

**FINDINGS AND PROGRAMME RECOMMENDATIONS ISSUING
FROM CAPE UNIT FIELD MISSION TO SOUTHERN SUDAN
12-22 NOVEMBER 2002**



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Richard Grahn
Nicole Bores

CAPE Unit
African Union/IBAR
PO Box 30786, Nairobi, Kenya
richard.grahn@oau-ibar.org
Tel: + 254 (0)2 211 751
Fax: + 254 (0)2 212 289
Web: <http://www.cape-ibar.org>

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MISSION PURPOSE AND CONTEXT

The CAPE Unit of AU/IBAR undertook a ten day field mission to Southern Sudan from 12-22 November 2002. The purpose of the mission was to:

- Assess the potential for the use of CAPE peace-building and conflict management methodologies in pastoral areas of relative peace in Southern Sudan
- Provide context on the animal health situation in the locations visited
- Map the institutional context of service providers, NGOs and other organizations in each location
- Map and describe local conflicts by undertaking a conflict mapping exercise with community members and through discussion with community focus groups and other key informants
- Describe possible opportunities for peace-building
- Guide any future CAPE activities in Southern Sudan

A wide range of methods were used. Key Informant discussions, focus groups of various stakeholders as well as group participatory exercises such as institutional and conflict mapping were all used. Our findings are structured according to the locations in question, namely Bor County, Boma County and Kapoeta County. For each section, we have organized our findings around the institutions present on the ground, the animal health situation, and the conflicts in question. The boxed sections draw out Recommendations for peace-building and for each of the conflicts identified.

OVERVIEW MATRIX

	Animal Health Needs	Animal Health Institutional Capacity	Conflict Summary	Conflict Attributes	Conflict Management & Peace Building Institutional Capacity	Wider Development Needs	Wider Development Institutions
Bor County	High – immediate action (vaccination, access to drugs)	Low – no organisations	Conflict One: ‘theft’ of Dinka cattle by transhumant Nuer	<ul style="list-style-type: none"> • Cyclical (end of dry season) • localised • Not violent • Not (yet) jeopardising relationships 	Low – no organisations working on peace directly	<ul style="list-style-type: none"> • Food security High • Human health – High • Institutions of justice - medium 	Low
			Conflict Two: Murle cattle raiding & abduction of Dinka/Nuer children	<ul style="list-style-type: none"> • Non-cyclical (but may be revenge acts) • widespread • High level of violence • Jeopardising relationships/ spreading fear 			
Boma County	Medium – vaccination services provided	Medium - partners already operating	Conflict One: Access to pasture and water for livestock	<ul style="list-style-type: none"> • Cyclical (during dry season grazing) • Localised • Violent • Jeopardising relationships 	Medium -	<ul style="list-style-type: none"> • Drinking water – medium • Education – medium • Sanitation – medium 	Medium – organisations possibly becoming overstretched
			Conflict Two: Inter-community cattle raiding, child abduction, and ‘random killings’	<ul style="list-style-type: none"> • Non-cyclical (but may be revenge acts) • Widespread • High level of violence • Jeopardising relationships 			
			Conflict Three: Competition over services	<ul style="list-style-type: none"> • Progressively building • Localised • Not (yet) violent • Relationships strained 			
Kapoeta County	Medium – coverage patchy	Low – some coverage but uneven	Cattle raiding between the Toposa and their neighbours	<ul style="list-style-type: none"> • Non-cyclical (but may be revenge acts) • Widespread • High level of violence • Jeopardising relationships 	High –but lacking co-ordination	<ul style="list-style-type: none"> • Human health • Education 	Medium -

SUMMARY OF RECOMMENDATIONS

These recommendations are a summary of the recommendations for each theme in each location. They are also reproduced in context in each relevant section.

1. Recommendations for Peace-building in North Bor County

- a. There is a potential community willingness to work for peace for grassroots peace initiatives, but a lack of institutional capacity to handle peace work. The capacity of the existing traditional authority figures needs to be utilised and built on. While there are many NGOs working in the area, there is also a need for organisations to work explicitly on peace-building. As the community sees the SPLM as a major peace actor, placing responsibility on the movement for negotiating local peace, the SPLM should be highly involved in any peace initiatives.
- b. Animal health is a clear entry point for peace work in North Bor. As veterinary drug availability is extremely limited, and this was the most strongly articulated problem relating to animal health, provision of these drugs should be considered as a potential peace dividend or entry point. In light of limited institutional capacity, funding for CARE's potential animal health programme should be considered carefully, with training and support from IBAR. One element of animal health infrastructure that is in place is the presence of trained CAHWs and fully trained vets in Kongor Payam. This should be utilised and strengthened.
- c. Availability of water, for both humans and animals, was frequently articulated as a need, and could be a potential entry point for peace work.
- d. The construction of a road from North Bor to Pibor County was suggested by several of the communities as a potential project that would contribute to peace, as it would open up lines of communication and interaction between Dinka, Nuer, and Murle communities. As employment generation schemes and food for work programmes are still in place, this project could be recommended to other partners.
- e. Further human health needs, expressed by women in particular, include: various health problems, including child mortality, reproductive health problems possibly caused by syphilis and gonorrhoea (which may contribute the problem of child abduction); an absence of young men in the community, as many have gone away for schooling, to join the SPLA, or elsewhere; and a need for an adult education programme targeted towards women such as that created by the Women's Development Association in Panyagor.
- f. The police and civil authorities should be included in any peace meetings, and their capacity to monitor peace agreements and be involved in their implementation increased.

2. Recommendations for Managing Bor County Conflict One: Nuer theft of Dinka cattle

- a. Increase the presence of local authorities in the dry season grazing areas when the Nuer leave at the beginning of the rainy season to reduce opportunistic cattle theft.
- b. As there is a similar level of need for veterinary drugs for both the Nuer and Dinka, the two groups could be treated as an integrated unit in any drug provision projects to reduce disease transmission between the two herds.
- c. Monitor the relationship between the groups carefully so that there is the potential to respond to any further deterioration in the relationship.

3. Recommendations for Managing Bor County Conflict Two: the Conflict between Murle, and Dinka and Nuer Groups

- a. Efforts at direct mediation between the conflicting parties could be made to address both cattle raiding and child abduction, perhaps by bringing together community leaders or women's groups in the areas affected.
- b. Animal health service provision should work as an entry point to improve relations between conflicting communities.
- c. It may be beneficial to support local authorities, NGOs, and CBOs in conflict monitoring and in making early response to conflicts and opportunities for peace.
- d. A road connecting North Bor to Kadiang, a Murle area, could be used as a common resource for building peace. Poorly maintained roads, such as those currently in the area, become 'no man's lands' in which insecurity is rampant, communication and trade limited. An improved road could serve as a means of opening lines of communication and interaction between the conflicting communities. Additionally, the road could increase cattle trade, and possibly create a market for cattle, which was a concern in the Dinka communities visited.

4. Recommendations for Peace-building in Boma

- a. There is a community willingness to meet with other groups to discuss peace-building and a greater familiarity with the concepts of peace than was found around North Bor County.
- b. The coordination of existing service provision would help to consolidate and coordinate existing peace efforts.
- c. Those services not being addressed but articulated by communities as needs should be considered as potential entry points for peace work.
- d. The capacity of the civil authorities in Boma should be built upon so that they can take responsibility for the coordination of service provision.
- e. VSF-G and other agencies involved in peace work need further training and capacity building.
- f. VSF-G's CAHW training programme should bring together CAHWs from each community for joint training and could include conflict management training.
- g. We should consider enabling members of the community to eat and live together during peace workshops, and consider holding mobile peace workshops in the field areas closer to the conflict locations.

5. Recommendations for Managing Boma Conflict One: Access to Pasture and Water for Livestock

- a. The negotiation of common management and access strategies for the grazing lands and water points should be facilitated, ensuring that enforcement mechanisms are devised and implemented.
- b. The actual herders that take the cattle to graze must be involved in the peace process. An agreement between chiefs or elders would not hold, as they are not the ones that come into contact with one another during the dry season.
- c. Further research should be undertaken to understand the extent and impact of this issue in Boma, and to develop additional interventions.

6. Recommendation for Managing Boma Conflict Two: Inter-community Raiding, Child Abduction, and 'Random Killing'

- a. VSF-G has not yet determined an overall plan for its peace work due to uncertainty regarding the funds available. VSF-G's work should be supported, and an overall plan determined. This plan should target the youth directly, possibly by holding the meetings in the cattle camps themselves, where the youth stay.
- b. Community dialogues should be undertaken on the conflicts identified.
- c. It would be beneficial to increase the capacity of PPDA (Pibor People's Development Association) through training. This training could possibly occur along with similar counterpart CBOs, such as TDA (Toposa Development Association), so that a strong link will be created between the various CBOs representing different communities.
- d. Further research should be undertaken to understand the links between child abduction and cattle raiding, as well as the relationship between the Murle in Boma and those under GoS control in Pibor.

7. Recommendations for Management of Boma Conflict Three: Competition for Services

- a. Sanitation, stronger administration and planning, agricultural extension services and markets for livestock are the main services that are not currently provided. SMC (Sudan Medical Council) or JAM (Jesus is Alive Mission) could look to include sanitation work in its health or water activities.
- b. The team felt that drinking water was the only need that could be adequately addressed in the area. Those services not being provided at all, or not adequately, could be utilized as potential entry points into peace work.
- c. There is a need for a decentralized approach to service provision in the county as a whole within the available capacity.
- d. SRRRA could facilitate a service coordination body in partnership with local NGOs and CBOs to oversee these activities. This will in turn give increased legitimacy and input to SRRRA.
- e. Further research should be carried out on the relationships between those communities in Boma center and those on the periphery.
- f. NGOs and other service providers should attempt to ensure the sustainability of the services they provide given the high level of demand present around Boma.

8. Recommendations for Peace-building in Kapoeta County

- a. As the Toposa community borders and has a large impact on many communities, intensifying work from within the Toposa area will have an impact across the borders of Kapoeta County including on communities in Boma County.
- b. Of the three areas visited, Kapoeta County had the highest level of peace awareness and initiatives. Each community we visited had participated in at least one previous peace initiative, and saw the value in continuing to dialogue with conflicting communities to work towards creating a sustainable peace. In addition, the civil authorities in Kapoeta County have taken the lead in promoting peace by forming Village Peace Committees and supporting existing peace initiatives. The civil authorities should be highly involved in any future peace work in the area.
- c. The large number of existing peace initiatives needs to be coordinated so that they are more effective. Additionally, these initiatives should include intense follow-up so that agreements created are less likely to disintegrate.

- d. Youths were repeatedly mentioned as those breaking the peace agreements, and as key stakeholders in any peace initiative. These youths expressed a willingness to take part in community dialogue and meet with their counterparts to discuss peace.
- e. TDA is exploring the potential to develop a marketing system that would involve "bush shops" trading goods for livestock with cattle herders from Toposa and neighboring communities. These livestock could then be sold at a market in Nadapal. Further research should be conducted on the feasibility of this trade, as well as the potentials for peace-building and possible obstacles.

9. Recommendations for Kapoeta County Conflict One: Cattle Raiding Between the Toposa and their Neighbours

- a. The major problem reported for the existing peace initiatives in the area, including those of IBAR, has been inconsistent follow-up. Therefore, the establishment of a service center in Narus would be useful in creating a more consistent presence on the ground. In addition to solving the problem raised of inconsistent follow-up to peace initiatives, the center could serve the following additional purposes:
 - The service center can become a coordinating body for the many local peace initiatives. This will avoid overlap between the various peace actors.
 - The center can be used as the focal point for monitoring and responding to conflict in the surrounding area.
 - A vehicle could be available to facilitate IBAR and other peace initiatives in enabling communities to meet, facilitating the return of stolen cattle, and rapidly responding to reports of planned raiding and peace initiatives.
 - The center can be used as a resource and training center for CAHWs, Village Peace Committees, the civil authority, and CBOs.
 - The center should take a leading role in coordinating the provision of animal health services, including drug provision, vaccinations, and training of animal health workers. At present, services are being provided, but not uniformly. The service center can become a coordinating center for these activities.
- b. The police should be further included in helping communities to build peace:
 - Law and order can be enforced in the area by promoting a strong administration linked to village peace committees.
 - When workshops or meetings are held and resolutions are created, the police and civil authority, as well as local NGOs, need to be involved so that they will enforce these resolutions. These meetings then need intense follow-up to ensure that the resolutions will be put into place.
 - Police should be supported in improving their means of communication. At present, they do not even have logbooks, paper, or pens to record activities.
 - Police should be trained in conflict management and enforcement of peace resolutions. This will not only ensure that peace resolutions are enforced, but will also help to promote human rights.
- c. Village Peace Committees are currently in the process of being formed. This initiative, led by the Commissioner, should be supported.
 - Training should be given to these committees in conflict management.
 - These committees should have the responsibility for monitoring and reporting conflict in their area.
 - Resolutions developed through peace meetings or workshops should give peace committees authority to enforce them.

FINDINGS

North Bor County

Institutional mapping

There is a clear gap for animal health service provision. Likewise, the capacity for conflict resolution and peace-building activities within local and international organisation in the region is minimal. There is scope for an organisation or partnership to work on linking animal health services and peace-building.

- SCF-UK was active in animal health services (namely drug sales, vaccinations and training of CAHWs) until 2000 when it pulled out, leaving in place a number of trained CAHWs.
- CARE international is present in Panyagor, working mainly on food security issues (distribution of seeds and tools). CARE does no work on animal health at the moment but has already drawn up a proposal for an animal health program to be a part of its overall food security work, but has failed to secure funding for it¹
- Sudan Medical Care is also present in Panyagor, but is not working on any relevant issues (it took over from MSF-Holland)
- No NGO is working directly on conflict and peace issues. NSCC is not working on conflict at the grassroots level, although has been involved in peace initiatives at higher levels.
- JARRAD is working with returnees from other areas of Sudan and Kenya.
- NSCC is working in both North and South Bor counties, but is said to have rather low capacity at the moment.
- Redda Barnen (Save the Children Norway) works in both North and South Bor County demobilizing and providing vocational training to child soldiers.
- CEAS is working in education, vocational training, border support, and sanitation. It is in the process of handing over its work to Church 4 Development (C4D).
- The capacity of the local civil administration is extremely weak, both as concerns animal health service provision, and as concerns peace and justice affairs.

¹ CAPE now has a copy of this proposal.

1. Recommendations for Peace-building in North Bor County

- a. There is a potential community willingness to work for peace for grassroots peace initiatives, but a lack of institutional capacity to handle peace work. The capacity of the existing traditional authority figures needs to be utilised and built on. While there are many NGOs working in the area, there is also a need for organisations to work explicitly on peace-building. As the community sees the SPLM as a major peace actor, placing responsibility on the movement for negotiating local peace, the SPLM should be highly involved in any peace initiatives.
- b. Animal health is a clear entry point for peace work in North Bor. As veterinary drug availability is extremely limited, and this was the most strongly articulated problem relating to animal health, provision of these drugs should be considered as a potential peace dividend or entry point. In light of limited institutional capacity, funding for CARE's potential animal health programme should be considered carefully, with training and support from IBAR. One element of animal health infrastructure that is in place is the presence of trained CAHWs and fully trained vets in Kongor Payam. This should be utilised and strengthened.
- c. Availability of water, for both humans and animals, was frequently articulated as a need, and could be a potential entry point for peace work.
- d. The construction of a road from North Bor to Pibor County was suggested by several of the communities as a potential project that would contribute to peace, as it would open up lines of communication and interaction between Dinka, Nuer, and Murle communities. As employment generation schemes and food for work programmes are still in place, this project could be recommended to other partners.
- e. Further human health needs, expressed by women in particular, include: various health problems, including child mortality, reproductive health problems possibly caused by syphilis and gonorrhoea (which may contribute the problem of child abduction); an absence of young men in the community, as many have gone away for schooling, to join the SPLA, or elsewhere; and a need for an adult education programme targeted towards women such as that created by the Women's Development Association in Panyagor.
- f. The police and civil authorities should be included in any peace meetings, and their capacity to monitor peace agreements and be involved in their implementation increased.

Animal Health Situation

North Bor is a largely Dinka area which has known relative peace under SPLM/A control since 1997. Pasture quality is generally good, with other communities bringing their cattle to the county to take advantage of the 'Toic' dry season grazing watered by the Nile.

Availability of veterinary drugs

- Strong community demand was reported for animal drugs (particularly for FMD, CBPP, CCPP, and TRYPANOSOMIASIS). Additionally, significant incidence of worms and water-borne diseases of livestock reported due to practice of grazing cattle in marshy areas during the dry season.
- There is currently no private market in animal drugs, and no NGO providing them. FAO has provided animal drugs in the past, although this was only for emergency use and coverage was patchy. SCF-UK was also providing drugs on a 50% cost-recovery basis, but they pulled out of the area in 2000.
- This lack of availability of veterinary drugs impacts the livestock owners of North Bor through a loss of productivity, increased morbidity and mortality, increased spread of animal disease, and decreased milk production. There is the potential in this area for large-scale outbreaks of the above disease if the availability of animal drugs and vaccines does not increase in the near future.

Presence of trained vets and/or CAHWs

- CAHWs appear to be relatively evenly distributed geographically and within the communities (trained by SCF-UK), but appear to be inactive at present. This is largely due to the lack of availability of veterinary drugs as well as the withdrawal of institutional support. These CAHWs could potentially be 'reactivated'. Around 40 are on file with the Veterinary Coordinator. Additionally, some areas, such as Kongor Payam, have fully trained veterinarians.

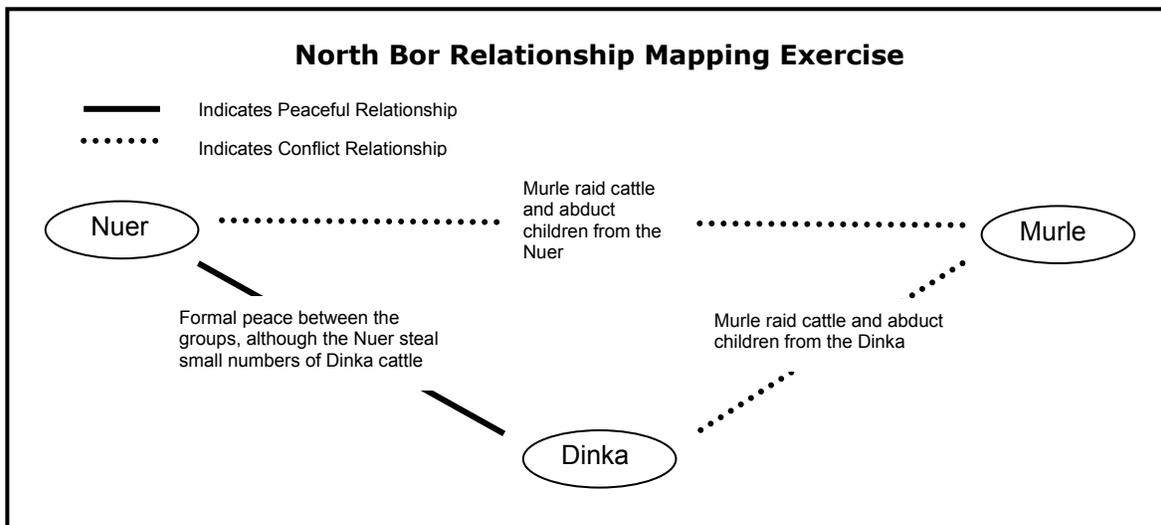
Relationship between animal health services and peace-building

- General insecurity in the area, caused mostly by cattle raiding, banditry and child abduction significantly hinders trade and mobility. This decreases the possibilities of a private market for drugs developing. There is little marketing of cattle or livestock products.
- Many of the diseases affecting Dinka cattle in North Bor are (reportedly) transmitted by Nuer and Murle cattle when they come to take advantage of the dry season grazing lands in North Bor. Both of these communities are more mobile than the Dinka, and have received less animal health services in the past. This makes the Dinka cattle particularly vulnerable when they come into contact with other cattle. Any intervention to provide improved animal health care to the Dinka will also need to address the animal health needs of the Nuer and Murle.

Conflict Mapping

There are three main ethnic groups in the area: Dinka, Nuer, and Murle. The Dinka are the only group permanently settled in North Bor, while the Nuer and Murle come to graze their cattle during the dry season. The Dinka consider themselves vulnerable to theft and raiding, despite their allegiance to the SPLM.

The area is mainly secure, however a number of roads are considered unsafe by many communities due to raiding and child abduction. The overall situation should be characterized as one of rehabilitation and development rather than relief. The level of insecurity has been relatively stable since 1997 and there is a relatively low level of military presence in the area. Two main areas of conflict were identified during focus groups and key informant interviews, the minor theft of Dinka cattle by Nuer on their departure from the County at the beginning of the rainy season and the raiding and abduction of Dinka and Nuer cattle and children by Murle.



Conflict One: Nuer Theft of Dinka Cattle

I. Manifestation of conflict

- The conflict is active, although currently it is neither violent, nor jeopardizing relationships between the Nuer and Dinka in the area.
- This is a recurring cycle, happening every year around March, the beginning of the rainy season. When the Nuer leave the Dinka area where they have brought their cattle to graze during the dry season, they take with them whatever Dinka cattle they come across along the way. In the past, there was raiding, but the relationship has improved over time. In 1997, the relationship normalized and changed from explicit raiding to minor theft.
- The main actors in the conflict are the Nuer and Dinka cattle herders, but Dinka households as a whole are affected by the loss of cattle. The SPLM has a role in this conflict as it has more control over the Dinka than the Nuer. We hypothesize that for this reason, the Dinka do not retaliate, and the Nuer are not punished for the theft.
- There are no organizations working to maintain peace between the Dinka and Nuer in North Bor.
- The area affected by this conflict is the 'Toic' bordering the east bank of the Nile, which provides grazing lands during the dry season.
- The Dinka are impacted by a loss of assets and a higher potential for disease transmission ('tool-tool', CCPP, CBPP, and rinderpest). Their stocks are only now recovering from the Nuer massacres of the early nineties, so any further loss of livestock has the potential to significantly impact Dinka households.
- While this conflict does not have a significant impact on the overall peaceful relationship between the Dinka and the Nuer, it is a concern as the situation has the potential to escalate, and each community consistently articulated it as a problem.

II. Causes of the conflict

- The Dinka attribute this theft of cattle to simple opportunism on the part of the Nuer. The Dinka are unable to protect their cattle as they are not as well armed as the Nuer.
- Overall, the main cause of this conflict is an absence of a significant police and judiciary within the SPLM and weak or non-existent conflict management systems in the area.
- There is a mutually dependent and beneficial relationship of sorts between the Nuer and Dinka in N. Bor. Dinka communities claimed that they do not have weapons and are therefore unable to adequately protect their cattle from Murle raiding (but see above concerning SPLM-Dinka relationships). It is likely that the Nuer, who are better armed and not under SPLM control, serve as a sort of defense force for the Dinka when the two groups graze their cattle together during the dry season. Future work should explore this relationship further.
- Additionally, the Dinka exchange sorghum for Nuer cattle and also marry their daughters to the Nuer. This trade and bride wealth acts as one means of restocking for Dinka communities. The Nuer in turn are able to bring their cattle to graze in Dinka areas during the dry season. Both groups benefit from maintaining this peace, although care should be taken so that the peace does not degrade further, especially during this dry season when there has been very scarce rainfall in North Bor.

III. Responses to the Conflict

Past Efforts and Lessons Learned

- The communities see intermarriage between the Dinka and Nuer as both a means of restocking cattle and maintaining peace.
- Fear of the law is an effective means of reducing raiding. The Dinka are more tightly under SPLM control and hence feel that they are unable to engage in cattle raiding, as they will be punished.
- Mutual dependency creates an environment where peace is both necessary and possible. This can be seen in the relationship between the Nuer and the Dinka in North Bor, as well as the peace agreement in South Bor, which was made possible through the need to share grazing areas and water points during the dry season.

2. Recommendations for Managing Bor County Conflict One: Nuer theft of Dinka cattle

- a. Increase the presence of local authorities in the dry season grazing areas when the Nuer leave at the beginning of the rainy season to reduce opportunistic cattle theft.
- b. As there is a similar level of need for veterinary drugs for both the Nuer and Dinka, the two groups could be treated as an integrated unit in any drug provision projects to reduce disease transmission between the two herds.
- c. Monitor the relationship between the groups carefully so that there is the potential to respond to any further deterioration in the relationship.

Conflict Two: Murle Raiding of Dinka and Nuer Cattle

I. Manifestation of Conflict

- This is an ongoing and active conflict that is both violent and jeopardizing relationships between communities on the ground. The conflict is a recurring crisis that worsens during the dry season. The most recent raid that occurred took place in Wootkoro in July of 2002 and the threat is still present. During the team's visit to Poktap, gunshots were heard on the road connecting to Panyagor. Community members associated these with the presence of four Murle raiders either scouting the area for a future raid or attempting to steal cattle.
- The main actors in the conflict are the Murle, Dinka, and Nuer herders, although both the Dinka and Nuer as a whole are negatively affected by the raiding.
- There are no actors in peacebuilding in North Bor, although the NSCC was a part of negotiating peace between the Murle and Dinka in South Bor.
- The GoS and SPLA play a role in the conflict as it is the GoS that is arming the Murle and encouraging this raiding, and the SPLA that prevents the Dinka from retaliating.
- One of the main impacts of this conflict on the Dinka and Nuer is their loss of mobility in North Bor. The Dinka and Nuer are unable to take their cattle to many water points, and fear leaving the immediate community because of the strong Murle presence.
- Additionally, they suffer from a loss of assets, loss of lives, and forced displacement. The area is dotted with abandoned Dinka settlements and the residents of Poktap had been forced to leave their original community.
- This conflict has significant implications for animal health provision as the instability affects the ability to deliver animal health services effectively. Because of the overall security threat, there is no market for livestock or animal drugs, and an inability to access other markets.
- There is a complex relationship between cattle raiding and the abduction of children by the Merille. This child raiding has further decreased the mobility of the Dinka and the Nuer, as they fear leaving their immediate community. The Dinka even mentioned that they were unable to send their children to school because of the threat of child abduction.

II. Causes of the Conflict

- Local perceptions of the causes of Murle raiding included the following:
 - As the Murle do not cultivate, they are more dependent on cattle
 - The Murle are perceived as more mobile than the Dinka and Nuer, who are opportunistic cultivators, which makes it easier for them to raid and avoid being raided
 - Several groups asserted that the GoS arms and encourages the Murle to raid
 - SPLA has less control over some Merle groups, whereas the SPLA has a larger control over the Dinka.
 - Cultural barriers limit communication between the communities, and Murle groups are more tolerant of theft by members of their community
- There is a lack of interaction between tribes.
- There is no common interest or resource that would make it in both groups' interests to maintain peace such as the water points and grazing areas in South Bor.
- The underlying cause of the child abduction was reported to be infertility amongst the Murle. A further cause may be the market for exchanging children and cattle in Pibor

III. Responses to the Conflict

Past Efforts and Lessons Learned

- NSCC and local community leaders negotiated peace at Liliir in South Bor between the Dinka and Murle. This peace is enforced by the local communities and chiefs. There have been no such peace agreements in North Bor.
- Any peace agreements that are developed must be enforced locally, and not by the SPLA as there is little control over the Murle.
- Mutual dependency on a common resource, such as water and grazing areas in South Bor, is a key factor in negotiating and maintaining peace.

3. Recommendations for Managing Bor County Conflict Two: the Conflict between Murle, and Dinka and Nuer Groups

- a. Efforts at direct mediation between the conflicting parties could be made to address both cattle raiding and child abduction, perhaps by bringing together community leaders or women's groups in the areas affected.
- b. Animal health service provision should work as an entry point to improve relations between conflicting communities.
- c. It may be beneficial to support local authorities, NGOs, and CBOs in conflict monitoring and in making early response to conflicts and opportunities for peace.
- d. A road connecting North Bor to Kadiang, a Murle area, could be used as a common resource for building peace. Poorly maintained roads, such as those currently in the area, become 'no man's lands' in which insecurity is rampant, communication and trade limited. An improved road could serve as a means of opening lines of communication and interaction between the conflicting communities. Additionally, the road could increase cattle trade, and possibly create a market for cattle, which was a concern in the Dinka communities visited.

Boma County

Institutional mapping

- VSF-G provides vaccination services, training of CAHWs, and facilitates peace workshops. VSF-G activities began with rinderpest vaccination, and they are now engaged in a period of community surveillance.
- Sudan Medical Care is present in Boma working on issues related to human health. They are reported to be unable to meet the community demand for drugs and services.
- JAM a missionary organisation is working throughout the area overseeing school feeding programmes and drilling bore holes.
- DoT has created schools in the area, as well as digging bore holes.
- WFP is distributing food through food drops and the school feeding programs that JAM oversees.
- PPDA (Pibor Peace and Development Association) is a very new organization with limited capacity working to create peace and serve as a link to the community. VSF-G is working with them to build their capacity.

4. Recommendations for Peace-building in Boma

- a. There is a community willingness to meet with other groups to discuss peace-building and a greater familiarity with the concepts of peace than was found around North Bor County.
- b. The coordination of existing service provision would help to consolidate and coordinate existing peace efforts.
- c. Those services not being addressed but articulated by communities as needs should be considered as potential entry points for peace work.
- d. The capacity of the civil authorities in Boma should be built upon so that they can take responsibility for the coordination of service provision.
- e. VSF-G and other agencies involved in peace work need further training and capacity building.
- f. VSF-G's CAHW training programme should bring together CAHWs from each community for joint training and could include conflict management training.
- g. We should consider enabling members of the community to eat and live together during peace workshops, and consider holding mobile peace workshops in the field areas closer to the conflict locations.

Animal Health Situation

Availability of veterinary drugs

- Due to the presence of VSF-G, there is a higher availability reported for animal drugs (particularly for FMD, BCPP, CCPP). VSF- G is developing a pharmacy that will accept payment in kind, such as goats or beads, for animal drugs. These goats will then be sold and the funds put back into community projects.

Presence of trained vets and/or CAHWs

- There are some already trained CAHWs in the area, although their capacity is not known.
- VSF-G is training additional CAHWs and will oversee their future activities.

Due to the presence of VSF-G, team efforts were largely directed at mapping conflicts and institutions rather than assessing the animal health situation.

Conflict Mapping

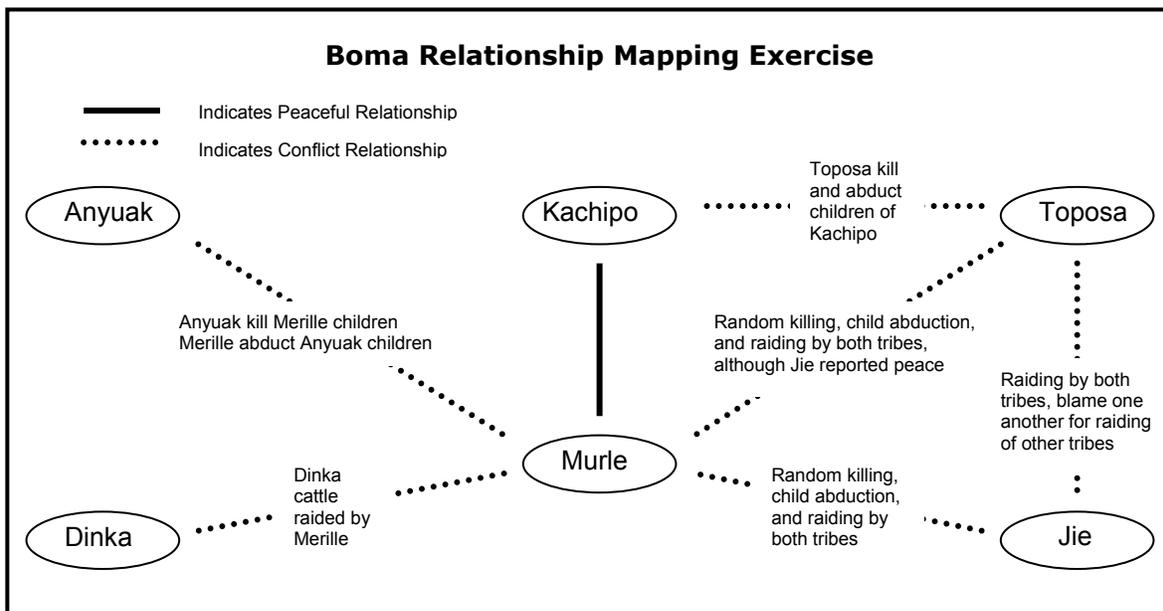
Boma's relative peace and presence of services and resources not available elsewhere has led many members of many communities to settle in the area. For this reason, there is a high population density in the area, with Murle, Dinka, Toposa, and Jie represented. Many of these groups are IDPs or have moved from their traditional areas due to a variety of positive and negative factors. As the numbers of people settling in the area increases, demand for services rises, putting the service providers under increasing strain.

The main conflicts identified are the following:

Conflict One: Access to pasture and water for livestock

Conflict Two: Inter-community raiding, child abduction, and 'random killings'

Conflict Three: Competition over services



Conflict One: Access to Pasture and Water for Livestock

I. Manifestation of conflict

- This is an active conflict that is violent and jeopardizing relationships. The conflict is a recurring cycle, occurring every dry season.
- During the dry season, water and pasture is available only in certain areas. When the Toposa and Jie come to share water and grazing lands along the river at Lazal and Kangan (Murle areas), the groups clash and violent conflict results along with raiding.
- The displaced Dinka are not willing to take the risk of going to the grazing areas at Lazal and Kangan during the dry season. They have nowhere to take their cattle to graze as they must keep them close by because of fear of raiding by the Murle.
- The main actors in the conflict are the Jie, Toposa, Dinka, and Murle.
- VSF-G is the main actor in peacebuilding regarding this conflict. PPDA is somewhat involved, although they as an organization are still in the formative stages and hence do not have the capacity to adequately address the conflict.
- This issue is exacerbating existing conflicts and has the potential to escalate, creating further insecurity.

II. Causes of conflict

- The high population density in the area and the scarcity of natural resources during the dry season combine to create clashes between those groups that use the rivers and grazing lands in Murle areas. This clash over access to the water and grazing lands is compounded by the food shortages that occur during the dry season.

III. Responses to conflict

Past Efforts and Lessons Learned

- As of now, while VSF-G is working in peacebuilding between the groups affected by this conflict, they are not explicitly addressing this issue. Organisations have not dealt with this conflict, nor has the local administration.

5. Recommendations for Managing Boma Conflict One: Access to Pasture and Water for Livestock

- a. The negotiation of common management and access strategies for the grazing lands and water points should be facilitated, ensuring that enforcement mechanisms are devised and implemented.
- b. The actual herders that take the cattle to graze must be involved in the peace process. An agreement between chiefs or elders would not hold, as they are not the ones that come into contact with one another during the dry season.
- c. Further research should be undertaken to understand the extent and impact of this issue in Boma, and to develop additional interventions.

Conflict Two: Inter-community Raiding, Child Abduction, and 'Random Killing'

I. Manifestation of conflict

- This conflict is both active and violent. It is a recurrent cycle, possibly escalating during the dry season. The conflict is significant as it is jeopardizing relationships.
- It involves the Jie, Dinka, Murle, Kachipo, and Anyuak group. The Murle in this area cannot, however, be considered as a unified group. Many of the Murle engaging in this violence are part of Pibor's militias. There may, however, be a beneficial relationship between the Murle near Boma that tend to cultivate more and raid less and the Murle of Pibor.
- The main targets of the violence in the area are women and children. Over 60% of the people killed in the area are women and children. They are selected as an easy targeted for retaliation.
- VSF-G, PPDA, and PAX-Christi are working to build peace in the area.
- The limited mobility caused by the insecurity has had a variety of impacts:
 - Non-Murle communities are unable to take the cattle to the market in Dima for sale because of insecurity. Additionally, Narus is a potential market, but because of the threat of the Toposa, it is not possible to take livestock there for sale either.
 - The Dinka are not able to send their children to school because of the fear of child abduction by the Murle.
 - The Dinka fear taking their cattle to graze or drink in Murle areas. Hence, during the dry season, their cattle and hence the families dependent upon these cattle suffer.

II. Causes of conflict

- While the three manifestations of this conflict—child abduction, raiding, and random killing—are all linked, their causes may differ slightly
- 'Random killing': usually driven by a culture of revenge, may be exacerbated by the conflict over services (the hypothesis was advanced to us that the Murle are becoming aggrieved that other groups are coming to their area), and is highly linked to raiding. Many of the killings are motivated by revenge and are of women.
- Raiding: caused by the competition over access to pasture and water, the clash that occurs during the dry season when many groups converge on the banks of the Kangan river for water and grazing lands.
- Child abduction: driven a variety of factors including, infertility from STDs, high child mortality, the market for children in Pibor, and abduction that occurs for revenge.
- An additional cause of this conflict is the arming of the Murle by the GoS, and the influence of militias.

III. Responses to conflict

Past Efforts and Lessons Learned

- VSF-G has been organizing and facilitating various peace workshops in the area since April of this year. The meetings are run in a manner similar to those of IBAR, with community members given the opportunity to speak publicly and exchange experiences and messages of peace. Community members work to determine ramifications for theft, and resolutions are created to formally support these.
- The commissioner has authorized the formation of a home guard, or local militia, to protect against the militias of Pibor.
- There was a peace agreement in April between the Jie and the Murle. Thus far, the peace has lasted.

- The Jie in Boma have broken and buried their spears with the Murle. The peace has lasted.
- DOT brought the Kachipo and Murle together in 1997 to create peace. Thus far, the peace has lasted.
- To deal with the conflict between the Jie and the Toposa, there have been two peace meetings in the last year, but the peace has not lasted. This is because the young men have not been involved in the peace process.
- There is a need to target the youth specifically in any peace intervention. The authority of the elders over youth is weakening. In the future, VSF-G meetings will take place in the cattle camps so that more youth will be involved.
- There is a need to join with the SPLM to create peace agreements as they will be the main enforcement of these agreements.

6. Recommendation for Managing Boma Conflict Two: Inter-community Raiding, Child Abduction, and 'Random Killing'

- a. VSF-G has not yet determined an overall plan for its peace work due to uncertainty regarding the funds available. VSF-G's work should be supported, and an overall plan determined. This plan should target the youth directly, possibly by holding the meetings in the cattle camps themselves, where the youth stay.
- b. Community dialogues should be undertaken on the conflicts identified.
- c. It would be beneficial to increase the capacity of PPDA (Pibor People's Development Association) through training. This training could possibly occur along with similar counterpart CBOs, such as TDA (Toposa Development Association), so that a strong link will be created between the various CBOs representing different communities.
- d. Further research should be undertaken to understand the links between child abduction and cattle raiding, as well as the relationship between the Murle in Boma and those under GoS control in Pibor.

Conflict Three: Competition over Services

I. Manifestation of conflict

- Members of several communities are relocating nearer to Boma in order to gain access to services. Most are relocating from relatively distant areas. This means that outlying communities (those around one days walk away) in the vicinity of Boma are finding it more difficult to access services from Boma and feel an incentive also to relocate to Boma.
- This is an issue that is building, although there has been no reported incidence of violence related directly to the competition over services.
- The competition is between the displaced Dinka, displaced Jie, Kachipo and the local Murle community that is being forced to share its resources. The services are being provided by SMC, VSF-G, DoT, JAM, SRRA, SPLM, and WFP/UN.
- Already, the services are becoming over-stretched, which through increased competition, could lead to or contribute to existing tribal conflict and overall disharmony.

II. Causes of conflict

- People and organisations are drawn to Boma because of its relative security. Those people migrating to the area come with both an expectation of service provision and contribute to creating a need for services such as sanitation, drinking water provision and education.
- Because of insecurity and the lack of roads and infrastructure in the wider region, organisations find it difficult to decentralize in the area.
- There is little coordination of the existing services, and little community or (urban) planning. In the near future, Boma will begin to resemble an urban centre in terms of population and settlements, but it will not have the infrastructure or coordination to support it.

III. Responses to Competition for services

Need and Community Demand for Services:

Service	Community demand	Organisations Present
a. Education	Y	DoT
b. Water	Y	JAM, DOT
c. Human health	Y	SMC
d. Sanitation		
e. Animal health	Y	VSF-G
f. Stronger administration or planning		
g. Relief food	Y	WFP/UN
h. Agricultural inputs		
i. Peace-building		VSF-G, PPDA, DOT
j. Market for livestock		

The above table summarizes the views of the Team based on the community discussions and key informant interviews to date.

7. Recommendations for Management of Conflict Three: Competition for Services

- a. Sanitation, stronger administration and planning, agricultural extension services and markets for livestock are the main services that are not currently provided. SMC (Sudan Medical Council) or JAM (Jesus is Alive Mission) could look to include sanitation work in its health or water activities.
- b. The team felt that drinking water was the only need that could be adequately addressed in the area. Those services not being provided at all, or not adequately, could be utilized as potential entry points into peace work.
- c. There is a need for a decentralized approach to service provision in the county as a whole within the available capacity.
- d. SRRA could facilitate a service coordination body in partnership with local NGOs and CBOs to oversee these activities. This will in turn give increased legitimacy and input to SRRA.
- e. Further research should be carried out on the relationships between those communities in Boma center and those on the periphery.
- f. NGOs and other service providers should attempt to ensure the sustainability of the services they provide given the high level of demand present around Boma.

Kapoeta County

Institutional Mapping

- TDA has been registered as CBO since 2000 and, while still young, is growing quickly. They have been working with various peace initiatives and will soon extend into water and sanitation and aids awareness activities. The organization needs capacity building and some training in conflict management, but has excellent potential.
- VSF-G has been working on animal health and peacebuilding in Kauto Pyam for a short time.
- DoT builds and manages schools, does vocational training, some animal health, and works on peacebuilding issues.
- NSCC facilitates community peace dialogues, but has extremely limited capacity in Eastern Equatoria and very limited potential with the current staff.
- The Women's Development Association works to create economic opportunities for women and to promote peace. They have had success in dealing with the Toposa - Boya conflict and are hoping to extend their work with further support.

8. Recommendations for Peace-building in Kapoeta County

- a. As the Toposa community borders and has a large impact on many communities, intensifying work from within the Toposa area will have an impact across the borders of Kapoeta County including on communities in Boma County.
- b. Of the three areas visited, Kapoeta County had the highest level of peace awareness and initiatives. Each community we visited had participated in at least one previous peace initiative, and saw the value in continuing to dialogue with conflicting communities to work towards creating a sustainable peace. In addition, the civil authorities in Kapoeta County have taken the lead in promoting peace by forming Village Peace Committees and supporting existing peace initiatives. The civil authorities should be highly involved in any future peace work in the area.
- c. The large number of existing peace initiatives needs to be coordinated so that they are more effective. Additionally, these initiatives should include intense follow-up so that agreements created are less likely to disintegrate.
- d. Youths were repeatedly mentioned as those breaking the peace agreements, and as key stakeholders in any peace initiative. These youths expressed a willingness to take part in community dialogue and meet with their counterparts to discuss peace.
- e. TDA is exploring the potential to develop a marketing system that would involve "bush shops" trading goods for livestock with cattle herders from Toposa and neighboring communities. These livestock could then be sold at a market in Nadapal. Further research should be conducted on the feasibility of this trade, as well as the potentials for peace-building and possible obstacles.

Animal Health Situation

- The main diseases found in the area are TRYPS, Lumpy Skin, CBPP, FMD, and CPPP. Livestock also suffer from worms and ectoparasites. Treatments for these diseases are

available from DoT, but not in all areas. In Natinga, for example, access to drugs is limited.

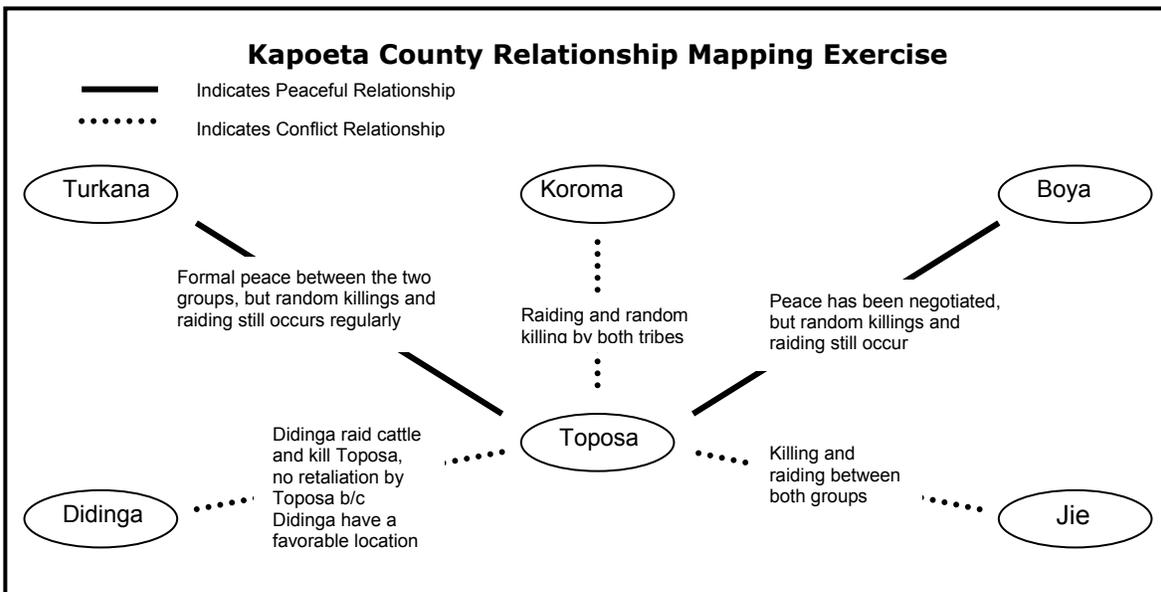
- Animal vaccinations are available and regularly administered in all areas visited, particularly for rinderpest.
- Community animal health workers are present and appear to be adequately trained. A need was expressed for more CAHWs, however.

Conflict Mapping

Kapoeta county, which is mainly a Toposa area, is unique because of the many international and tribal boundaries that surround it. It borders Uganda, Kenya, and Ethiopia, and there is fighting across these borders. Additionally, it borders four counties: Budi, Tout, Bor, and Pibor. There is raiding and killing across these borders as well. While this means that the Toposa are extremely vulnerable to cattle raiding, it also means that if they are able to promote peace, they will have a significant impact on their neighbors.

The main conflict identified in this area is:

1. Cattle raiding between the Toposa and their neighbours



Conflict One: Cattle Raiding Between the Toposa and Their Neighbours

I. Manifestation of the conflict

- This is a very active and violent conflict and it is a recurring cycle that escalates during the dry season. During the team’s visit, Toposa herders were searching for raiders that had attempted to steal cattle the previous day. Not only were these young men well armed with AK47s, they also had RPGs.
- The conflict has developed into banditry on the roads in the area. In many areas, particularly along the border between the Turkana and Toposa, vehicles cannot travel without an armed escort.

- The main actors in this conflict with the Toposa are the Didinga, Boya, Turkana, Jie, and Koroma. The main conflict in the areas visited was with the Turkana.
- Young women are reported to have an important role in Toposa raiding as they are reported often to be the ones that push their husbands to raid.
- The main actors in peacebuilding are TDA, the Women's Development Association, DoT, IBAR, the civil authority, in particular Commissioner Louis Lobong, and VSF-G, which is active in Kauto Pyam.
- This conflict covers a large area, crossing the Ugandan, Kenyan, and Ethiopian borders as well as extending into Budi, Pibor, and Bor counties.
- This conflict has limited access to markets, water for humans and livestock, and grazing lands. It has caused displacement and loss of life as well as general insecurity that has prevented many NGOs from working in the area. It has had significant socio-economic impacts on the Toposa and neighboring communities. The overall insecurity created by this conflict has limited the potential for the county's overall development.

II. Causes of the conflict

- There is a belief among the Toposa that all cattle originally belonged to the them and hence, it is their right to reclaim all cattle they feel have been taken from them.
- There is a lack of mediation and communication with rival tribes, particularly the Karoma of Ethiopia. If there were more mediation, the communities felt that they themselves would be able to work out their differences.
- As with many pastoral communities youths increasingly fail to listen to the elders. This is because they stay with the cattle far from their communities and are not under the immediate control of the elders.
- Key stakeholders are not involved in the peace agreements that have been created. In particular, youths are absent from these gatherings.
- Overall there is an absence of law and order and a lack of punishment for thieves. The administration should take a stronger role in this as communities have expressed that elders and chiefs are unlikely to punish their own sons.
- There are common grazing and water points on the borders that bring the conflicting groups into contact with one another, especially during the dry season.
- The presence of large number of arms intensifies the conflict.
- There are many peace initiatives in the area, but they are not coordinated and there is limited follow-up, with little involvement of the civil authority.

III. Responses to the conflict

Past Efforts and Lessons Learned

- IBAR has been holding various peace workshops and crusades in the area between the Toposa and Turkana, but its presence has been inconsistent. The peace agreements that IBAR has helped to create do not last because of inadequate follow-up and a lack of involvement of all actors. There has been a peace agreement formulated between the Turkana and Toposa, and these two groups have even buried the hatchet. Many violations of this peace agreement have, however, already been reported.
- The police have not been involved in the peace process. If there is to be any enforcement of the resolutions made at peace meetings, the police must be a part of the peace process. The communities expressed an inability to punish their own sons for raiding and theft, saying that the police should be responsible for taking these measures.

- The message of peace is being spread, but all actors are not passing it on. For peace to be effective, it must involve all groups within the community, particularly the youth.

9. Recommendations for Kapoeta County Conflict One: Cattle Raiding Between the Toposa and their Neighbours

- a. The major problem reported for the existing peace initiatives in the area, including those of IBAR, has been inconsistent follow-up. Therefore, the establishment of a service center in Narus would be useful in creating a more consistent presence on the ground. In addition to solving the problem raised of inconsistent follow-up to peace initiatives, the center could serve the following additional purposes:
 - The service center can become a coordinating body for the many local peace initiatives. This will avoid overlap between the various peace actors.
 - The center can be used as the focal point for monitoring and responding to conflict in the surrounding area.
 - A vehicle could be available to facilitate IBAR and other peace initiatives in enabling communities to meet, facilitating the return of stolen cattle, and rapidly responding to reports of planned raiding and peace initiatives.
 - The center can be used as a resource and training center for CAHWs, Village Peace Committees, the civil authority, and CBOs.
 - The center should take a leading role in coordinating the provision of animal health services, including drug provision, vaccinations, and training of animal health workers. At present, services are being provided, but not uniformly. The service center can become a coordinating center for these activities.
- b. The police should be further included in helping communities to build peace:
 - Law and order can be enforced in the area by promoting a strong administration linked to village peace committees.
 - When workshops or meetings are held and resolutions are created, the police and civil authority, as well as local NGOs, need to be involved so that they will enforce these resolutions. These meetings then need intense follow-up to ensure that the resolutions will be put into place.
 - Police should be supported in improving their means of communication. At present, they do not even have logbooks, paper, or pens to record activities.
 - Police should be trained in conflict management and enforcement of peace resolutions. This will not only ensure that peace resolutions are enforced, but will also help to promote human rights.
- c. Village Peace Committees are currently in the process of being formed. This initiative, led by the Commissioner, should be supported.
 - Training should be given to these committees in conflict management.
 - These committees should have the responsibility for monitoring and reporting conflict in their area.
 - Resolutions developed through peace meetings or workshops should give peace committees authority to enforce them.

ITINERARY

Locations and people visited North Bor County

- 12/11 Panyagor
- Key informant discussions with officials and NGOs
 - Andrew Rotich, CARE Panyagor Team Leader
 - Kol, CARE Panyagor Deputy Team Leader
 - Peter Dent, CARE Panyagor
 - Dr. Martin Serilo, CARE Panyagor
 - Michael Majok, Bor County SRRA Secretary
 - John Garang, SRRA Relief Officer
 - Mabior, Bor County Veterinary Coordinator
- 13/11 Wonglei Pyam
Wonglei Pyam
Kongor Pyam
- Dinka Cattle Camp Focus Group
 - Dinka Women Focus Group
 - Key informant discussions with officials
 - Chol Byor Deng, Kongor Pyam Administrator
 - Ajong Dio Ajong, Kongor Chief
- 14/11 Poktap Pyam
Poktap Pyam
Poktap Pyam
- Dinka Cattle Chiefs Focus Group
 - CAHW Interview
 - Dinka Women Focus Group
 - Tabitha Lues Atem, Head of Poktap Women's Development Association
 - Rebecca Okwal Dem, Poktap Women's Development Association member
- Poktap Pyam
- Nuer Herders Focus Group

Locations and people visited Boma County

- 15/11 Boma
- Key informant discussions with officials and NGOs
 - David Aruk, Executive Director of SRRA
 - John Boya, Boma Pyam Administrator
 - Dr. Wachira Kimunge, Head of Mission VSF-G
 - Rise Siloma, conflict researcher VSF-G,
 - Rev. Simon, Peace Mobiliser VSF-G
- 16/11 Naipuru settlement
Origin settlement
Origin settlement
- Displaced Jie Cattle Chiefs and Elders Focus Group
 - Displaced Dinka Cattle Chiefs and Elders Focus Group
 - Displaced Dinka Cattle Chiefs and Elders Focus Group
- 17/11 Nyaat settlement
Nyaat settlement
- Murle Elders Focus Group
 - Murle Women's Focus Group

Locations and people visited Narus

- 19/11 Narus
- Key informant discussions with officials and NGOs
 - Gabriel Atem, NSCC Camp Manager
 - Daniel Achela Aduk, Kapoeta County SRRA Secretary
 - Paul Lotabo, Kapoeta County Veterinary Coordinator
 - Paul Napong, Toposa Development Association

- Lokai Iko, Toposa Development Association Coordinator

- 20/11 Kaldo
 - Toposa Cattle Chiefs Focus Group
 - Toposa Women Focus Group
 - Toposa Elders Focus Group
 - Key informant discussion
 - Mary Lokale, Founder of the Women's Development Association
 - Regina Napuki, Women's Development Association

- 21/11 Narus
 - Key informant discussion
 - Louise Lobong, Kapoeta County Commissioner
 - Phillip Aguer, SRRA Field Coordinator and Liaison Officer

- Natinga
 - Natinga
 - New Side
 - Toposa Cattle Chief key informant interview, Marco Lolimo
 - Toposa Women Focus Group
 - Toposa Cattle Herders/Warriors Focus Group.

- 22/11 Nadapal
 - Key informant discussion with administrators