

COMMUNITY CONSULTATION REPORT

Lakes State

SOUTH SUDAN



Bureau for Community Security
and Small Arms Control



United Nations Development Programme



South Sudan Peace
and Reconciliation Commission



Department for International Development



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.



The consultation process was led by the Government of South Sudan, with support from the United Kingdom's Department for International Development (DFID).

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South Sudan

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South Sudan Peace and Reconciliation Commission

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ACRONYMS

BCSSAC	Bureau for Community Security and Small Arms Control
CPA	Comprehensive Peace Agreement
CRMA	Crisis Risk Mapping and Analysis
CSAC	Community Security and Arms Control
DDR	Disarmament, Demobilization and Reintegration
FAO	Food Agricultural Organization
HIV	Human Immunodeficiency Virus
NGO	Non-Governmental Organization
SPLA/M	Sudan People's Liberation Army/Movement
SSPRC	South Sudan Peace and Reconciliation Commission
SSRDF	Southern Sudan Reconstruction and Development Fund
UN	United Nations
UNDP	United Nations Development Programme
UNMISS	United Nations Mission in South Sudan

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 UN 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 community 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.

A handwritten signature in blue ink, appearing to read 'Daniel', with a stylized flourish at the end.

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 peacebuilding 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 (BCSSAC) 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. The strategy is tailored to enhance the visibility and legitimacy of government especially at lower levels. By fostering extensive dialogue and engagement between the communities and the state government, both parties can find solutions to existing insecurity.

Community consultations in Lakes State 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 Lakes.

The consultation process employed Rapid Rural Appraisal methods to collect data through conflict analysis, key informant interviews, resource mapping, preference ranking and community action planning, in each of the eight counties. Consultations were held on November –December 2009 to acquire an **in-depth understanding of community members' perceptions on the different security** issues affecting their respective counties. To facilitate a more open discussion, respondents were at times consulted in different groups, namely women, youth, traditional leaders/elders, security organs/law enforcement team and county administrators.

In summary, participants revealed that inter- and intra-tribal fighting were main drivers of conflict in Lakes State. Disputes arise when land historically belonging to one tribe is declared as the territory of another tribe. Unclear border demarcations between counties or between a county and a state further cause tensions since communities equate ownership of more land to wealth and social status. Cross-border disputes are also caused by competition over water or pasturelands, particularly during the dry season when pastoralists move their herds in search of these scarce resources.

Community participants also cited the presence of firearms among civilians as a threat to their security. Youth were perceived to be heavily involved in clashes. Further, community members revealed that the form of violence in the state has changed over time, believing that women and children had become the primary targets of violence to displace them from their tribal lands.

Compounding these drivers, communities believe that authorities and security forces lack the capacity to address or prevent conflicts. The lack of rule law and a weak judiciary system also perpetuate violence or thefts wherein arrested suspects either escape from dilapidated prisons or set free before the case is heard.

Detailed findings from the consultations were documented per county, including a brief analysis of sources of insecurity, possible remedies/solutions and key security priorities to be addressed. These are presented in detail in Section 5. Findings from the consultations were used to feed into state government projects, with support from CSAC, which will address the top-most insecurity priorities of communities. The findings will also serve as important base information for Government programming and policy making, as well as for other organizations working towards building community security in South Sudan.

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 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 these 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 decision-making and state planning. The 'force multipliers' are conflict-sensitive projects implemented based on the Community Action Plans and priorities set by community members during the consultations.

Consultations done in Lakes State in 2009 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 stabilization 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 in each county to oversee the implementation of identified conflict-sensitive projects.

2. BACKGROUND ON LAKES STATE

Lakes State occupies approximately 40,235 sq km within the Greater Bahr el Gazal region and is bordered by Unity, Warrap, Jonglei and Western and Central Equatoria States. It is composed of eight counties, namely, Cuibet, Rumbek North, Rumbek Central, Rumbek East, Yirol West, Yirol East, **Awerial and Wulu. The state capital is Rumbek. Lakes State's estimated population is 695,730, of which 365,999 are male and 329,731 are female.¹ Majority of the state's citizens are members of the dominant Dinka ethnic group and the Jur tribe which occupy Wulu County.**

In 2009, there were an estimated 1.1 million cattle heads in Lakes State (FAO).² Around 80 percent of the people are pastoralists while the rest earn incomes from agriculture or fishing. It is estimated **that 29 percent of the state's population is food insecure. Further, there are only 75 operational water points across Lakes State, or approximately 9,300 persons per water point, way below the standard of one water point for 1,000 persons. Availability and access to water becomes more difficult especially during the dry season, therefore causing large movements of pastoralists and their herds to other counties or states in search of water and pastures.³**

In 2006, 35 percent of residents in Lakes State admitted to possess firearms while less than half of the surveyed population claimed that their personal security has improved since the signing of the CPA in 2005.⁴

In recent years, Lakes State has experienced a great deal of violent conflict that has caused **degenerated stability and rampant instability issues. Majority of the State's inhabitants are displaced and in constant fear of violence and disease. Due to the constant upheaval, the capacity of the local social and economic infrastructure is one of the lowest in the country.**

3. METHODOLOGY

The consultation team utilized Rapid Rural Appraisal methods which allowed for direct dialogue between the consultation team and the communities, as well as a quick and timely data collection on issues of insecurity affecting them. Consultations were done on 10 November – 05 December 2009 in all eight counties. There were frank discussions that maximized the potential of generating accurate and useful information on insecurity in the counties. The methods employed included resource mapping, use of secondary data, use of diagrams, photo taking, observations, focus group discussions and group presentations and analyses. The team also made use of conflict analysis tools and key informant interviews.

3.1. Overall county consultation process

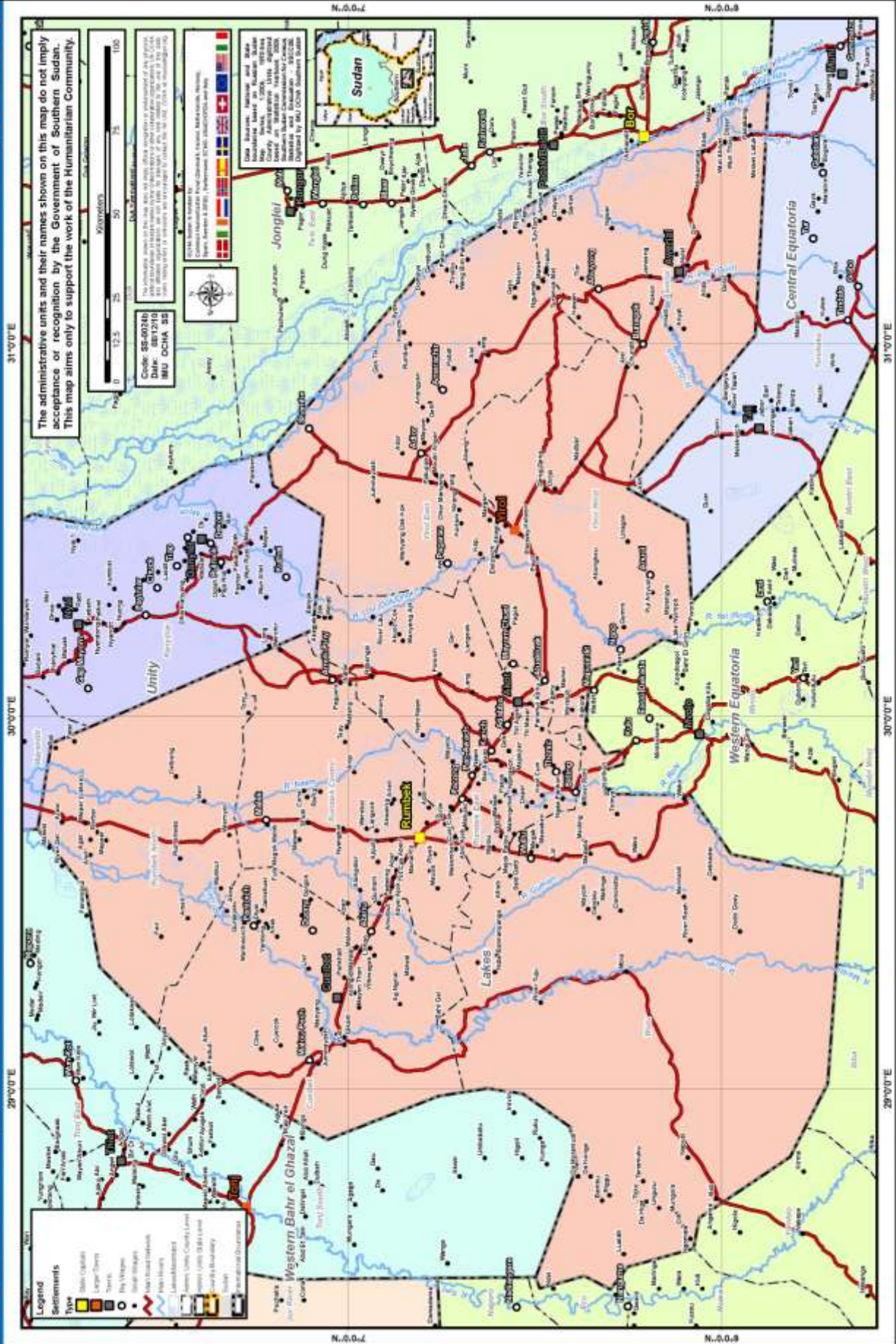
The consultation team debriefed staff from UNDP and the UN Resident Coordinator's Office based in Lakes State on the purpose and process of the consultations. The team also debriefed the state governor and state ministers. The state governor nominated six government staff from different state ministries to join the UNDP consultation team. This ensured that the process was led by the Government and that consultations were conflict-sensitive and encouraged the cooperation of com-

¹ 5th Sudan Population and Housing Census 2008. In *Statistical Yearbook for Southern Sudan 2010*. Southern Sudan Centre for Census, Statistics and Evaluation, p. 13.

² FAO Livestock Population Estimates 2004 and 2009.

³ Lakes State Joint Stabilization Programme. South Sudan Recovery Fund. Unpublished programme document. January 2011.

⁴ Sudan Issue Brief, No. 1. Human Security Baseline Assessment (HSBA): Small Arms Survey, Geneva, September 2006.



munity members who may potentially disrupt the team's effective information-gathering. It was also vital that team members were well-versed in indigenous knowledge to guide dialogues surrounding culturally sensitive matters that could arise during the consultations.

The consultation team held a one-day orientation for Government staff to familiarize them on the purpose of the mission, its approach, key methodologies for information gathering, and the information dearth it was hoping to fill.

Consultation schedules detailing the team's

information needs, methodology and timeframe were sent to all county commissioners before the field visits. This ensured that protocol was respected and that the Government was engaged in the consultations at every step. Involving the deputy governor to request the county commissioners to mobilize their communities also helped gather a wide variety of participants. County commissioners/executive directors were then able to mobilize their respective communities in time, in each of the eight counties visited by the team. Spot checks of some *payams* were undertaken to significantly increase confidence in the data and facilitate report writing.

The team targeted a minimum of 20 members in each county, composed primarily of youth, elders/chiefs, and women. A total of 1,101 community members participated from all eight counties. Participants included 321 women, 343 youth (including youth from cattle camps), and 437 men/elders/traditional chiefs. Further, other participants targeted within the communities included the following:

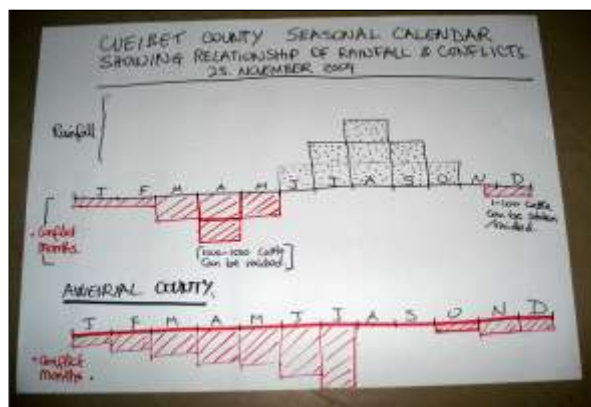
- Police
- Chiefs
- Community leaders
- Business people
- Cattle herders/youth
- Elders
- Women
- Farmers
- Community-based organizations
- Displaced communities
- Civil authorities
- Teachers
- Opinion leaders
- Medical personnel
- NGOs/International and national
- Youth
- Students

The consultation team also collected data from a number of key informants by combining individual interviews, focus group discussion, observation, site visits, and mapping. These tools intended to achieve a more accurate gauge of how to isolate key and significant security issues affecting each county. All data was recorded by hand and later compiled and analyzed. The presentation of findings included causes, implications, impact, and recommended priorities identified in each county. Recommendations and conclusions were made based on the issues generated and analysed.

3.2. Process in group discussions

The following steps were followed to facilitate discussions:

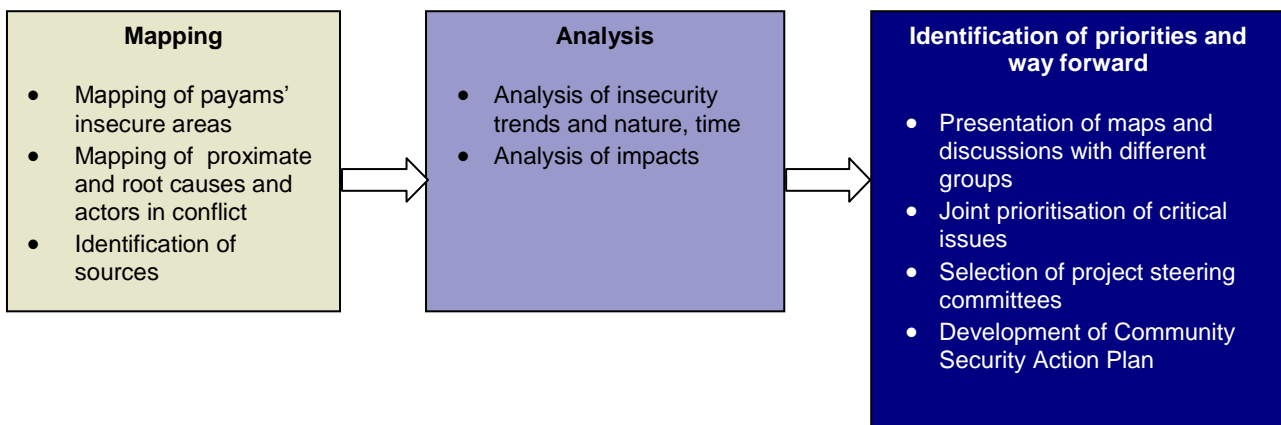
- The participatory process and methodology were introduced and explained to the participants wherein questions and clarifications from participants were sought.
- Participants were asked to discuss the primary issues contributing to community insecurity in their counties.



Seasonal calendar showing trends of insecurity in Cueibet and Aweial Counties. © UNDP

- Participants were divided into groups (chiefs, youth and women) and asked to develop a social/resource map of their county, plotting areas of insecurity, sources of insecurity, police and army presence, main *payams* affected, conflicting parties, months when conflicts generally occur, etc.
- Participants were asked to identify possible solutions to the specific insecurity problems in their counties and plot areas of intervention needed and the type of projects which would reduce that insecurity.
- Participants used mobility map, time line and seasonal calendars to explore conflict issues further.
- Each group presented their findings to the rest of the participants, followed by analysis, discussion and clarification to encourage inter-community dialogue.
- Each group prioritised their solutions, taking into consideration all practical factors, including available resources.
- Recommendations and final decisions were made on proposed priorities which were then transformed into one Community Security Action Plan per county.
- Participants nominated a five-member County Local Steering Committee composed of female, youth, police, and chief/tribal leader representatives, to be chaired by the County Commissioner/Executive Director.

3.3. Overall county-level process for consultation and priority identification



3.4. The Validation Meeting

By reporting local level findings to the county commissioners and executive directors of each county, the consultation team significantly improved the results of the study by gaining Government validation for the initiatives suggested by the community members. The main purpose of the meeting was to encourage decision makers to reach a consensus on the importance of key priorities identified by communities. Majority of the community-level priorities were found to be similar with **those of the county commissioners' and executive directors.' Further discussions with Government** officials allowed them to contribute additional inputs and clarify issues discussed within the scope of the consultation. These were incorporated into the individual county consultation reports.

Outcomes from the CSAC consultations are complemented by results from community consultations on socio-economic threats and risks, through the Crisis Risk and Mapping Analysis (CRMA) Project of UNDP, 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 socio-economic risk and threat mapped data complement the issues discussed in this report, as a context for the conflict drivers identified in the CSAC consultations.

4. SUMMARY OF FINDINGS

This section summarizes the overall findings in all counties in Lakes. The nature of insecurity, insecurity dynamics and causes of insecurity are discussed below.

4.1. Nature of insecurity

- In almost all the counties visited, community members revealed that active inter- and intra-county and cross-border conflict still occurred, causing immense insecurity. Inter-state conflict was also active in counties bordering other states, which led to the displacement of communities in bordering payams.
- The majority of conflicts reported were either based on ethnic tensions or somehow politicised.
- Resource-based conflict was also a frequent occurrence, as communities often struggled over land boundaries. A common complaint was that other communities claimed lands historically belonging to their particular group or tribe. Controlling larger stretches of land could be immensely lucrative, making it fairly easier to meet traditional obligations such as marriage, and allowed for dominance of commonly utilized natural resources such as land, water and pastures.
- Modern firearms and traditional bows, arrows and spears were used as weapons in violent attacks.
- Youth were reported to be primarily engaged in fighting, whether in self-defence, for economic reasons or in vengeance.
- Women and children have been targeted in these conflicts, purportedly to drive them off their land.
- Security issues have occurred on a large scale when communities of a particular tribe were mobilised in large numbers for attacks and other activities of a criminal nature, such as stealing animals.
- Communities further noted that the incidence of violent conflict often peaked during the dry season, when seasonal waters and grass have dried up and cattle herders are forced to migrate to areas with pastures and water points for their animals. This situation is often further aggravated when some cattle herders, often armed, occupy particular areas controlled by a different community and attempt to rename their newly occupied territory in their own language. Such actions cause resentment and provoke original indigenous occupants of the land, generally leading to conflicts over the territory's ownership.



Group discussions held in Rumbek Central County. © UNDP

4.2. Insecurity dynamics

In all of the counties consulted, not one participating group admitted that their communities were the perpetrators of conflict or aggressors. Instead, the blame was always placed on another group. Community members also acknowledged that in recent years, conflict and insecurity have changed in form. In what is generally believed to be a move attempting to create instability, targets of most conflicts are now women and children. Communities generally believed that these assaults have increased in frequency as these are the most effective means of scaring and driving away the inhabi-

tants of a particular land. In Rumbek North for example, a large number of women and children have reportedly been killed and abducted by residents of neighbouring Unity State. In addition to the aforementioned trends, the influx of returnees has also shown a rising trend in conflict in most parts of Lakes State.

4.3. Sources of insecurity

The main causes of conflict and insecurity were identified as stemming from political or economic and sociocultural factors, as follows:

Political and governance issues

Violence can be used as a form of political opportunity, often coupled with the deliberate exploitation of other ethnic groups. For example, the Jur in Wulu County maintained that they have been marginalized in representation at the state and national levels, and have often fallen victim to the whims of neighbouring cattle herders who disrespected their pastoralist practices. Thus, in the seemingly unending competition for resource use, further societal divisions have been constructed based on occupation: there was a primary focus on pastoralism vs agriculture or pastoralism vs. fishing.

Community members further revealed that there was a prevailing ambiguity on the separation of powers between law enforcement organs and civilians, most of whom were reportedly armed. The presence and uncontrolled civilian use of firearms in Lakes State is a major point of instability, **especially with a large number of armed youth in cattle camps that exacerbate violence.** South Sudan's protracted war has spawned a culture of violence among its people while small arms have proliferated, perpetuating more violence.

In addition, it was noted that the capacity of institutionalized peace structures, such as traditional chiefs, peace committees and government, were perceived to be limited in peaceful dispute management. Many community members recognized that there were unresolved border disputes between counties and neighbouring states, e.g. between Wulu and Rumbek Central, and between Rumbek Central and Unity State.

Community members believed that when the civil war ended, the Government would provide livelihood support and a far more stable society. But as community members shared, the lack of official action has forced many people to resort to alternative means of achieving peace dividends.

Generally, many community members felt that national and state government presence/control was weak in providing security to counties/payams. Many of them felt vulnerable to conflict, and required mobilization and security efforts locally. The status of government control at the county level emerged as an important point during the remedial recommendations process held for follow up across most counties. In the majority of group discussions, community participants frequently cited **a "weak," "negligent," "biased" or missing civil administrative body as a determining factor in the perpetuation of conflict and insecurity.** Communities strongly expressed that administration of justice and the judiciary system was weak, particularly when most criminals arrested were released before trial. The inefficacy of the judicial and law enforcement systems were highlighted across all consultation groups in their mapping exercises.

Economic and sociocultural issues

It emerged from group discussions that these conflicts were often ultimately caused by poverty. Thus, practices such as cattle rustling became a major source of wealth acquisition while enhancing economic and social status. There is an apparent lack of sustained economic activities in all the coun-

ties and therefore, a heavy reliance on cattle. Schools, roads and health facilities are in poor condition and communities lacked the means to generate income. Coupled with poor access to resources such as fishing grounds, arable land, and water points, communities were left with few options for economic empowerment.

Participating communities appreciated that there was still a strong and active tradition of dependence on cattle as the source of livelihood, albeit a factor which greatly contributed to instability. In South Sudanese society, cattle are used for many purposes including dowry payments, income sources, food and wealth. However, when probed on the issue, community members revealed that a single traditional marriage would cost a family up to 100 heads of cattle – a very high amount for a typical family. Thus, cattle were acquired through illegal means such as raids and counter raids which tended to flare up local insecurity issues. Therefore, the urge for young men to get married drove them to engage in cattle raiding, provoking conflict with other communities as the raids were typically conducted along tribal lines. The effects of broken trust between communities have become widespread and reinforce the prevailing culture of war which has existed throughout this protracted conflict.

Deeply rooted tribal animosity was also identified as one of the causes of ethnic conflicts. This animosity stemmed from practices such as cattle raiding, as well as from issues as diverse as identity clashes and perceived group dominance in the shared social and political space. Power struggles have left some communities more superior, while others felt inferior and marginalized, such as the Jur in Wulu County.

Women's groups in particular claimed to be the most affected by prolonged conflict. In addition to being targets of violence, majority of female participants had been widowed from the sustained conflict and felt that their rights were conspicuously marginalized in traditional settings.

Drought has worsened food insecurity and increased demands for food aid. Nearly every participating group highlighted increased food aid as one of the priority areas which would address insecurity issues.



DP South Sudan
This map is produced by HSB and CHS&GHD.
CHS&GHD/UNEP Project is funded by The European Union.



Legend

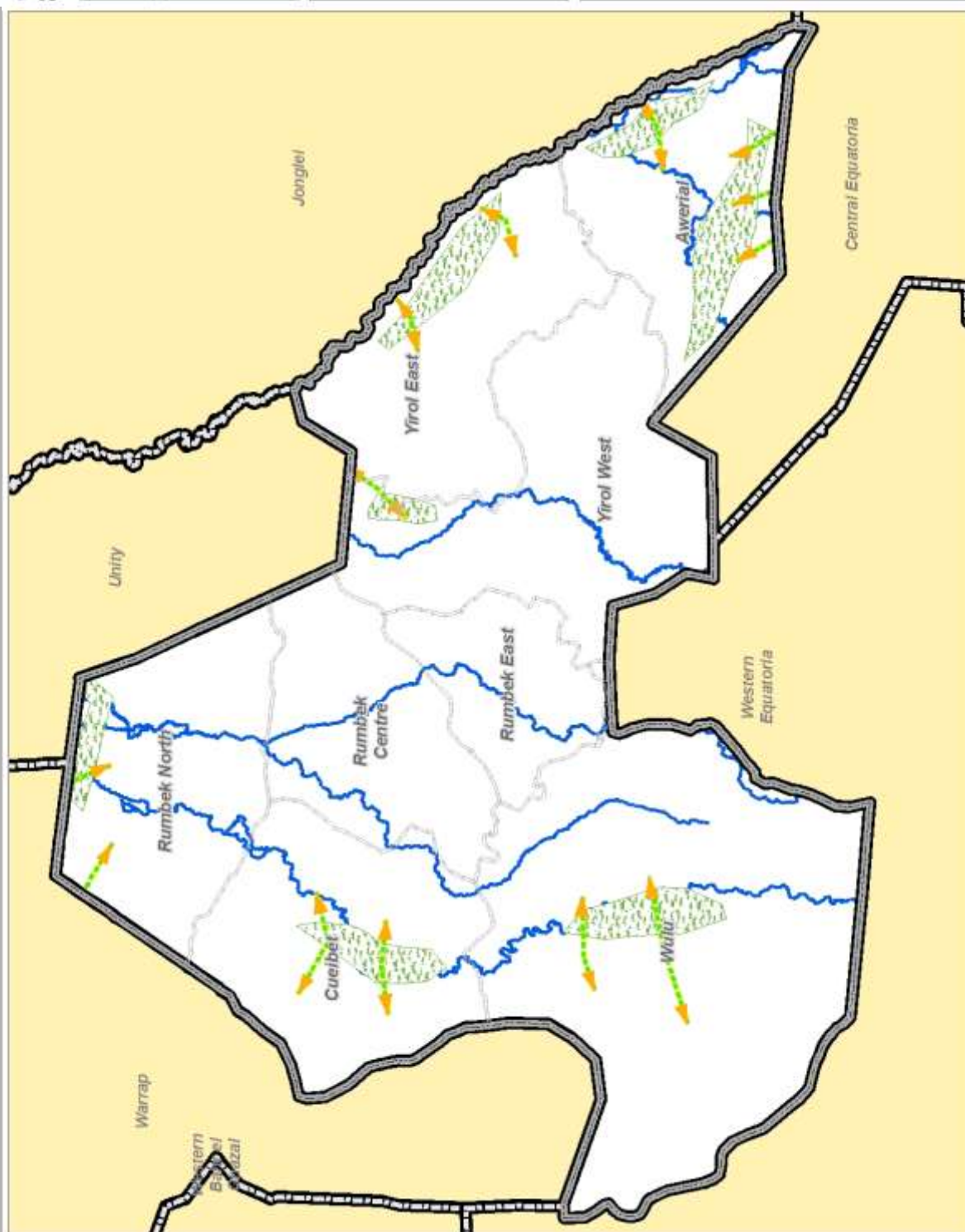
-  Main rivers
 Seasonal migratory routes
 Seasonal grazing areas
 County boundaries
 State boundaries

Map doc Name:
Creation Date:
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Doctors. The names and addresses on this map do not imply any actual endorsement or acceptance by either the American Medical Association or the United States. The American Medical Association is not a national service organization and is not in a position to endorse or vouch for any, doctors are constantly changing and what is current and official can soon be out of date. The map is for planning purposes only. The U.S. and CANADIAN medical associations have made this map free and available to all. No liability for consequential and indirect damages arising from the use of the map content.



5. COUNTY-SPECIFIC FINDINGS

5.1. Rumbek Central

Rumbek Central is composed of six payams, namely, Rumbek Town, Matangai, Amongpiny, Mayom, Jiir and Malek. It is the most populated county in Lakes State and the centre of all social services and state government administration. Additionally, it is the centre of commercial activities and is inhabited by diverse ethnic groups as well as foreign workers and business people. According to the recent population census report, there are 153,550 people living in Rumbek Central, of which 83,014 are men and 70,536 are women.⁵ The dominant ethnic groups in the area are the Dinka and the Agar.

Water is scarce across the county due to the limited number of water points. Women walk four hours a day to fetch water during the dry season and violence is common. Approximately 250 people use one hand pump as their primary water source. The quality of roads between Rumbek Central and Wulu, as well as between Rumbek Central and Cuiebet is poor. Smaller roads connecting the county to other payams are also in bad condition. The displacement of people from Rumbek North has congested Rumbek Central and has strained its social services. The only prison in Rumbek Central is in a state of decay that some prisoners are able to escape. Payams bordering Wulu, Cuiebet and Unity State do not have an adequate police force with the necessary communication and transport systems to respond immediately to violence issues. There is an apparent lack of essential drugs and healthcare workers, resulting in a high level of maternal mortality and malaria deaths. Food insecurity is a major issue, as the 2009 yield was inadequate. The lack of teachers in schools has led to low enrolment rates. Groups, especially women, reported a rise in armed robberies in the county.

Sources of insecurity

The main source of insecurity and conflict in the county is ethnic clashes that are non-political and locally based. These conflicts recur, largely because of the seasonal migrations of cattle herders moving to grazing lands and river points, thus affecting the productivity of local pastoralists. The areas most affected are the payams bordering Cuiebet, Unity State, and Wulu Counties (these are primarily Amongpiny, Mayom, and Malek payams). Key sources of conflict include cattle rustling, border and grazing land disputes, and the presence of guns in the area. In the group discussions conducted, participants highlighted the issue of revenge attacks among youth from other communities, especially when cattle thieves are killed.

Other problems highlighted by the communities:

- Almost 90% of the local youth are illiterate.
- Unemployment is rampant and causes redundancy.
- Civilians possess firearms.
- Viable economic activities such as microfinance to support local business are absent.
- Girls are seen as sources of wealth by their parents. Most of the youth imprisoned face cases related to defilement and marriage not endorsed by parents in their records.
- Food insecurity from prolonged drought has resulted in famine. Since 2008, the area has not received enough rainfall to meet the local agricultural needs.

⁵ 5th Sudan Population and Housing Census 2008. In *Statistical Yearbook for Southern Sudan 2010*. Southern Sudan Centre for Census, Statistics and Evaluation, p. 25.

It is worth noting that before the protracted war, communities in all the currently affected areas shared resources without serious issues. However, as the general level of economic hardship increased, as well as the proliferation of firearms (especially in the hands of the youth), and weak traditional conflict resolution mechanisms came to light, fighting has escalated to uncontrolled levels.

Conflict has also occurred along the migration corridors of Unity State (Touc), approximately 85 miles away from Rumbek Central. This is a seasonal problem which escalates from December to May and then subsides. It is also noted that the trend and magnitudes of conflict between Rumbek Central and Cuiebet has greatly reduced in scale and its communities are now mixing freely and inter-marrying. Despite these gains in stability, it is still not possible for cattle herders to cross county lines with their animals and let them graze freely in the bordering payams.

Identified solutions/priorities:

- The most important priorities determined by individual communities are: disarmament, food aid, and encouragement to move from a culture of violence to one of peace.
- Most of the youth creating insecurity in the county were born during the war and know no other culture beyond a violent one.
- The local areas could all benefit from constructing water catchments, dams or *haffirs* (large water catchments), and boreholes, especially in the three counties with the highest population. These have the potential to reduce tension and conflict, especially in areas bordering Warrap State. Water for livestock should be considered.
- **Supporting women's group to engage in farming and micro-financing** is an essential economic activity.
- An adult literacy programme should be implemented to reduce the level of illiteracy. This should be collaborated with proper sensitization of the rights of the youth.
- Providing training and farming tools to communities will increase agricultural productivity and boost family income.
- Construct and rehabilitate dilapidated roads, especially the road from Rumbek Central to Amongpiny Payam to ease access and allow flow of traffic and encourage trade.
- Provide communication and transport equipment to police forces in insecure payams to build the capacity of law enforcement. This should be matched with an adequate training of the police force.
- Hold regular peace meetings to improve dialogue between communities.
- Ensure that disarmament is done uniformly.
- Provide food aid to areas experiencing food shortage to reduce tension and conflict.
- Build schools and health units in Maper payam to encourage education of children.
- Facilitating regular meetings between the governor of Lakes State and his or her counterparts or neighbouring states is crucial to the process of bringing communities together.
- **Supporting and strengthening the capacity of civil society and women's groups to engage in conflict resolutions activities** is crucial to all members of society being able to experience the benefits of a stable and productive community.
- Construct youth centres in payams which can be used to mobilize the youth for sensitisation, educational and cultural activities, community awareness and training sessions.
- Supporting income-generating activities of the youth, as well as microfinance are key to establishing economic engagement of the youth in legal and productive activities.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Water for livestock (dams/haffirs) and hand pumps should be constructed.
- Deployment of police forces and appropriate communication equipment in insecure payams.
- Supporting local income-generating activities and strengthening civil society organisations.
- Constructing a road from Rumbek Central to Amongpiny payam.

5.2. Rumbek East

Rumbek East is composed of seven payams: Maleng-Agok, Cueicok, Paloc, Akot, Atiaba, Pacong and Aduel. **Rumbek East's total population is 122,832, of which 65,725 are male and 57,107 female.**⁶ The main economic activities in Rumbek East are cattle herding and farming (located along the roads). Some people are engaged in small-scale trading of essential goods or fishing along local rivers, mainly for household consumption. The county is primarily inhabited by the Dinka and Agar tribes. Services are poor across the county due to a general lack of physical infrastructure and manpower. Access to markets and inability to transport agricultural produce has proven to be a serious challenge to the county.

Sources of insecurity

The lack of state government presence in the county has exacerbated problems of instability. Roads linking the county headquarters (Aduel) to other payams such as Paloc, Akot and Cueicok are very poor. Criminals are regularly not brought to justice because of the lack of rule of law. Individuals are often released from custody before a case is concluded. Some groups, primarily female, reported a rise in armed robberies in the county. The commissioner of the area explained that the present police deployment in the area does not meet the basic requirements, as many of the police are women, children or the elderly, all of whom are unable to conduct their roles.

Residents of Rumbek East also cited problems of insecurity and conflict with neighbouring Unity State, and with Yirol West and Wulu counties. Conflict here primarily stems from border, fishing and grazing land disputes, particularly in Wulu. In one of the group discussions, participants shared that the Nuer from Unity State wanted to grab an area of land historically belonging to Rumbek East in Poloch payam so that they can graze their animals without interference.

Participants also claimed that the Nuer hoped to occupy the swampy areas of the Nyibor, Awai, Alou, Rach, and Lol Kou bomas where Rumbek East residents normally graze their animals during the dry season. These areas and claims have always been contentious and caused disputes between the two communities. On the other hand, the Jur communities of Wulu County have always alleged that the Dinka from Rumbek East usually contaminate water for drinking and fishing in the bordering river of Pater in Biling and destroy the trapping strings they set to trap wild animals for food. All these conflicts occur at peak frequency from December to April each year — the period when animals are moved to grazing lands near the contested rivers and swampy areas.

⁶ Ibid, p. 25.

Other problems Identified:

- There is a lack of appropriate tools and equipment but disease among livestock is common. Many animals die due to insufficient veterinary services.
- Food insecurity is a major problem due to drought. Crops that have been cultivated have not germinated at all and the few that did were destroyed by bad weather conditions.

Identified solutions/priorities:

- Construct a police station in Poloc, Biling, and at the border of the Unity State. Participants believed that these should be permanent in the two payams, their staff trained and equipped with proper communication tools.
- Open and maintain feeder roads in Poloc, Biling as well as along the border of Unity State to allow free movement of security forces in case of conflicts between the communities.
- Provide communities with farm tools, including ox ploughs, so they can produce food.
- Provide essential drugs in health centres and scholastic materials in schools in all of the payams to limit the potentially dangerous long distance movement of women and children.
- Improve existing health facilities in Aduel and construct new units in Akot, Atiaba, Pacong and Cueicok. Also, ensure building of schools and deploy teachers in schools across the county. Women and children are typically forced to trek long distances to access basic services, and hence become more susceptible to attacks by armed groups.
- Provide food aid in areas experiencing harvest problems and/or low agricultural productivity.
- Construct more boreholes and ensure that there are plans in place to regularly maintain them.
- Construct water points for cattle keepers to reduce overcrowding and potential violence.
- Demarcate borders more clearly to decrease land and border disputes.
- Disarmament should be carried uniformly across the whole of the Lakes State.

Communities were asked to rank the problems above and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Construct police stations in Poloc and Biling payams and deploy police forces.
- Provide food aid to the communities.
- Haffirs/dams should be constructed in Akot, Biling and Poloc payams.
- A health centre should be built and properly equipped in Aduel payam.

5.3. Rumbek North

Rumbek North County is composed of six payams: Maper, Alor, Malueth, Madol, Mayen and Wunreing. It is the second least populated county in Lakes State, with a total population of 44,410 of which 24,395 are male and 19,015 are female.⁷ The majority of the county remains inaccessible due to bad roads during the rainy season. Although construction of road from Rumbek Central to Maper payam is currently in process, most areas remain inaccessible. Generally, there is a lack of basic infrastructure, such as roads, health facilities and education. Most of the population is currently displaced and residing in Rumbek Central.

Sources of insecurity

Residents of Rumbek North reported security issues from conflicts with the bordering states of Warrap and Unity, especially occurring at the border of Reldit, Alor, Madol and Malueth payams. Conflicts are typically over water sources and grazing lands and largely due to the seasonal rise and fall of water in most local rivers. As rivers become depleted in the dry season, cattle herders have difficulty finding available water points.

In addition, unclear border demarcation and grazing land with Warrap and Unity States and with **Cuiebet County, has further contributed to the sustained nature of the conflict. The area's inaccessibility** allows for little state government response in times of conflict. The lack of communication equipment has also resulted in hardly any communication occurring between payams. Communities also maintained that the people of Warrap have never respected or observed a single conference resolution held between the two areas. For instance, after a dialogue meeting in 2009, community members claimed that cattle herders from Warrap invaded Maper County and killed a number of people. This instability has resulted in high displacement rates throughout the county.

Food security is a major problem because of inadequate agricultural production and a particularly bad harvest in 2009. Modern agricultural strategies and equipment are lacking. Although there is an army detach stationed in Maleuth *payam*, residents complained that security forces are inadequate and untrained, and hence have been unable to prevent attacks from neighbouring states.

Community members also revealed that illegal arms and unregistered weapons proliferate across the county. When the consultation team visited Malueth payam, they were able to observe armed civilians moving freely.

Comments from the Validation Meeting (Rumbek North)

- Priorities include water and police posts — water and disarmament are the two top priorities for the county.
- People are killed daily because of the large number of weapons in the hands of civilians. From March 2009 to present, approximately 14 women have been killed, usually while fetching water or firewood.
- Feeder roads are also important for security patrols and for the easy movement of civilians. These feeder roads should also be extended to other states as a way of creating a culture of peace and communication within states.
- The police posts should be located at different borders as a way of preventing further conflict in the region.
- Income-generating activities should be established for women to empower them to help their families and their communities.
- There is a need for bringing people from their old way of living to one of peace through education.
- Issues of insecurity in Lakes States always revolve around the scarcity of natural resources such as land and water.
- Issues surrounding livestock rearing are also causing further insecurity in the area.

⁷ Ibid, p. 25.

Identified solutions/priorities:

- Ensure that disarmament is done uniformly.
- Holding peace conferences between Warrap and Unity States are necessary to the peace process and for maximum efficacy, must involve women and young people in the reconciliation process.
- Deploy the police force in Maper, Alor, Madhol, Agwac and Malith and increase police capacity in other insecure areas.
- Create more water points and ensure there are plans in place to regularly maintain them.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Build schools and health units in Maper payam.
- Facilitate a regular meeting between the governor of Lakes State and his counterparts in neighbouring states to assist in bringing communities together, encourage community dialogue and harmonious co-existence.
- **Support civil society and women's groups to engage in conflict resolutions activities.**
- Construct police communications posts in insecure areas and provide long-range radios to achieve quicker response rates.
- Increase the number of water points and boreholes in areas lacking water resources.
- Initiate peace conferences between the communities to enhance dialogue on security issues.
- Construct a road to Maper-Makwach to extend to Tonj East County in Warrap.
- Government should reshuffle commissioners regularly because of weakness in other areas.
- **Establish grinding mills for women's groups to aid in food production.**

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Construct water catchments in conflict areas, in addition to haffirs and hand pumps/boreholes for the population.
- Police force with communication equipment should be deployed in insecure payams/crisis areas.
- Food aid should be provided to the starving population.
- Construct health units equipped with medicine and personnel to provide health services to the communities.

5.4. Cuiebet County

Cuiebet County is composed of six payams: Abiriu, Citcok, Duony, Malou-Pec, Ngap and Pagor. Cuiebet is the second largest county in Lakes State, with a total population of 117,755 people, of which 60,188 are male and 57,567 female.⁸ Cuiebet is observed to be the most organized and busiest county in Lakes State after Rumbek Central and Yirol West, due to its proximity to the busy road to Wau in Western Bhar el Gazal.

Cuiebet has a fairly well-developed commercial centre and numerous small traders selling imported essential commodities. Schools within the centre are operational and health facilities are adequate compared to other counties. However, the road from Rumbek Central to the county headquarters is **in poor condition. The dominant ethnic group here is the Dinka of Agok. Elders and women's** groups are quite organized and frequently contribute to local peacebuilding work, such as assisting the government in the peaceful disarmament of civilians. Women have also been engaged in peace sensitization and community mobilization, in addition to generating incomes through village savings groups and agriculture.

Sources of insecurity

Residents of Cuiebet say that they face regular border disputes with Warrap, and with the neighbouring counties of Rumbek Central, Wulu and Rumbek North. Key sources of conflict include cattle rustling, inappropriate border demarcation (especially in Mardeng, Diangara, Abiriu, Alwel and Awet), disputes over grazing land and fishing territory, and the destruction of beehives. Land and border disputes have brought insecurity to the area. These disputes exist between Abiriu payam with Rumbek Central, Alwel boma with Rumbek North, Maper payam with Warrap State, Awet with Warrap State, Ngap with Wulu, Aterdeng payam with Warrap, and Diangara with Western Equatoria.

Cattle raids and conflict surrounding water points and pasture for grazing animals are common. Water is scarce across the county due to limited boreholes and water points. This creates disputes and leaves communities and livestock vulnerable to diseases. Lack of agricultural support services **has reduced agricultural potential of the area. There is weak government presence in the county's** payams. Attempts at disarmament have not fully taken effect and the incidence of civilian-owned weapons is extremely high. There is an acute lack of health services across the county, which means women and children have to trek long distances for basic services, which makes them particularly vulnerable to rape and attacks by armed groups. Traditional conflict resolution mechanisms have been completely eroded. It is, however, noted that the elders, women, traditional leaders and state government are working collaboratively in this county to carry out peaceful disarmament.

Identified solutions/priorities:

- Strengthen rule of law institutions. Providing human rights training and sensitisation to communities across the county is a possible way to accomplish this goal.
- Construct roads between Maper and Cuiebet to allow for easy deployment of police and military forces.
- Ensure that disarmament is done uniformly. Thus far, disarmament efforts have only been attempted in Cuiebet, making its communities feel vulnerable to outside attack.
- Demarcate borders clearly to decrease land disputes.
- Improve transport and communication systems within the police force, in addition to deploying officers to particularly insecure payams.

⁸ Ibid, p. 25.

- Construct payam administration offices which come equipped with furniture and all necessary tools.
- Continuing with peaceful disarmament of the population.
- Deploy police forces in affected payams and build police border posts in insecure areas.
- Construct haffirs/dams in areas with cattle camps and grazing areas.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilise their areas. They decided on the following key priorities:

Four key priorities identified:

- Construction of water haffirs/dams
- Police deployment
- Access/feeder roads
- Peaceful disarmament of civilians across the entire Lakes State

5.5. Yirol East

Yirol East is composed of six payams: Adior, Lekakedu, Malek, Pagarau, Tinagau and Yali. This is a newly created county which was once a part of Yirol West. The total population of the county is 67,402, of which 33,997 are male and 33,425 are female.⁹ As the county is new, its administration is similarly young. Due to instability from neighbouring payams, a large number of people have been displaced here. Yirol East had previously experienced food shortage from prolonged drought. However, the team observed that the county is administratively organized and government presence is felt at all levels of the population. Although there are a number of poor roads which serve the different payams, the state government was constructing roads linking Yirol East to Yirol West at the time of the consultations.

Sources of insecurity

Residents of Yirol East reported that the majority of the area's instability comes from the bordering Unity State and Yirol West. Key sources of conflict include cattle rustling, disputes over grazing land, water points, borders and animal movement. Conflict over water points is especially problematic in Nyang, Pajot, Tingou, Malek, Acigor, Pagar and LiepLipe. Main conflicts typically occur between the Dinka Twec and Dinka Atwot tribal groups. Adding to security issues are infrastructure problems. Primary healthcare units lack sufficient or adequate supplies of drugs and there are few trained medical personnel at hand. The police force lacks necessary communications equipment and training. Despite an enthusiastic county government, the administration at payam level is weak. Food scarcity is an issue because of inadequate production. The presence of unregistered weapons is extremely high and widespread amongst civilians. A large number of communities have been **displaced and claim that disarmament should be the government's priority, as women, children, and disenfranchised youth are dying.** From March 2009-2010, 14 women have died in the towns and the cattle camps. A similar situation in Warrap and Unity States was mentioned in the consultations and members suggested that the governors should discuss the shared issue.

⁹ Ibid, p. 25.

Identified solutions/priorities:

- **Providing food and water aid is the key priority to the county's residents.** Water issues can be addressed by creating more water points and ensuring there are plans in place to regularly maintain them.
- Roads linking the different payams should be constructed so that state borders are accessible.
- **There is a need for border posts, especially a "big one on the border with Unity State,"** and a defined border to help address challenges in Alor and Mayam Payams .
- There is also a need to protect the communities from wild animals. Also commented upon with regard to animals was the need to have access to medication for livestock when they are affected by disease.
- Improving police communication equipment, as well as constructing additional police posts in Pagarau and Yali will greatly ease the security situation. The county can also benefit from increased police deployment and training, and construction of police post in Nyang, Kap, Mlek, Adiar, Yali and Cambe payams.
- Construct and improve roads between payams.
- Provide training and farm tools to communities to increase agricultural productivity and boost family income.
- Implement an adult literacy programme.
- Construct health clinics in particularly insecure payams.
- Encourage small-scale agriculture and business.
- Ensure that disarmament is done uniformly.
- **Set up microfinance projects for women's groups.**
- Strengthen rule of law institutions.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Construction of police posts in Pagarau and Yali
- Water (increasing number of hand pumps)
- Road constructed between the payams
- Agricultural tools

5.6. Yirol West

Yirol West County comprises of seven payams: Abang, Aluakluak, Anuol, Geng-Geng, Ghar (Gher), Mapourdit and Yirol Centre. Yirol West has a total population of 103,190, of which 53,835 are male and 49,355 are female.¹⁰ This is one of the most commercialized counties with traders from outside South Sudan. There are relatively better infrastructures, such as health and education facilities, and roads leading to the town centre. However, roads connecting the payams are in bad condition. The county is bordered with water points allowing communities to take fishing as one of its viable economic activities.

Sources of insecurity

Residents of Yirol West reported insecurity issues due to the activities of the bordering counties of Rumbek East, Yirol East, and Awerial. Key sources of conflict include: inter-clan clashes, disputes over water points and grazing, borders issues, and cattle rustling. Disarmament has not taken effect so the presence of weapons is extremely common, especially amongst the young cattle keepers. Water is scarce across the county due to limited boreholes and water points. This creates disputes and leaves communities vulnerable to disease. There is no proper border demarcation in place in some areas, particularly between Yirol West and East. Police personnel and police posts are ill-equipped. **Female participants were particularly concerned about hunger, poverty, women's rights issues, and unemployment** as the major cause of insecurity in the county. Additional problems faced by county residents include cattle raids, lack of water and pasture for animals, lack of police presence in the most insecure payams, hunger, unemployment and lack of education. A general sense of insecurity is the primary issue within the county and along its borders.

Other problems identified:

- The lack of schools across the county adversely affects the patterns of education amongst the local children.
- Food shortages are a frequent issue because of inadequate production.
- The lack of essential drugs and healthcare workers means that maternal mortality rates are very high

Identified solutions/priorities:

- Construct police posts in particularly insecure payams.
- Create more water points and ensure there are plans in place to regularly maintain them.
- Construct roads between the payams.
- Improve healthcare facilities across the county.
- Build police posts in Abang, Anuol and Geer payams equipped with properly trained and sensitised police personnel.
- Renovate the County Headquarters office and construct payam administration offices.
- Provide agricultural items such as seeds, ox-plows and hoes to improve productivity.
- Establish microfinance programmes to benefit local women, especially widows.
- Implement an adult literacy programme.
- Encourage peace and reconciliation meetings/dialogues between warring communities.
- Build and improve schools across the county.
- Construct a marketplace for the communities.
- **Construct a women's centre.**
- Build maternity healthcare units.

¹⁰ Ibid, p. 25.

- Establish programmes to support female child education.
- **Provide vehicles and radios to the payam's administrators.**
- Encourage conflict dialogue to allow sharing of resources.
- Strengthen rule of law and institute appropriate punishments for the perpetrators of violence.
- Disarm all the cattle herders in the county and neighbouring communities.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Construct police posts in the payams.
- Provide water for livestock by building haffirs and boreholes.
- Construct roads between payams.
- Build health facilities.

5.7. Wulu County

Wulu County is composed of four payams: Wulu, Domoloto, Makundi and Bhargel. It is the least populated county in Lakes State with a total population of 40,550, of which 21,447 are male and 19,103 are female.¹¹ The area is primarily inhabited by the Jur, a group traditionally composed of farmers. They grow a wide variety of crops including groundnut and sorghum, in addition to bee-keeping and fishing. Wulu is perhaps one of the most neglected counties in Lakes State in terms of infrastructure. Roads connecting Rumbek Central to the Wulu County Administrative Headquarters are poor and many parts are insecure. The only school in the county lack basic infrastructure and **equipment. The county's health centre was built with support from UNDP but is currently neglected.**

Sources of insecurity

Residents of Wulu say that the main source of insecurity in the area stems from the bordering counties of Rumbek Central, Rumbek East, and Cuiebet. Key sources of conflict include disputes over grazing, uncontrolled cattle movement, land-grabbing, and the destruction of bee hives and fishing grounds. Conflict over the demarcation of border lands is perhaps the greatest concern of the people of Wulu, as there are currently similar issues with Rumbek East, Rumbek Central, and Cuiebet counties. These conflicts cover a great deal of territory and include border disputes along Makambe and Rumbek Central; Biling and Kuelkwac and Rumbek East; Bhargeli and Mourlchuoc and Cuiebet; as well as Rua river and Bhargel payam and Cuiebet. Further, claimants have renamed the areas they have forcefully occupied, for example turning Domulimu, Wulu, Ibolongo, Malub into the Dinka names of Majok Poloc, Pancuci, Alol Waper.

There has been serious concern about the extremely destructive nature of some of this instability, including the pulling down of beehives and the rape and murder of women during conflict. Additionally, residents complained of destruction of their crops by the cattle of neighbouring counties, contamination of water points, theft of property and destruction of natural resources such as bamboo, grass, rocks and grass, are common. Roads from Rumbek Central to Wulu and Western Equatoria are very poor. As a result of these omnipresent security issues, people have been displaced from the payams bordering Rumbek Central and Rumbek East. Mechanisms for conflict resolution in the

¹¹ Ibid, p. 25.

county are very weak but there is a clear willingness to engage peacefully with neighbouring areas expressed by the head chief, elders and the youth. Rule of law is lacking and the state government does not have the resources or presence to respond to the needs of communities. The Jurbel for example, feel highly marginalized by the Government because there is no State Government Minister in place. There is a pervading feeling that the Dinkas see themselves as being in charge and that other ethnic groups are marginalized. Communities within Wulu County expressed distrust with the state government.

Identified solutions/priorities:

- Construct feeder roads from Wulu to Makundi, and Wulu to Bhargel bridges. It can also be useful to construct roads between Mayeke and Bhargel and one extending to Wako.
- Provide a vehicle for the use of the County Headquarters Administration office.
- Construct a senior secondary school in addition to improving the condition of the existing primary school and health unit.
- Support agricultural activities by providing farm implements such as ox-plows and seeds. Ox-plows especially should be provided to women who constitute the majority of **the region's farmers and have difficulty with tasks such as plowing.**
- Provide food aid especially to displaced communities.
- Strengthen rule of law institutions and construct a prison.
- Hold peace dialogues between the Jurbel and Dinkas of Cuiebet, Rumbek Central and Rumbek East. Chiefs and elders should be encouraged to hold a reconciliation meeting between Rumbek East and Wulu counties.
- Ensure that the government is representative of all ethnic groups proportionally.
- Ensure that disarmament is done uniformly.
- Construct police units and deploy officers in the five most affected payams with communication and transport systems: Biling, Makur, Domuloto, Domundi, Bhargel.
- Stop the movement of cattle into private gardens.
- There should be a proper demarcation of border areas, especially on the borders between Wulu County and Rumbek East, Rumbek Central, Cuiebet and Yiröl West Counties.
- Disputes between the two counties of Rumbek East and Wulu should be resolved at GoSS level, not at the state level.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Construction of police units in 5 payams provided with communication equipment, in addition to adequate equipment given to the county administration (vehicle, Motorola, long range radio)
- Ox - ploughs for farming should be provided to the women
- Feeder road construction from Wulu to Makundi and Wulu to Bhargel
- Agricultural implements, such as seeds, hoes and pangas should be provided

5.8. Awerial County

Awerial is composed of eight payams: Abuyong, Bun-Agok, Dor, Magok, Nile, Puluk, Alel I and Alel II. It is inhabited by the Dinka Atwot. Awerial has a population of 47,041, of which 23,299 are male and 23,742 are female.¹² Basic social services such as healthcare and schools are lacking. The main issues in Awerial County are inaccessibility and insecurity. The county headquarters are inaccessible, as are most payams. Most of the county's inhabitants are displaced due to the recent conflict with the Terekeka of Eastern Equatoria State.

Sources of insecurity

Residents of Awerial report that security issues are caused by tribal clashes, primarily over grazing land, water points and salt licks for the animals. The other main source of conflict is the practice of cattle raiding emanating from Central Equatoria, Eastern Equatoria, Jonglei and Yirol West. There are also issues related to border demarcation and grazing lands with these counties and states. The payams most affected by insecurity are Magok, Abuyong, and Bunagok. Clashes between these payams have always peaked from December to July. The months of September, October, and November have always been calm due to the abundance of grass and water for animals. Boundary demarcation is unclear across the counties and has often resulted in clashes. There are few mechanisms for settling disputes and the traditional systems are too weak to handle conflicts where guns are involved. Disarmament has not yet been enacted so the presence of weapons is extremely high. The police force is disorganised, under-resourced and unskilled. Wages are low and food shortages are a serious issue because of inadequate production. There is a weak government in the county because its problems are so extreme that most government officials have been away from the county and instead focused on other places.

Other problems identified:

- Income generating activities should also be added to the list, however the community **has listed their priorities already and although important, it can't be changed at the moment.**
- Street children are also becoming a major issue, as many are now running from bad home conditions and hunger, and require government assistance and protection.

Identified solutions/priorities:

- The most important item needed in the county is water for animal as well as human consumption.
- Organise a peace conference or dialogue as soon as possible to resolve issues between communities.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Boost agricultural production by providing ox-plows and seeds to farmers.
- **Provide grinding machines to young people and women's groups as a means of generating additional income.**
- Implement an adult literacy programme.
- Establish more water points and ensure that there are plans in place to regularly maintain them.
- Train and deploy police personnel who are fully equipped with communication and transport equipment. Mingkaman, Kalthok, and Bunagok payams should be prioritised.

¹² Ibid, p. 25.

- Ensure that disarmament is done uniformly.
- **Introduce microfinance projects for women's groups to engage in income-generating activities.**
- Provide radio communication equipment to the County Administration office to strengthen coordination of security monitoring.
- Construct a youth centre.

Communities were asked to rank the above problems and select the ones they felt would reduce insecurity issues and stabilize their areas. They decided on the following key priorities:

Four key priorities identified:

- Provide radio communication equipment for police and county administration.
- Dialogue between the communities should be organised, especially those in conflict.
- Construct a youth centre.
- Carry out uniform disarmament of all counties in Lakes State.

Annex 1. Summary of key county priorities

Priority Areas/Counties	Rumbek Central	Rumbek Central	Rumbek East	Rumbek Central	Culebet	Yirol East	Yirol West	Awerial
Water for livestock (dams/haffirs) and hand pumps	1	1	3		1	2	2	
Construction of police stations, police forces deployment and support for communication equipment	2	2	1	1	2	1	1	1
Support to income-generating activities and Civil Society Organizations	3							
Construction of feeder road	4		2	4	3	3	3	
Food aid		3						
Health facilities		4	4				4	
Agriculture production interventions				3		4		
Disarmament					4			4
Dialogue between the community								2
Construction of youth center								3

Annex 2. Summary of key priorities identified and solutions per county

Rumbek Central
Key Issues Underlying Insecurity
<ul style="list-style-type: none"> Residents of Rumbek Central report that most insecurity comes from the bordering areas of Cuibet, Unity State and Wulu. Key sources of conflict include cattle rustling; border and grazing land disputes, and the presence of guns in the area. Water is scarce across the county due to limited boreholes and water points. Women have to walk up to four hours a day to fetch water; violence becomes more common during the dry season. One hand pump serves approximately serves 250 people. Road conditions between Rumbek Centre and Wulu, and between Rumbek Centre and Cuibet are poor. Smaller roads connecting counties to various payams are also in a bad state. Roads connecting Rumbek Centre to other county headquarters are under construction. Displacement of people from Rumbek North has created congestion and has put a strain on the social services in the area. The only prison in Rumbek Centre is deteriorating, allowing some prisoners to escape. Payams bordering Wulu, Cuibet and Unity State do not have adequate police force and lack communication and transport systems to respond immediately. Lack of essential drugs and healthcare workers means that maternal mortality and malaria rates are very high. Food insecurity is an issue because the 2009 yield was inadequate. Lack of teachers in schools has led to low enrolment rates in schools. Traditional conflict resolution mechanisms are completely eroded.
Key Priorities to Address Insecurity (County Consultation)
<ul style="list-style-type: none"> Construct water catchments in the three counties with the highest population size to reduce tension and conflict, especially in areas bordering Warrap. Water for livestock should be considered. Support women's group to engage in farming. Implement an adult literacy programme. Provide training and farming tools to communities to increase agricultural productivity and boost family income. Construct and rehabilitate dilapidated roads, especially the road from Rumbek Central to Among-piny. Provide communication and transport equipment to police forces in insecure payams. Hold regular peace meetings to improve dialogue between communities. Ensure that disarmament is done uniformly. Provide food aid to areas experiencing harvest problems. Build schools and health units in Maper. Facilitate a regular meeting between the governor of Lakes State and his counterparts in neighboring states to bring communities together. Support civil society and women's groups to engage in conflict resolutions activities.

Rumbek East

Key Issues Underlying Insecurity

- Residents of Rumbek East cite problems of insecurity and conflict with the neighboring areas of Yirol West, Unity State and Wulu. Conflict primarily stems from border, fishing and grazing land disputes – particularly with Wulu. Some (especially women) also report a rise in armed robberies.
- Services are poor across the county due to a general lack of physical infrastructure as well as human resources.
- The lack of state government presence in the county has exacerbated problems of insecurity.
- Roads linking county headquarter (Adwual) to other payams such as Paloc, Akot and Cuiecok are very poor.
- Food insecurity is a recurring and important issue. Not only do agricultural projects lack appropriate tools and equipment but disease among livestock is also common.
- Criminals are regularly not brought to justice because of a complete lack of rule of law. Individuals are often released from custody before a case is concluded.

Key Priorities to Address Insecurity (County Consultation)

- Construct a police station in Poloc and Biling.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Create more boreholes and ensure there are plans in place to regularly maintain them.
- Construct water points for cattle keepers to reduce overcrowding and, at times, violence.
- Build and staff schools across the county.
- Improve health facilities in Aduel and construct new units in Akot, Atiaba, Pacong and Cueicok.
- Demarcate borders more clearly to decrease land disputes.

Rumbek North

Key Issues Underlying Insecurity

- Residents of Rumbek North report insecurity from the bordering states of Warrap and Unity State, especially at the border of Reldit, Alor, Madol and Malith which are the main payams affected. This has resulted in high displacement rates in the county. Key sources of conflict include disputes over grazing land and water points.
- The government administration at county level is weak and cannot deal with insecurity effectively. Food insecurity is an issue because of inadequate production and a particularly bad harvest in 2009. Modern agriculture schemes and equipment is completely absent.
- Security forces are inadequate and untrained.
- Illegal possession of arms and unregistered weapons is an issue across the county.
- There are longstanding issues between communities in the North-South war.
- Lack of roads makes basic services inaccessible to most people. The road heading to Mapiir from Rumbek Center is particularly bad.
- A high number of returnees are present.
- There is an absence of health services for both livestock and humans.
- Traditional conflict resolution mechanisms are completely eroded.

Key Priorities to Address Insecurity (County Consultation)

- Ensure that disarmament is done uniformly.
- Hold peace conferences between Warrap and Unity State and be sure to involve women and young people in the process.
- Deploy police to Mapiir, Alor, Madhol, Agwac and Malith and increase police capacity in other insecure areas.
- Create more water points and ensure there are plans in place to regularly maintain them.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Build schools and health units in Maper.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Facilitate a regular meeting between the governor of Lakes State and his counterparts in neighboring states to bring communities together.
- **Support civil society and women's groups to engage in conflict resolution activities.**
- Construct police communications posts in insecure areas and provide long range radios to achieve quicker response rates.
- Increase water points and boreholes in areas lacking water resources.
- Initiate peace conferences between the communities to dialogue on insecurity issues.

Cuiebet

Key Issues Underlying Insecurity

- Residents of Cuiebet say they face regular border disputes with Warrap, and with the neighboring counties of Rumbek Centre, Wulu and Rumbek North. Key sources of conflict include cattle rustling, inadequate border demarcation (especially in Mardeng, Diangara, Aber, Alwel and Awet), fishing ground disputes and the destruction of beehives and grazing land.
- Water is scarce across the county due to limited boreholes and water points. This creates disputes and leaves communities vulnerable to disease.
- Disarmament has not taken hold so the presence of weapons is extremely high.
- There is a chronic lack of health services across the county which means that women often have to trek long distances to access public services for themselves or their children. This makes them particularly vulnerable to rape and attacks by armed groups.
- The lack of agricultural resources or animal health services leaves livestock vulnerable.
- Traditional conflict resolution mechanisms have completely eroded.
- There is weak government presence in the payams.

Key Priorities to Address Insecurity (County Consultation)

- Strengthen rule of law institutions. Providing human rights training and sensitization to communities across the county is one way to do this.
- Construct roads between Maper and Cuiebet to allow for easy deployment of forces.
- Ensure that disarmament is done uniformly. So far, disarmament has only been done in Cuiebet which makes communities feel vulnerable.
- Demarcate borders more clearly so as to decrease land disputes.
- Improve transport and communication systems within the police force and deployment officers to particularly insecure payams.
- Construct payam administration offices and provide them with equipment and furniture.

Yirol East

Key Issues Underlying Insecurity

- Residents of Yirol East report that most insecurity comes from the bordering areas of Unity State and Yirol West. Key sources of conflict include cattle rustling and disputes over grazing land, water points, borders and animal movement. The main conflicts occur between the Twec and Atwot.
- Primary healthcare units lack a sufficient or adequate supply of drugs and there are few trained medical personnel at hand.
- The police force lacks communications equipment and training.
- The administration at payam level is weak.
- Food insecurity is an issue because of inadequate production.
- The presence of unregistered weapons is extremely high.

Key Priorities to Address Insecurity (County Consultation)

- Strengthen payam administrations by constructing offices.
- **Improve the police's communication equipment and construction of police post in Pagarau and Yali.**
- Create more water points and ensure there are plans in place to regularly maintain them.
- Construct and improve roads between payams.
- Provide training and farming tools to communities to increase agricultural productivity and boost family income.
- Implement an adult literacy programme.
- Construct health clinics in particularly insecure payams.
- Ensure that disarmament is done uniformly.
- **Set up micro-finance for the women's groups.**
- Strengthen rule of law institutions.

Yirol West

Key Issues Underlying Insecurity

- Residents of Yirol West report insecurity from the bordering counties of Rumbek East, Yirol East, and Awerial. Key sources of conflict include: inter-clan clashes, disputes over water points and grazing, borders issues, and cattle rustling.
- The lack of schools across the county particularly impacts education for young girls.
- Disarmament has not taken hold so the presence of weapons is extremely high, especially among young cattle keepers.
- Water is scarce across the county due to limited boreholes and water points. This creates disputes and leaves communities vulnerable to disease.
- Roads are very poor across the county.
- There is no proper border demarcation in place in some areas, particularly between Yirol West and East.
- Police personnel and police posts are ill-equipped.
- Food insecurity is an issue because of inadequate production.
- Lack of essential drugs and healthcare workers means that maternal mortality rates are very high.

Key Priorities to Address Insecurity

- Construct police posts in particularly insecure payams.
- Create more water points and ensure there are plans in place to regularly maintain them.
- Construct roads between the payams.
- Improve healthcare facilities across the county.
- Provide proper training and sensitisation of police personnel on their roles and responsibilities.
- **Renovate the county's headquarter office and construct payam administration offices.**
- Provide agricultural items such as seeds, ox-ploughs and hoes to improve productivity.
- Set up micro-finance for women, especially widows.
- Implement an adult literacy programme.
- Encourage peace and reconciliation meetings/dialogues between fighting communities.
- Build and improve schools across the county.

Wulu

Key Issues Underlying Insecurity

- Residents of Wullo say that conflict is caused by the bordering counties of Rumbek Centre, Rumbek East, and Cuiebet. Key sources of conflict include disputes over grazing rights, uncontrolled cattle movement, land-grabbing and the destruction of bee hives and fishing ground. A high proportion of women have been killed or raped during conflict.
- Communities have been displaced from payams bordering Rumbek Central and Rumbek East.
- Mechanisms for conflict resolution are very weak.
- Boundary demarcation is unclear between Rumbek Centre and Wulu. The Dinkas of Rumbek Centre are claiming land purportedly belonging to the Jurbel.
- Rule of law is lacking and the state government does not have the resources or presence to respond to the needs of communities.
- Jurbel feels highly marginalized by the Government since there is no state government minister in place. There is a feeling that Dinkas see themselves as being in charge.
- Communities do not trust the state government.
- Roads from Rumbek Centre to Wulu and Western Equatoria are very poor.

Key Priorities to Address Insecurity (County Consultation)

- Provide a vehicle to the county headquarter administration offices.
- Construct a senior secondary school.
- Support agricultural activities through the provision of equipment like ox ploughs and farm implements.
- Provide food aid, especially to displaced communities.
- Strengthen rule of law institutions.
- Hold peace dialogue meetings between the Jurbel and Dinkas of Cuiebet, Rumbek Central and Rumbek East.
- Ensure that the Government represents all ethnic groups proportionally.
- Ensure that disarmament is done uniformly.
- Build a bridge between Bahr el Gazal and Gul to ease the movement and accessibility of Wulu County to other areas.
- Construct police unit in four payams and equip them with communication and transport facilities.
- Construct access roads to four payams.

Awerial

Key Issues Underlying Insecurity

- Residents of Awerial report that insecurity is caused by tribal clashes, mainly over grazing land and water points. The other key source of conflict is cattle raiding emanating from Central Equatoria, Eastern Equatoria, Jonglei and Yiroi West.
- Magot, Abuyung, and Bunagok payams are most affected.
- Boundary demarcation is unclear across the county.
- Mechanisms for settling disputes are lacking and traditional systems are too weak to handle conflicts where guns are involved.
- Disarmament has not taken hold so the presence of weapons is extremely high.
- The police force is disorganized, under-resourced and unskilled. Wages are also low so there is a real reluctance to join.
- Food insecurity is an issue because of inadequate production.

Key Priorities to Address Insecurity (County Consultation)

- Organize a peace conference or dialogue meeting as soon as possible to resolve issues between communities.
- Provide food aid to areas experiencing harvest problems and/or low agricultural productivity.
- Boosting agricultural production by providing ox-ploughs and seeds to farmers.
- **Provide grinding machines to young people and women's groups as a means of generating income.**
- Implement an adult literacy programme.
- Create more water points and ensure there are plans in place to regularly maintain them.
- Train and deploy police personnel ensuring that they are fully equipped with communication and transport equipment. Mingkaman, Kalthok, and Bunagok payams should be prioritised.
- Ensure that disarmament is done uniformly.
- Introduce micro-finance schemes for women's groups to engage them in income-generating activities.
- Provide radio communication equipment to the county administration office to strengthen communication and coordination of security monitoring.
- Construct a youth centre.



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