COMMUNITY CONSULTATION REPORT
Eastern Equatoria State
SOUTH SUDAN

Bureau for Community Security
and Small Arms Control

South Sudan Peace
and Reconciliation Commission

UN
DP
**South
Sudan**

United Nations Development Programme

The Bureau for Community Security and Small Arms Control under the Ministry of Interior is the Government agency of South Sudan mandated to address the threats posed by the proliferation of small arms and community insecurity to peace and development.

The South Sudan Peace and Reconciliation Commission is mandated to promote peaceful co-existence amongst the people of South Sudan and advises the Government on matters related to peace.

The United Nations Development Programme in South Sudan, through the Community Security and Arms Control Project, supports the Bureau strengthen its capacity in the area of community security and arms control at the national, state, and county levels.

Cover photo: © UNDP

COMMUNITY CONSULTATION REPORT
Eastern Equatoria State
South Sudan

CONTENTS

ACRONYMS

BCSSAC	Bureau for Community Security and Small Arms Control
CPA	Comprehensive Peace Agreement
CSAC	Community Security and Arms Control
DDR	Disarmament, Demobilization and Reintegration
GoSS	Government of Southern Sudan
INGO	International Non-Governmental Organization
LRA	**Lord's Resistance Army**
LSC	Local Steering Committee
NGO	Non-Governmental Organization
PRA	Participatory Rural Appraisal
SALW	Small Arms and Light Weapons
SPLA	**Sudan People's Liberation Army**
SSPRC	South Sudan Peace and Reconciliation Commission
UN	United Nations
UNDP	United Nations Development Programme
UXOs	Unexploded Ordinances

FOREWORD

At the core of peacebuilding and development in South Sudan is the achievement and sustainability of security among communities who stand to benefit most from peace dividends. However, small arms and light weapons (SALW) continue to proliferate amongst civilians, posing a threat to community safety and largely, to the political stability and economic development of the country.

The Bureau for Community Security and Small Arms Control (BCSSAC) is addressing this threat by mobilising and building bridges between communities and the Government towards peaceful disarmament. The Bureau also leads the process of formulating small arms control policies and regulations as well as develops rule of law and conflict-sensitive development measures to address the root causes of community insecurity. The Bureau works in partnership with **the United Nations Development Programme's (UNDP) Community Security and Arms Control** (CSAC) Project and other regional and international bodies to foster a collective action that will address the larger issues around the illicit proliferation of small arms.

The Bureau has been leading the process towards conducting community consultations, with technical and financial assistance from UNDP. This approach is part of our long-term agenda of creating an enabling environment within communities, by extending state authority to the grassroots. The **consultations allow the Bureau to effectively gather communities' knowledge and opinions of com-** munity security in 55 counties thus far, thereby facilitating for an evidence-backed process for programming and policy formulation. Going down to the county level provides communities most affected by insecurity the opportunity to voice their concerns. In turn, it provides authorities inroads to the perception and attitudes of their communities. County authorities and community members are empowered to identify the root causes of conflict and create a county action plan that will address these issues.

The Bureau subscribes to this dynamic, bottom-up approach which is a proven methodology that brings the Government to the people and has the ability to triangulate the governance, security and socio-economic aspects of conflict in South Sudan. We are therefore pleased to disseminate the outcomes of community consultations to other stakeholders, decision-makers and policy-makers.

The Bureau recognizes the valuable partnership it has with UNDP through the CSAC Project, the South Sudan Peace and Reconciliation Commission (SSPRC), other UN agencies and programmes, non-governmental organizations (NGOs), state and county governments, and most of all the community members who were actively involved in the consultations.

Major General Daniel Deng Lual
Chairperson
Bureau for Community Security and Small Arms Control
Ministry of Internal Affairs
South Sudan

FOREWORD

Following South Sudan's independence in July 2011, communities most affected by conflict have made security their chief priority. The Government and communities recognized that security is a pre-requisite for service delivery, economic activity and growth. In the process of state-building, it is equally important that the Government interface with communities to understand their needs and concerns.

The United Nations Development Programme (UNDP) in **South Sudan supports the country's state**-building process by focusing, among others, on peacebuilding and community security efforts. We work with the Government and communities to ensure that conflict sensitivity and responsiveness are mainstreamed into state and county planning.

The Community Security and Arms Control (CSAC) Project is the cornerstone of UNDP's peace-building efforts. Since 2009, CSAC has supported the Bureau for Community Security and Small Arms Control (BCSSAC) and the South Sudan Peace and Reconciliation Commission (SSPRC) to address the root causes of armed violence and implement conflict-sensitive development projects and peacebuilding measures at the county level. CSAC supports the extension of state authority by supporting county consultations to understand the needs of the community and give the local government the opportunity to deliver services that meet these needs, thus undermining the demand or civilian use of small arms.

UNDP has supported the Government to address the security priorities that communities identified during the consultations, through conflict-sensitive projects being implemented in six states in South **Sudan. While current CSAC projects on the ground are limited to address the communities' top**-most security needs, these projects complement other government initiatives whose programmes have been supporting conflict prevention at the state and county levels.

UNDP fully supports the Government's key priorities as it moves forward to establishing community security and development. We value our partnerships with our national counterparts and will continue to support their initiatives towards providing greater stability for communities most affected by conflict.

George Conway
Country Director, a.i.
United Nations Development Programme
South Sudan

EXECUTIVE SUMMARY

Following the signing of the Comprehensive Peace Agreement (CPA) in January 2005, the Government of South Sudan has focused on peacebuilding, conflict prevention and recovery. The United Nations Development Programme (UNDP) supports the Government and national partners secure **peace and stability through targeted crisis prevention and recovery projects. UNDP's Community** Security and Arms Control (CSAC) Project works with the state agencies, namely the Bureau for **Community Security and Small Arms Control (henceforth referred to in this report as 'the Bureau')** and the South Sudan Peace and Reconciliation Commission (SSPRC) to conduct extensive consultations in counties across the states.

The consultations support conflict-sensitive initiatives identified at the county level, designed to enhance the visibility and legitimacy of the Government. Through extensive dialogue between the communities and the state government, both parties can find solutions to existing insecurity. Consultations were conducted to identify key insecurity issues and priorities, as well as assess the challenges of county governments in addressing insecurity. Most importantly, the exercise aimed to identify a wider peacebuilding and stabilisation framework for Eastern Equatoria.

Eastern Equatoria is one of the most volatile states in South Sudan and has international borders with Uganda and Kenya. It was the epicentre of the civil war and has experienced attacks allegedly **from armed groups such as the Lord's Resistance Army (LRA), although communities reported that** these have been declining in recent years. Landmines and unexploded ordinances (UXOs) remain while small arms pervade among civilians.

Community consultations were held in 2010 in seven out of eight counties in Eastern Equatoria. Participatory Rural Appraisal (PRA) methods were used to collect data including community mapping, preference ranking and community action planning. These tools aided in realising an in-depth un**derstanding of community members' perceptions on the different security issues affecting their re**spective counties. Respondents were at times consulted in separate groups, namely women, youth, traditional leaders/elders, security organs/law enforcement teams and county administrators.

In summary, participants perceived that the key causes of insecurity are cattle raiding, border issues and governance issues. Many communities claimed that settling disputes commonly arising from cattle raids has largely become violent, involving disenfranchised youth without tribal affiliation. Magwi County, however, being an agriculturalist community, did not identify cattle raiding as an insecurity issue. Further, communities expressed that issues on borders, being highly politicised, seriously affect the stability of the entire state. Lastly, participants felt that there was a general lack **of development and of government's ability to address insecurity.**

Additionally, women participants revealed that conflict affected them through occurrences that they **identified as 'cultural practices,' which ranged in meaning from early marriage, gender**-based violence, unequal labour burdens, to child abductions.

Detailed findings were documented per county, including key observations, prioritisation of security issues and a county action plan. These are presented in detail in Section 5. Section 6 shows a list and the locations of Government conflict-sensitive projects supported by UNDP through CSAC, that addresses the security priorities identified by communities.

Girls fetching water in Kapoeta North County.
© UNDP

1. INTRODUCTION

The Comprehensive Peace Agreement (CPA) signed in January 2005 marked a critical juncture for **Sudan, and especially for South Sudan, the area most affected by Africa's longest running civil war.** The prolonged conflict has left South Sudan with development conditions among the lowest to be found anywhere in the world, as measured by almost any indicator. Some of the challenges include enormous and urgent social and economic recovery as well as the need to mitigate the risks of both man-made and natural crises further impacting the development prospects of the region.

UNDP, through its Crisis Prevention and Recovery Unit (CPRU), carries out programmes that support national partners to secure peace and stability. More specifically, UNDP implements targeted crisis prevention and recovery projects. Localized conflicts, internally displaced people and the mass return of refugees illustrate that continued efforts to promote peace and stability in South Sudan are essential.

The Community Security and Arms Control (CSAC) Project supports the Government to strengthen its capacity in the area of community security and arms control at the national, state, and county levels. Government leadership or engagement in all activities is essential in all CSAC projects.

CSAC works through the Government agencies, the CSSAC Bureau and the SSPRC, formerly the Ministry of Peace and CPA Implementation. Since 2009, CSAC has been providing capacity building support to both agencies, as well as to state and county governments to conduct extensive consultations in counties across six states in South Sudan, including Eastern Equatoria, Jonglei, Lakes, Unity, Upper Nile and Warrap. The consultations support conflict prevention initiatives identified at the county level. Through a developed strategy of engagement between state-civil actors, a process is initiated where communities have an opportunity to voice their concerns and set priorities that feed **into decisionmaking and state planning. The 'force multipliers' are conflict**-sensitive projects which are implemented based on the community action plans and priorities set by the communities during the consultations.

Consultations done in Eastern Equatoria in March – April 2010 aimed to determine the causes of conflict and develop action plans that would address these issues, as prioritised by members themselves. Specifically, the consultations aimed to:

- Identify key insecurity concerns affecting community members with a focus on key priorities in addressing and mitigating insecurity;
- Provide information on the trends and levels of community insecurity and conflict in a regional state;
- Identify components of a wider peacebuilding and stabilisation framework for the regional state;
- Identify priority areas based on consultation with local communities, which can then feed into the eventual state planning process; and
- Form Local Steering Committees (LSCs) in each county to oversee the implementation of identified conflict-sensitive projects.

2. BACKGROUND ON EASTERN EQUATORIA

Eastern Equatoria is one of the most volatile and conflict-prone areas in South Sudan. As the epicentre of the civil war from 1983–2005, the state saw intense fighting between the Sudan Armed Forces (SAF) and the Sudan People's Liberation Army (SPLA), as well as a number of other armed groups supported by both sides. These amalgamated conflicts left a legacy of landmines and unexploded ordinances (UXOs), high numbers of weapons in civilian hands, and shattered social and community relations.

Eastern Equatoria has also experienced chronic food insecurity, a lack of basic services, and few economic opportunities. Cattle rustling, armed robbery, and banditry are endemic. With little or no official security presence in many areas of the state, protracted cycles of revenge attacks over natural resources, particularly land, are common. The CPA, which officially ended the civil war, did not result in a tangible peace dividend for most Eastern Equatoria communities; in fact, the return of war-era refugees to ancestral villages and the arrival of IDPs from other parts of Sudan have exacerbated tensions over land and resources.[1]

Attacks reportedly committed by the LRA have declined in recent years, a fact reflected in the project's findings, especially in Magwi County, a previous epicenter of violence which claimed it has no issues of insecurity. At the time of consultations, this development was recent and that threats and activities linked to LRA could potentially return. It is still important to establish mechanisms capable of meeting such possible threats, as well as a series of early warning mechanisms specifically tailored to local contexts.

Main challenges to stability include:
- Cattle raiding
- Psychology of violence and low thresholds for killing
- Acts of revenge
- Border issues
- Issues surrounding Magwi County's Ugandan border, in particular the areas of Lobone, Ngomoromo and Pogee
- Water points linked to grazing areas
- Politics aligned to tribal affiliation (following elections)

3. METHODOLOGY

3.1. Participatory Rural Appraisal (PRA) training

Prior to being deployed into the field, representatives from counties in Eastern Equatoria underwent a three-day PRA Training of Trainer's (ToT) workshop. The training included a county consultation session facilitated by the Government, accompanied by the PRA consultants for guidance and feedback. The PRA training intended to increase staff and partners' knowledge and skills in using participatory approaches which capacitated them to aid communities in identifying community security needs and key conflict-sensitive projects, and thus enable them to reduce insecurity.

---

[1] "Symptoms and Causes: Insecurity and underdevelopment in Eastern Equatoria." In S*udan Issue brief no. 16. Human Security Baseline Assessment.* April 2010.

Eastern Equatoria State Map

3.2.   County-level consultations

On the first day, participants were given a county map and asked to map out the 10 most critical issues affecting security in their respective county. The mapping exercise attempts to capture evidence-based issues relating to insecurity in communities. Participants were divided into groups (youth, elders, women, security forces, authorities) and instructed to indicate on the maps issues related to insecurity in the community. These points were then translated into a set of priorities, analysed and put in the context of local security problems.

On the second day, participants were divided into focus groups to discuss and come to a consensus on conflict issues arising from the **previous day's priority** list. The groups analyzed the causes, actors involved, and the effects of the key issues as well as possible solutions.

On the third day, participants consolidated their findings, analyzed and ranked the security issues in the county. The ranking was meant to reflect priorities in

Youth group working on trends analysis in Magwi County. © UNDP

each of the four groups of given critical issues affecting security. The issues were given a value ranging from 1 (most important) to 10 (least important), which were then placed in a plenary prioritisation matrix. This resulted in various summarised values based on input from the plenary groups.

The groups then developed a county action plan based on the priorities given by the plenary group. The county action plans would form the basis for conflict-sensitive projects funded by UNDP through CSAC.

A county steering committee was then created with community members to represent their youth, women, elders and chiefs, security forces and local government. The steering committee would then be responsible for project coordination and management.

Outcomes from these consultations are complemented by results from community consultations on socio-**economic threats and risks, through UNDP's Crisis Risk Mapping and Analysis (CRMA) Pro**ject in partnership with the Bureau for National Statistics. CSAC and CRMA collaborated in developing their methodologies and information to provide a layered and in-depth community perception database. As such, some of the CRMA mapped data on socio-economic risk and threat complement the issues discussed in this report, as a context for the conflict drivers identified in the consultations supported by CSAC.

4. SUMMARY OF CONFLICT AND INSECURITY ISSUES

4.1. Causes of insecurity

Cattle raiding
Generally speaking, all but one county (Magwi) are affected by insecurity related to cattle raiding, access to water, and grazing land. The counties with borders also uniformly expressed concern over land grabbing and cross-border hostility. Eastern Equatoria was at the centre of the second civil war and suffered greatly because of it. There is a high concentration of landmines in the state, but the communities did not mention this fact as an area of insecurity. Additionally, there have been very few reports of people stepping on landmines. Although communities were not overly concerned with landmines, their presence should be addressed as the impact of landmines affect land issues, access to agriculture and grazing land, and development.

Upon first assessment, cattle raiding as carried out by competing tribes, would seem to be a key security threat. However, after carefully listening to local communities and crosschecking elements and methods of cattle raiding, it became clear that the motivations had changed over time and the majority of tribal disputes were settled using traditional methods. Modern cattle raiding are mostly carried out by criminal youth operating across tribal lines and not adhering to traditional practices. They are reportedly well-armed and often raid for economic reasons, not for marriage or the transfer of wealth.

Border issues
A further area of concern is the status of borders with Uganda and Kenya – a politicised issue that will need to be resolved as communities near these borders claimed that it seriously affects stability in Eastern Equatoria. Government officials accompanying the consultation explained to all present that the Government was closely watching developments surrounding border issues, but had no intention of addressing them until after the referendum (which was to be held in 2011). Internally, there are also land issues and border disputes between counties in Eastern Equatoria. These conflicts tend to exist along tribal lines and are fuelled in part by local politicians that could benefit from enlarging their own county borders to gain access to resources.

Governance issues
All of the participating communities felt abandoned by their Government because of the general lack of development and its inability to provide security. The state and central governments have not seriously addressed the basic needs of these communities, and all involved must understand that there is a link between development and stability and security, which in the case of South Sudan **must be addressed before any progress can be made. Combined with the Government's inabil**ity to provide basic services to its communities, these issues emerge as a dominant factor affecting security in local communities. Some communities have even experienced an increase in violence since the CPA was signed.

Youth and conflict
Disaffected youths with no promise of employment or education will continue to be a source of possible insecurity if not urgently addressed. The development of criminal gangs outside the reach of traditional conflict mitigation mechanisms and government security organs could potentially become the major factor driving instability in communities.

4.2. Gender dimension

Community consultations were specifically designed around the subject of gender and had a clear **focus on female representation and women's roles in the mobilisation of communities. Women were** represented in focus groups and were actively engaged during the consultations. To encourage continued female participation, at least one female-only position was created to stand on every local steering committee created in each county.

In the county consultations, cultural practices consistently appeared **in counties' priority** rankings and could refer to various meanings. This was a phrase used to refer to gender-related issues and violence committed against vulnerable groups, more often coined by female rather than male participants. There could be many reasons for this, but the **term's inception was** not explored during the consultations. The use of such a term

Women's group in Kapoeta North. © UNDP

could ultimately prove more useful than the current catch-**all of 'gender issues,' as it more accurately** describes a set of disabling habits and conditions within a cultural context. This could become the starting point for a much-needed debate on the insistence of the international community to push a one-size-fits-all ideology on diverse societies in various stages of development.

The following are the cultural practices related to women's groups, as identified during the consultations

- Early marriage
- Violence against vulnerable groups
- Rape (loss of virginity, sexually transmitted diseases)
- Early pregnancy (maternal death)
- Poor health care (basic health care facilities)
- Lack of education for girls
- Lack of protection under the law (includes traditional law)
- Unequal labour burdens
- **High bride prices (cause early marriage, 'property' of men, not marrying the person of her choice)**
- Child abduction (in exchange for cattle)

5. County-Specific Findings

This section presents detailed results from eight counties, including Torit, Ikotos, Budi, Kapoeta **East, Kapoeta North, Kapoeta South and Magwi. Results include each county's conflict analysis, pri-**oritisation of issues affecting security and their respective community action plans. Consultations were not done in Lafon (Lopa) County because of a highly politicized issue on naming the county and the linked misappropriation of administrative powers. The Government had been mediating with the conflicting communities at the time the consultations were done in Eastern Equatoria.

5.1. Torit

Torit County contains the state capital and is composed of eight payams, including Bur, Himodonge, **Hiyala, Ifwotu, Imurok, Kudo and Torit. The county's surface area is 5,796 sq km and has an esti-**mated total population of 99,740.[2] The community is mostly pastoral and rely on agriculture. Its inhabitants depend on seasonal rain and access to grazing land. These seasonal changes cause cattle migration and thus, increased conflict patterns. Cultural practices are traditional and male-dominant. There has been limited development of infrastructure and schools. Government security forces are still lacking in terms of human resources, training and equipment. The community identified three payams where violence and raiding had taken place. The violence occurs around the same tribe (Otuho) and is caused by cattle migration, an ingrained culture of violence and revenge killings.

Key observations:
- Violence takes place within the same community;
- There is little cattle raiding in Imurok and Ifwotu where communities are mostly agriculturalists;
- A culture of lawlessness has developed, driving groups to take law in their own hands; and
- Youth groups (which reportedly originate from Cairo, Egpyt are operating across tribal divides conducting increasing criminal activities. These groups do not respond to traditional mechanisms.

Prioritisation of Security Issues — Torit

No.	Security Issue	Youth	Women	Men/ Elders	Total	Rank 1-Highest 10-Lowest
1	Cattle rustling	1	2	1	4	1
2	Child abduction	9	3	10	22	10
3	Violence against women	10	1	8	19	7
4	Presence of mines	6	9	2	17	6
5	Competition over water	5	5	4	14	2
6	Land disputes	2	6	7	15	4
7	Youth unemployment	3	8	3	14	3
8	Culture of revenge	4	4	9	17	5
9	Deforestation	7	10	5	22	9

[2] 5th Sudan Population and Housing Census 2008. In *Statistical Yearbook for Southern Sudan 2010.* Southern Sudan Centre for Census, Statistics and Evaluation, p. 14.

Community Action Plan — Torit

PROBLEM: Cattle raiding				
Project	Action/Resources	Possible partners	Start date	Who will follow up
Developing community policies on disarmament	- Hold community meetings with council elders and chief to develop these policies - Share the developed policies with community - Community sensitization	- UNDP - GOSS - DDR - SSPC - CSSAC Bureau	July 2010 immediately after the workshop	- SSPRC - CSSAC Bureau
Construction of 3 police posts (Imurok, Ikwoto Himo Donge)	- Local labour - Materials (stone, sand) - Land - Cement - Artisans - Iron sheets	- Community - UNDP - NGOs - Local County Authorities	May 2010	- LSC - Executive Secretary

5.2.   Ikotos

Ikotos is the county capital and contains six payams, namely, Hakite, Ikotos, Imotong, Lomohidang **North, Lomohidang South and Losite. The county's total land area is 3,531 sq km and has an esti-**mated population of 84,649. The security situation can vary between payams and even between bomas. In Ikotos, the community is agro-pastoralist and depends on seasonal rain which dictates how and where cattle migrate. High levels of illegal small arms and light weapons (SALW) ownership contribute to instability. Prior to SALW ownership, raiding and violence took place on a limited scale. The context in which violence takes place changed with the introduction of SALW and has caused greater loss of lives. The community established a linkage between education for young girls and security issues. In this circumstance, education may be understood as increasing family stability and the standing of women in the community, thereby also affecting values contrary to violence.

Key security challenges:
- Cattle raiding – migration during dry season
- Conflict over access to water and grazing land
- Education especially for girls
- Food insecurity
- Poor health facilities

Key observations:
- Migration is linked to cattle movement, access to water and grazing land, as well as searching for food;
- Lack of education was a recurring theme, insofar as its links to poor development and dependency on aid;
- A great number of SALW are in circulation;
- **Alternatives to the dominant 'cattle culture' should be examined; and**
- Cattle is at the core of many security and gender issues. One such issue is the high price **(number of cattle) for brides, as this system places women in the 'product' category.** Young men have expressed frustration with this situation as it forces them into debt.

Prioritisation of Security Issues—Ikotos

No.	Security Issue	Women	Youth	Elders	Authority	Total	Rank 1-Highest 10-Lowest
1	Insecurity	1	5	1	1	8	1
2	Food Insecurity	3	8	4	2	17	4
3	Poor Health Facilities	4	3	6	4	17	5
4	Water	2	4	3	5	14	2
5	Infrastructure	7	1	2	7	17	6
6	Education	5	2	5	3	15	3
7	Poverty	10	10	8	6	34	9
8	Unemployment	6	9	9	9	33	8
9	Land Issues	9	6	7	8	30	7
10	Environmental Issues	8	7	10	10	35	10

Community Action Plan—Ikotos

PROBLEM: Insecurity				
Project	Action/Resources	Possible partners	Start date	Who will follow up
Construction of police posts in the following Payams (Losite, Imotong in Logire HH, Katire, Lomohidang North and South)	• Identification of site • Clearing of site by – Provision of local materials such as stones, sands bricks	• Community • PAs • Govt • UNDP • Chiefs	Site identification starts on 15/03/10	• LSC • Executive Secretary

5.3.   Budi

Budi is surrounded by four counties in Eastern Equatoria and by Uganda and Kenya to the south. **This causes several challenges at the local, national and international levels.** "Insecurity in the county has escalated over the past three years; and the total number of people who have been killed after the CPA outnumber those killed during the war. Budi County has lost over 7,000 cattle and **over 100 young men. "If the government resolves the issues in Budi they will have resolved the is-**sues of Eastern Equatoria.[4]" **As in most counties in Eastern Equatoria, security issues revolve around** cattle and access to water and grazing land. The cattle culture places constantly higher demands on communities to deliver enough cattle and resources to maintain traditional lifestyles. Longer life-span, better healthcare and education will increase these pressures.

Key security challenges:
- Cattle raiding – migration during dry season
- Education
- Food security
- Poor health care
- Lack of rule of law

Key observations:
- Border issues at the time of the consultations were not on the agenda. However, the Government continues to monitor developments and will address them at later time;
- Community members are frustrated with the lack of government intervention and apparent interest. The CSSAC Bureau team leader assured the community that the Government is committed and explained its government policies;[5] and
- Lack of access to judiciary and effective courts are forcing communities to address legal issues outside the legal system.

Prioritisation of Security Issues—Budi

No.	Security Issue	Women	Youth	Elders	Authority	Total	Rank 1-Highest 10-Lowest
1	Insecurity	1	1	1	1	4	1
2	Infrastructure	8	6	9	4	27	8
3	Food Insecurity	4	5	7	3	19	3
4	Poor health facilities	2	7	3	8	20	4
5	Education	3	3	2	7	15	2
6	Water	6	8	4	6	24	6
7	Rule of law	7	9	5	2	23	5
8	Environmental issues	10	10	6	5	31	9
9	Unemployment	5	4	8	9	26	7
10	Poverty	9	2	10	10	31	10

[4] County Commissioner of Budi in his consultation opening statement.
[5] GoSS will not engage Kenya or Uganda on border issues until settlement with North is reached.

Community Action Plan—Budi

PROBLEM: Insecurity				
Project	Action/Resources	Possible partners	Start date	Who will follow up
Construction of police posts in the following locations: - Lomaya - Wuathe - Maji - Longoleya - Piobokoi - Targum - Logeler - Kiria - Muhula Road/ Lotome	• Construct dwelling houses for the police • Construct feeder roads • Human resources • Provide land for the construction of police sites • Stones • Bamboo sticks • Sand • Parents to allow their children to be trained as police personnel	• Community • GoSS • INGOs	21/03/10	Local Steering Committee

5.4.   Kapoeta East

Kapoeta East consists of seven payams (Lotimor, Kauto, Mogos, Naros, Katodori, Natinga and Jie) and lies on the border of Jonglei State to the north, and Ethiopia and Kenya to the east. Mostly con-sisting of Toposa, they are bordered to the north by the Jie tribe, which is also a branch of Toposa. Border issues here are similar to those in Budi County and government policy remains the same. Of concern to this community is the high level of child abductions committed reportedly by the Murle. There had been some allegations that child abductions could be linked to infertility on the part of the Murle, however, there is no evidence to corroborate this information. Communities believed that abductions are a spill-over from the slave trade in the north spreading south through the Shilluk, **Dinka, and Nuer tribes rather than being in direct contact with Murle. "The Murle is a very open** society, anyone can become Murle if he or she lives among us and is accepted – they become Murle.[6]" **It should be noted that the reported child abductions have drastically reduced in the last couple of years**[7].

Key security challenges:
- Cattle raiding
- Competition over water
- Lack of health care
- Poor education

Key observations:
- Private investments bring stability and opportunity. It is therefore an opportunity to explore the east-west road between Kenya and Kapoeta for utilization; and
- Kapoeta East is geographically large; providing basic services can be extremely chal-lenging. One major obstacle is the high logistical cost.

Prioritisation of Security Issues—Kapoeta East

No.	Security Issue	Women	Chiefs/Elders	Youth	Authority	Total	Rank 1-Highest 10-Lowest
1	Health	2	3	5	4	14	3
2	Water	3	4	2	2	11	2
3	Education	6	2	3	5	16	4
4	Insecurity	1	1	1	1	4	1
5	Unemployment	8	7	4	10	29	7
6	Gender-based violence	7	10	7	6	30	8
7	Economic inflation	9	8	10	9	36	10
8	Food insecurity	4	6	6	7	23	5
9	Infrastructure	10	5	8	3	26	6
10	Cultural practice	5	9	9	0	31	9

[6] Stated by a Murle man now working for an NGO in Bor, Jonglei State.
[7] In 2008 there were 212 children abducted, compared to only 13 in 2009 – source GoSS (only reported cases).

Community Action Plan-Kapoeta East

PROBLEM: Insecurity				
Project	Action/Resources	Possible partners	Start date	Who will follow up

Establish Police Posts along borders in the following locations;
- Nara (Natinga Payam)
- Napetait
- Naliamor
- Manete
- Loewele
- Kankalbo
- Murunyang
- Nanyamgochor
- Morutodo
- Arupare
- Lorumoth
- Wuathe
- Maji
- Longoleya
- Piobokoi
- Targum
- Logeler
- Kiria
- Muhula Road/ Lotome
	• Water
	• Site
	• Land clearing
	• Bricks
	• Local materials
	• Stones
	• Sand
	• Road clearing
	• Cement
	• Zinc/ Nails
	• Labour
		• Community
		• Government
		• INGOs
			20/04/10 (After elections)	• LSC
				• Representative from the following groups
				  ∗ Women
				  ∗ Youth
				  ∗ Chief/Elders
				• Police Officer
				• Executive Director

5.5.   Kapoeta South

"There are water points in Lokalingia and there are conflict points linked to grazing grounds. The same applies to Kalinga and Kolia."
        -Women's Group

Kapoeta South is a pastoralist society with five payams (Kapoeta Town, Longeleya, Pwata, Machi 1 and Machi 2), mostly consisting of Didinga tribe. They are blamed by the Toposa tribe in Kapoeta East of committing cattle raids. There are several issues of raiding in the county as many different tribes surround it: the Latuka and Lango to the south and west, the Boya to the north and the Toposa to east. This places Kapoeta South in the midst of competing pastoralist tribes, a fact which the community also emphasized during consultations. It was noted that the community received little or no official and reliable information in the early years of the CPA. This has now changed, but participants pointed out that this has caused misunderstandings and violence.

Key security challenges:
- Competition over water
- Poor health facility
- Lack of education
- Cattle raiding

Key observations:
- There is a general lack of follow-up after solutions have been found by communities, as in the peace consultations; and
- Cattle raiding used to be a communal issue that could be resolved through traditional means. It is now predominantly performed by criminal gangs with no tribal affiliation – these groups reportedly do not respect traditional ways or elders.

Prioritisation of Security Issues—Kapoeta South

No.	Security Issue	Women	Youth	Elders	Authority	Total	Rank 1-Highest 10-Lowest
1	Water	3	2	2	3	10	1
2	Education	5	1	5	1	12	3
3	Infrastructure	6	7	6	5	24	6
4	Health and sanitation	2	3	4	2	11	2
5	Insecurity	1	4	1	7	13	4
6	Environment	10	10	10	8	38	10
7	Food insecurity	4	6	3	4	17	5
8	Poor government	8	5	7	9	29	7
9	Cultural practice	7	9	8	10	34	9
10	HR / skills	9	8	9	6	32	8

Community Action Plan—Kapoeta South

PROBLEM: Insecurity				
Project	Action/Resources	Possible partners	Start Date	Who will follow up
Construction of police posts in the following payams: Machi I (Kaile and Kurany grazing area) and Machi II (Napataet grazing area) (bordering Boya tribe); Longe-leya (Kurany grazing area) and Pwata (ChengCheng grazing area bordering Didinga)	• Identification and road clearing of site • Provision of local materials such as stones, sands, bricks, zinc, nails, timber	• Community • Government • UNDP	ASAP 29/03/10	• LSC • Women • Youth • Elder • Police • Executive Director

5.6. Kapoeta North

"When returning to the villages, make certain that you talk together and assist the government to ensure and increase security and stability in the county."
- Kapoeta North County Commissioner

Kapoeta North provided an example of how things can change when leadership is energetic and responsibility is clearly defined. The county commissioner was aware of the opportunity for change that was presented to the community and this opportunity was clearly communicated.

The community asserted that their first three security priorities are all linked to water. Cattle raiding takes place because of migration linked to water. Child abduction occurs when groups of people travel with the cattle close to Murle communities. Kapoeta North has grazing areas but has no water dams for the dry season; thus causing migration into other counties and violence.

Cattle herders look for water but argued that they needed a local authority to monitor and address security issues. A proposed dam would be difficult to maintain and will eventually dry out making it an impractical project for a community with limited resources and in need of long-term solutions. The participants agreed to consider security forces and the ability to have an immediate impact on the security in the community which such forces provide, with a special focus on training police officers, communication and mobility enabling them to react to incidents more effectively.

Participants agreed that supporting security forces will quickly impact and improve the security in the community. Some argued that police equipment must be procured, others argued for constructing police posts in hotspots. The community agreed after some discussion that the best project would be establishing police posts.

Key security challenges:
- Competition over water
- Child abduction
- Cattle raiding
- Lack of rule of law

Key observations:
- Alleged child abduction by Murle is highly controversial. One reason that participants gave was that an abducted child who does not belong to the tribe is designated for one person only – for example to take care of an elder; and
- Lack of development is viewed as a major obstacle to finding lasting solutions to security issues. Poor health, lack of education and few employment options are major challenges that need to be addressed.

Prioritisation of Security Issues — Kapoeta North

No.	Security Issue	Women	Youth	Elders	Authority	Total	Rank 1-Highest 10-Lowest
1	Water	3	2	2	2	9	1
2	Rule of law	9	3	4	1	17	4
3	Cattle raiding	2	1	1	10	14	3
4	Food insecurity	6	7	8	7	28	7
5	Environment	10	8	9	8	35	10
6	Child abduction	1	6	3	3	13	2
7	Health	7	5	5	5	22	5
8	Education	8	4	7	6	25	6
9	Cultural practice	4	10	10	4	28	8
10	Unemployment	5	9	6	9	29	9

Community Action Plan – Kapoeta North

PROBLEM: Insecurity				
Project	Action/Resources	Possible partners	Start date	Who will follow up
Construction of police posts in the following hot-spots: Napion / Nario-dapal, Napeingiro, Ikaipatom, Nawabei, Wokobu, Natu-koi	• Identification of sites and road clearing of sites • Provision of local materials such as stones, sands, bricks, cement, zinc, nails, timber, manpower	• Community • Government	20 April 2010	• LSC • Women • Youth • Elder • Police • Executive Director

5.7.   Magwi

*"It is a good thing that God has not given us any cattle...Some people should also be brought here so that they
can see how peaceful it is here."*
        - Executive Director, Magwi County

Magwi County suffered from LRA attacks during the war until 2008. The community maintained
that the county is peaceful and don't have any security issues. However, the truth is more complex.
The close Ugandan border provokes border issues that have yet to cause conflict, but the community
expressed frustration with the lack of Government initiatives to address any possible issues. Gov-
ernment policy on the potential border concerns was explained. Another possible source of insecu-
rity is the confluence of criminal elements and unemployed street youth. The community expressed
relief over not having to deal with cattle-related issues, as most inhabitants are agriculturalists. Also
of concern is the remote possibility that the LRA could return to the area and resume attacks and
harassment of the community.

Key security challenges:
- Poor infrastructure
- Poor health and sanitation
- Lack of clean water
- Weak rule of law

Key observations:
- It would be advisable for the community to not be complacent regarding the possible
  return of LRA, but to be vigilant and use this time of relative peace to initiate counter-
  measures to be implemented if necessary.
- Women are poorly protected and have no access to justice. Poor health facilities and
  sanitation especially affect women.

Prioritisation of Security Issues—Magwi

No.	Security Issue	Women	Youth	Elders	Authority	Total	Rank 1-Highest 10-Lowest
1	Landmines/UXOs	9	9	9	7	34	9
2	Health/sanitation	2	2	6	2	12	2
3	Rule of law	4	4	1	6	17	4
4	Infrastructure	1	1	3	1	6	1
5	Water	5	5	4	3	15	3
6	Education	7	7	5	5	25	6
7	Border/land issue	8	8	2	8	22	5
8	Environment	10	10	10	10	37	10
9	Agriculture	3	3	8	4	25	7
10	Employment	6	6	7	9	27	8

Community Action Plan—Magwi

PROBLEM: Infrastructure				
Project	Action/Resources	Possible partners	Start date	Who will follow up
Rehabilitation of Road (feeder) and bridge - Ayoci-Lobone - Magwi-Pogee - Nimule-Mugali - Mugali-Pajok	• Collect: sand, stone; human resources • Bush clearing • Muraam • Supervision • Tractor, bulldozer, lorry	• Community • Government • County/ Government	20 April 2010	• LSC • Women • Youth • Elder • Police chief • Opinion leader

6. NEXT STEPS

In Eastern Equatoria , CSAC supports the Government's conflict-sensitive projects that will address the top-most priorities in each county, identified during the consultations:

	Payam	Police posts	Boreholes
Budi County	Himiri-Manita/Tufe	1	1
	Loriok / Nauyapak	1	1
Ikwoto County	Lomohidang / Chahari	1	1
	Losite/Lotome	1	1
Kapoeta East County	Nakwatom	1	—
	Narus	1	1
	Nanyangochor/ Lowile	1	—
	Natinga	—	1
	Jie/Mogos	—	1
Kapoeta North County	Komosingo / Kaarlunyor	1	1
	Komosingo/Napion	1	—
	Karlem	—	1
Kapoeta South County	Katiko / Morulem	1	1
	Longeleya / Napetaet	1	1
Lafon County	Hakuma-Mafi	1	1
	Lafon Centre	1	1
Magwi County	Lobone/ Omere	1	1
	Magwi	1	1
	Pageri/Pageri Centre	1	1
Torit County	Bur/ Loronyo	1	1
	Himo-Donge/ Afirika	1	1
	TOTAL	18	18