements from illicit cross-border activities.

d. Effective procedures to screen and naturalise stateless persons are inadequate. Under current DNPI procedures, applicants seeking to obtain a nationality certificate need to undergo a time-intensive and costly registration process. While applicants should nominally be able to apply for the nationality certificate in any of the 32 states, the DNPI's limited capacity de facto means that the majority of applicants from rural locations find themselves obliged to travel to DNPI headquarters in Juba in order to process their application, often at significant financial cost. This prevents the majority of stateless individuals residing on the territory of South Sudan to gain the South Sudanese nationality and leaves them in a legal and social vacuum, hindering their access to basic services, legal protection and regular employment and increasing their vulnerability to abuse and exploitation[27].

e. Lack of collaboration between policy making and academic research. Collaboration between NAC/NCM and research and academic institutions is not well established and needs to be enhanced in the areas of research, analysis and policy support. Migration governance is highly dependent on evidence-based policy and decision making. Data generated by research and surveys can improve the information system that should exist on migration. Policy options should also be examined to explore the contributions of such collaborations on good governance of migration.

f. Lack of clear border management protocols on preventing the spread of cross-border pathogens and epidemics. The recent Ebola pandemics have highlighted the linkages between migration, border governance and public health concerns. The GRSS currently lacks clear SOPs for the screening of health of migrants and for minimising the considerable public health risks associated with cross-border pathogens and epidemics.

4.2   Labour migration

The majority of migrants entering South Sudan immigrate for economic purposes. Prior to the outbreak of armed conflict in 2013, South Sudan was a major country of destination for migrant workers from the region and beyond. However, after renewed conflict broke out in South Sudan in December 2013, the inflow of migrant workers to South Sudan slowed and concurred with the evacuation of large numbers of skilled migrant workers who returned to their countries of origin. When the conflict escalated in 2016, many countries evacuated their migrant workers by July of the same year. While estimates are likely to be inaccurate, more than 56,000 migrants are deemed to have been evacuated since 2013, the majority of them Ugandans, but also Kenyans, Burundians, Rwandese, Ethiopians, Eritreans and westerners such as British, Americans, Canadians and Australians. While the ensuing armed conflict has engendered large-scale evacuations of migrant workers, South Sudan nonetheless continues to witness net immigration, although flows are decelerating[28]. It is safe to assume that the currently strained security and economic situation of South Sudan continues to affect labour migration trends, but in the absence of reliable data, not clear correlations can be drawn.

Decades of conflict have left large parts of the South Sudanese population with low levels of education and

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[24] *Fostering cross-border dialogue is particularly urgent with neighbouring Sudan and Ethiopia.*

[25] *The recent Ebola pandemics have highlights the linkages between migration, border governance and public health concerns. The GRSS currently lacks clear SOPs for the screening of health of migrants and for minimising the considerable public health risks associated with cross-border pathogens and epidemics.*

[26] *Conflict arises both as a consequence of long-standing inter-community conflicts about traditional resources such as grazing lands, and more recent armed conflicts over resources such as oil, minerals and gum arabica. More details are presented in the IOM MCOF.*

[27] *However, there is limited prevention of statelessness project with UNHCR based in Juba, Warrap and Northern Bahr El Ghazal states that assist individuals who are unable to afford the cost for nationality documents.*

skills. The low capacity and quality of the public education system constitutes a structural barrier to the substitution of high-skilled foreign workers by South Sudanese nationals in the formal economy. This problem is further compounded by the absence of effective on-the-job skills transfer schemes. Consequently, most South Sudanese continue to live in rural settings and engage in subsistence agriculture and livestock rearing. The country's agriculture sector comprises predominantly small-scale agriculture and livestock-raising, with market production remaining marginal. While the sector accounts for less than 15% of GDP, it engages 87% of the labour force and constitutes the most important source of income for most of the population[29]. South Sudan features one of the most oil-dependent economies in the world. While 98% of the government's annual operating budget and 80% of its gross domestic product (GDP) is based on oil revenues, the majority of jobs in this high-income sector are performed by high-skilled foreign workers[30].

South Sudan does not produce regular statistics on international labour migration, and thus data is often outdated and misrepresentative of the population. According to the UN Department of Economic and Social Affairs (UNDESA), there were 845,239 international migrants in South Sudan in 2017[31]. However, officials from Ministry of Interior, believes that the actual number of international migrants present in the RSS is significantly higher than these estimates. The Association of Ugandans in South Sudan estimates that there are alone more than 1.5 million Ugandan citizens in South Sudan. By comparison, Ministry of Labor, Public Service, and Human Resource Development (MoL) data indicates that only 4,661 work permits were issued in 2017 to foreign migrant workers, out of which 249 were issued to Ugandan nationals. And 4,339 work permits for 2018[32].

This large numerical discrepancy suggests that only a marginal fraction of foreigners works legally in South Sudan. The large number of migrants working informally in South Sudan has severe consequences for the country's labour market and economic development as a whole. The high incidence of migrant workers in the informal economy reduces migrants' potential to contribute to the tax base and to foster the economic development of host communities. Moreover, high-skilled foreign workers who do not have regular work permits are beyond the reach of the government's ongoing and forthcoming skills transfer initiatives and do therefor not contribute to the skills development of South Sudanese nationals.

As is true for immigration, data is equally scarce on labour emigration from South Sudan. Existing information suggests that the main destination countries of South Sudanese migrant workers coincide with those countries hosting large South Sudanese diaspora, including Sudan, Egypt and some countries beyond the region, notably United States and Australia[33].

Building on a set of comprehensive stakeholder consultations with GRSS counterparts and an in-depth review of existing evidence, the following section outlines the key challenges related to the governance of foreign labour and labour emigration:

a. Lack of capacity of the Ministry of Labour and relevant line ministries and agencies impedes effective management of labour migration. The MoL has limited capacity both for an effective governance of foreign labour in South Sudan and for the promotion of regular labour migration of South Sudanese nationals. The limited capacity of MoL and relevant line ministries is further compounded by high absenteeism among ministry staff caused by irregular payment of salaries to civil servants.

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[28] UNDESA, Migration Stock Mid-Year 2017, available from source: http://www.un.org/en/development/desa/population/migration/data/estimates2/estimates17.shtml (accessed 20 November 2018).

[29] Due to the country's fertile soils and abundant water supplies, the agricultural sector has a high potential to become an engine of economic growth and foster the diversification of the South Sudanese economy in order to achieve transformational development and reduce poverty and food insecurity.

[30] According to qualitative assessments, Ugandans and Somalis are active in hotel services, fuel transport and selling, water and sanitation, machine mechanics, traders fuel industry, logistics and NGOs. Sudanese are engaged in trade and shops, while Eritreans and Ethiopians are predominantly engaged in hospitality, construction and logistics sectors. Kenyans are mostly active in banking and service sectors.

[31] Ibid.

[32] International migrant workers tend to concentrate in cities and towns, particularly in Juba, Yambio, Wau, Nimule, Renk, Raja, Aweil, Malakal, Rumbek, Nassir, kuajok, and palouch. The main origin countries of the migrants who obtained work permits in 2017 are from China, Kenya, India, Pakistan and Uganda. 86 per cent of holders of work permits were men. Ministry of Labour (2018). Work Permit Statistics Report specifically issued for the development of the CMP.

[33] World Bank (2016).

b. Essential Labour Market Information is not available, including key information on foreign workers. Good labour market and migration governance requires comprehensive, disaggregated and up-to-date information on the domestic labour market. However, the MoL does not produce any systematic labour market information (LMI), which is due to a combined lack of resources, expertise and accountability. For many Decent Work Labour Market Indicators on South Sudan, the most recent available data is based on the decade-old 2008 Population and Housing Census. Data on unemployment is currently only available for one out of 32 states (Jubek state). There is no reliable data on the number and basic characteristics of migrant workers working in South Sudan. Information on migrants' skills, the sector and duration of employment and the nature of the work contract is not available.

c. Information on the labour and skills needs of the South Sudanese labour market is missing. The MoL has not yet conducted any assessments of the labour and skills needs assessments of the South Sudanese labour market. In the absence of information on domestic skills demand, it is impossible for the MoL and Ministry of Education to develop education and vocational training pathways which are tailored to current and future labour market needs. As such, the lack of knowledge on skills demand is one of the key reasons of the high degree of skills mismatches generated by the national technical vocational education and training (TVET) system.

d. Technical cooperation with international partners on labour migration governance is insufficient. MoL and relevant line ministries require more sustained technical support from international organisations, partner governments, donors and NGOs to establish relevant institutions for the labour market. Support is required in particular for developing a system for the production of Labour Market Information required for migration-sensitive labour market governance.

e. Education and vocational training pathways are not responsive to national and local labour market demands. TVET institutes are inadequately equipped and have low rates of enrolment. Due to the absence of regular Labour and Skills Needs Assessments, linkages between TVET curricula and local and international labour market needs is weak, while low salary levels in TVET make it difficult to recruit teachers with the necessary qualifications and professional experience.

f. Shortages of skilled South Sudanese workers for key sectors in the South Sudanese economy. Decades of conflict have left substantial parts of the South Sudanese population with low levels of education and skills. The low capacity and quality of the public education system constitutes a structural barrier to the substitution of high-skilled foreign workers by South Sudanese nationals in the formal economy. This problem is further compounded by the absence of effective on-the-job skills transfer schemes.

g. GRSS requires an effective framework for skills transfers from high-skilled foreign workers to South Sudanese nationals. Despite promising government initiatives, evidence suggests that current skills transfer schemes are not effectively contributing to the transfer of knowledge, skills and experience from high-skilled foreign workers to South Sudanese nationals working for the same employer, leading to the perpetuation of foreign-dominated employment in high-skilled and managerial positions in many sectors of the economy.

h. The coverage and capacity of Employment Service Centres is insufficient. Only one Employment Service Centre (ESC), located in Juba, is currently operative, leaving 31 out of 32 States of South Sudan without any government agencies providing services to jobseekers. Moreover, the capacity of the existing ESC is inadequate for catering to the population of jobseekers in the capital.

i. The Labour Act of 2017 has not yet been followed up with effective regulations. Although an important first step for the institutionalisation of labour market governance in the GRSS, the Labour Act lacks requires regulations that better specify the governance of i) foreign labour in South Sudan and the ii) regular recruitment of South Sudanese workers for employment abroad. Furthermore, the Labour Act is not fully aligned with international standards[34].

j. The majority of migrant workers in South Sudan do not have a valid work permit. While the Ministry of Labour only issued 4,339 work permits in 2018, the UNDESA estimated that over 845,239 international migrants were present on the South Sudan territory in mid-2017. Migrants working in the informal economy in South Sudan do not contribute to the tax base, do not contribute to the economic development of host communities and place downward pressures on wages for South Sudanese natives.

k. Cooperation between DNPI and Ministry of Labour is ineffective. Evidence suggests that the inter-agency procedures for the issuance and renewal of work permits between DNPI and the MoL are highly ineffective. This is one of the key causes for the very low number of work permits actually issued.

l. Demand for migration services is becoming increasingly diverse. As South Sudan's economy evolves and its relationships with an increasingly international workforce extends there is a growing demand for immigration-related services. The country's oil, agriculture and mining industries, in particular, necessitate the legal facilitation of entries and exits and the issuance of appropriate work permits to foreign workers. The DNPI must have the capability to anticipate, adapt and thereby cater to the legitimate demands of people in mobility.

m. GRSS lacks a strategy and policy direction for the import of skilled labour. The majority of high-skilled jobs in the GRSS are carried out by skilled migrant workers, particularly in the oil, mining and tourism sectors. Despite Art. 46 of the 2017 Labour Act stipulating clear restrictions on the employment of foreigners, evidence suggests that the majority of high-skilled positions continues to be filled by foreign workers. The lack of a coherent strategy for attracting skilled migrants in high priority sectors is exacerbated by the absence of an effective framework for the transfer of skills from migrant workers to South Sudanese nationals.

n. A strategy for the promotion of regular labour migration of South Sudanese nationals is missing entirely. Despite significant unemployment and underemployment particularly in rural areas of the RSS, the government does not have a strategy for the promotion of regular labour migration of South Sudanese nationals to countries of destination. The development of such a strategy is principally hampered by i) the scarcity of data on the skills supply of South Sudanese nationals, ii) lack of information on labour and skills demand in potential countries of destination and iii) the low degree of bilateral engagement with countries of destination on issues of regular labour migration.

o. GRSS lacks a migration intelligence that monitors labour and skills needs in countries of destination. Many migrant-sending countries globally tend to assess the labour and skills demand in potential countries of destination in order to promote vocational skills that enable prospective migrants to find regular employment abroad. However, no government ministry or agency in South Sudan is currently assessing the labour and skills needs of countries of destination.

p. GRSS requires the creation of formal mobility frameworks with migrant-sending and migrant-receiving countries. GRSS has currently solely concluded a Bilateral Labour Agreement (BLA) with neighbouring Sudan[35]. The lack of Memoranda of Understanding, Framework Agreements and Bilateral Labour Agreements with other countries in the region and beyond hampers the governance of foreign labour in South Sudan and the promotion of regular labour migration of South Sudanese workers to prospective countries of destination.

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[34] Article 12(2) of the Labour Act allows children between ages 14 and 18 to engage in the worst forms of child labor, which is a violation of international standards
[35] Cooperation agreements on Separation between Sudan and South Sudan, specifically the Four Freedoms for citizens from other states.

4.3　Forced migration

South Sudan is at the same time an origin and destination country of forced migrants, including both South Sudanese forced migrants and forced migrants of other nationalities[36]. Furthermore, migration flows in South Sudan, as well as in the broader IGAD region, are mixed, i.e. include persons with various profiles and levels of vulnerabilities, ranging from migrant workers (both regular and irregular), to refugees[37], smuggled migrants, trafficked persons, unaccompanied children, environmental migrants, stranded migrants, and victims of exploitation and abuse.

Globally, UNHCR estimated as of March 2018 that 4.68 million are affected by displacement within and outside South Sudan, including South Sudanese refugees in the region, internally displaced people (IDPs)[38] and refugees in South Sudan from other - mainly neighboring - countries[39].

As of 30 September 2018, close to 2.3 million South Sudanese refugees have fled to neighboring countries, mostly to Uganda—the largest host country in sub-Saharan Africa—, followed by Sudan, Ethiopia, Kenya, the Democratic Republic of the Congo (DRC) and the Central African Republic (CAR)[40]. The large majority is composed of women and children, accounting for over 90 percent of South Sudanese refugees in Gambella, Ethiopia, and over 85 percent of latest arrivals in Kiryandongo, Uganda[41]. Over 1.3 million children have fled South Sudan in the past four years, representing 63% of total South Sudanese refugees, including over 75,000 (corresponding to 9%[42]) who have made the journey across the border unaccompanied or separated from their parents or usual caregivers. Forced displacement exacerbates an already-existing challenge with regard to gender-based violence (GBV), with a significant proportion of women and children in many displacement settings facing a range of severe protection challenges.

As the South Sudanese refugee crisis enters its fifth year in 2018, the country remains the third major country of origin of refugees in the world, after Syria and Afghanistan[43], and the largest refugee population on the African continent. Forced displacement in South Sudan is a consequence of internal and external factors. Driven by conflict with Sudan, inter-tribal violence fueled by competition over natural resources and politics, an economic crisis with widespread hunger and malnutrition, and the outbreak of diseases like malaria and cholera, forced migration has become a massive crisis in the country and the region. In 2016, 70 percent of the refugee population in IGAD was from South Sudan.

Inside South Sudan, the humanitarian situation and complex protection crisis continues to deteriorate. As of 30 September 2018, some 1.91 million South Sudanese were internally displaced[44], with the majority of new of them concentrated in Central Equatoria, Unity, and Western Bahr el Ghazal. Only 12% are living in Protection of Civilian (POC) Sites while 88% of IDPs are living with host community or elsewhere without protection.

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[36] *Forced migration is here defined as "a migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes" (e.g. movements of refugees and internally displaced persons as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine, or development projects). Source: IOM Glossary on Migration, 2011*

[37] *Refugees are defined as people who, "owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, are outside the country of his nationality and is unable or, owing to such fear, are unwilling to avail themselves of the protection of that country. (Art. 1(A)(2), Convention relating to the Status of Refugees, Art. 1A(2), 1951 as modified by the 1967 Protocol). In addition to the refugee definition in the 1951 Refugee Convention, Art. 1(2), 1969 Organization of African Unity (OAU) Convention defines a refugee as any person compelled to leave his or her country "owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country or origin or nationality."*

[38] *Internally displaced persons (IDPs) are "persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border (Guiding Principles on Internal Displacement, UN Doc E/CN.4/1998/53/Add.2.)". IDPs have not crossed a border to find safety. Unlike refugees, they are on the run at home.*

[39] *UNHCR, Regional update, South Sudan Situation, 1-31 August 2018.*

[40] *Ibid.*

[41] *IDMC (Internal Displacement Monitoring Centre). 2014b. "South Sudan: Greater humanitarian and development efforts needed to meet IDPs' growing needs."*

[42] *UNHCR, 2018, Global Trends. Forced displacement in 2017.*

[43] *UNHCR, 2018, Global Trends. Forced displacement in 2017.*

[44] *Ibid.*

Since the signing of the Comprehensive Peace Agreement (CPA) in 2005, over 2 million South Sudanese have returned to South Sudan mainly from Sudan. This has taken place primarily through spontaneous returns, particularly in the years preceding independence, but the International Organization for Migration (IOM) has also led a considerable logistical operation of facilitated returns[45]. The majority of the returnees have settled across a small number of key areas across the Greater Bahr el Ghazal region, as well as the country's main urban centers[46].

At the same time, as of February 2019, South Sudan hosts around 300,000 refugees and asylum seekers[47] from neighbouring countries and beyond. The majority of them (93 percent) are Sudanese from South Kordofan and Blue Nile, where the conflict continues, with and with over 19,000 new arrivals in 2018. Smaller numbers come from the DRC (5 percent), Ethiopia (2 percent) and the CAR (1.8 percent). The presence of these refugees along with South Sudanese refugees in these nations demonstrates a continuous and bi-directional cross-border population displacement between countries in the region.

When it comes to protecting the rights of forced migrants and the provision of basic services, GRSS has no official government encampment policy. Settlements have been established spontaneously by people who find themselves grouped together based on ethnic affiliation and protection needs. The groupings in northern and eastern states have camp-like characteristics and those in the western and southern states are more akin to settlements in terms of their organizational structure[48]. An estimated 100,000 refugees are living in approximately 28 'open areas'– informal refugee settlements in border areas[49] as people seek to remain close to their properties but within proximity to safety if conflict should escalate. Many of refugees and IDPs have moved to urban areas, and in Juba in particular, in search of greater security, including a degree of anonymity, better access to basic services, and greater economic opportunities[50].

Over-congestion of some of the refugee camps remains a serious concern with most of the areas currently hosting refugees also having a large IDP population that overstretches the absorption capacity of host communities and exacerbates relationships between host communities and newcomers[51]. Furthermore, malnutrition and exposure to the elements increase the risk of disease outbreaks among the refugees, particularly since access to basic services remains poor[52]. Health services remain stretched far beyond their capacity as funding fails to keep up with health needs on the ground. Likewise, water and sanitation services are often insufficient. Host communities continue to share resources and space but the scale of displacement affects the already limited availability of community services, and natural resources including water.

The displacement is becoming protracted for both refugees and IDPs, given that conditions for safe return are still not in place in many areas, causing tension with host communities, particularly regarding access to and use of natural resources. This is often compounded by cultural and ethnic differences between IDPs and host communities[53]. Basic service provision, such as access to food, drinking water, sanitation, and hygiene facilities, is inadequate in most return sites. Assistance by the international community is normally provided only at a final destination in order to avoid clustering of people in transitional sites, protracted displacement situations, and aid dependency. This often leaves those who cannot return to their home village without any assistance[54].

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[45] Including through Assisted Voluntary Return and Reintegration (AVRR) programmes.

[46] UNHCR & The Workd Bank Group, 2015, Eastern Africa HOA Displacement Study: Forced Displacement and Mixed Migration in the Horn of Africa.

[47] Asylum seekers are defined as persons who seek safety from persecution or serious harm in a country other than his or her own and await a decision on the application for refugee status under relevant international and national instruments. In case of a negative decision, the person must leave the country and may be expelled, as may any non-national in an irregular or unlawful situation, unless permission to stay is provided on humanitarian or other related grounds.

[48] IOM, 2015, Baseline Assessment on Migrant Population in South Sudan.

[49] 2018 Mid-Year Report of the South Sudan Regional RRP, January - June 2018

[50] UNHCR & The World Bank Group, 2015, Eastern Africa HOA Displacement Study: Forced Displacement and Mixed Migration in the Horn of Africa.

[51] 2018 Mid-Year Report of the South Sudan Regional RRP, January - June 2018

[52] South Sudan Regional Refugee Response Plan, January – December 2018

[53] UNHCR & The World Bank Group, 2015, Eastern Africa HOA Displacement Study: Forced Displacement and Mixed Migration in the Horn of Africa.

[54] IDMC, 2010, Durable solutions elusive as southern IDPs return and Darfur remains tense.

In the southern area, some villages have more than doubled in size since the arrival of the returnees, putting tremendous pressure on resources, food, and particularly shelter[55].

As elsewhere, refugees and IDPs are vulnerable both inside and outside protection sites, while even higher levels of violence are presumed to be experienced by those living in more remote areas away from more formal protection or support networks. The absence of families or community structures exposes displaced women and children to severe protection challenges and to the risk of trafficking[56] and exploitation.

South Sudan is furthermore a source and destination country for men, women, and children subjected to forced labour and trafficking, and is rated as Trafficking in Persons (TIP) Tier 3[57]. Recently, trafficking has become a systematic endeavour with traffickers bringing children into the country, while domestic trafficking has also seen an increase[58]. Victims of trafficking come from Uganda, Kenya, Ethiopia, Eritrea and the DRC and often migrate due to false promises of legitimate work and are then subjected to sex work upon arrival. Trafficked children are found to work in construction, vending, shoe shining, car washing, brick making, delivery cart pulling, and street begging, among others.

Refugees are vulnerable to exploitation by traffickers when fleeing violence and while residing in refugee camps. Unaccompanied minors in camps for refugees or IDPs are particularly vulnerable to abduction for sex or labor trafficking. Inter-ethnic abductions as well as abductions by external criminal organisations continue between some communities in South Sudan, especially in Jonglei, Unity, and Upper Nile states.

Identified key challenges for GRSS to manage forced migration involve the areas of public governance of forced migration; integration of IDPs and refugees in host communities and the reintegration of former refugees and IDPs in origin areas, who face similar challenges, next to specific concerns; and to human trafficking.

a. Lack of protection for the most vulnerable among forced migrants, such as children and women. South Sudan's refugee population is highly vulnerable, with large numbers of women and children who face specific protection risks, including gender-based violence, forced recruitment, family separation, forced and early marriage. One particular security threat that has disproportionately affected women during both violent conflict and cessation of hostilities is sexual and gender-based violence (SGBV). Refugee children, and unaccompanied and separated minors among them in particular, face serious protection risks such as separation from families, psychosocial distress, abuse and exploitation, including child labour and sexual exploitation.

b. Lack of economic opportunities for refugees and IDPs. Most refugees originate from agricultural communities, thus they are more likely to be involved in agriculture-based livelihoods. Due to limited portions of cultivated land and tensions between host communities and refugees over land allocation there is inadequacy of viable livelihoods opportunities and refugees are mostly unable to meet basic needs through the available but limited income opportunities. Refugees thus have to depend on host communities to supplement their livelihoods[59], in a context where the deepening economic crisis has impacted the lives of both refugees and host communities, with approximately 80 per cent of both populations facing food scarcity, limited livelihood options, and gap in food supply[60]. However, while the 2012 Refugee Act provides refugees with the right to seek employment, only few refugees can benefit from formal jobs, due to the acute economic crisis and employers' preferences for the employment of nationals.

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[55] Pantuliano, S., Buchanan-Smith, M., Murphy, P. (2007) 'The Long Road Home. Opportunities and Obstacles to the Reintegration of IDPs and Refugees Returning to Southern (PDF) International Engagement in Fragile States: Lessons from Southern Sudan.

[56] "Trafficking in persons" (TiP) is here follows the definition provided by Article 3 of the Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, as "the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation".

[57] The U.S Department of State defines Tier 3 countries as: Countries whose governments do not fully meet the minimum standards and are not making significant efforts to do so.

[58] DAI Europe and EuroTrends (2015). Context assessment to prepare the project "Addressing mixed migration flows in Eastern Africa". Brussels: European Commission.

[59] According to a livelihoods study among refugees in Greater Equatoria, a large number of refugees depend on casual labour (23.1%) followed by crop sales (22.7%), alcohol sales (14%) and food assistance (12.3%). Source: FAO, UNHCR, WFP, 2015, South Sudan, Analysis of refugee livelihoods in protracted refugee situations in Central and Western Equatoria.

[60] UNOCHA, 2018, South Sudan, Humanitarian Needs & Key Figures.

c. Mounting land disputes among returning IDPs, refugees, and residents is leading to further displacement. Lack of regulation, allocation and enforcement of land and property rights poses a serious obstacle to the successful (re)integration of large numbers of IDPs and returnees. Despite the national and state government having provided land to refugees in many refugee locations, the land allocation process is geographically limited and does not ensure the provision of fertile land that would be adequate for subsistence farming. Returnees who previously owned land are often unable to regain ownership, due to the so-called phenomenon of "land-grabbing" and to the lack of a policy environment supporting durable solutions for landless refugees and IDPs. Since women face particular challenges in situations of forced mobility, the fact that women head almost half of all returnee households makes the lack of rights to land and property even more challenging for women.

d. Social cohesion is threatened by conflict over resources between host communities and forced migrants. Displacements of populations pose significant challenges to host communities due to competition over access to resources and the risk of cultural or inter-ethnic clashes. Host communities stand at risk of becoming distressed by large and sudden demographic influxes, which exacerbate pre-existing vulnerabilities, put pressure on local governments' delivery of basic services and create competition for limited jobs and declining natural resources. Competition over scarce resources exacerbates tensions, particularly in the border areas between Sudan and South Sudan, but also in urban contexts, where refugees and IDPs have been gathering increasingly.

e. Lack of adequate institutional arrangements and policies to counter TiP. With the exception of the Penal Code 2008, South Sudan needs to improve its fights against trafficking in persons. In particular, main challenges relate to: inadequate harmonization of law and policies and coordination of strategies; absence of mechanisms to monitor and evaluate implementation of laws, policies, plans; lack of training of border management staff and camp management staff in identifying, screening, and adequately supporting victims of TIP.

f. Lack of prevention, assistance and protection to victims, with particular attention to vulnerable categories to trafficking such as women and children, and information exchange and cooperation measures with neighbouring countries; borders, security and documents. This is linked to the lack of border management capacities and adequate SOPs outlined in chapter 3.1.

g. Lack of prosecution measures for the perpetrators of TIP. The lack of anti-trafficking law enforcement efforts to investigate, prosecute or make convictions for trafficking crimes, including offenses allegedly committed by government officials, represent an obstacle in the fight against human trafficking.

4.4 Migration and development

The GRSS recognizes the importance of migration for its socio-economic development, both as a country of origin and as a country of destination. This policy sets out a public policy agenda to reap development benefits brought about by migration. The international experience shows that contributions by the diaspora[61] can have a strong impact on countries that are recovering from crisis, with diaspora communities and returning migrants providing significant human and financial resources towards the reconstruction efforts. Especially for a country that was established only recently, migrants returning home and the South Sudanese diaspora can play a significant role not only to transfer knowledge and skills, send remittances back to family members and invest in various sectors of the South Sudanese economy, but also to support efforts of institution building.

The evidence available on the South Sudanese diaspora is scarce. There is no official record of the number of the South Sudanese abroad, with estimates varying between 830,000 and 1.2 million individuals abroad[62]. While

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[61] The term "diaspora" here refers to emigrants and their descendants who live outside of South Sudan and includes refugees that reside in neighbouring countries, resettled refugees, temporary or permanent migrant workers, students studying abroad. Notably, the above definition of diaspora is roughly in line with the definition used by the African Union, defining the African diaspora as "consisting of people of African origin living outside the continent, irrespective of their citizenship and nationality and who are willing to contribute to the development of the continent and the building of the African Union.

[62] IOM, 2018, Rapid Migration Trends Analysis for South Sudan.

conflict in South Sudan has been a major mobilizing factor, with refugees representing the most numerous and vulnerable category, little detailed information is available on diaspora communities, their geographical distribution and their characteristics. South Sudanese students who have pursued tertiary education in the IGAD region and beyond, as well as socio-demographic characteristics of return migrants have not been mapped out so as to understand how to trigger development benefits for South Sudan.

South Sudanese diaspora members are found in larger number in "nearby" communities in African states such as Uganda, Kenya, Sudan, and Egypt, as well as in Western countries, such as Australia, Canada, US, UK, the Netherlands and France, where many refugees were resettled. Some left South Sudan more recently whereas others have been members of long-standing diaspora communities established ten and even twenty years ago. Despite tribal, communal, and political divisions, the struggle for independence served as a rallying force in uniting the different factions of the diaspora. The participation rate in the 2011 Independence Referendum sheds positive light on the willingness of South Sudanese diaspora communities to be engaged with their country of origin, with a total of 60,219 registered people, of which the "near diaspora" turnout in Ethiopia, Kenya, and Uganda accounted for more than half of the results[63].

South Sudanese abroad strongly engage in diaspora associations. Diaspora groups are not typically homogenous entities and diaspora organisations are diverse by membership composition[64], affiliation criteria[65] and main objectives[66] and respond to different cultural, social, economic and political needs of their affiliates. IOM's registration exercise of diaspora associations revealed the existence of numerous and small-sized organizations with limited numbers of members. The majority of them exist on the local level and only a few have succeeded in transcending from local to larger networks on a transnational and global scale.

While little detailed information is available about the scope, scale, and patterns of diaspora financial contributions following independence, there is anecdotal evidence of continued activity by organized South Sudan diaspora groups to support state-building efforts by raising funds and sending collective remittances to South Sudan such as for the building of schools and health clinics or shipments of used equipment for schools and hospitals. Despite their heterogeneity and size, the existence of these organizations in countries of destination is a potential strength, enabling mobilization around issues of common concern to both the diaspora and the homeland.

Roughly two years after South Sudan gained independence, a Diaspora Engagement Strategy that focus largely on Health was developed as a direct expression of the Government of the Republic of South Sudan GRSS in their commitment to engage the diaspora in the nation building process. The Strategy focuses on practices and recommendations for engagement of diaspora communities in the development of South Sudan with an emphasis on the health sector and responds to three main aims:
  i.   providing an overview of the range of currently existing public, private and voluntary diaspora ties and transnational connections;
  ii.   articulating and enacting a preferred framework as to how these ties might be best developed;
  iii. creating concrete partnership initiatives aiming to mobilize diaspora resources on behalf of South Sudan's health sector.

The accompanying Plan of Action was aimed at covering a period of five-years starting in 2014 and completing in 2018. Following the adoption of the Plan of Action of the Diaspora Engagement Strategy and its strategic focus on the health sector, in 2013 the International Organization for Migration (IOM) in South Sudan, in close collaboration with the Ministry of Health, the Directorate of Consular Services (DCS) of the Ministry of Foreign Affairs, the Diaspora Desk in the office of President and the Ministry of Higher Education with other key stakeholders, has developed a project on "Enhancing South Sudan's Human Resources for Health through Strengthened Engagement of Health Professionals in the Diaspora". However, with the eruption of

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[63] Ibid.
[64] Such as workers, students, women, etc.
[65] In terms of area of destination, areas of origin, religion, ethnic group, etc.
[66] Promoting unity and social cohesion in destination countries, strengthening connection to South Sudan, building communities, and improving health and social services in the country of origin.

the first crisis in South Sudan during December 2013 and the upsurge of armed conflict in 2016, the overall implementation process of the Diaspora Engagement Strategy Action Plan was suspended.

As is true for other categories of South Sudanese in mobility, there is currently no information on the number, profiles and characteristics of South Sudanese return migrants. The individual experiences and assets of South Sudanese returnees do require targeted responses to facilitate an effective re-integration of returnees that benefits individual migrants, their families and communities, and South Sudan's society as a whole.

Given the constraints faced by the country to implement the Action Plan foreseen by the South Sudan Diaspora Engagement Strategy, most of the key challenges related to the migration and development nexus in South Sudan persist and need to be addressed coherently:

I. Lack of government agency dealing with diaspora affairs. The responsibility for diaspora engagement was shared in South Sudan between the Directorate for Consular Services under the Ministry of Foreign Affairs and International Cooperation and the Diaspora Desk under the office of the President. The Desk has since closed and there is currently no government agency that deals exclusively with diaspora engagement. The establishment of an administrative structure dealing with diaspora affairs is crucial in the prioritization of diaspora engagement by the GRSS.

II. Weak consular system. Consulates remain the most important interlocutors for diaspora populations, since they are in a unique position to gauge diaspora needs and partner with other actors in the private and public sector. However, the network of diplomatic missions of GRSS is still limited, does not cover the countries in which the most important diaspora communities reside and consular officers often do not have the required skills and resources to accommodate diaspora needs and interests. Furthermore, the current unavailability of diaspora mapping prevents from targeting existing diplomatic and consular offices in countries of destination with the largest/most active diaspora communities to build or strengthen their capacity to promote and support diaspora engagement.

III. Lack of appropriate management and planning skills both within the consular system and the diaspora. While the importance of diaspora engagement in development is increasingly acknowledged, many officials in the new South Sudan diplomatic service have little or no prior experience, skills and know-how in reaching out and engaging such a dispersed and heterogeneous population, building partnerships and delivering services and programs.

IV. Limited financial resources to engage diaspora. Diaspora institutions, policies, and programs require both technical know-how and adequate funding. One of the most pressing challenges to diaspora engagement is how to bring in critical financial resources through effective partnerships and fund raising to initiate and develop diaspora programs.

V. Difficulty of reaching out to the diaspora. Communities of South Sudanese abroad differ in size, are relatively dispersed across and within destination countries and in some cases are geographically remote. Finally, those South Sudanese abroad who have changed their citizenship and might have lost connection with GRSS consulates in the destination countries are particularly difficult to target by engagement efforts.

VI. Lack of records and statistics of Diaspora populations. Current knowledge of the South Sudanese diaspora is based on scattered information collected by project-specific initiatives and is limited to few countries of destinations. As a result, comprehensive baseline information about South Sudanese diaspora communities, giving account of the numbers, distribution, demographic profile, skills, and level of socio-economic integration at destination of diaspora groups, is not currently available. Consular estimates are often based on the analysis of destination-country registration data, but are of variable quality and, often, limited in scope. The lack of a comprehensive data collection system limits knowledge of the diaspora potential to contribute to development in host and origin societies and possibilities for the efficient design of engagement and development programs and policies by the GRSS.

VII. Poor data available on remittances. Broadly defined as financial flows associated with migration, remittances are important for the new nation's economy and balance of payments. At the micro-level, many families would have difficulty surviving without regular inflows of remittances. Globally, it is clear that remittances played a role in reducing the incidence and severity of poverty. The issue of remittances is a weak starting point for diaspora engagement due to the low level of available data regarding the volume of remittances, recipients, and their use in South Sudan. Before programs can be designed, baseline data on remittance flows to South Sudan must be further examined.

VIII. Limited information on diaspora associations. The latest information available on South Sudanese diaspora abroad was produced by IOM in 2013, in the context of the development of the Diaspora Engagement Strategy and was based on an online registration exercise completed by diaspora community members in Canada, Kenya, and Uganda as well as interviews with key stakeholders in South Sudan, activists in major diaspora communities, and IOM experts.

IX. Low opportunity cost for diaspora communities to invest in South Sudan. Immediately after independence, the issue of diaspora return was central to GRSS-diaspora relations but the explicit promotion of permanent return became less prominent after integration challenges arose. Although the GRSS initially took the stance that diaspora members should return to support nascent state building efforts, actual returns took place predominantly because of spontaneous private initiatives and push factors from destination countries, not because of a comprehensive GRSS policy for repatriation. The GRSS, with support of international donors, put some measures in place to facilitate the integration of returnees, which have however not shown substantial results, with little use made of the skills and knowledge of highly qualified returnees.

X. Disconnection between the diaspora strategy and the development plan. Besides the Diaspora Engagement Strategy, several other GRSS national documents refers to diaspora as a key actor for the development of the country. However currently there is a lack of coherence between the government's development strategies and the diaspora engagement strategy. In order to enhance the positive nexus between migration and development, a more coherent policy agenda should be systematically built in order to improve coordination between policies on migration and on development and on different sectoral areas, such as health, education, agriculture, social protection, labour, trade, investment and financial services.

XI. GRSS lacks a system for profiling and targeting South Sudanese return migrants. A clear registration flow providing modularised humanitarian, labour market and non-labour market assistance components to return migrants is currently not in place. The lack of consistent registration and profiling systems in South Sudan is an obstacle to the needs-based provision of individual assistance to return migrants and impedes the development potential of the skills and assets that migrants have upon their return to the country.

5.0 A COMPREHSIVE MIGRATION POLICY

5 A comprehensive migration policy for South Sudan

The purpose of the Comprehensive Migration Policy of the Republic of South Sudan is to provide a framework for Government Agencies to coordinate on migration governance, harmonized with regional and international policies.

The framework for the CMP is founded on a rights-based approach as rooted in the Transitional Constitution of the Republic of South Sudan, which gives every South Sudanese citizen the right to freedom of movement and the liberty to choose his or her residence. It also calls for the regulation of issues related to Nationality and Naturalization, Passports and Visas, and Immigration and Aliens.

The objectives of this policy are aligned with those of the South Sudan's Development Plan, the Vision 2040, the Global Compact for Safe, Orderly and Regular Migration (GCM), as well as the Sustainable Development Goals (SDGs) and the Agenda 2030[67]. The CMP also reflects the aspirations of the African Union's Agenda 2063 regarding the objectives of good governance, democracy, respect for human rights, justice and the rule of law. The policy development process furthermore took into due consideration the IOM Migration Governance Framework (MGOF) and the Migration Crisis Operational Framework for South Sudan (MCOF).

As indicated in its vision, the GCM expresses member states' collective commitment to improving cooperation on international migration[68]. Migration has been part of the human experience throughout history, and is recognized as a source of prosperity, innovation and sustainable development in our globalised world, whose positive impacts can be optimised by improving migration governance.

Further, member states acknowledged that the challenges and opportunities of international migration should unite rather than divide them. In this regard, they agreed to unite in purpose recognizing that safe, orderly and regular migration works for all when it takes place in a well-informed, planned and consensual manner. The GCM text calls for cooperation in order to respond to the needs and challenges of migrants in situations of vulnerability.

The GRSS was ably represented and participated at the Conference that took place in Marrakesh, Morocco, where the GCM was adopted on 10 December 2018. The government made a commitment to the 23 Objectives and commitments in the GCM, many of which are reflected in this policy document. This Policy furthermore aligns with the objectives the Global Compact on Refugees (GCR)[69] and promotes a complementary approach to pursuing the GCR and the GCM, in promoting each with the common goal of affording minimum human rights standards to both populations on the move and increasing legal migration channels for South Sudanese. Building on a comprehensive series of consultations with relevant stakeholders from the GRSS, the Comprehensive Migration Policy is elaborated based on the following key policy directions:

- Regional coordination. Establish a coherent framework for migration governance and the free movement of people, goods and services that is harmonized with applicable regional protocols and frameworks of the IGAD, the EAC, COMESA and the African Union (AU)[70];
- Legal reform. Promote safe, orderly and regular migration through primary and secondary legislation rooted on a rights based approach.
- Institution building and crisis management. Provide mechanisms and procedures for institution building and crisis management, enabling the Directorate of Nationality, Passports and Immigration (DNPI) and National Aliens Committee/National Coordination Mechanism on Migration (NCM) to deliver on core functions[71];

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[67] The CMP reflects all migration-related SDGs that are part of the sectoral remit, in particular SDGs 10.7, 13b, 16.2, 16.9.
[68] UN (2018). Global Compact for Safe, Orderly and Regular Migration. p. 2.
[69] UN (2018). Global Compact on Refugees. Final Draft (as at 26 June 2018)
[70] This most notably includes the EAC Free Movement Protocol, the IGAD Regional Migration Policy Framework, the AU Common Position on Migration and Development, the Revised Migration Policy Framework for Africa adopted in January 2018, the Agenda 2063, the Joint Labour Migration Governance Programme, and the AU process for the continental Free Movement of Persons, Right of Residence and Establishment.
[71] Core functions include border management, inter-institutional cooperation and the administration of an integrated Migration Information System (MIS).

- Migration governance for development. Link development and migration processes through a system to reap benefits of remittances, capabilities of South Sudanese in mobility and links with diaspora communities, as well as improve welfare of migrants abroad.

5.1 Policy design and process

The Comprehensive Migration Policy is the outcome of a joint collaboration between the National Aliens Committee/National Coordination Mechanism on Migration chaired by the Inspector General of Police, and the International Organisation for Migration (IOM). NAC/NCM provided the overall guidelines, objectives, scope and outline of the Policy direction, including ownership of the consultation process. IOM provided technical and expert support in the form of a group of three international experts deployed to support the process under the Japanese Support Fund (JSB) and Better Migration Management Programme (BMM)[72]. The NAC/NCM was instrumental in managing the consultation and validation process enacted for the Policy, as well as providing inputs in key areas of the development process.

The Policy design builds on the Rapid Migration Trends Analysis 2017-2018, which provided valuable evidence guiding the definition of policy objectives. The elaboration of the CMP started with a comprehensive consultation in September 2018, which involved a large number of key government and non-government stakeholders involved in migration management in the RSS. The formal Policy development process ran between September 2018 and tbd.

The methodology used for developing the Policy revolved around a policy gap analysis, consultations with key stakeholders, focus group discussions and qualitative research from existing secondary sources. Specifically, it consisted of the following components:

a. Policy Gap Analysis. A comprehensive review of pertinent policies and legislations was conducted on all aspects related to migration and security (border management), labour migration, migration and environment, migration data, human trafficking and smuggling, migration and health, and migration and gender. Based on the review, the experts identified existing policy gaps which are to be addressed in the CMP.

b. Key Informant Interviews. This component added additional ownership and stakeholder involvement in the policy development process, and gathered a large variety of viewpoints to take into consideration. With the help of the NAC/NCM and IOM, key stakeholders were identified for in-depth interviews undertaken by the Consultants.

c. Focus Group Discussions. Four focus groups discussions were organized in Juba, one for each policy component of the CMP. Each focus groups comprised representatives from different government ministries and agencies with a view to i) exchange perspectives on migration governance, to ii) collectively identify and prioritise key challenges and to iii) devise appropriate policy responses for an improved migration governance.

d. Review of Issues and Lessons Learned. A comprehensive review of existing literature was conducted on the following issues by the team of consultants: i. Current trends and patterns of migration and return migration – in South Sudan, the EAC region and globally; ii. Situation analysis of border management and migration governance in South Sudan, labour migration, forced migration, as well as migration and development. This review was important to set the Policy context and to be able to devise a coherent set of policy guidelines based on existing evidence and past practices. It also helped to define a problem statement within which to frame the Policy document, as well as identify and document the lessons learned.

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[72] *BMM is a regional, multi-year, multi-partner programme co-funded by the EU Trust Fund for Africa and the German Federal Ministry for Economic Cooperation and Development (BMZ).*

5.2 Objectives

The objectives of the CMP reconcile short-term humanitarian responses with a long-term migration agenda. Given the purview of the NAC/NCM and building on the priorities identified during the consultations with all relevant stakeholders, the following four main objectives have been identified for the Comprehensive Migration Policy:

1. To develop a comprehensive framework for border management and the governance of free movement:
   - Improving mobility governance and border management;
   - Enhancing cross-border cooperation;
   - Implementing a visa regime that reflects human mobility patterns;
   - Addressing issues of statelessness in South Sudan.
2. To promote regular labour migration for the socio-economic development of the RSS and its people:
   - Addressing irregular labour migration;
   - Addressing labour market gaps through regular immigration;
   - Promoting regular labour emigration of South Sudanese citizens;
3. To manage forced migration and to provide adequate support to victims of forced migration:
   - Addressing forced migration and supporting migrants in distress;
   - Addressing protracted displacements and promoting transitional and durable solutions for refugees, IDPs, etc.);
   - Supporting the social and economic reintegration of forced migrants;
   - Combatting human trafficking and smuggling of migrants.
4. To promote migration and development in South Sudan:
   - Mobilizing the South Sudanese diaspora for country socio-economic development and welfare of South Sudanese abroad;
   - Reaping development benefits of remittances.
   - Facilitating reintegration of returning labour migrants.

The GRSS commits itself actively to this migration policy framework in order to maximize the benefits of migration for the socio-economic development of South Sudan and the well-being of its people. The Government undertakes to work together with all stakeholders, including civil society, to provide pertinent legislative and institutional frameworks and structures for their enforcement, to support this policy, in order to protect the human and social rights of South Sudanese citizens at home and abroad.

Since the scope of this Policy relates to all facets of migration governance and border management in South Sudan - including free movement, humanitarian migration and irregular migration - the target groups include i) irregular migrants, including victims of trafficking and smuggled migrants; ii) foreign workers, including those currently working irregularly in South Sudan; iii) potential or prospective South Sudanese migrants seeking work abroad; iv) South Sudanese migrants working, studying or living abroad, including diasporas; and (iv) return migrants.

In addition to the objectives specified above, this policy addresses a number of challenges cross-cutting the four different priorities, including i. a system of basic services for South Sudanese in mobility, as well as required data needed for effective delivery; ii. migration dynamics caused by environmental degradation[73]; iii. issues related to migration health and education; iv. migration and gender.

The Policy is conceived as a living document which is expected to adapt to emerging migration challenges, trends, opportunities and dynamics at the national, regional and global levels, also identified through the information systems that this policy aims to establish.

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[73] *The discourse on environment and migration also includes the mitigation of mobility-induced degradation of the environment, for instance issues caused by the crowding of suburban population on access to water.*

5.3 Policy strategy

5.3.1 Free Movement and border management

As a member of IGAD and the EAC, the GRSS is committed to improving migration governance systems at the national level and also to collaborate regionally to address common migration challenges.
Border management is one of the major strategic components of Free Movement within EAC and IGAD. To ensure the stability and development of the Republic of South Sudan, it is instrumental to facilitate the continuous and effective mobility of people, goods and capital while at the same time ensuring the safety and security of South Sudanese people by preventing and combatting illicit cross-border activities. Acknowledging the duality which is inherent to the tasks performed by border officials, the CMP formulates a set of pragmatic strategies to enable coherent and coordinated border management efforts within all borders of South Sudan according to a set of transparent and mutually shared procedures and standards. All border management activities shall be performed in accordance with the fundamental right of freedom of movement, including the right to leave and return to one's country[74].

The GRSS benefits from a latecomer advantage. Rather than having to retrofit laws and regulations at a later stage, the government aims to adopt regulations and laws that reflect best practices both in the EAC region, the AU, and beyond. This will facilitate regional integration, and increase transparency and conformity of national laws and regulations.

Building integrated information systems

An integrated border management system will be implemented in South Sudan. Building on the nascent DNPI data center, a fully automated border management information system on cross-border movements at all airborne and terrestrial borders will be developed and maintained by DNPI[75]. Information on all screened migrants shall be automatically entered into this information system in order to monitor trends in entries and exits. The border management system shall integrate existing visa information systems used in embassies and missions abroad.

- Existing profiling and screening Standard Operating Procedures (SOPs) shall be reviewed. SOPs will be aligned with the interventions specified in the CMP and the Action Plan and a consistent system of registration shall be implemented. The revised Immigration Polices and Procedures Manual shall define procedures for the systematic capture of migrants' characteristics, needs and intentions.
- The updated SOPs shall be streamlined into the practices of all DNPI units. Capacity building and training shall be conducted to enable staff to systematically register and profile individuals in accordance with the SOPs. The application of SOPs shall be continuously monitored in order to ensure that all cross-border movements are registered and that relevant data is systematically entered into the integrated border management information system.
- The border management information system shall transmit relevant data to other branches of the government to improve operations of the police and the judiciary system[76]. Furthermore, automatic data transmission shall be ensured between the border management system and the future Migration Information System.
- Options will be explored to develop and implement a cost-effective system for the fast-track biometric registration of non-documented migrants. The biometric registration system shall ensure that all undocumented migrants are registered and profiled at points of contact in accordance with the revised SOPs. This requires the provision of adequate border management technology to DNPI.
- An integrated and centralised Migration Information System will be designed and implemented. Effective and evidence-based migration policy development requires accurate, up-to-date and disaggregated data on migration-related dynamics. For this purpose, an integrated Migration Information System (MIS) will be developed to consolidate all relevant migration-related information

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[74] *Pursuant to the United Nations Universal Declaration of Human Rights, Art. 13.*
[75] *The development of the system will benefit from the newcomer advantage, as South Sudanese government authorities can learn from good practices developed and tested elsewhere, as well as avoid mistakes made by neighbouring countries.*
[76] *This shall include the automatic transmission of monthly information on rejected entry cases by nationality and reason, as well as on the number of hits on the watch list/blacklist as per port of entry because this data can be used in bilateral engagements with identified*

from existing data producers. The MIS will ensure the consistency of information collected from the fragmented databases of individual ministries and agencies and provide a one-stop-shop for the National Bureau of Statistics to conduct analyses for NAC/NCM, policy makers and other data users.

- Ownership the Migration Information System shall be assigned to the National Bureau of Statistics. The Government of South Sudan (GRSS) shall assign the National Bureau of Statistics (NBS) as the responsible entity for supervising the production and transmission of all migration-related data in South Sudan. The GRSS shall assess and build the capacity of the NBS to ensure that it has the resources and requisite capability to perform its functions according to its new mandate. The NBS shall map all existing databases on migration-related dynamics held by public institutions in South Sudan (data producers)[77], including the forthcoming DNPI's integrated border management information system. With support from NAC/NCM, the NBS shall elaborate a data sharing plan that clearly defines each data producer's responsibility in terms of the indicators to be produced; the required format of data; and the required rhythm for the regular data transmission to the designated entity. The system shall furthermore integrate compatible data from international organisations and agencies of third countries hosting South Sudanese citizens through the development of an automatic data transmission system.
- Systematic analysis of migration-related data and reporting will be ensured. As the basis for evidence-based migration policy making and needs-based allocation of resources for effective border management, the National Bureau of Statistics shall have full responsibility for the systematic analysis of migration-related data and the dissemination of regular and ad-hoc reports and analyses that are to be shared with NAC/NCM and other relevant data users.
- MoUs between NAC/NCM and research organisations and external partners will be concluded to create research partnerships on the good governance of free movement. NAC/NCM will identify research organisations and consultancies for long-term partnerships to improve research on mobility governance, border management practices and migration and development.

Improving the roles and mandates of institutions involved in migration governance and enhancing inter-ministerial coordination

Functional assessments[78] of all institutions involved in migration governance in South Sudan will be conducted. NAC/NCM shall conduct a functional assessment of all institutions involved in migration governance in South Sudan in order to assess and review the distribution of roles and competencies among the different entities. Building on the functional assessment, NAC/NCM will review existing remits and mandates of institutions with a view to clearly delineate each entity's role and responsibility.

- Mandates and responsibilities of institutions involved in migration governance in South Sudan will be reviewed. As the designated platform in charge of managing the migration governance in the Republic of South Sudan, the NAC/NCM requires a clearly defined mandate, including a specific and transparent set of responsibilities for each of its constituent members. For this purpose, the NAC/NCM shall conduct and supervise the reform processes of the migration governance system. This shall include a review of existing procedures of inter-institutional collaboration in line with the stipulations of the IGAD Migration Action Plan 2015-2020 (MAP). Building on the findings of the functional assessment, NAC/NCM shall elaborate Operations Manuals to clearly specify the roles, mandates and responsibilities of each ministry and agency involved in migration governance in South Sudan, including the provision of services to migrants. This will serve to improve accountability through a shared understanding of each entity's role and responsibility in migration governance. The review of remits and mandates will furthermore enhance synergies and prevent duplication of efforts and avoidable discrepancies between measures taken by different entities involved.
- A roadmap for inter-institutional coordination between all NAC/NCM members will be developed.

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[77] Including the DNPI, Ministry of Interior, Ministry of Labour, Ministry of Foreign Affairs and International Cooperation
[78] Functional Assessments describe a comprehensive assessment of the functions, processes and outputs of an organization or institution in direct relation to the entity's stated role and responsibilities as stipulated in formal regulations, laws and mandates. The purpose of conducting a functional assessment is i) to assess the adequacy of the entity's functions, processes and capacity in the light of achieving the stipulated/required outcomes, ii) to identify expedient targeted interventions aimed at enhancing the functions, processes and capacity of the entity and to iii) establish a baseline from which subsequent analyses can be performed.

Building on the findings of the revised mandates and remits of relevant institutions, NAC/NCM will develop and implement effective inter-institutional mechanisms to improve the coordination and cooperation between all institutions involved in migration governance in South Sudan. NAC/NCM shall explore the implementation of different coordination mechanisms, including capacity-building of staff, appointment of focal points/liaison officers in every line ministry and development of Operational Manuals, SOPs, MoUs and inter-agency agreements. A particular focus shall lie on streamlining and improving the inter-agency procedures deployed by the Ministry of Labour and DNPI related to the issuing work permits for new migrant workers.

- The membership composition of NAC/NCM will be expanded to enable a whole-of-government approach. Building on the findings of the functional assessment, GRSS shall identify additional governmental institutions that should be appointed to the NAC/NCM as permanent members with a view to enable an integrated government approach on migration governance. As a minimum, the reconstitution of membership should include the Legislative Assembly, the Central Bank, the Ministry of Education, the Ministries of Gender, child and social welfare, Ministry of Youth, Sport and Culture. In addition, external and non-state actors - including religious institutions, academic institutions and Civil Society Organizations - shall be invited in a consultative or observing function to relevant NAC/NCM meetings.
- DNPI's Strategic Plan 2017-2021 will be aligned with relevant policy responses of the CMP. Following a re-assessment of the DNPI's Strategic Plan 2017-2021 in terms of its alignment with CMP objectives, the Strategic Plan shall be implemented rapidly and comprehensively. The guiding principle shall be to rapidly implement effective border governance across the territory of South Sudan to facilitate legal and orderly migration while reducing illegal and irregular migration, trafficking and smuggling.

The mandate of NAC/NCM will be reviewed in line with the responsibilities outlined in the CMP. The National Aliens Committee Procedures and Regulations, amended in 2016, shall be reviewed and amended in line with the findings of the functional assessment and the interventions outlined in this Policy. Specifically, NAC/NCM shall be mandated to perform the following functions:

- Serve as a strategic platform for actors working on migration and related issues to exchange expertise and discuss evidence-based approaches for the good governance of migration and border management in South Sudan;
- Formulate short-, mid- and long-term Action Plans for the implementation of the CMP and ensure the effective coordination of all line ministries and government agencies throughout the implementation of the Action Plans;
- Review pertinent normative, legal and institutional frameworks and adapt policies and action plans over time building on the continuous and systematic review of migration-related dynamic and trends as per the forthcoming Migration Information System.
- Ensure that migration governance is aligned with
- South Sudan National Development Plan 2018-2021;
- Collaborate with government institutions and CSOs with migration-related objectives, programmes and activities and ensure continuous dialogue and cooperation among migration stakeholders;
- Initiate and recommend amendment or legislative reforms with respect to the Passports and Immigration Act 2011 and monitoring the implementation of related regulations;
- Harmonize strategies and policies with the IGAD framework, facilitate the implementation of the IGAD Regional Migration policy framework at the national level and promote collaboration with the AU and IGAD;
- Serve as the focal point for regional undertakings on migration and conduct representational duties in international forums;
- Oversee the work of the borders committee in their respective borders and formulate policy and procedures of the National Border committee.

A Migration Partners Forum will be established to enhance partnerships for effective migration governance. The Migration Partners Forum shall congregate relevant international organisations, external donors and partner governments engaged in South Sudan on a regular basis to discuss key issues and identify possible areas of support for the promotion of effective migration governance in South Sudan. Building on the continuous work of the NAC/NCM, the Migration Partners Forum will update partners on the key needs and

priorities of the NAC/NCM and will pursue the creation of technical and development partnerships.
A National Fund for Migration (NFM) will be established to encourage resource mobilization. A NFM shall be established to act as a resource mobilization mechanism both for the central government of South Sudan and for international organisations, external donors and partner governments. In close cooperation with the Migration Partners Forum, the NFM shall attract and allocate funding for migration governance under the NAC/NCM.

Building the capacity of institutions involved in migration governance

The capacity of NAC/NCM will be enhanced. Building on the findings of the functional and capacity assessment of NAC/NCM members, the capacity of the NAC/NCM shall be strengthened to enable it to fully exert its mandate and to facilitate inter-institutional coordination and regular exchanges with relevant line ministries, agencies and non-governmental partners. At a high level, this will necessitate the allocation of additional human and financial resources for the NAC/NCM, notably including the appointment of a full-time NAC/NCM coordinator.

- Capacity assessments of NAC/NCM members will be conducted and their capacity will be enhanced accordingly. Following the review of NAC/NCM member's mandates and remits, the capacity of all core members of the NAC/NCM shall be assessed to identify capacity gaps and to enable targeted capacity building in line with their clearly defined respective responsibilities and functions[79]. The capacity assessment of all relevant institutions shall be conducted at unit level to assess the adequacy of their present capacity for the implementation of their respective regulatory, administrative, managerial, promotional and other functions and responsibilities. Specific functions and responsibilities shall be assessed and assigned for all areas of the migration governance portfolio. Finally, a baseline assessment shall be performed of GRSS capacity across ministries to inform which capacity building measures shall be prioritized in the context of strained fiscal resources and volatile international financial support.
- Periodic capacity assessments of NAC/NCM members will be performed once the comprehensive Migration Information System is operational. Building on the continuous analysis of flows and characteristics of migratory dynamics, as well as the registered service needs of migrant cohorts, periodic capacity assessments of NAC/NCM members shall be conducted. Capacity shall be built and resources r-allocated in accordance with the assessed migration dynamics and registered services demand. This will help to address localised demand peaks for border management services and contribute to mitigate capacity shortages caused by unforeseen large inflows of migration and displacement.

Capacity, manpower and infrastructure of the DNPI will be enhanced. GRSS shall implement targeted capacity building and infrastructure development of DNPI to enable the directorate to manage migration in the national interest and to protect South Sudan against irregular migration. Capacity building measures shall be designed and implemented to ensure the sustained provision of border management services across the entire sovereign territory of the RSS and to effectively counter transnational threats and international crimes related to migration. In close alignment with concurrent stabilisation and peacebuilding measures, DNPI presence at borders shall be strengthened, particularly with Sudan, Ethiopia and Uganda. Capacity building and training activities of border management staff shall furthermore aim to curtail instances of malpractice, misconduct, corruption and excessive use of force. Options shall be explored to constitute an independent supervisory body to facilitate the harmonisation of practices within the DNPI. The supervisory body shall ensure the effective implementation of legislation including through the provision of adequate yearly governmental budgets to safeguard the DNPI's sustained operations. Capacity building activities shall take into account previous findings, in particular the 2017 DNPI Human Resource Capacity Assessment Report.

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[79] This exercise shall also take into account existing up-to-date capacity assessments on migration management, such as that recently conducted by the AU. See AU (2018). Assessment of the Capacity Building Needs of Member States and Regional Economic Communities to Manage Migration. Validation Workshop. 13 – 14 December 2018 Victoria Falls, Zimbabwe.

- One-stop border posts will be established in all border crossings of South Sudan. The expansion and establishment of DNPI border posts shall ensure full compliance with the EAC One Stop Border Post (OSBP) concept and forthcoming initiatives elaborated in the African Union Border Programme (AUBP). All border posts shall be provided with internet connectivity and ICT in order to ensure that staff can systematically enter data of screened migrants into the integrated border management information system according to the revised SOPs.
- Suitable Visa Categorization for entry into South Sudan will be defined and the e-visa system will be implemented accordingly. The e-visa categories shall be harmonized with the reviewed classification of visas as stipulated in the DNPI Action Plan 2017-2021, building on the Immigration Act and its regulations. DNPI officers will be adequately trained on the usage of the e-visa system to ensure a consistent and country-wide accessibility of the system. The e-visa system shall be integrated with the DNPI's centralised database and shall be available to all relevant line ministries in accordance with applicable data privacy regulations.
- Adequate provision of funding and resources to DNPI's Department of Nationality will be ensured. GRSS shall ensure adequate funding and resources to DNPI in the state budget in order to enable DNPI structures to effectively implement nationality legislation and related procedures in all states of the RSS.
- Health-sensitive procedures will be mainstreamed into the practices of all DNPI border posts. DNPI will review existing SOPs for the screening of cross-border pathogens and other public health threats in line with national health priorities and applicable regional initiatives such as the Health and Social Development Section at the IGAD Secretariat.
- Increase the number of female border operatives to work with female migrants and vulnerable persons. This shall be linked to the development of support measures that promote protection and welfare of woman migrants, including female domestic workers.
- Comprehensive anti-corruption measures will be implemented at all levels of migration and border management. Options shall be explored on how to root out corruption of border personnel and other staff exposed to incentives to corruption. Measures shall include the creation of monitoring mechanisms in the form of ad-hoc and routine checks, the establishment of a dedicated anti-corruption hotline and training of relevant staff on what constitutes corruption.

Fostering cross-border cooperation

A cross-border cooperation framework with neighbouring countries will be developed. Cross-border cooperation is an essential approach to achieve progress in various areas such as peace and security, food security or health and to improve the governance of regional migration. Building on this insight, a cross-border cooperation framework will be developed in accordance with the applicable EAC frameworks[80] and the African Union Border Programme (AUBP). The cross-border cooperation framework shall build regional and bilateral cooperation with neighbouring countries, enhance the free movement of people, goods and services and improve the living conditions of cross-border populations.
- Interconnections between border-adjacent populations will be assessed. Border-adjacent populations have been inter-connected throughout the past centuries. The high dependence on trans-border social and economic ties require that any efforts to combat illicit trade need to diligently assess the impact of such measures in terms of the broader economic and social effects on cross-border trade. For this purpose, a comprehensive assessment of cross-border interactions, particularly those between border populations, shall be conducted.
- Border management objectives shall be developed that take into account existing cross-border interactions. Rather than creating layers of bureaucratic compliance that impede legitimate cross-border exchanges, specific border management objectives shall be defined, building on the assessment of existing dynamics of cross-border interactions. The objectives shall be defined with a view to reconcile the facilitation of legal cross-border exchanges of labour, goods and capital with

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[80] *Key treaties and protocols include the Treaty Establishing the East African Community, the EAC Single Customs Territory, and the revised EAC Rules of Origin, 2015.*

measures to combat illicit trade, smuggling and other criminal activities. A further key objective shall be to reduce inter-community conflicts in the pastoralist and border communities about traditional resources; and inter-state war over modern resources such as oil, minerals and gum Arabica.

- A dedicated committee will be established to discuss the feasibility of new border management objectives with neighbouring countries and to provide advice to the NAC/NCM. The committee shall engage in a dialogue with neighbouring countries to pursue the development of shared and mutually accepted border management objectives and procedures. Cross-border dialogue with neighbouring countries, in particular Sudan and Ethiopia, shall be pursued on crucial issues including demarcation of border, common security and conflict resolution mechanisms, land management, the facilitation of free movement and transhumance, as well as cooperation on the prevention of the spread of cross-border pathogens and other health threats. The border committee shall provide expertise and advice to the NAC/NCM on all matter related to border management and cross-border cooperation.
- Options shall be explored to create a regional border communities' platform. The platform shall serve to exchange experiences, opportunities and challenges, chaired on a rotation basis and to establish a cross-border cooperation fund to finance common projects and initiatives. The platform shall build on existing initiatives, in particular the valuable work of the Joint Border Commission (JBC) between Sudan and South Sudan. Communities in border regions shall be identified and registered and the development of mutually accepted border community identification documents shall be pursued with neighbouring countries, building on existing EAC initiatives. Options shall be explored to facilitate free movement through cross border facilities, including the creation of joint border posts, border markets, joint health centres and shared schools. Rules and procedures on land security and transhumance shall be developed and implemented in alignment with EAC principles. Existing cross-border initiatives in the region shall be assessed to ensure coordination with existing programs and to avoid duplication.
- NAC/NCM will develop a strategy for the sustainable governance of transhumance and pastoralist movements. In close alignment with on-going peace-building activities, NAC/NCM shall develop a strategy that accommodates and regulates pastoralist movements that is targeted to the Misseriya and Ngok Dinka tribes, as well as other relevant tribes that are determined to be relevant stakeholders in inter-community conflicts[81]. A high-level task force shall be established to foster dialogue between tribal factions and promote the rights-based access to resources, land and grazing territory.
- Information campaigns to sensitize border-adjacent population groups will be developed and disseminated. Information campaigns targeted to specific border populations will be developed and disseminated to sensitise communities for prevailing laws, the applicable mobility framework and the role that they can play in conflict mitigation and border governance regimes. Awareness-raising activities shall be implemented among border communities to facilitate their inclusion into border management activities and to support the fight against cross-border crimes. Mechanisms shall be developed to enhance cooperation between border communities and border law enforcement agencies as well as other state agencies working in border regions.
- Access to asylum and adherence to the principle of non-refoulement will be ensured. In line with South Sudan's accession to the 1951 Convention on the Status of Refugees and its 1967 Protocol, the Ministry of Interior and other line ministries shall ensure access to asylum and adherence to the principle of non-refoulement.
- Relevant IGAD, AU and UN instruments will be ratified and implemented through enactment of relevant laws and policies. GRSS shall ratify and implement relevant IGAD, AU and UN instruments including the 1954 Convention relating to the Status of Stateless Persons, the 1961 Convention on the Reduction of Statelessness, protocols for free movement of persons, the Kampala Convention, the AU Niamey Convention on Cross-Border Cooperation, the UN Convention on Migrants and other pertinent IGAD[82], AU[83] and UN instruments[84] related to migration.

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[81] Due to the highly sensitive issue of intra-community conflicts along tribal delineations, it is essential that due attention be paid to conflict-sensitive programme management throughout this activity - from the assessment phase, to the strategy development phase up to the implementation phase.

[82] This shall include the forthcoming IGAD Protocol on Free Movement of Persons.

[83] This shall include the Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Establishment

[84] This shall include the UN Migrant Workers Convention; Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143); Domestic Workers Convention (C189); and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol).

Addressing issues of statelessness

Specific provisions on prevention of statelessness will be included in national legislation. South Sudan has yet to sign the 1954 Convention relating to the Status of Stateless Persons the 1961 Convention on the Reduction of Statelessness. Following ratification of the Conventions, a set of concrete actions shall be taken to address issues of statelessness in South Sudan. The current Nationality Act and its Regulations do not contain provisions on statelessness and there is a need for legislative changes to address discriminatory provisions and procedures that impede access to nationality to certain ethnic minority communities; harmonize procedures and required fees in the country; ensure adequate state funding to DNPI structures; enhance public awareness on nationality application procedures; and provide legal support to persons at risk of statelessness. Section 3.1.1.4 Chapter III of the R-ARCSS stipulates the right of Refugees and IDPs to citizenship and the establishment of mechanisms for registration and appropriate identification and/ or documentation of affected populations. GRSS shall furthermore reformulate the foundling provision of Section (8)(4) to guarantee the right to nationality of any child born in the territory of South Sudan prior to and after its independence, who would otherwise be stateless, as well as to foundlings whose parentage is unknown.

Efforts to implement the Civil Registration Law will be revitalised. GRSS shall implement the Civil Registration Law that came into effect in September 2018 to accelerate the introduction of formal procedures of birth registration in cooperation with UNICEF, UNHCR and other relevant stakeholders, and ensure the free issuance of birth notification and subsequent birth certificates to children born in the territory of South Sudan by the legally competent authorities.

Fees for the issuance of nationality certificates will be reduced and harmonized. In order to reflect the economic reality of South Sudan and to make the issuance of nationality certificates accessible to all eligible applicants, the fees for the issuance of nationality certificates will be reduced and harmonized throughout the country.

Streamlined standard operating procedures for Directorate of Nationality, Passports and Immigration on dealing with issues of statelessness will be developed. Following the revision of pertinent legislation and regulations, NAC/NCM shall develop SOPs and check-lists on eligibility requirements for DNPI field officers for the adequate, lawful, and consistent implementation of the 2011 Nationality Act and Regulations and other applicable legislation and regulations throughout the country. Adequate state funding to DNPI structures should be ensured and DNPI staff should receive regular training on implementation of nationality legislation.

Procedures of administrative appeals and judicial redress in nationality and civil status documentation application procedures will be streamlined. GRSS shall furthermore ensure that rejected applicants are aware of, and have access to these processes of appeal through the systematic provision of information by Department of Nationality staff. Direct assistance and legal support to persons at risk of statelessness should be provided and mapping of communities at risk of statelessness should be conducted by DNPI in partnership with UNHCR and civil society organisations. Also, the GRSS should ensure that documentation issued by asylum countries and identities established (including those anchored with biometrics) are recognized, and that IDPs and South Sudanese refugees returning from asylum countries have equal access as nationals to national documentation.

5.3.2   Labour migration

Effective management of labour migration, including promotion of regular international mobility of South Sudanese nationals can foster the capacity of the country to utilize migration as a driver of economic growth and social stability of the Republic of South Sudan. Reflecting this vision, the interventions specified in this policy area aim to create a comprehensive, coherent and transparent governance framework for labour migration that principally comprises two pillars:
1. The regularisation of labour immigration, aiming at promoting regular, orderly and skills-sensitive labour immigration to the RSS in accordance with assessed labour market needs;

2. The promotion of regular labour emigration of South Sudanese citizens for the socio-economic development of the RSS and the safeguarding of the welfare of migrant workers abroad and their families at home.

3. Four core measures that are cross-cutting both pillars of the labour migration policy areas are the review of existing laws and regulations, the development of data production and sharing systems, the building of relevant institutions and the implementation of a targeted capacity building campaign.

Despite the existence of formal procedures of labour immigration, the majority of migrant workers in the GRSS have entered the country irregularly. The vast majority of migrant workers do not possess a valid work permit and are therefore working in South Sudan on an irregular basis. Most migrant workers are engaged in the informal market, thus eroding the tax base, limiting contributions to the development of host communities, and operating beyond the reach of government-led skill transfer initiatives.

The GRSS acknowledges the importance of the presence of high-skilled foreign workers for meeting skills shortages domestically. However, to gradually replace foreign workers with South Sudanese nationals, the GRSS will regularise employment of foreign workers, enforce a work permits system, and establish effective skills transfer and skills development measures to meet labour market needs.

Promoting regular labour emigration for South Sudanese workers have to be seen in the broader context of the demand for migrant workers within EAC, the AU and beyond. As South Sudan is a relative newcomer to instituting a formal labour migration governance system, it needs to adopt a fast track approach to catch up with other EAC and AU countries, such as Kenya, Uganda and Ethiopia, which are also actively promoting labour migration. South Sudan is far behind these countries in regard to essential migration institutions, infrastructure and capacity and, thus, enters the market with a disadvantage. While the RSS is entering a highly competitive market at a difficult time, the CMP aims to harness the newcomer advantage by identifying good practices developed and tested elsewhere, as well as avoiding mistakes made by countries in the region and beyond.

Building a labour market information system

An integrated Labour Market Information System (LMIS) will be developed in South Sudan.

MoL shall develop a system for the production, storage and dissemination of key labour market information in line with international standards. The range of indicators shall include the ILO Key Indicators of the Labour Market (KILM) as well as other indicators as determined necessary for the specific labour market and migration context of South Sudan. Furthermore, the LMIS shall capture key data from the regular Labour and Skills needs assessments. Finally, information on the characteristics and status of all foreign workers[85] shall be automatically entered into this information system in order to support the enforcement of a regular labour migration system in the RSS.

- A LMIS Task Force will be established. The LMIS Task Force will be led by MoL and will comprise high-level stakeholders from NBS, DNPI, the Ministry of Foreign Affairs and International Cooperation (MoFA), MoI and other NAC/NCM members. The Task Force shall be mandated to develop and implement the LMIS, including the creation of an automatic data transmissions system between the LMIS, the Border Management System and the Migration Information System;
- Standard Operating Procedures (SOPs) will be developed for entities maintaining the LMIS. A set of SOPs shall be developed for the respective entities that will perform the registration/profiling and data input into the LMIS. This shall include SOPs for MoL staff, as well as workers of ESCs, TVET institutes and other entities who are engaged in the registration, profiling and data entry of

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[85] This shall include migrant workers' basic profiles as captured in the Integrated Border Management System (age, sex, country of origin, etc.) as well as information on the type and validity of work permit, skills profile, employment contract and current employer.

characteristics, skills and competencies of South Sudanese jobseekers;

- MoL will explore options to make the registration of domestic vacancies mandatory for all employers seeking to hire workers in South Sudan. MoL shall consider to codify the mandatory registration of domestic vacancies in the forthcoming Labour Regulations, based on the 2017 Labour Act. SOPs shall be developed and mainstreamed for the required information on vacancies and employers in line with the LMIS technical specifications and indicator portfolio. A management mechanism shall be developed through which ESC staff can supervise and enforce the mandatory vacancy registration in coordination with MoL's labour inspectorate.
- MoL will regularly analyse the data of the LMIS and publish relevant information in annual and ad-hoc reports. This will directly support policy makers, programme managers and other stakeholders involved in the governance of labour migration.
- Regular Labour and Skills Needs Assessments shall be conducted. Pursuing effective reforms of the labour migration system requires up-to-date and comprehensive information on supply and demand dynamics of the South Sudanese labour market. For this purpose, MoL shall regularly conduct labour and skills needs assessments (LSNAs) to identify and map labour and skills needs by state, sector, occupational and skills profiles. With support from DNPI, MoL will furthermore map corridors of seasonal labour mobility and produce data on routes and time cycles. Finally, MoL will conduct vulnerability assessments to identify vulnerable and marginalized groups that have specific barriers to economic and labour market integration.
- LSNAs will be used as a cross-cutting policy making tool. NAC/NCM, MoL and other line ministries will systematically use the findings of LSNAs i) to inform the development of curricula of skills development programmes, ii) to enable the creation of skills-sensitive labour immigration strategies[86], iii) to target employment generation programmes to actual labour market needs and iv) to prioritise skills transfer programmes in sectors and occupations deemed most beneficial for fast-tracking the replacement of foreign workers with South Sudanese nationals. Market Assessments (MAs) and LSNAs shall provide inputs for crosscutting programme design across the domains of migration and labour

Improving the roles and mandates of institutions involved in labour migration governance and enhancing inter-ministerial coordination

- Functional assessments of all ministries and agencies governing labour migration will be conducted. The functional assessment shall serve to assess and revise the distribution of roles and competencies of all ministries and agencies involved in the management of labour migration in South Sudan. This shall include the governance of foreign labour (labour immigrants) and South Sudanese migrant workers (labour emigrants and return migrants). The functional assessment shall categorically include the MoL, DNPI, MoFA, TVET institutes and the ESC in Jubek state.
- Functional assessment of MoL and DNPI's Department of Immigration will be conducted. This assessment will clarify current inter-institutional procedures for the regulation of the quota for foreign nationals' employments and provide an evaluation and review of the current quota system, the issuance of work permits and the supervision of activities of foreign nationals working in RSS.
- A unified Operations Manual will be developed to streamline inter-institutional cooperation. Building on the findings of the functional assessments, GRSS shall elaborate a unified Operations Manual that specifies the concrete roles and responsibilities of all relevant line ministries, agencies and sub-entities involved in labour migration governance. The Operations Manuals will be streamlined into the operating procedure of all relevant ministries, agencies and their units to ensure comprehensive and mutually shared understanding of relevant staff about their distinct new responsibilities, roles and functions.
- Inter-institutional procedures between MoL and DNPI's Department of Immigration will be revised and streamlined. The revision of SoPs between MoL and DNPI shall ensure that both institutions work in an effective and efficient partnership with the aim to regulate the quota for foreign nationals' employments, the issuance of work permits and the supervision of activities of foreign nationals working in RSS.

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[86] Including the determination of quota for the issuance of work permits to foreign nationals.

- MoL shall sign individual MoUs with DNPI, MoFA and relevant line ministries. The MoUs aim to enhance inter-institutional cooperation and coordination and to specify the respective responsibilities and tasks as specified inthe unified Operations Manual.
- Cooperation and data sharing between MoL, ESCs and TVET institutes will be improved. MoL shall improve cooperation and data sharing with ESCs and TVET institutes to support the development and continuous updating of ALMPs and skills development curricula in line with assessed labour and skills needs.

Building the capacity of institutions involved in labour migration governance

- Capacity assessments of all ministries and agencies involved in the South Sudanese labour migration system will be conducted. Building on the unified Operations Manual, a capacity assessment shall be conducted to assess the adequacy of ministries' and agencies' capacity for the implementation of their new regulatory, administrative, managerial and promotional functions and responsibilities.
- Capacity assessments will be conducted periodically. Capacity assessments shall be repeated every two years to reallocate capacity and resources in line with the demand composition registered by the LMIS. This shall enable the evidence-based and demand-sensitive allocation of resources of relevant institutions both between different institutions such ESC and TVET institutes, as well as between different states and cities, based on the registered demand for labour market and migration services as recorded in the LMIS (see subsequent policy measures).
- The capacity of MoL and relevant line ministries will be enhanced. Building on the findings of the functional and capacity assessment, the capacity of the MoL and relevant line ministries shall be strengthened to enable them to fully exert their mandate and to facilitate inter-institutional coordination. Capacity building shall include the allocation of additional human and financial resources to MoL in order to enable it to i) administer the systematic issuance of work permits to foreign workers in South Sudan, ii) produce accurate and comprehensive labour market information, iii) assess domestic labour and skills needs, iv) administer effective Active Labour Market Policies to the population of jobseekers, v) and conduct adequately comprehensive labour inspections on employers of foreign and national workers in South Sudan.
- Technical cooperation with partner governments, international organisations, donors and NGOs will be broadened. Fostering technical cooperation aimed at the transfer of technical and managerial skills from relevant international institutions is a crucial complementary measure to capacity building programmes. Current technical cooperation agreements in the area of labour migration shall be broadened in line with the labour migration policies and strategies outlined in the CMP. Furthermore, MOUs shall be established with international organizations and Civil Society Organisations in order to garner technical support on the management of labour migration.

Establishing an effective system of vocational training and jobseeker support

The capacity of TVET institutes will be enhanced. The capacity of TVET institutes shall be enhanced to develop standardised courses and curricula that meet labour market needs and align with international requirements for recognised certification. Standardisation should include definition of programme duration, creating market intelligence, establishing labour market linkages, define teacher-student ratios, and learner tracking and post-training support, offer teacher and management training, standardise entry eligibility, expand programming and provide needed equipment and facilities in coordination with existing programmes.

- The development of TVET curricula will be linked to the assessed skills needs of South Sudan's labour market. TVET curricula will be regularly assessed, adapted and developed in line with results of relevant LSNAs and Market Assessments at state-level, in order to ensure that participants undergo skills development that is directly relevant to the state- or local-level labour market. Employability and job competency of participants shall be enhanced through market-based skills development, including internship and apprenticeship trainings in public services and through private sector partnerships. Following the development of a migration intelligence unit, options shall furthermore be explored to make the TVET curricula development process sensitive to labour and skills needs of key countries of destination.

- Cooperation with international organisations will be enhanced to build the capacity of TVET institutes. Forms of cooperation shall be sought to support TVET institutes in their efforts to design and adapt curricula that meet private sector labour market demands. This will help to ensure that training curricula are effectively relevant to local and international labour markets.
- Business development programmes will be established. The programme shall target successful TVET graduates interested in starting a business, including business development support, training, technical support and mentoring, as well as linkages to financial service providers.

MoL will expand the coverage and capacity of Employment Service Centres (ESCs). Due to the limited financial resources of the GRSS, MoL shall develop and implement a plan for the gradual establishment of ESCs that prioritises states and cities in which jobseekers' and employers' demand for public employment services is highest.
- Local demand for ESC services will be assessed to optimise service portfolios. Building on the assessed needs of local employers and jobseekers (as per LSNAs), MoL shall determine the service portfolio of ESCs in priority states and cities. Essential services shall include the in-depth profiling of jobseekers and the provision of targeted labour market information and referral services to all jobseekers and potential migrant workers.
- SOPs will be developed for ESCs. MoL will specify procedures for the i) registration and profiling of skills, competencies and preferences of South Sudanese jobseekers and potential emigrants, as well as for the ii) data entry into the LMIS database.
- Capacity building of ESCs will be targeted to local needs. ESCs' technical, human and organisational capacity shall be enhanced accordingly. Training and workshops will be implemented in order to build capacity of ESC staff and to enable them to perform their tasks and match their growing area of responsibilities in accordance with a transparent set of SOPs.

Developing a skills-sensitive labour immigration strategy

National Aliens Committee/National Coordination Mechanism on Migration will develop a strategy for the ethical recruitment of skilled labour. Building on a comprehensive analysis and interpolation of Labour and Skills Needs Assessments, Market Assessments and the assessed skills profiles of South Sudanese jobseekers, NAC/NCM will develop an evidence-based strategy for the ethical recruitment of skilled migrant workers. The strategy shall ensure that incentives for the recruitment of foreign labour are focussing exclusively on those sectors where domestic skills demand cannot be met by the national labour force. Programmes for the recruitment and quota determination of skilled migrant workers will therefor always be targeted to specific sectors and occupations on a time-limited and objective-oriented basis. A regulation on recruitment should be developed to ensure and enforce that recruitment is conducted ethically, in line with international best practices. Employment of foreign workers will be categorically linked to clear obligations for employers recruiting foreign workers in terms of facilitating the transfer of skills from foreign workers to South Sudanese co-workers working in the same entity.
- A comprehensive review of the 2011 Immigration Regulations will be conducted and new regulations shall be created where necessary. A NAC/NCM immigration task force comprising high-level stakeholders of the MoL, Ministry of Interior (MoI) and DNPI will be created to review the 2011 Immigration Regulations. The review shall be conducted with the objective to develop efficient regulations and procedures for the governance of safe and orderly labour immigration that maximises the developmental benefits for South Sudan and aligns with the EAC Common Market Protocol on the free movement of labour. Based on the evaluation and review of the existing quota scheme, this shall include evidence-based procedures for the determination of sectoral quotas for foreign workers, as well as the issuance and enforcement of work permits, as per other policy measures specified in the CMP. The regulations shall clearly define the roles of all ministries and agencies involved in the governance of labour immigration, including circular and seasonal migration.

An effective skills transfer strategy will be developed. In order to enhance the skills base of South Sudanese nationals and to gradually replace foreign workers with high-skilled nationals, MoL, in close consultation with employers in different sectors, will develop a skills transfer strategy that specifies mechanisms and incentives

for the on-the-job transfer of skills from migrant workers to South Sudanese nationals.

- The domestic skills gap will be assessed at the level of sectors and occupations. MoL will interpolate i) data on sectors and occupational profiles currently dominated by skilled foreigners with ii) information on skills profiles of South Sudanese nationals to assess the characteristics and magnitude of skills gaps at sectoral and occupations levels. The assessment of skills gaps shall also be used for the development of market-oriented TVET curricula as a complement to on-the-job skills transfer schemes. Furthermore, past and currently piloted skills transfer mechanisms shall be assessed and evaluated.
- Priority sectors for skills transfer schemes will be identified. Based on the characteristics and magnitude of skills gaps, MoL will identify priority sectors and occupational profiles in which skills transfer schemes will be piloted.
- Skills transfer mechanism will be piloted and best practices will be identified. Mechanisms for skills transfers shall be tailored to specific sectors and occupational profiles in close cooperation with the private sector. Pilot projects shall be implemented with selected employers accordingly. The results of piloted on-the-job skills transfer schemes shall be systematically monitored and evaluated in order to identify best practices.
- Effective skills transfer mechanisms will be upscaled and an effective regulation will be developed. Promising best practice skills transfer mechanisms will be upscaled in priority sectors and occupational domains. To ensure compliance by employers hiring skilled foreign workers, MoL will draft a regulation for the transfer of skills that stipulates for obligatory on-the-job skills transfer schemes for employers hiring migrant workers. Different incentives schemes shall be explored that safeguard for the effective implementation and monitoring of skills transfer schemes, whilst not unduly burdening employers in order to avoid negative effects on investment[88].

Promoting regular labour migration of South Sudanese nationals

National Aliens Committee/National Coordination Mechanism on Migration (NAC/NCM) will develop a strategy for the promotion of regular labour migration of South Sudanese nationals. NAC/NCM will assess current regular and irregular mechanisms and channels of migration as a basis for building an effective system for the promotion of South Sudanese labour migration. On the basis of the assessment, NAC/NCM will develop a strategy to i) build institutional capacity to govern and coordinate labour migration and ensure migrants' welfare abroad, to ii) enhance inter-ministerial cooperation and information sharing and, to iii) ensure structured data collection and policy planning on the promotion of regular labour migration. For this purpose, NAC/NCM will evaluate and revise the existing regulatory framework related to labour mobility, in particular the 2017 Labour Act. The revised regulatory framework shall clearly define the roles of all South Sudanese ministries, agencies and other entities involved in the labour migration process.

- A regulation on the promotion of regular labour emigration will be developed. GRSS with support from MoFA and MoL, will develop a regulatory framework for the promotion of regular labour migration that will clearly define the roles of all ministries and agencies involved in managing the labour emigration process. In close alignment with the Diaspora Engagement Strategy, provisions shall be developed with the aim to promote the welfare of South Sudanese migrant workers abroad. Finally, the regulation shall include specific provisions on the licensing, responsibilities and obligations of private employment agencies (PrEAs) and the monitoring of PrEAs by the MoL.
- A monitoring and complaint mechanism shall be established to protect migrant workers from abusive and fraudulent practices during the recruitment and placement process. In order to enforce the regulation on the promotion of regular labour emigration, an effective mechanism for the monitoring of recruiters shall be developed that operates a free-of-charge complaint hotline for victims of deception and other forms of fraudulent practices during the recruitment process.

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[88] *Schemes could include positive and negative incentives for employers for the set-up of intra-company skills transfer trainings and mentoring activities. Positive incentives could be in the form of tax incentives for participating companies, while negative incentives could be in the*

A Migration Intelligence Unit will be established within MoL. GRSS will establish a dedicated Migration Intelligence Unit (MIU) within the MoL. The precise mandate and responsibilities of the MIU shall be determined by a high-level task force composed of relevant NAC/NCM members. With support from MoFA, the MIU will assess and promote more and better regular migration opportunities for South Sudanese migrant workers in new destination countries, selected in terms of high economic benefits (wages and remittances) and good protection and living conditions at the individual and household level. To gather intelligence on foreign labour market needs and characteristics, the MIU will be supported by South Sudan's embassies and consulates abroad in collecting relevant labour intelligence. Finally, the MIU shall advise MoFA on promising advocacy and communications strategy to facilitate the creation of Bilateral Labour Agreements (BLAs) and MOUs with prospective countries of destination.

Bilateral Labour Agreements and MoUs will be developed and implemented with current and potential labour destination countries. MoL and MoFA shall seek to conclude BLAs and MoUs with priority labour destination countries, as identified by MIU. Both ministries will deploy a joint team of dealmakers and negotiators on high level marketing missions to selected destination countries and explore the possibility of promoting bilateral labour agreements and MOUs. These agreements shall include specific components for the promotion of regular labour migration and for the monitoring and enforcement of migrants' rights at destination.

5.3.3   Forced migration

The CMP aims to provide a medium and long-term framework of interventions for the governance of forced migration to South Sudan and from South Sudan through a government-led response. Target groups of the policy are 1.9 million IDPs, about 300,000 refugees hosted in South Sudan and the 2.3 million South Sudanese who have sought refuge in neighboring countries. The policy strategy addresses three main areas of intervention: capacity and institution building; the integration and reintegration of forced migrants into host and return communities; combating trafficking.

Strengthening the institutional and technical capacities of the South Sudanese government in the displaced migration management

GRSS capacity to assess and address protection needs of refugees and IDPs will be strengthened. Capacity building on protection will allow to strengthen skills of CRA to better respond to existing and future refugee situations and to professionalize its staff at a central and local level and to strengthen the capacity of the MHADM (Ministry of Humanitarian Affairs and Disaster Management) and RRC (Return and Rehabilitation Commission) in the IDPs response.
- Capacity building activities will be delivered to CRA on: conducting state-level resource assessments and vulnerability assessments to take and implement informed decisions to tackle displacement in all its forms and on coordination of response delivery and protection and operational issues both in camp settings and settings outside camps.
- The capacity of the Assistant Commissioners and field government officials will be strengthened to ensure applying national and international instruments, deploying appropriate screening of asylum-seekers and, where necessary, providing referrals to relevant and competent authorities for appropriate action.
- Capacity building will be delivered of MHADM (Ministry of Humanitarian Affairs and Disaster Management) and RRC for the management of the IDPs response in the frame of the National Framework on Return, Relocation & Reintegration of IDPs.
- The national Refugee Status Determination registration and formal refugee status determination system will be enhanced. Since August 2018 the Refugee Status Determination (RSD) is conducted by the Inter-Ministerial Refugee Eligibility Committee as the granted authority by the Refugee Act. It is an on-going process that should be sustained. The Refugee Status and Eligibility Regulations will be implemented to allow CRA to effectively assume full responsibility of the registration and formal RSD procedures, in collaboration with UNHCR.
- The Refugee Appeal Board will be established to further ensure a due process.

- Capacity building to key actors as foreseen in Refugee Act, such as the Eligibility Committee, on RSD standard procedures and decision-making based on reception and registration fairness, quality and efficiency;
- Data sharing and technology transfer mechanisms will be put in place between UNHCR and the GRSS to transmit key technical instruments and knowledge to fully operationalize a national RSD system in line with each institutions data protection guidelines.
- Full implementation of the Standard Operating Procedures (SOPs) on screening and processing combatants will be adopted.

A coordination mechanism at the national and international level will be built for a harmonized forced migration response strategy at a national, regional and international level.

a. Coordination mechanisms will be established between CRA and NAC/NCM and with various line ministries (including those responsible for foreign affairs, justice, immigration, social welfare, civil registration, etc.) and government departments in charge of service delivery at all levels for refugee protection issues and local governments affected by forced displacement to direct a harmonized and organised response to forced migration in the RSS.

b. Partnerships and coordinated arrangements will be established at the national level with humanitarian and development agencies; national and international CSOs and all relevant stakeholders operating in South Sudan to promote an integrated approach and to establish coordination modalities in the governance of forced displacement.

c. International and regional legal frameworks will be enhanced, by accessing to and ratifying international and regional human rights legal frameworks such as The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), and to develop accordingly the related domestic legal framework such as IDP Act, so as to give full effect to the signed treaties, as part of an ongoing process.

Promoting refugees' local integration of displaced populations and facilitating sustainable return of refugees and IDP

Efforts aimed at promoting access to sustainable livelihoods for IDPs and refugees will be enhanced. In order to limit refugees' and IDPs' dependency on humanitarian aid, measures to increase their resilience and self-sufficiency in the long term will be promoted.

a. Assessments of land availability for cultivation, pasture lands, water resources, and potential for irrigation will be undertaken in order to plan and deliberate on land allocation to refugees and IDPs in host communities and areas of potential settlement or return.

b. A clear policy for land allocation for returnees and IDPs and forced migrant returnees will be formulated.

c. Refugees' opportunities to seek employment will be enhanced by providing vocational training of displaced populations and returnees and by raising awareness among the host and return population.

d. Assessments of areas of expected return and information on population movements will be undertaken to help inform planning for return programming. Mapping of return intentions of refugees in neighboring countries and IDPs will be held to anticipate local livelihood capacities and plan reintegration strategies.

Social cohesion mechanisms among host communities and forced migrants will be promoted. This is particularly urgent since the scale of displacement affects the already limited availability of basic services, and natural resources including land and water.

a. Community support projects (CSPs) will be developed to mitigate the impact of displacement on host and return communities, and promote social cohesion and peaceful co-existence. The projects will directly benefit all members of the community (persons of concern and hosts), and could contribute significantly to reconciliation and the inclusion of groups with specific needs.

b. Housing, land and property and dispute resolution/peacebuilding activities will be undertaken in host and return communities with municipalities and local authorities.

c.   The creation of interethnic community development groups/peace committees will be supported to identify, discuss and propose solutions to community issues.

d.   The creation of Community Centres in urban settings for host communities, returnees and IDPs will be promoted and integrated social services such as psycho-social and social counselling, family assistance, recreational activities and peacebuilding initiatives for adults, youth and children will be supported.

Combatting human trafficking and forced labour[89]

Measures to prevent and eliminate TIP will be undertaken, with particular attention to women and children.

a.   Information sharing among government agencies will be enhanced;

b.   A comprehensive policy to prevent and combat TIP will be created. Measures shall be undertaken to harmonise national laws and penal codes for the offence of TIP and related offences. This shall also lead to the creation of monitoring and evaluation mechanisms on the implementation of the policy.

c.   Awareness-raising activities will be implemented with local authorities, refugees and local citizens to sensitize stakeholders for the negative consequences of TIP. Cooperation with CSOs and other relevant organisations will be enhanced to prevent and mitigate instances of TIP.

d.   Develop SOPs for DNPI and government agencies on the identification of TIP. Border agents require clear operating procedures for the identification of TIP, and the appropriate handling of perpetrators and victims. This measure shall be implemented in tandem with the revision of DNPI SOPs as specified in Policy Area 1.

e.   Training to DNPI and other relevant officials will be delivered on the different forms of trafficking in persons. Training shall also cover the methods used in preventing trafficking in persons; protecting the rights of victims of TIP, in particular women migrants; and the appropriate persecution of traffickers. Capacity building measures shall be implemented in tandem with the DNPI capacity building measures specified in Policy Area 1.

f.   Cooperation with other countries in the region will be enhanced to ensure the prevention and elimination of all forms of forced or compulsory labour.

g.   Measures to provide protection and effective remedies to victims of TIP will be implemented.

h.   Interventions for the identification, release, protection, recovery and rehabilitation of all victims of trafficking or forced or compulsory labour will be implemented.

i.   Access to appropriate and effective remedies, such as compensation, will be granted to victims of forced or compulsory labour.

   •   Necessary procedures will be undertaken to ensure that competent authorities are entitled not to prosecute or impose penalties on victims of forced or compulsory labour for their involvement in unlawful activities which they have been compelled to commit as a direct consequence of being subjected to human trafficking or forced labour.

   •   Physical, psychological and social recovery support will be provided to victims of trafficking in persons.

5.3.4   Migration and development

Migration and development measures mobilize and engage diaspora for socio-economic development, through initiatives to reach out to South Sudanese abroad. Consular channels are used together with partnership instruments with countries of destination, also making use of Information and Communication Technologies (ICT) for virtual returns synergies. Cost-effectiveness strategies are implemented with other countries in the region. Finally, this Policy links and complements the Diaspora Engagement Strategy.

Enhancing information on GRSS diaspora at the individual and collective level, through data collection and research

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[89] *Developed in accordance the objectives of the EAC Counter-trafficking in Persons Bill, 2016 and of the P029 - Protocol of 2014 to the Forced Labour Convention, 1930.*

Diaspora mapping will be conducted at the individual level. The first step for the GRSS strategy to enhance diaspora involvement is to develop a clear picture of diasporas' distribution, profile and composition, and their potential and willingness to engage in development. While supporting GRSS in the process to conceive its first Diaspora Engagement Strategy, IOM undertook efforts in registering diasporas and mapping three national diaspora communities, in Canada, Kenya and Uganda. The available data needs to be updated and complemented to provide a more comprehensive picture of the South Sudanese diaspora and to provide crucial evidence for the GRSS' diaspora engagement strategy. Data collection on diaspora at an individual level will shall gather information on the socio-demographic profile of its members, on their skills, socio-economic integration at destination and on the relations maintained with the country and the community of origin. At this aim the following tools will be developed:

- Diaspora surveys, including inventory of diaspora skills.
- Development of a governmental portal with an on-line registration mechanism, allowing diaspora members to register.

Data collection and research on diaspora organizations will be conducted. Existing diaspora organizations will be mapped across destination countries and their key characteristics (affiliation criteria, membership and leadership composition, main objectives, etc.) and forms of engagement (networks and activities in destination and origin countries), as well as capacity needs, will be assessed.

- Diaspora organizations mapping and database compilation will be undertaken to collect data on main objectives, leadership composition, membership criteria and composition, domains of intervention and activities. This shall facilitate the creation of a register of recognized organizations for building dialogue and cooperation activities with GRSS.
- Qualitative research on diaspora and focus groups will allow to assess more into depth the functioning of those associations, the networks they have in place, the skills they gather, their capacity needs, and their expectations from a governmental program targeting diasporas.

A mapping of remittance corridors will be conducted. A mapping of remittance corridors shall be conducted by the Central Bank of South Sudan. This shall include an assessment of trends regarding remittances flows from diaspora destination countries and the analysis of remittances channels, behaviours and costs in different corridors.

Setting up the key institutional dialogue and cooperation mechanisms dealing with diaspora engagement

Key diaspora governance institutions will be set up or strengthened in view of supporting the diaspora engagement activities, both in South Sudan and in key destination countries. These institutions will be the main governmental authorities in charge of the diaspora engagement programs.

- A Diaspora Directorate will be established under the Ministry of Foreign Affairs.
- The consular network will be strengthened and extended by opening additional missions in countries with relatively large diaspora communities, such as Canada and Australia. The work of the consulates will be overseen by the Minister of Foreign Affairs and International Cooperation. The Directorate of Consular Affairs will support the Minister to develop diaspora programs. In a context of strained fiscal resources, capacity building of consulates should be limited to those destination territories where large and development-conducive diaspora communities have already been identified.

An umbrella diaspora organization will be established. The organisation will comprise diaspora communities that exist around the world. Such a body uniting the various South Sudanese diaspora organizations around the world, with a central secretariat in Juba, could be hugely beneficial in terms of information outreach, facilitating dialogue with the GRSS, and offering a non-political channel for the transfer of philanthropic

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⁹⁰ As suggested by the Rapid Migration Trends Analysis For South Sudan (IOM, GRSS, 2018).

diaspora organisations' contributions. Policy coordination on migration and development and mechanisms for dialogue and institutionalized communication between the GRSS and diaspora representatives will be enhanced under the MPF (Migration Partners Forum).

The Migration Partners Forum will coordinate diaspora activities between the various line ministries such as the Ministries of Health, Education, Labour, and Foreign Affairs and will facilitate regular consultations between the GRSS and representatives from the diaspora, through the umbrella diaspora organization and international organisations. A designated secretariat supporting the organization of meetings, their location and participation will be established. It is suggested that such a secretariat would be integrated within the foreseen non-governmental umbrella organization of diaspora associations based in Juba. The Migration Partners Forum will also be in charge of improving coordination and coherence between the National Policy on Migration and the development-oriented policies, as well as the sectoral public policies that interact (or might interact) with migration.

Strengthening technical know-how and capacity to build effective partnership of government authorities, international organizations, non-state actors and diaspora organizations

A capacity building programme for government authorities, international organizations and non-state actors will be delivered. Capacity of key stakeholders both at the level of government authorities at the level of diaspora organizations will be strengthened. The capacity building will be aimed at enhancing the technical skills, stimulating the creation of partnerships to coordinate the diaspora-focused initiatives and augmenting the financial capacity of government institutions.
   • Training to officials from key ministries and to representatives from civil society and NGOs from different backgrounds, institutions, policy areas will be delivered to strengthen their understanding of relevance of diaspora engagement, forms of diaspora engagement, evidenced-based policy for engagement, building confidence and trust, the role of the diaspora and Government in the engagement process, the possible contributions of the GRSS diaspora to the development of the country.
   • Training to consular officers will be developed in the areas of diaspora networking, migrant protection, repatriation, exchange and youth programs, and other community based issues. As many senior government officials are issued from diaspora, their affinity with diaspora life could be utilized for some aspects of the training program.

A training program will be launched for diaspora organisations' leaders, activists and volunteers who will be trained in the areas of financial management, fundraising, project writing, identification of potential donors, working of government structures, project management, diaspora networking mobilizing volunteers, and ways to collaborate with country of residence organizations on development projects in South Sudan. Ultimately, the goal of such training programs will be to build up a platform or umbrella organization that represents other organizations (see 2.2).

Establishing Outreach and Information Dissemination strategies:

The GRSS through its embassies and consulates will develop activities to reach out to diaspora in destination countries. Appropriate outreach strategies should be targeted according to the diaspora characteristics and destination countries and should be based on data on who the diaspora are, where they reside, in what numbers, their socio-economic profile, political affiliation or regional divide.
   a. Formal consultations with the diaspora channelled through consular representatives, will take place through representatives of the registered diaspora organisations and of the umbrella diaspora organisation and through regular meetings.
   b. GRSS consulates and embassies will actively organize outreach events targeting diaspora members including business and trade forums, diaspora events and cultural events.

The Diaspora Directorate will develop an outreach and communication strategy at a central level, and in particular will:

a. set up a formal diaspora portal for outreach and communication with the South Sudanese diaspora, besides already existing thematic blogs and websites within the community. Web-based portals providing useful information to the diaspora are viewed by many community members as vital infrastructure and such portals can host social networking facilities.

- distribute an electronic newsletter (and hard copies) through the network of the diplomatic missions, building on data and email addresses obtained through the on-line registration.
- provide a transparent channel of communication using social networks such as Facebook and Twitter.
- use more traditional media, such as TV and radio, in the GRSS diaspora outreach strategy. Some media outlets broadcast information for the diaspora through satellite television. Many diaspora members view designated television channels, such as South Sudan Television (SSTV). Specific programs and advertising campaigns can reach large diaspora populations for their benefit.

Facilitating diaspora virtual and temporary return

A pilot program of temporary and virtual returns targeting the health sector will be implemented. After the initial experiences of diaspora return, the GRSS endorses temporary and virtual returns within the framework of formal programs providing support for participants. These efforts draw on international best practices[91] and previous initiatives conducted in South Sudan[92]. The pilot program builds upon the prioritization of the health sector as determined by the GRSS in the Diaspora Engagement Strategy. The health sector was targeted based on concerns raised by limited competence and skills of the small cadre of health care workers in South Sudan[93] and addressed by the Health Sector Development Plan 2012-2016, on one side, and a relative number of diaspora health care professionals among diaspora communities, on the other one.

- Programs will be developed to engage diaspora members on a virtual basis through online mentoring and support. This approach takes into account the difficulties of some diaspora experts to spend long periods away from home, while facilitating the transfer of skills and knowledge. Such assignments shall take into account the weak communication infrastructure in South Sudan and may need to include provision of electronic communication facilities for the host institutions of mentoring programs when planning the project.
- Incentives will be developed to attract diaspora experts and incentivize their participation to temporary return schemes. Benefits to local staff involved in the mentoring programs will be offered as well to mitigate possible frictions among diaspora and residing experts.
- Temporary return schemes for health professionals from diaspora will be developed. As the brevity of assignments can be challenging for host institutions, special terms for longer assignments shall be considered and options for repeated return visits with virtual follow-ups shall be explored.
- Structured support for participants shall be provided. Despite cultural and linguistic affinities of diaspora experts, they may be unprepared for the different working and living conditions. Socio-professional accompanying measures should be conceived in order to support diaspora health professional mentoring schemes.
- Transfer of equipment will be promoted with the support of diaspora communities to collect new and second-hand medical equipment from hospitals and academic institution in their countries of residence.
- University partnerships for skill development of South Sudanese living in the country and abroad will be established. Such partnerships have the potential to mobilize resources such as expertise, funding, and equipment far beyond the means of the diaspora community.

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[91] Such the IOM's MIDA - Migration for Development in Africa program and UNDP's TOKTEN - Transfer of Knowledge Through Expatriate Nationals program.
[92] USAID supported project that placed education professionals from the United States diaspora with placement activities operated by the NGOs Skills for South Sudan, Volunteer Service Overseas (VSO) and UNDP/IGAD.
[93] This poor state of affairs was confirmed by a separate, more focused assessment conducted by IOM in 2013.

Diaspora youth will be engaged. As the duration of time living outside of South Sudan grows, many diaspora communities are facing severe challenges regarding national and ethnic identification and affiliation of younger generations born outside of the country. Parents and community leaders lack the tools to educate youth about South Sudan, sometimes even when the children express interest. Following the GRSS Diaspora Engagement Strategy:

A short-term service corps will be established to target diaspora youth that were raised outside of South Sudan. This type of program not only aims to promote the exchange of skills and expertise, but also encourages the participants to develop a connection with South Sudan without living there. Short placements may motivate diaspora youth to become more involved in South Sudan's affairs and upon return to their host countries, continue to engage and strengthen the diaspora community. This service corps shall include professional internships in the public and private institutions.

Developing a system for the socio-economic reintegration of return migrants.

A system for the social and economic reintegration of returning migrants will be developed. The GRSS, with support of NAC/NCM, will designate a suitable government ministry or agency (MoL, MoI, or other) as the institution in charge of supporting the socio-economic reintegration of South Sudanese return migrants. Returnees comprise various categories of migrants such as returning labour migrants and returning forced migrants, including refugees. To ensure effective profiling and targeting of this diverse population of returnees, the mandate and functions of the designated ministry/agency will be expanded to i) create and maintain an effective profiling mechanism to identify individual factors that represent a risk to the social and labour market re-integration of returning migrants and to ii) conduct the matching and referral of returning South Sudanese migrants to labour market and social services based on an assessment of their individual needs. Capacity building of ministry/agency staff will be implemented to enable them to effectively administer the re-integration of returnees.

a. A set of uniform Standard Operating Procedures (SOPs) for the registration and profiling of South Sudanese return migrants will be developed. For this purpose, cooperation with international organisations will be enhanced for technical and other support on return and reintegration programming, in particular with IOM's Assisted Voluntary Return and Reintegration (AVRR) programme and relevant UNHCR initiatives. DNPI shall align the new SOPs with the overall reform of profiling and registration practices outlined in Policy Area 1, and ensure that the needs, profiles and intentions of returning migrants are comprehensively assessed. The SOPs shall ensure RRC involvement in the documentation process in all applicable cases, such as in the case of refugee returnees, and specify inter-agency coordination procedures and responsibilities between DNPI and RRC. The SOPs shall ensure that return migrants are profiled in such a way as to be targeted to needs-based individual reintegration support services.

b. It will be ensured that the conditions for voluntary return are conducive. In order for the voluntary return of migrants to occur voluntarily, in safety and in dignity, it shall be ensured that the conditions in South Sudan - and in the specific areas of return - are conducive to voluntary returns.

6.0 IMPLEMENTATION MECHANISM

6 Implementation mechanisms

The effective implementation of the Comprehensive Migration Policy requires i) a high degree of inter-institutional coordination, ii) accountability, as well as iii) the development of effective support systems to underpin the implementation of the policy.

Inter-institutional coordination. The cross-cutting nature of the policy interventions outlined in the CMP make coordination a critical aspect of implementation. Implementation of policy responses will involve different government ministries and various agencies and non-governmental organizations dealing with different economic, political and social activities in a large number of sectors. The CMP therefore foresees the creation of a high-level Steering Committee attached to NAC/NCM with the mandate to supervise and coordinate the different reform and capacity building processes outlined in the four components of the Policy. Coordination mechanisms between government institutions will furthermore be based on the elaboration of short, mid- and long-term National Action Plans and the appointment of a network of focal points in relevant agencies and ministries.

Accountability. Ensuring accountability requires the reporting of CMP implementation results in a timely and accurate manner. The CMP accountability system comprises seven elements: (a) development of national level priorities with goals and targets, (b) development of action plans with specific targets and measures, (c) budget allocation, (d) statistics and reporting, (e) monitoring and evaluation, and (f) periodic adjustment and improvement of the CMP action plans. To ensure effective, efficient and timely implementation of the CMP, a sequence of well-defined steps must be taken by designated actors and activities must be implemented accordingly. The most imminent steps and activities are comprised in the short-term Action Plan provided in the Annex to this policy.

Support system. Effective implementation of the cross-cutting CMP policy responses will be facilitated by a solid support system. First, the Border Management Information System and the Migration Information System will provide policy makers and programme officers with up-to-date information and evidence to guide and tailor institutional reform, capacity building, action planning, programme design and other activities outlined in the CMP. Second, the capacity of instrumental agencies and units, including NAC/NCM, DNPI, MoL as well as ESCs and TVET institutes will be enhanced to enable them to perform their tasks and match their growing area of responsibilities. Capacity building measures will be conducted in a gradual, priority-based approach that is responsive both to i) the changing composition of service-specific demand and secondary mobility patterns and to the ii) findings of the assessments of NAC/NCM members' functions and capacity, in order to inform which capacity building measures shall be prioritised in the context of strained fiscal resources and volatile international financial support.

6.1 Monitoring and evaluation

The policy cycle approach is adopted to set out mechanisms during all stages of policy implementation. The monitoring and evaluating of the policy implementation is an integral part of the policy cycle. It requires the setting up of a dedicated monitoring and evaluation (M&E) framework, a mandated lead institution and the targeted capacity building for M&E activities. Progress and performance in the implementation of the CMP shall be monitored through a system of statistical documentation and systematic reporting. A central role is given to the strengthened NAC/NCM.

While the CMP has a long-term horizon, it will be implemented through several action plans. The first action plan will be limited to a timeframe of 2-3 years, aimed primarily at institution-building, capacity enhancement and the development of a comprehensive MIS. Based on the evidence and findings resulting from a systematic analysis of the MIS, a second action plan with a longer time horizon will be developed. For this purpose, a high-level evaluation commissions shall gather following the implementation of the first action plan (i.e. 2-3 years) with the aim to develop future action plans in line with i) lessons learnt from implementation of the CMP, ii) emerging evidence from the Migration Information System and iii) new GRSS priorities.

7.0 ANNEXES

Annex 1- National laws and regulations releant to the development of the comprehensive migration policy

Those national laws and regulations which are most relevant to the development of the Comprehensive Migration Policy are outlined in the table below.

Legislation/Policy	Relevance
Nationality Act, 2011	Provides the legal framework for matters related to nationality and naturalisation. The Act has established a Directorate of Nationality, Passports and Immigration (DNPI) within the Ministry of Interior.
Passports and Immigration Act, 2011	Provides the legal framework governing the issuance of Passports of South Sudan, visas and residence permits, as well as the deportation of aliens from South Sudan and other related matters. Specifies conditions of entry, work and exist of migrants in South Sudan.
Child Act, 2008	Specifies the rights of children, including underage refugees and internally displaced minors, in South Sudan in line with the Interim Constitution and international obligations of South Sudan
Penal Code Act, 2008	Specifies criminal activities and corresponding punishments, including prohibition of human trafficking, international terrorism and other transnational crimes that falls within the jurisdiction of South Sudan.
Refugee Act, 2012 and Refugee Status Eligibility Regulations 2017	Defines asylum seekers and refugees and governs the procedures for asylum seekers in South Sudan, including eligibility criteria, rights and obligations pertaining to the status of refugee.
Investment Promotion Act, 2009	Governs the promotion and facilitation of investment in South Sudan, stipulating the requirements for obtaining investment certificates and other related permits required by foreign investors.
Labour Act, 2017	Establishes the legal framework for the minimum conditions of employment, labour relations, labour institutions, dispute resolution and provision for health and safety at the workplace. Includes provisions for the licensing of Private Employment Agencies.
NGO Act, 2016	Creates a legal framework for the registration, coordination and monitoring of non-governmental organizations (NGOs) operating in the RSS. The Act requires NGOs to employ a minimum share of South Sudanese nationals among its staff.
Nationality Regulation, 2011	Governs the issuance of nationality certificates as stipulated in the Nationality Act. Specifies requirements and other application procedures necessitated for obtaining a nationality certificate.
Immigration Regulation, 2011	Specifies the different types of visas and the associated requirements for the issuance of visas to migrants.
National Aliens Committee Procedures and Regulation, 2013, (amended in 2016)	Specifies the mandate, responsibilities and operational framework of the National Aliens Committee/National Coordination Mechanism (NAC/NCM).
DNPI Strategic Plan 2017-2021, 2017	Specifies the strategic intent and scope of work and processes to be followed by the DNPI. Incorporates short, medium and long term action plans for staff, management and its related stakeholders.
South Sudan Vision 2040	Constitutes a Vision Statement of the GRSS that specifies broad social, economic and political goals and objectives to be reached by 2040. Amongst others, the Vision states that law enforcement procedures will have been strengthened and the training of national and local police forces will have been integrated and developed.
South Sudan National Development Strategy (2019-2021)	Provides a comprehensive socio-economic development plan for the RSS. The Governance Cluster is comprised of Accountability, Public Administration, Rule of Law and Security Sectors which include support for capacity boiling and infrastructure improvement.
National Framework for Return, Reintegration and Relocation of Displaced Persons, 2017 (MHADM)	Establishes the key elements that need to be taken in due consideration when planning the implementation of durable solutions, ensuring a rights- based approach with full respect for humanitarian and human rights principles enshrined in the 1998 Guiding Principles on Internal Displacement and the *2009 Kampala Convention* and highlights the need of inclusion of early recovery and development into the process, besides the immediate need to improve the overall security environment and strengthening the rule of law.
South Sudan Diaspora Engagement Strategy, 2014	Outlines a framework for the engagement of the South Sudanese diaspora, including specification of concrete activities, institutional arrangements and concrete partnership initiatives through an Action Plan.
Protocol on the Establishment of the East African Community Common Market	Annex I and Annex II of the Protocol respectively provide regulations on the Free Movement of Persons and on the Free Movement of Workers in the territories of EAC partner countries.
AU Migration Policy Framework	Serves to provide the necessary guidelines and principals to assist governments and their RECs (Regional Economic Communities) and Member States in the formulation of their own national and regional migration policies as well as, their implementation in accordance with their own priorities and resources. The policy framework is a comprehensive and integrated reference document and hence non-binding in nature, scope and content.

Annex 2: Action plan
Comprehensive Migration Policy of the Republic of South Sudan - Short-term Action Plan (2-3 year timeframe)

Policy Area 1: Free Movement and Border Management				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Build integrated information systems to streamline administration of free movement and border management	An integrated border management system is implemented in South Sudan	Review existing profiling and screening Standard Operating Procedures (SOPs) for border management	DNPI / MoI / NAC/NCM	Year 1 and 2
		Streamline updated SOPs into the practices of all DNPI units	DNPI / MoI	Year 1 and 2
		Transmit relevant data from the border management information system to other branches of the government to improve operations of the police and the judiciary system	DNPI / NBS / MoJ	Continuous
		Explore options to develop and implement a cost-effective system for the fast-track biometric registration of non-documented migrants	MoI / DNPI	Year 2
	An integrated and centralised Migration Information System (MIS) is designed and implemented	Develop and implement the MIS and assign ownership of the to the National Bureau of Statistics	NAC/NCM / NBS	Year 1 and 2
		Conduct systematic analysis of migration-related data and reporting	NBS / NAC/NCM	Continuous
	MoUs between NAC/NCM and research organisations and external partners are concluded to create research partnerships on the good governance of free movement	Identify research organisations and consultancies for long-term partnerships to improve research on mobility governance, border management practices and migration and development	NAC/NCM	Continuous
Review and enhance the roles and mandates of institutions involved in migration governance strengthen inter-ministerial coordination	Functional assessments of all institutions involved in migration governance in South Sudan has been conducted	Review mandates and responsibilities of institutions involved in migration governance in South Sudan	NAC/NCM	Year 1
		Develop a roadmap for inter-institutional coordination between all NAC/NCM members	NAC/NCM	Year 1
		Expand the membership composition of NAC/NCM to enable a whole-of-government approach	NAC/NCM	Year 2
		Align DNPI's Strategic Plan 2017-2021 with relevant policy responses of the CMP	NAC/NCM / DNPI	Year 1 and 2
	The mandate of NAC/NCM is reviewed in line with the responsibilities outlined in the CMP	Review and amend the 2016 National Aliens Committee Procedures and Regulations in line with the findings of the functional assessment and the interventions outlined in the Comprehensive Migration Policy	GRSS	Year 2
	A Migration Partners Forum is established to enhance partnerships for effective migration governance	Establish a Migration Partners Forum congregating relevant international organisations, external donors and partner governments engaged in South Sudan on a regular basis to discuss key issues and identify possible areas of support for the promotion of effective migration governance in South Sudan	GRSS / NAC/NCM	Year 2
	A National Fund for Migration (NFM) is established to encourage resource mobilization	Establish a National Fund for Migration to act as a resource mobilization mechanism both for the central government of South Sudan and for international organisations, external donors and partner governments	GRSS / NAC/NCM	Year 2
Build the capacity of institutions involved in migration governance	The capacity of NAC/NCM is enhanced	Conduct capacity assessments of NAC/NCM and its members and enhance NAC/NCM and member capacity accordingly	NAC/NCM	Year 1
		Perform periodic capacity assessments of NAC/NCM and its members once the comprehensive Migration Information System is operational	NAC/NCM	Continuous
	Capacity, manpower and infrastructure of the DNPI is enhanced	Establish one-stop border posts in all border crossings of South Sudan	DNPI / MoI	Year 2
		Define suitable Visa Categorization for entry into South Sudan and implement the e-visa system accordingly	MoI / MoJ	Year 2
		Ensure adequate provision of funding and resources to DNPI's Department of Nationality	GRSS / MoI	Continuous
		Mainstream health-sensitive procedures into the practices of all DNPI border posts	DNPI / MoI / MoH	Year 2
		Increase the number of female border operatives to work with female migrants and vulnerable persons	DNPI	Year 1 and 2
		Implement comprehensive anti-corruption measures at all levels of migration and border management	GRSS / MoI / MoJ / DNPI	Continuous

Policy Area 2: Labour Migration				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Build an integrated Labour Market Information System	An integrated Labour Market Information System (LMIS) is developed	Establish a Labour Market Information System Task Force	MoL NBS DNPI MoFA MoI NAC/NCM	Year 1
		Develop Standard Operating Procedures (SOPs) for entities maintaining the LMIS	LMIS Task Force	Year 1
		Explore options to make the registration of domestic vacancies mandatory for all employers seeking to hire workers in South Sudan	MoL	Year 1
		Regularly analyse the data of the LMIS and publish relevant information in annual and ad-hoc reports	MoL	Continuous
	Labour and Skills Needs Assessments are conducted regularly	Regularly conduct labour and skills needs assessments (LSNAs) to identify and map labour and skills needs by state, sector, occupational and skills profiles.	MoL	Continuous
		Use LSNAs as a cross-cutting policy making tool	NAC/NCM MoL MoFA	Year 1
Build capacity of labour migration governance system	Capacity of institutions involved in labour migration governance is strengthened	Conduct capacity assessments of all ministries and agencies involved in the South Sudanese labour migration system	GRSS MoL NBS	Year 1
		Enhance capacity of MoL and relevant line ministries in accordance with the findings of the capacity assessment	GRSS MoL NBS	Year 1 and 2
Promote regular labour migration of South Sudanese nationals	A strategy for the promotion of regular labour migration of South Sudanese nationals has been developed	Develop a regulation on the promotion of regular labour emigration	GRSS NAC/NCM MoL MoFA	Year 1 and 2
		Establish a monitoring and complaint mechanism to protect migrant workers from abusive and fraudulent practices during the recruitment and placement process	MoFA MoJ MoL	Year 2
	A Migration Intelligence Unit is established within MoL	Establish and operate a dedicated Migration Intelligence Unit (MIU) within the MoL with the responsibility to assess and promote more and better regular migration opportunities for South Sudanese migrant workers in new destination countries	GRSS NAC/NCM MoFA MoL	Year 2
	Bilateral Labour Agreements and MoUs are concluded with current and potential labour destination countries	Conclude BLAs and MoUs with priority labour destination countries, as identified by the MIU	MoL (MIU) MoFA	Continuous

Policy Area 3: Forced Migration				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Strengthen the GRSS's institutional and technical capacities in the displaced migration management	The GRSS's capacity to assess and address the protection needs of refugees and IDPs is strengthened	Deliver capacity building to CRA	NAC/NCM	Year 1 and 2
		Strengthen the capacity of the Assistant Commissioners and field government officials	NAC/NCM	Year 1 and 2
		Deliver capacity building to MHADM	NAC/NCM	Year 1 and 2
	The national Refugee Status Determination registration and formal refugee status determination system are enhanced	Implement the Refugee Status and Eligibility Regulations	REC	Continuous
			CRA	
	formal refugee status determination system are enhanced	Establish the Refugee Appeal Board	GRSS	Year 1
		Deliver capacity building to key actors as foreseen in Refugee Act	NAC/NCM	Year 1 and 2
		Establish data sharing and technology transfer mechanisms between the UNHCR and the GRSS	GRSS	Year 1
			MOI	
			DNPI	
			REC	
		Fully implement the SOPs on screening and processing combatants	DNPI	Continuous
	A coordination mechanism at the national and international level is built	Establish coordination mechanisms	CRA	Year 1 and 2
			NAC/NCM	
			MOFA	
			MOI	
			DNPI	
			MOL	
			MoFEP	
		Establish partnerships and coordinated arrangements at the national level	MHADM	Year 1
		Access to international and regional human rights legal frameworks	GRSS	Year 1
			MoFA	
		Draft domestic legislation aimed at giving effect to ratified international and regional human rights legal framework on the domestic plane	GRSS	Year 2
Promote the local integration of refugees and displaced populations and facilitate the sustainable return of refugees and IDPs	Access to sustainable livelihoods for IDPs and refugees is enhanced	Carry out assessment of agricultural and water resources	CRA	Year 1 and 2
		Formulate policy for land allocation for returnees and IDPs and forced migrant returnees	NAC/NCM	Year 2 and 3

Policy Area 3: Forced Migration				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Promote the local integration of refugees and displaced populations and facilitate the sustainable return of refugees and IDPs	Social cohesion mechanisms among host communities and forced migrants are promoted	Enhance employment opportunities of refugees by providing vocational training and raising awareness among the host and return population	MOL TVET institutes CRA	Continuous
		Carry out assessment of areas of expected return and information on population movements, as well as mapping of return intentions of refugees in neighbouring countries and IDPs	CRA	Continuous
		Develop CSPs	NAC/NCM Assistant Commissioners	Year 1
		Undertake housing, land and property and dispute resolution/peacebuilding activities in host and return communities with municipalities and local authorities	NAC/CRM CRA Assistant Commissioners	Continuous
		Support the creation of interethnic community development groups/peace committees	NAC/CRM CRA Assistant Commissioners	Year 1 and 2
		Promote the creation of Community Centres and integrated social services for host communities, returnees and IDPs	NAC/CRM Assistant Commissioners	Year 1 and 2
Combat human trafficking and forced labour	Measures to prevent and eliminate TIP – with particular respect to women and children – are undertaken	Enhance information sharing among government agencies	NAC/CRM	Continuous
		Elaborate a comprehensive policy to prevent and combat TIP	NAC/CRM	Year 1
		Implement awareness-raising activities with local authorities, refugees and local citizens to sensitize stakeholders for the negative consequences of TIP. Enhance cooperation with CSOs and other relevant organisations to prevent and mitigate instances of TIP	NAC/CRM	Year 1 and 2
	Measures to provide protection and effective remedies to victims of TIP are implemented	Develop SOPs for DNPI and government agencies on the identification of TIP	DNPI MoI NAC/NCM	Year 1 and 2
		Deliver training on the different forms of TIP to DNPI officials and other relevant officials	NAC/CRM	Continuous
		Enhance cooperation with other countries in the region	MoFA	Year 2
		Devise interventions for the identification, release, protection, recovery and rehabilitation of victims of forced	MoI NAC/CRM	Year 1
		Implement interventions for the identification, release, protection, recovery, rehabilitation and access to appropriate remedies of victims of forced or compulsory labour, as well as access to appropriate and effective remedies for such victims	MoI	Year 2

Policy Area 4: Migration and Development				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Enhance information on GRSS diaspora at the individual and collective level	Diaspora mapping at the individual level is put in place	Carry out diaspora surveys, including inventory of diaspora skills	NAC/CRM	Year 1
			CRA	
			National Bureau of Statistics	
	Data collection and research on diaspora organisations are conducted	Undertake diaspora organisations mapping and database compilation	NAC/CRM	Year 1
			Diaspora Directorate	
		Undertake qualitative research on diaspora and focus groups	Diaspora Directorate	Year 2 and 3
	A mapping of remittance	Conduct a mapping of remittance corridors	Central Bank of South Sudan	Year 1
Set up key institutional mechanisms dealing with diaspora engagement	Key diaspora governance institutions are established both in South Sudan and in key destination countries	Establish a Diaspora Directorate	MoFA	Year 1
		Extend and strengthen the consular network by opening additional missions in countries with relatively large diaspora communities, such as Canada and Australia	MoFA	Year 2
			DNPI	
		Establish an umbrella diaspora organisation	MoFA	Year 2
		Establish a designated secretariat of the Migration Partners Forum (MPF) to be integrated within the foreseen non-governmental umbrella organisation of diaspora associations	MoFA	Year 3
			MPF	
Strengthen technical know-how and capacity to build effective partnership of government authorities, international organisations, non-state actors and diaspora organisations	A capacity building programme for government authorities, international organisations and non-state actors is delivered	Deliver training to officials from key ministries and to representatives from civil society and NGOs to strengthen their diaspora-related expertise	MoFA	Year 1
			Diaspora Directorate	
		Develop training to consular officers on diaspora-related issues	MoFA	Year 2
			Diaspora Directorate	
	A training program for diaspora organisations' leaders, activists and volunteer is launched	Launch a training program for diaspora organisations' leaders, activists and volunteer for the purposes of building up a platform or umbrella organisation that represents other organisations	MoFA	Year 2
			Diaspora Directorate	
Establishing Outreach and Information Dissemination strategies	Activities to reach out to diaspora in destination countries are offered	Arrange formal consultations with the diaspora channelled through consular representatives, registered diaspora organisations and the umbrella diaspora organisation	GRSS's embassies and consulates	Year 3
			MoFA	
			Diaspora Directorate	
		Organize outreach events targeting diaspora members including business and trade forums, diaspora events and cultural events	GRSS's embassies and consulates	Continuous
	An outreach and communication strategy at a central level is developed	Set up a formal diaspora portal for outreach and communication with the South Sudanese diaspora	Diaspora Directorate	
		Distribute an electronic newsletter (and hard copies) through the network of the diplomatic missions, building on data and email addresses obtained through the on-line registration	Diaspora Directorate	
			GRSS's embassies and consulates	
		Provide a transparent channel of communication using social networks such as Facebook and Twitter	Diaspora Directorate	
		Use more traditional media, such as TV and radio, in the diaspora outreach strategy	Diaspora Directorate	

Policy Area 4: Migration and Development				
Objectives	**Results**	**Actions**	**In Charge**	**Timeframe**
Facilitating Diaspora virtual and temporary return	A pilot program of temporary and virtual returns targeting the health sector is devised	Develop a program to engage diaspora members on a virtual basis through online mentoring and support	MoFA Diaspora Directorate	Year 3
		Envisage incentives to attract diaspora experts and incentivize their participation to temporary return schemes	MoFA Diaspora Directorate	Year 3
		Arrange temporary return schemes for health professionals from diaspora	MoFA Diaspora Directorate	Year 3
		Provide socio-professional support for participants	MoFA Diaspora Directorate	Year 3
		Collect new and second-hand medical equipment from hospitals and academic institution in diaspora communities' countries of residence	MoFA Diaspora Directorate	Year 3
	Diaspora youth is engaged	Establish university partnerships for skill development of South Sudanese living in the country and abroad	MoFA Diaspora Directorate	Year 3
		Establish a short-term service corps to target diaspora youth that were raised outside of South Sudan	MoFA Diaspora Directive MoI	Year 3
Developing a system for the socio-economic reintegration of return migrants	A system for the social and economic reintegration of returning migrants is developed	Designate a suitable government ministry or agency (MoL, MoI, or other) as the institution in charge of supporting the socio-economic reintegration of South Sudanese return migrants	GRSS NAC/NCM	Year 1
		Develop a set of uniform Standard Operating Procedures (SOPs) for the registration and profiling of South Sudanese return migrants	DNPI	Year 1 and 2
		Enhance cooperation with international organisations for technical and other support on return and reintegration programming, in particular with IOM's Assisted Voluntary Return and Reintegration (AVRR) program	GRSS MoFA	Year 3