USAID FROM THE AMERICAN PEOPLE

PROPEL-SOUTH SUDAN
Promoting Resilience through Ongoing Participatory Engagement and Learning

Global Communities Partners for Good

CRS

PROPEL-SOUTH SUDAN BASELINE ASSESSMENT REPORT

December 2016

Data Collection: February – May 2016

Juba, Magwi, Awerial, Duk and Bor Counties, South Sudan

Focus Group Discussion with male youth in Bor

This report was produced by PROPEL-South Sudan, funded by the United States Agency for International Development (USAID). The report was authored by Joanna Springer and Sebastian Gehart based on field research conducted by the PROPEL-South Sudan field team. We also extend our thanks to the USAID South Sudan Monitoring and Evaluation Support Project for their support and guidance during the preparation of this report.

Table of Contents

List of Tables

List of Figures

Acronyms

CBO	Community Based Organization
CDD	Community Driven Development
CRS	Catholic Relief Services
CSO	Civil Society Organization
FGD	Focus Group Discussion
HHS	Household Survey
IDP	Internally Displaced Person
KII	Key Informant Interview
NGO	Non-Governmental Organization
PROPEL	Promoting Resilience through Ongoing Participatory Engagement and Learning
USAID	United States Agency for International Development

Executive summary

Early in 2016, Global Communities and Catholic Relief Services (CRS) conducted a mixed-method baseline assessment for its Promoting Resilience through Ongoing Participatory Engagement and Learning (PROPEL) program funded by the United States Agency for International Development (USAID). This baseline report presents the findings from this assessment structured along seven key indicators. For each indicator, data is presented for the 16 communities targeted by PROPEL and supplemented by further analysis of quantitative and qualitative evidence. The report lays the groundwork for an endline assessment of PROPEL outcomes that will inform a CDD methodology for USAID-South Sudan and concludes with recommendations for CDD implementers in South Sudan.

Research Questions and Methodology

Project background

The USAID Promoting Resilience through Ongoing Participatory Engagement and Learning (PROPEL) program is designed to foster social cohesion and resilience in targeted communities in Jonglei, Lakes, and Eastern and Central Equatoria states in South Sudan. PROPEL provides material improvements in the lives of community members and at the same time strengthens the community's capacity as a whole to drive their own development through harnessing their own resources, leveraging other donor-funded programs, and advocating for additional support to implement projects that address priority needs. These parallel results are achieved through a Community-Driven Development (CDD) approach, which further lays the groundwork for cooperation between program communities and the Government of the Republic of South Sudan, when feasible.

PROPEL carried out a Household Survey, as well as Focus Group Discussions (FGD) and Key Informant Interviews (KII) in 16 communities (i.e. bomas[1]) in Juba, Awerial, Magwi, Duk and Bor counties between February and May 2016, timed to phased start-up of PROPEL activities in each county. A total of 2,201 households were surveyed, taking a random sample of households in each boma of 5% of the boma population or 100 households (whichever was larger). Additional quota sampling was carried out with Internally Displaced Persons (IDPs), women-headed households, households with disabilities and highly vulnerable households. Under the supervision of regional project managers, field teams in all locations conducted four focus group discussions with men, women and youth (male and female), as well as IDPs in communities with a significant IDP presence. Field teams conducted four key informant interviews for each boma (government official, traditional leader, and male and female thought leader).

Underlying measures of PROPEL's seven outcome indicators of community resilience, the design of data collection tools and analysis is intended to address the following research questions: What are the conflict- and poverty-related challenges that present obstacles to community mobilization and participation? What are the local social and cultural norms affecting the involvement of men, women and youth in CDD? What are the local cultural and social practices and local leadership structures with potential to strengthen community resilience? Which CDD methods can help realize this potential? The seven indicators are as follows: Levels of participation in community projects in targeted communities; Target beneficiaries reporting their communities are better able to resolve internal conflicts; Target beneficiaries reporting their communities are better able to resolve inter-community conflicts; Target beneficiaries reporting improved economic well-being; Target beneficiaries reporting that their communities are able to deal constructively

[1] A boma is the smallest administrative district in South Sudan, administered by traditional leaders (executive chiefs and sub-chiefs) who coordinate with government administrators at the payam level. The payam falls under the county. In Juba, a boma is administered by a Quarter Council.

with challenges; Target beneficiaries stating that they participate in decision making in their communities; Target beneficiaries stating that women's interests are considered in decision-making by local leaders.

Key Findings

For the first outcome indicator on levels of community participation, we expected low levels at baseline, as well as wide variation between bomas depending on the availability of NGO-sponsored projects and incidence of conflict. However, results for most bomas clustered around a robust average, while qualitative data showed that volunteerism and group livelihood activities are a strong component of South Sudan culture. Jebel boma in Juba, an informal settlement that lacks the most basic services, scored below average on this indicator, as on most others.

Focus Group Discussion with IDPs in Ayueldit, March 2016

For the second indicator on capacity to resolve internal conflict or disputes, baseline values showed some bomas are clearly doing better than others, while the qualitative data highlighted improvements that are urgently needed. Across bomas, in the case of a conflict or dispute traditional leaders (such as the chief or council of elders) are responsible for calling together the parties in question, carrying out an inquiry, assigning fault and meting out punishment. Larger scale matters are opened in community-wide forums and can involve police and the court systems, and enforcement of punishment. Churches play an important role in some communities, as does the formation of local committees tasked with addressing such issues.

Results for the third indicator on capacity to resolve external conflicts were similar across bomas. By and large, PROPEL communities reported that the mechanisms that are in place are fairly effective. Nevertheless, communities called for improved security, police presence, law and order and peace initiatives, and improved services to address poverty and resource-related causes of conflict; they also called out leaders for their role in sustaining or instigating conflict. By strengthening community self-organization, broadening leadership and participation in public forums, and encouraging greater transparency and higher levels of community mobilization, PROPEL aims to raise the capacity of communities to better mitigate external conflict. Baseline results showed a corresponding demand for awareness-raising campaigns, dialogue and conferences, and projects to alleviate resource shortages; all of these complement CDD activities.

Baseline values were markedly lower for the fourth indicator on perceptions of economic well-being, with the bomas in Juba very near the minimum possible value. Qualitative data indicates that Juba bomas have been severely affected by price fluctuations and a rise in crime. Another key factor affecting baseline values is the availability of adequate services where large influxes of IDPs have strained local resources. CDD implementers may face challenges balancing different demands from the host and IDP communities, where the latter may expect handouts while host communities ask for infrastructure.

When it came to the fifth indicator for capacity for dealing constructively with challenges, baseline values for bomas cluster around a relatively high average value. Qualitative data shows that people living in most PROPEL bomas will provide informal support for the most vulnerable. Communities also come together to address common security problems (mobilizing youth to fight) or flooding (building dykes). However, social cohesion is lowest in the urban areas of Lologo and Jebel, where individuals from different ethnic groups

Enumerator training in Awerial, February 2016

and regions have settled in a high-stress environment of crime and economic hardship. Findings also suggest that IDP communities struggle to come together to overcome challenges. As a result, CDD implementers may face challenges in contexts where individuals look to government or NGOs for resources, decreasing willingness to mobilize local resources.

Baseline values vary widely for the sixth indicator on participation in community decision-making, although the PROPEL communities share expectations for how it should take place. Common obstacles to participation in decision-making include exclusion on the part of leaders, failure to consult with the community prior to reaching decisions, and logistical obstacles to attending meetings such as sickness, hardship and insecurity, either on the road or faced at home. Poor communication networks also present challenges, particularly in remote areas where villages are far from each other. However, in the urban bomas CDD implementers will face challenges in terms of internal divisions and weak leadership structures.

Results for the final indicator regarding representation of women's interests in decision-making cover a broad range with Jebel at the low end, and Caigon boma showing a very high baseline value. In most PROPEL bomas, women's groups are present and female leaders represent them in community decision-making. Further, women have the right to speak openly in church forums. However, in most communities, women report being sidelined and excluded, and their interests neglected. Sensitization is the first step to raise awareness regarding the importance of women's concerns for the well-being of the entire community, especially since many conflicts are related to gender issues such as elopements and forced marriages. Further, in most target bomas there are likely to be entrenched cultural barriers to women's direct participation in community forums.

Conclusions & Recommendations

Findings from the PROPEL baseline assessment yield a number of specific recommendations tailored to the variety found in PROPEL bomas. Conclusions for each indicator are summarized at the end of each relevant section, and key recommendations are presented at the close of this report.

Introduction

Project background

The USAID Promoting Resilience through Ongoing Participatory Engagement and Learning (PROPEL) program is designed to foster social cohesion and resilience in targeted communities in Jonglei, Lakes, and Eastern and Central Equatoria states in South Sudan. PROPEL provides material improvements in the lives of community members and at the same time strengthens the community's capacity as a whole to drive their own development through harnessing their own resources, leveraging other donor-funded programs, and advocating for additional support to implement projects that address priority needs. These parallel results are achieved through a Community-Driven Development (CDD) approach, which further lays the groundwork for cooperation between program communities and the Government of the Republic of South Sudan, when feasible.

Purpose of the report

This report serves three purposes. First, it provides an analysis of the baseline values of each of PROPEL's 16 target communities through a mixed-method approach incorporating qualitative data to explain the "why" of quantitative findings. Second, it provides guidance for future field operations and a set of recommendations for follow-up to elicit lessons learned. Third, it will inform a recommended CDD approach for United States Agency for International Development (USAID) implementing partners in South Sudan; detailed information about individual communities will inform project planning by USAID and members of the PROPEL CDD Learning Network, including local civil society organizations (CSOs) and implementing

Focus Group Discussion with Women in Bor, May 2016

partners. The report also lays the groundwork for analysis PROPEL will carry out with endline data in mid-2017 in answering research questions that aim to assess the outcomes of such a CDD approach in diverse communities in South Sudan. The analysis provided here begins to examine and understand local resources and challenges for CDD in order to tailor this approach to varied contexts.

The socio-economic variety found among PROPEL target bomas, explored through this baseline report, is important for providing guiding examples likely applicable to other bomas in South Sudan – even outside of the counties where PROPEL operates. As practitioners enter new bomas, they can assess these factors in order to develop mobilization plans and tailor CDD processes to local needs. Further, community members participating in focus group discussions were asked to give input and recommendations for CDD programming based on past experience and their own local values and struggles. The guidance they provided is a crucial reference point for CDD practitioners engaging in South Sudan.

Research questions

PROPEL results will make a critical contribution to USAID South Sudan's Operational Framework through Transitional Objective 1: Promote recovery with resilience, Sub-Transitional Objective 1.1: Facilitate community-led response and Transitional Objective 2: Enable a lasting peace, Sub-Transitional Objective 2.2: Strengthen inter- and intra-communal relationships and reconciliation by building stronger, more cohesive and resilient communities capable of addressing community development and conflict-related challenges.

The development hypothesis that informs PROPEL implementation is as follows: IF community members are engaged in identifying, prioritizing, and responding to their development challenges through an inclusive participatory methodology that puts them at the forefront of decision-making, THEN community resilience capacities to respond to natural and conflict-related shocks and stressors will improve, and peace will be promoted through improved inter- and intra-communal relationships.

In order to test this hypothesis, PROPEL aims to measure whether or not communities show progress on the seven outcome indicators over the life of the project. The indicators include aspects of social cohesion and capacity for collective action, including capacity for managing internal and external conflicts, as well as perceptions of economic well-being. Six of the seven indicators are measured using an index composed of questions to measure behavior, attitudes and perceptions. The survey instrument is designed to control for other key factors unrelated to PROPEL activities that may affect outcomes (negatively or positively). At baseline, qualitative data is also used to understand the context and most salient factors that affect each communities' baseline indicator value.

Underlying the test of whether or not communities' indicators of social cohesion and capacity for collective action improve as a result of project activities, PROPEL poses a number of larger learning questions addressed in Community Profiles, Case Studies, and a CDD Methodology document. These include the following: What are the conflict- and poverty-related challenges that present obstacles to community mobilization and participation? What are the local social and cultural norms affecting the involvement of men, women and youth in CDD? What are the local cultural and social practices and local leadership structures with potential to strengthen community resilience? Which CDD methods can help realize this potential?

Scope (geographical and technical) of the research

PROPEL utilizes a mixed-methods approach to measure project outcomes, incorporating data from baseline and endline Household Surveys (HHS), Focus Group Discussions (FGD) and Key Informant Interviews (KII), in addition to secondary data drawing from the most recent research in resilience programming as well as data and best practices shared among the PROPEL CDD Learning Network. PROPEL focuses on 16 communities (i.e. bomas) in Juba, Awerial, Magwi, Duk and Bor counties over a

12- to 18-month period, although activities are sometimes concentrated in specific villages within those communities, and contributes to USAID-South Sudan's learning on effective and conflict-sensitive CDD methods by assessing the following aspects of community resilience:

1) **Social cohesion**
    - Levels of participation
    - Levels of cooperation
    - Bonding social capital: trust and reciprocity
    - Bridging social capital: building relations across community boundaries

2) Collective action
    - Capacity to work together to address common challenges
    - Effective means to manage internal conflicts
    - Effective means to resolve conflicts with other communities
    - Representation of marginalized groups in community decisions
    - Inclusion of marginalized groups in community leadership
    - Established practices for holding leaders accountable

Methods

Measurement strategy

PROPEL gathered baseline quantitative and qualitative data through staggered implementation of its HHS from its 16 target communities, starting in Juba in February 2016 and ending in Bor in May 2016. Survey data was analyzed together with qualitative data from FGDs and KIIs to yield context-rich analysis of the outcomes of PROPEL's CDD approach.

Preparation for survey design started with a desk review of survey instruments and reports measuring social capital and conflict mitigation, or related concepts in conflict-affected countries, as well as community resilience in East Africa and Horn of Africa. There are few studies of social capital with baseline and endline measurements, limiting the number of resources that could be used in constructing the survey questions and outcome indicator measures. In addition to two questions from the World Bank's 2002 Social Capital Household Questionnaire instrument, the PROPEL HHS draws from Global Communities' Social Capital Index. The HHS also draws from the Measuring Impacts of Stabilization Initiatives (MISTI) Afghanistan survey for measuring stability and resilience, and the Ethiopia Pastoralist Areas Resilience Improvement through Market Expansion (PRIME) impact evaluation instrument, among others.[2]

Fifteen modules were put together to control for various household and community characteristics that could affect outcomes of interest. The questionnaire was reviewed by the USAID Monitoring and Evaluation Support Project (MESP) South Sudan and revised based on MESP's written feedback. It was then field-tested as a pilot in two communities with distinct characteristics in Juba, and these results further informed modifications and refinements.

Identifying gaps in the research available for South Sudan, PROPEL developed qualitative data collection tools to gather specific information from each boma relevant to project outcome indicators. Specifically, PROPEL designed FGD and KII guides to elicit descriptive information about the communities and topics relevant to CDD programming. For the most part these overlap with HHS modules; however, they also branch into much-needed cultural context information and topics (the KIIs broach sensitive issues such as local perceptions regarding politics and security, while the FGDs pose sensitive questions on decision-making within the household and obstacles to women and youth participation in community meetings).

Data collection

A total of 2,201 households were surveyed, taking a random sample of households in each boma of 5% of the boma population or 100 households (whichever was larger). Additional quota sampling was carried out with Internally Displaced Persons (IDPs), women-headed households, households with disabilities and highly vulnerable households. Data collection was phased across regional project areas as a result of delays affecting project start-up in certain locations. PROPEL collected baseline data in Juba, Magwi and Awerial earlier than data collected in the bomas in Jonglei state. In some cases, there was overlap with PROPEL start-up activities, particularly project selection and prioritization which would mainly have affected discussion of community priorities assessed during FGDs. Data was collected by enumerators fluent in the local languages, entered directly onto iPads and uploaded to a central server using iFormBuilder. Data was cleaned and analyzed using SPSS to generate frequencies and test correlations between community / household characteristics and a set of relevant factors.

Under the supervision of regional project managers, field teams in all locations used the FGD tool to conduct four discussions with men, women and youth (male and female), as well as IDPs in communities with a

[2] The PROPEL team also prepared an annotated bibliography with nearly 150 sources from the past 10 years produced by researchers, INGOs, humanitarian aid organizations, UN bodies and the World Bank that cover topics relevant to Community Driven Development (CDD) programming in the five counties where PROPEL operates.

significant IDP presence. Participants were selected by local chiefs, following guidance from PROPEL staff to include at least two participants from each village in the boma and to include members of vulnerable households. Field teams used the KII tool to conduct four key interviews for each boma (government official, traditional leader, and male and female thought leader). Field teams entered detailed notes into Excel that were then cleaned by the PROPEL team and uploaded into NVivo Pro for coding and analysis. The coding organized data according to boma, focus group type (men, women, youth, IDP), and interviewee characteristic (thought leader, traditional leader, male, female, etc). Data was aggregated, triangulated and synthesized to prepare a descriptive snapshot for each boma, highlighting points in common and variation, and further filtered to assess differing experiences of conflict, governance, etc. experienced by women, men, youth and IDPs (for detailed analyses of bomas clustered by county, please see the PROPEL Community Profiles).

The lack of current census data proved a major limitation to this baseline, although local leaders and field teams prepared estimates to guide sampling. Sensitivity towards the issue of tribe and ethnicity proved another major factor that ultimately prevented sampling for different tribes in areas such as Juba and Magwi, where multiple ethnic groups co-exist. The data collection tools struck a balance between the need to cover a lot of ground to compensate for the lack of available data in each of the bomas, and the amount of time necessary to elicit nuanced responses to sensitive questioning on social cohesion and local governance. Data collection tools were streamlined to achieve this balance while considering rough conditions for enumeration, facilitation and interviewing.

The data collection tools do not track factors beyond livelihood- and conflict-related shocks, and satisfaction with household economic status and conflict-resolution mechanisms, alongside PROPEL's measures of social cohesion and participation in local governance and community activities. Additional qualitative data on gender, youth and conflict-related outcomes will be collected over the life of the project.

Data analysis & limitations

All quantitative data from the survey was analyzed using SPSS to provide descriptive statistics of major features of PROPEL target communities including household characteristics, migration patterns, sources of income, financial shocks and stressors, types of support provided to the boma over the past year, women's access to services, active community-based groups, frequency and type of inter- and intra-communal conflict, and access to markets. This information is provided in Annex B.

The PROPEL indicators in particular were measured by an index calculated from the responses to one or more questions from the household survey. Indices for the most part include a descriptive component, an indicator of past behavior, and a Likert scale item (i.e. 'Strongly agree', 'Agree', 'Disagree', or 'Satisfied', 'Dissatisfied', 'Very dissatisfied', etc.) to assess participants' attitudes and perceptions.[3] Likert scales are widely used to measure attitudes and perceptions; however, they are potentially subject to distortion from several causes, including among others:

i. avoidance of using extreme responses (*central tendency bias*),

ii. agreeing with statements as presented (*acquiescence bias*)

iii. attempts to portray oneself in a more favorable light (*social desirability bias*)

The use of indices composed of questions measuring multiple aspects of a single phenomenon helps obviate some of these biases. Baseline values for each PROPEL indicator were calculated as the average ("mean") value of each index, for each boma and for the project as a whole. Notably, the survey questions

[3] Indicator #6 regarding economic well-being is composed of four Likert scale questions, while indicator #26 is the unique indicator measured with only one Likert scale question.

(such as Likert scale questions) yielded ordinal data, which cannot, strictly speaking, calculate a mathematical mean (i.e. there is no average of 'Strongly Agree' and 'Disagree'). PROPEL nevertheless uses the mean to find the trend among PROPEL households and communities, and identify bomas whose baselines are significantly above or below the average. However, due to the ordinal nature of the data used to construct these indices, the calculated means and baseline values remain, mathematically speaking, a relative ranking, not a precise measurement of difference.[4]

In a further step, all variables in the data set, including PROPEL indicators, were disaggregated by sex, age (youth or adult, defined in South Sudan as ages 36 and above), and IDP status to check for significant differences. Statistical tests for significant correlations were performed using Cramer's V test (a measure of association for nominal variables on the basis of Chi-square). Where significant correlations were found, explanations were sought in the qualitative data and are described in the report. A full break-down of the sample by these characteristics can be found in Annex B.

As a whole, the sample is 50% female and 41% youth (under the age of 35), with 33% having attended school at any level (this average was brought low by Aguarkuoth, Hor and Dorok where percentages were lower than 10%, in contrast to bomas in Magwi where percentages were above 50%, and as high as 78% in Ayii). School attendance was not used to test for correlations with baseline data and is not analyzed throughout this report; however, it will be incorporated into the endline analysis.

In presenting the data, PROPEL clustered communities in terms of key factors for programming considerations. These included geographical factors (according to county), whether the community was urban or rural, whether or not there were IDP settlements, and ethnic makeup. An explanation of this clustering is available in Annex A. The statistical results did not show the clusters to be helpful in analyzing the data; however, disaggregating by boma yielded significant correlations with baseline indicator values in nearly all cases. This finding indicates that each boma has a distinct combination of characteristics or else faces a unique combination of contextual factors related to PROPEL's outcomes of interest.

The qualitative data was analyzed using Nvivo on a boma-by-boma basis. The following stage of analysis attempted to contrast and compare bomas in each county. Bomas in Awerial showed the greatest diversity and variation; this likely corresponds to the fact that Mingkaman has historically been a market center and hub of government institutions, and now has an extensive IDP camp with numerous NGOs providing services. For the baseline report, the qualitative data was mined to explain variations such as those found among the Awerial bomas, in order to help practitioners understand the factors that contribute to greater potential for successful CDD to strengthen resilience, as well as factors that weaken communities' resilience capacities. Key variations found in the qualitative data not reflected in quantitative data are also pointed out. Finally, points in common provide relevant background on local context, culture and circumstances found across South Sudanese communities.

[4] For instance, if for the indicator for perception of economic well-being, boma A scores a mean of 0.15 (baseline value of 15%) and boma B scores a mean of 0.30 (baseline value of 30%), these values tell us that the perception of economic well-being in boma B is better than in boma A, but not that it would be exactly twice as good. Underpinning the index are the Likert scale questions measuring perceptions ('Strongly Agree', 'Agree', etc), and not quantifiable measures of, say, income or property.

Quantitative & Qualitative Findings

Household survey with female-headed household in Aguarkuoth, February 2016

PROPEL is using seven outcome indicators to measure results at the conclusion of its activities. Specifically, these seven indicators relate to varied aspects of social cohesion and capacity for collective action targeted through PROPEL's community engagement approach (see PROPEL Measures Resilience, Annex C). Indicator #3 relates to community participation, and indicators #4 and 5 to conflict resolution mechanisms for internal and external conflict, respectively. Indicator #6 relates to perceptions of economic well-being, while indicators #14 and 15 relate to working together to overcome challenges and participation in decision-making.[5] The last indicator is measured with a single question relating to representation of women's interests in community decisions.

Qualitative data is used in this report to understand the meaning behind the baseline values and to ascertain what circumstances or characteristics are likely to result in a higher or lower baseline value vis-à-vis other target PROPEL communities. Comparison between baseline and endline values will assess progress toward target outcomes over the program period. Similarly, qualitative data will be used to ascertain what has changed in the community and whether those changes are attributable to PROPEL activities or unrelated factors.

PROPEL indicator baseline values as percentages

The indicators are usually measured with an index constructed from three to four questions designed to assess participants' attitudes, perceptions and behaviors. Baseline values for each indicator were calculated as the average ("mean[6]") value of a maximum value of the respective indicator. The indicators were standardized to a range of 0 to 1, and converted to a percentage out of 100 in order to facilitate reporting and target-setting. In other words, the %-value of each baseline is identical to the average value of a given indicator for a given boma. However, the percentages do not reflect percentages of target beneficiaries who pass a normative threshold. Instead, the baseline value is one number that will be used to track change over time.

In this report, baseline values are used to compare communities to each other. This approach provides an objective and accessible method to mark where communities start out (presuming they do not start with a complete lack of social cohesion or capacity for collective action), and see where they end up following PROPEL activities. The qualitative data is especially important due to the fact that indicators are made up of subjective measures of attitudes and perceptions; the qualitative data enables us to understand what baseline values mean in terms of the specific realities of each boma.

[5] Numbering is not consecutive because these seven indicators come from a larger set of indicators required for project reporting.

[6] This is a necessary abstraction. As indices were overwhelmingly constructed from ordinal scale questions, usually using a Likert scale (e.g. Strongly Agree, Agree, Disagree, Strongly Disagree), the average score for each index is not a true mathematical mean value. Respondents can and likely did have different interpretations of the available responses (e.g. Strongly Agree vs. Agree), which could have impacted the indices' average and thus the baselines.

The table below shows the baseline values for all bomas, organized by county, and highlights bomas that are above or below average using a color key explained below the table.

Table 1: PROPEL indicator baseline values[7]

Payam	Boma	PROPEL3	PROPEL4	PROPEL5	PROPEL6	PROPEL14	PROPEL15	PROPEL26
Juba	**Jebel**	38.5%	46.3%	N/A	5.3%	53.2%	25.5%	43.0%
	Lologo	44.8%	56.1%	54.4%	6.0%	57.4%	28.9%	54.1%
Awerial	**Aguarkuoth**	47.0%	53.0%	64.9%	36.2%	64.5%	51.3%	67.0%
	Hor	46.2%	61.2%	59.0%	27.6%	62.1%	34.9%	54.2%
	Mingkaman	42.2%	57.0%	60.2%	31.8%	61.3%	43.6%	67.3%
	Kalthok	43.3%	57.5%	53.5%	12.6%	61.0%	42.1%	78.9%
Magwi	**Ayii**	47.4%	59.9%	51.3%	24.8%	64.5%	43.7%	61.1%
	Abara	50.8%	66.3%	65.1%	17.1%	67.9%	55.4%	66.4%
	Caigon	51.4%	60.6%	60.7%	26.2%	69.1%	51.3%	84.9%
	Pajok	49.6%	60.9%	64.6%	17.6%	63.4%	57.0%	71.3%
Duk	**Dorok**	47.6%	58.3%	54.1%	20.3%	67.4%	47.7%	63.7%
	Patuenoi	49.0%	57.3%	N/A	18.8%	65.3%	48.8%	64.7%
	Ayueldit	48.3%	58.2%	55.7%	19.9%	67.7%	46.4%	65.2%
	Poktap	49.4%	56.4%	50.4%	21.8%	66.2%	48.7%	69.8%
Bor	**Pariak**	50.7%	66.7%	64.2%	14.2%	71.0%	53.5%	70.0%
	Kolnyang	48.7%	65.6%	67.4%	16.6%	68.4%	50.3%	67.2%
All	**All**	**47.3%**	**58.6%**	**59.1%**	**20.2%**	**64.5%**	**46.0%**	**66.4%**

15% - 20% below average	15% - 20% above average
10% - 15% below average	10% - 15% above average
5% - 10% below average	5% - 10% above average

[7] Table **Error! Main Document Only.** - PROPEL indicator means as percentages by bomas

Target-setting for PROPEL indicators

PROPEL conducted a target-setting activity following the completion of baseline data collection and reporting during a quarterly staff conference attended by field team members. The goal was for target setting to be informed by field teams' on-the-ground knowledge and insights gained through experience with these specific communities. PROPEL's Monitoring Evaluation Research and Learning (MERL) team worked closely with community engagement teams, first providing them an understanding of each indicator's construction and the interpretation of baseline values. The teams then set targets for percentage increase over baseline values achievable by the end of the project. They took into consideration the following criteria:

- Length of PROPEL engagement and intensity of engagement in each boma
- Resources available (funds for CDD projects and activities, number of staff persons, etc.)
- Type of CDD projects prioritized in each boma to date
- Level of mobilization in each boma to date (strong, average, weak)
- Key factors likely to affect indicator outcomes in each boma
- Variations between different segments of the boma, and intensity of effort needed to ensure full inclusion of each segment in PROPEL activities
- Expectations of communities and CET members
- Assumptions made during the target-setting exercise for each boma

The PROPEL team did not find strong and statistically significant correlations between PROPEL indicators and the sex, age or IDP status of the respondent (except for IDPs in Awerial regarding internal conflict-resolution mechanisms, discussed below). This finding is due to the design of the PROPEL indicators to measure household-level participation in various community activities and systems; in other words, most indicators integrate individual perceptions of social cohesion or capacity for collective action with behavior of any/all household members. For this reason, the report triangulates quantitative with qualitative findings on gender, youth and IDP dynamics for each indicator. The goal is to analyze the ways in which different groups in the community participate differently in community activities and systems, for the purpose of CDD programming.

PROPEL Indicator 3 – Participation in community projects

PROPEL Indicator Number 3.IR Indicator 1.1.3. Percent of target beneficiaries reporting increased participation in community projects

The index on community participation is based on three variables. Two of them measure attitudes toward volunteerism in the boma: in the first, the respondent listens to a statement regarding generalized attitudes toward participation in community activities and selects a level of agreement out of a five-point scale ranging from strongly disagree to strongly agree. This question is part of the social capital index module related to trust, and was built into this indicator to capture social cohesion aspects of community participation. In the second, the respondent indicates how likely s/he would be to participate in a project for the benefit of the boma. Finally, the respondent indicates how many times s/he or members of her/his household participated in a project for the benefit of the community.

Table 1 - PROPEL indicator 3 baselines by bomas

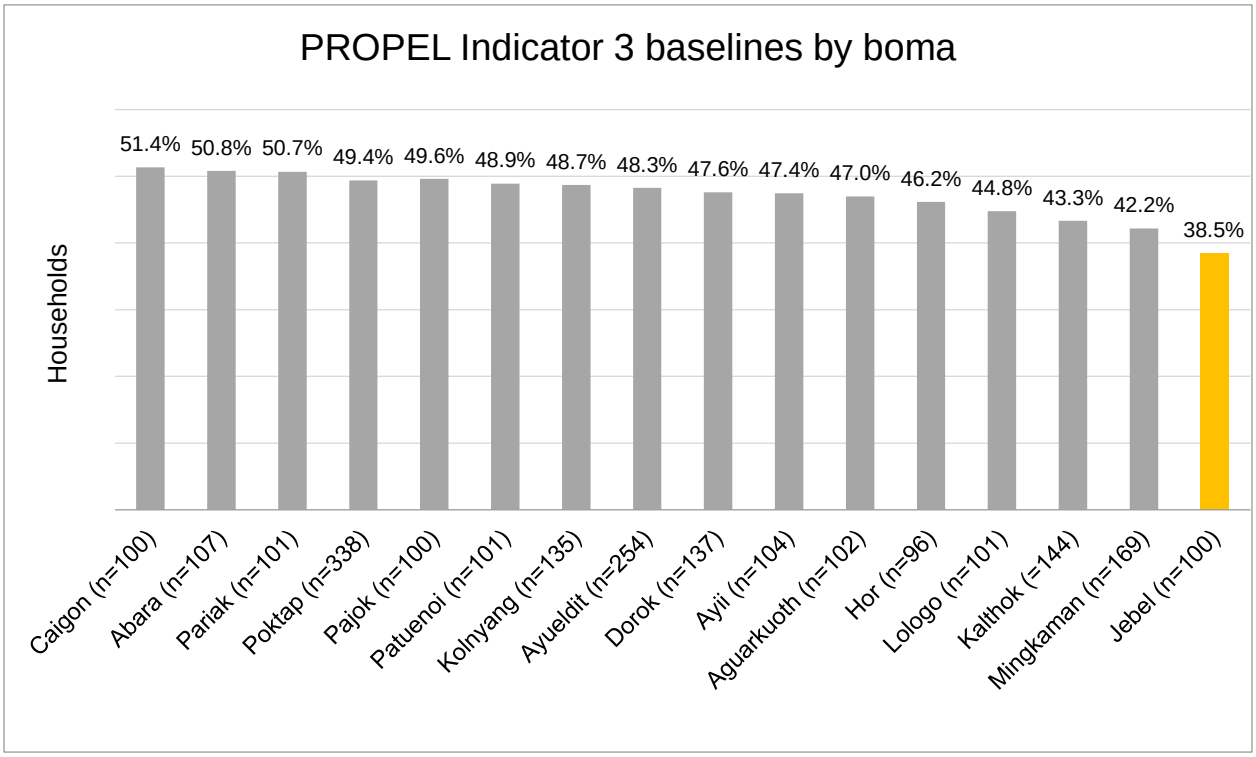
	Boma	Baseline
Juba Cluster	Jebel Boma (n=100)	38.5%
	Lologo Boma (n=101)	44.8%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	47.0%
	Hor Boma (n=96)	46.2%
Awerial IDPs & hosts	Mingkaman Boma (n=169)	42.2%
	Kalthok Boma (n=144)	43.3%
Ayii Boma	Ayii Boma (n=104)	47.4%
Magwi Cluster	Abara Boma (n=107)	50.8%
	Caigon Boma (n=100)	51.4%
	Pajok Boma (n=100)	49.6%
Duk IDPs & hosts	Dorok Boma (n=137)	47.6%
	Patuenoi Boma (n=102)	49.0%
Duk Agro-Pastoralist	Ayueldit Boma (n=254)	48.3%
	Poktap Boma (n=338)	49.4%
Bor Cluster	Pariak (n=101)	50.7%
	Kolnyang (n=135)	48.7%
All	Project Average	47.3%

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 3 – Key Findings[8]

Baseline values for PROPEL bomas on indicator 3, regarding levels of participation and norms of participation in community projects, group relatively tightly around a project average of 47%.[9] Jebel boma (the neighborhood of Nyakuron East, specifically) has the lowest baseline value for this indicator (as it does for each of the other indicators), but only 5-10% below average. Kalthok and Mingkaman (two PROPEL bomas with large IDP settlements) also fall at the lower end of the PROPEL bomas. Caigon stands out with the highest value, although not significantly above the project average.[10] We expected greater variation among bomas, depending on the availability of NGO-sponsored projects and the varying incidence of conflict in each boma. We also expected a much lower average baseline value, given the amount of conflict, insecurity, displacement and hardship affecting all of the PROPEL bomas.

Figure 1 - PROPEL indicator 3 baselines disaggregated by bomas



Three main factors found in the qualitative data help to explain the surprising findings. First, all of the communities except the urban bomas in Juba, Lologo and Jebel bomas appear to share a cultural norm of participating in livelihood activities, particularly agricultural activities such as cultivating and harvesting; also building houses, and occasionally fishing and hunting as well. Second, the church is an important venue for community projects even in the absence of NGOs – for instance, when people voluntarily care for the

[8] PROPEL indicator 3 has a total of 2189 valid cases in the data set (12 missing cases).

[9] The mean for the whole sample is 0.4730 with a variance of 0.007. The lowest individual score in the sample is 0.17 and the highest score is 0.77, giving the indicator a range of 0.77.

[10] We tested each indicator for a bivariate correlation between indicator score and bomas (using Cramer's V test because "boma" is a categorical rather than a scale variable). The test for correlation allowed us to see if the difference in scores is meaningful, therefore suggesting that the community dynamic is a significant factor affecting outcomes on this indicator. This test was statistically significant for all indicators. The test for PROPEL indicator 3 yields a weak but statistically significant correlation (Cramer's V of 0.161 at Approx. Sig. of 0.000) between boma and indicator score. As illustrated by table 2 and Figure 1, the highest average is found in Caigon boma and the lowest average in Jebel boma.

church building and its grounds. Third, all PROPEL bomas have active social groups, especially women's groups, youth groups, Parent Teacher Associations, and church-affiliated groups. It should be noted that women struggle for opportunities to participate in community meetings or projects in Awerial, where they are often called on to cook or fetch water for meeting attendees yet not permitted to contribute. However, in Duk and Bor, two other communities with a similar gender dynamic, women cited multiple examples of participation and also leadership, mentioning CRS projects along with civic activities.[11]

The two Juba bomas have fewer groups than the other PROPEL bomas, and women's groups are no longer active in either boma. Lologo (the neighborhood of Lologo Center, specifically) is remarkable for the level of community organization present even in the absence of NGO activities. Initiatives include building and running a community school and health facility, land demarcation initiated by youth, and a garbage collection activity led by female youth. Nevertheless, focus groups explained that lack of self-organization and opportunities from NGOs limit the number of initiatives.

It is not surprising that the respondents in most bomas name examples of NGO-sponsored projects they previously participated in, even as they complain of being neglected by NGOs. This is an important finding for CDD programming, since it indicates readiness for mobilization but a lack of resources to start their own projects. However, it should also be noted that respondents in some PROPEL communities expressed mistrust of NGOs. They had several reasons – mainly negative experiences with NGOs collecting data and failing to implement projects – as well as cautioning of nepotism and self-interest on the part of leaders, and favoritism and exclusion in the distribution of project benefits.

Pajok in particular had a negative experience in the past with an NGO collecting money for a savings group, then disappearing and thereby causing great hardship in the community. This may be one reason why Pajok scores lower than either Caigon or Abara on this indicator, in spite of high levels of organization and social cohesion found in all three Magwi communities. (Ayii boma is affected by ethnic conflict, and qualitative data was not collected there.) CRS has been an important influence in the Duk and Bor counties, reflected in robust records of participation in community projects; the church stands out as a major venue for community participation in Awerial.

To temper these positive findings, it should be noted that boma lines are generally drawn along clan lines so that conflict and competition among individuals in any one boma are minimized. It is helpful to introduce the concept of social capital at this point, an important consideration for analyzing PROPEL's outcome indicators. Precise definitions of social capital differ, and scholarship has described multiple dimensions including (i) social networks (termed *bridging* social capital, particularly effective for spreading information) and (ii) close ties or relationships (termed *bonding* social capital, effective in building trust and enforcing shared norms and values). The fact that the boma, as a unit of analysis, is made up of members of the same clan in several PROPEL target areas, suggests that our findings are indicative of bonding social capital, rather than bridging social capital. In other words, individuals are cooperating with others who are like them, but may lack the trust to reach beyond ethnic or clan lines. For instance, one sees lower levels for this indicator (and the other PROPEL indicators) throughout the two Juba bomas, where there is an ethnically and culturally diverse population. However, the qualitative data shows that Lologo is well-organized, and the fact that Lologo fares moderately well on several of these indicators suggests that bridging capital is stronger in this community than was expected (compared to Jebel, for instance). Lologo's results also warrant optimism that the inhabitants of Jebel's informal settlements may also build bridging social capital with their diverse neighbors once they have been settled for as long as Lologo inhabitants.

[11] We also tested for a bivariate correlation between indicator score and each of the following factors: sex, age (youth or adult) and IDP status. This test allowed us to see whether any of these factors had a significant effect on outcomes. For indicator #3, there is no statistically significant correlation disaggregating PROPEL indicator 3 by sex, age or IDP-status.

Finally, Kalthok and Mingkaman score low on this indicator and both are communities with large IDP settlements. The realities of IDP-concentrated areas indicate that bridging capital would be needed within the boma between host and IDP communities, and between members of different clans (although most IDPs are from the Dinka ethnic group). Although IDP status does not correlate with higher or lower values for this indicator, qualitative data shows that IDP groups feel excluded from NGO-sponsored community projects. Instead, they are only able to access handouts which do not involve community mobilization. In Poktap, also an area with a large IDP presence, IDPs mentioned that community projects are not offered in IDP areas. However, it should also be noted that qualitative data pointed to a generally positive and welcoming attitude to IDPs on the part of host communities.

In brief, while bonding capital shows stronger than expected on this indicator, results indicate that bridging capital is weak. CDD implementers will need to address internal divisions in more diverse communities in order to move forward effectively.

The main takeaways from analysis of indicator 3 baseline data are as follows:

- South Sudanese culture, as found in PROPEL target bomas, evinces strong norms of community collaboration in livelihood activities, church activities, and projects to benefit the community.
- NGO support is generally essential for community projects to take place, and NGOs are likely to find people are ready and willing to participate. However, communities have had negative experiences with poor follow-through on the part of NGOs that need to be addressed, and measures taken to reassure the community that benefits will reach all segments of the population. CDD implementers need to make adequate preparation to avoid elite capture of benefits and diversion of resources by local leaders.
- In areas where there is more diversity of clans and other sub-ethnic groups, such as Mingkaman and Kalthok, levels of participation are also lower – similarly to Jebel boma. This lower level of participation may also have to do with weaker social organization due to recent displacement and disruption of traditional structures. However, weak bridging social capital may also play a role. Tensions with the host community may also contribute. However, Lologo boma fares relatively well on this indicator, indicating that even where there are diverse ethnic groups living together, community members are capable of self-mobilization. All of these factors should be considered in planning community mobilization and facilitating CDD project implementation.

PROPEL Indicator 4 – Capacity to resolve internal conflicts

PROPEL Indicator Number 4.Sub-TO 2.2.1. Percent of target beneficiaries who report their communities are better able to resolve internal conflicts

The index on intra-community conflict mitigation is based on three variables: one question asks respondents to identify the mechanism used most frequently for resolving disputes among people in the boma, with responses characterized by lack of leadership, narrow leadership, or inclusive leadership. This is followed by a question asking people to characterize how frequently this mechanism is used (out of five response options ranging from almost never to almost always), and a second question asking respondents to characterize its effectiveness (also out of five response options ranging from ineffective to effective).

Table 2 - PROPEL indicator 4 baselines by bomas

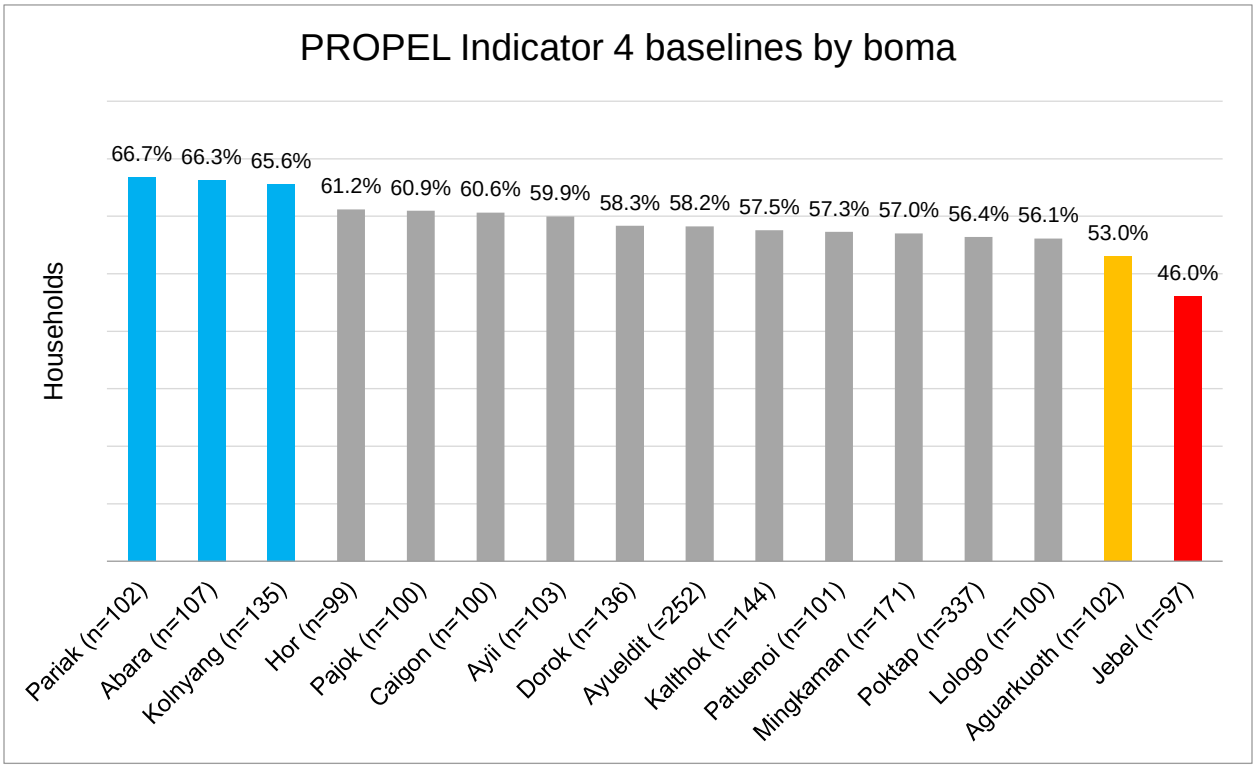
	Boma	Baseline
Juba Cluster	Jebel Boma (n=97)	46.0%
	Lologo Boma (n=100)	56.1%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	53.0%
	Hor Boma (n=99)	61.2%
Awerial IDPs & hosts	Mingkaman Boma (n=171)	57.0%
	Kalthok Boma (n=144)	57.5%
Ayii Boma	Ayii Boma (n=103)	59.9%
Magwi Cluster	Abara Boma (n=107)	66.3%
	Caigon Boma (n=100)	60.6%
	Pajok Boma (n=100)	60.9%
Duk IDPs & hosts	Dorok Boma (n=136)	58.3%
	Patuenoi Boma (n=102)	57.3%
Duk Agro-Pastoralist	Ayueldit Boma (n=252)	58.2%
	Poktap Boma (n=337)	56.4%
Bor Cluster	Pariak (n=102)	66.7%
	Kolnyang (n=135)	65.6%
All	Project Average	58.6%

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 4 – Key findings[12]

Indicator 4 combines a measure of perceptions of effectiveness of mechanisms for resolving internal conflicts, along with a measure to assess the mechanism itself, and a third measure to ensure that the mechanism described is actually in use. We assigned a lower value to conflict resolution mechanisms that are left to the individual household, and a higher value to mechanisms in which leadership takes an active role, and the highest value to one where different leaders (traditional, government and opinion) work together to address conflicts. Assigning one final value to these three components, the majority of PROPEL bomas cluster around an average baseline value of 59%.[13] However, there are clear outliers for this indicator, with the two Bor bomas scoring 5-10% above average, along with Abara boma in Magwi, while Aguarkuoth stands out as 5.6% below average, with Jebel boma as the lowest.[14]

Figure 2 - PROPEL indicator 4 baselines disaggregated by bomas



This indicator is important to PROPEL because capacity to manage internal conflicts is key to a community's ability to organize itself and take collective action. This indicator looks beyond the initial stages of community mobilization or willingness to take part in activities, to how well the community leadership will be able to manage inevitable disputes and tensions that may arise. As PROPEL looks to enable sustainable self-governance mechanisms that will continue to function once the program has closed, it is important that community leadership is capable and that community members are willing to engage in available forums

[12] PROPEL indicator 4 has a total of 2186 valid cases in the data set (15 missing cases).

[13] The mean for the whole sample is 0.5859 with a variance of 0.029. The lowest individual score in the sample is 0.00 and the highest is 1.00, giving the indicator the maximum range of 1.

[14] Disaggregating PROPEL indicator 4 by bomas yields a weak but statistically significant correlation (Cramer's V of 0.189 at Approx. Sig. of 0.000). As illustrated by table 3 and figure 2, the highest average is found in Pariak boma and the lowest average in Jebel boma.

and use the corresponding mechanisms to address grievances and resolve potential conflicts, rather than resorting to violence or disaffection.

Indicator 4 (as well as Indicator 5, which follows) is not designed to track incidence of conflict or look at reduction in conflict, given PROPEL is not a conflict mitigation program. In areas with high levels of conflict or latent tensions, PROPEL is bound by its commitment to do no harm in attempting to plan for and proactively address those causes of conflict. Success is therefore measured according to PROPEL's methodology, which attempts to empower opinion leaders and bring them together with traditional leaders in forums where community members willingly engage to address causes of conflicts. Clearly, government support is necessary in terms of police protection, legal redress and enforcement of court judgments; however, that is beyond the scope of PROPEL's work, and although discussed in the qualitative data, is not tracked through the indicator.

The qualitative data is key to determining what mechanisms are currently used within bomas, as well as the local perception of these mechanisms and what can be improved. Across bomas, the shared norm is that in the case of conflict or dispute traditional leaders (such as the chief or council of elders) are responsible for calling together the parties in question, carrying out an inquiry, assigning fault and meting out punishment. FGD participants emphasized negotiation and mediation, usually referencing a mechanism for reconciliation. Larger scale matters are opened in community-wide forums and can involve police and the court systems, and enforcement of punishment. Churches play an important role in some communities, as does the formation of local committees tasked with addressing such issues.

In two bomas with very high baseline values (Pariak and Kolnyang in Bor), HHS results indicate that resolving internal conflict is the responsibility of traditional leaders. Informants explained that internal conflicts generally arise from fights that start during wrestling matches, or as a result of elopement or land grabbing. Kolnyang youth emphasized the importance of mobilizing themselves for self-defense (and the role of their traditional leaders in urging self-protection), whereas Pariak youth spoke of peace education and initiatives (and women emphasized the role of the church and NGOs in peacebuilding). Moreover, the police force appears more satisfactory in Pariak than in Kolnyang. These findings help explain the fact that Pariak has the highest baseline value of all PROPEL bomas.

Among the Magwi bomas, Abara stands out because it has a relatively higher percentage of respondents stating that government and municipal leaders are responsible for resolving internal conflicts, together with a relatively high percentage (21%) of respondents stating that all leaders cooperate in conflict resolution. In contrast, responses in Pajok and Caigon indicate that neighbors are more frequently required to resolve issues amongst themselves. Qualitative data shows that Abara community members think conflict resolution could be improved by returning to traditional conflict resolution mechanisms and empowering traditional institutions. Male focus group participants indicated that dialogue is the best method for resolving conflict and that the Council of Elders is most qualified for this.

At the other end of the spectrum, among the two Juba bomas, Lologo fares better than Jebel in terms of its baseline value, which can be explained by a few details from the qualitative data. For starters, Lologo inhabitants organized a community policing system to provide night patrols. Furthermore, they were able to get police to patrol the neighborhood of Nyakuron East at night. Both mechanisms have helped them resolve insecurity and crime, the major type of conflict affecting the neighborhood in addition to border disputes (it should be noted that Lologo youth organized a border demarcation initiative.)

Jebel, in contrast, faces entrenched conflict over access to water which can only be solved through installation of additional water points, as well as inter-tribal conflicts and competition over jobs and resources due to in-migration. Participants stated that unity and trust among community members would be necessary to reduce tensions, as well as government intervention to address border issues, and coordination on the part of leaders.

For Awerial county, FGDs described a more active role for the government in Kalthok and Mingkaman (two bomas with a large IDP presence), whereas respondents in Aguarkuoth (with below average results for this indicator) and Hor stressed that more government involvement is needed. Overall, FGD participants emphasized the need for government to enforce the rule of law and to get involved earlier (as soon as a crime occurs or conflict sparks), and for local actors to be empowered to fill their law enforcement role.

Duk bomas are plagued by internal conflicts related to marriage and dowries, and access to land and water. In three of the four bomas – Dorok, Ayueldit, and Poktap – cases of conflict resulting in death are punishable by forfeiting 50 heads of cows to the bereaved party which is paid communally by the community of the offending individual(s). Patuenoi and Ayueldit participants also mentioned that church is a "main tool for peace," with Patuenoi youth engaging church leadership "to find solutions," particularly by playing a neutral role in conflict resolution.

In summary, the data provides valuable insights for CDD implementers seeking to engage local leaders and communities through CDD projects, and preparing to manage the inevitable conflicts and tensions that might arise. Two major factors that can influence a community's capacity to address conflicts are, first, greater cooperation among leaders, and second, planning activities that address major sources of conflict. The latter can be carried out with participatory conflict analysis empowering the community to discuss, identify and plan to address key causes of conflict; they can apply for funds from the Peacebuilding Fund to pay for dialogues and initiatives that can help mitigate causes of conflict. Planning should also be carried out to ensure that providing new resources does not invite tension into the community.

The first matter of greater cooperation among leaders is more complex. PROPEL is designed to strengthen opinion leaders, expand leadership to include vulnerable groups and foster active community participation in forums for discussion and decision-making. These activities clearly build on existing norms, and can fill a gap where community members have called for capacity building for their leadership on conflict-resolution. However, the role of the government, particularly through provision of law enforcement, security, the functions of courts and their efficacy, is clearly indispensable to effectively managing conflict even though this is outside the mandate of PROPEL.

PROPEL Indicator 5 – Capacity to resolve external conflicts

PROPEL Indicator Number 5.Sub-TO 2.2.2. Percent of target beneficiaries who report their communities are better able to resolve inter-community conflicts

The index on inter-community conflict mitigation is based on five variables. One question assess frequency with which disputes arise with people from neighboring bomas, followed by one question asking people to identify the most common cause for disputes with people from neighboring bomas. Respondents identify the mechanism used most frequently to resolve disputes, out of the same set of options as the previous index, and characterize how often the mechanism is used and how effective it is.

Table 3 - PROPEL indicator 5 baselines by bomas

	Boma	Baseline
Juba Cluster	Jebel Boma (n=11)	N/A
	Lologo Boma (n=48)	54.4%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	64.9%
	Hor Boma (n=77)	59.0%
Awerial IDPs & hosts	Mingkaman Boma (n=67)	60.2%
	Kalthok Boma (n=81)	53.5%
Ayii Boma	Ayii Boma (n=99)	51.3%
Magwi Cluster	Abara Boma (n=100)	65.1%
	Caigon Boma (n=56)	60.7%
	Pajok Boma (n=85)	64.6%
Duk IDPs & hosts	Dorok Boma (n=87)	54.1%
	Patuenoi Boma (n=24)	N/A
Duk Agro-Pastoralist	Ayueldit Boma (n=156)	55.7%
	Poktap Boma (n=115)	50.4%
Bor Cluster	Pariak (n=94)	64.2%
	Kolnyang (n=128)	67.4%
All	Project Average	59.1%

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 5 – Key Data[15]

The variables in indicator 5 are identical to those in indicator 4; however, they are asked relative to disputes arising with neighboring bomas. Very few individuals in Jebel boma in Juba, and Patuenoi boma in Duk indicated that conflict occurs, so those two bomas are excluded from this indicator. As indicator 4 above, indicator 5 is a combination of a normative measure assessing the type of mechanism used to resolve conflict, together with a measure to assess perceptions of effectiveness and a measure to check that these mechanisms are being used. It is not intended to measure decreases or increases in incidence of conflict over time.

Distinct from indicator 4, however, indicator 5 measures a dynamic that extends beyond the scope of PROPEL activities. PROPEL works within individual bomas, and due to the design of the project, these bomas are not conjoining. Therefore, PROPEL activities are limited in scope and do not expect to reduce external conflicts. However, by strengthening community self-organization, broadening leadership and participation in public forums, and encouraging greater transparency and higher levels of community mobilization, PROPEL will raise the capacity of any individual community to better mitigate external conflict. Further, through the Peacebuilding Fund, communities may apply for funding to engage in peacebuilding activities with neighboring bomas. Outcomes for indicator 5 will be analyzed more closely for PROPEL bomas that use Peacebuilding Funds.

Interestingly, there is less variation when it comes to indicator 5 than indicator 4,16 suggesting that PROPEL communities are roughly comparable in their capacity to address external conflicts.17 Nor is the average baseline value (59%) low for this indicator, in spite of the fact that conflict is clearly ongoing in all but Jebel and Patuenoi.18 In fact, by and large, PROPEL communities reported that conflict resolution mechanisms are either fairly effective or effective.19 Nevertheless, communities called for improved security, police presence, law and order and peace initiatives, and improved services to address poverty and resource-related causes of conflict; and they called out leaders for their role in sustaining or instigating conflict.

[15] PROPEL indicator 5 has a total of 1331 valid cases in the data set (870 missing cases). Respondents answering that disputes with neighboring bomas never arise were not included in this (following the survey's skip logic). Since incidence of conflict is very low in Jebel and Patuenoi bomas, a further 36 households from those two bomas were also excluded from this indicator.

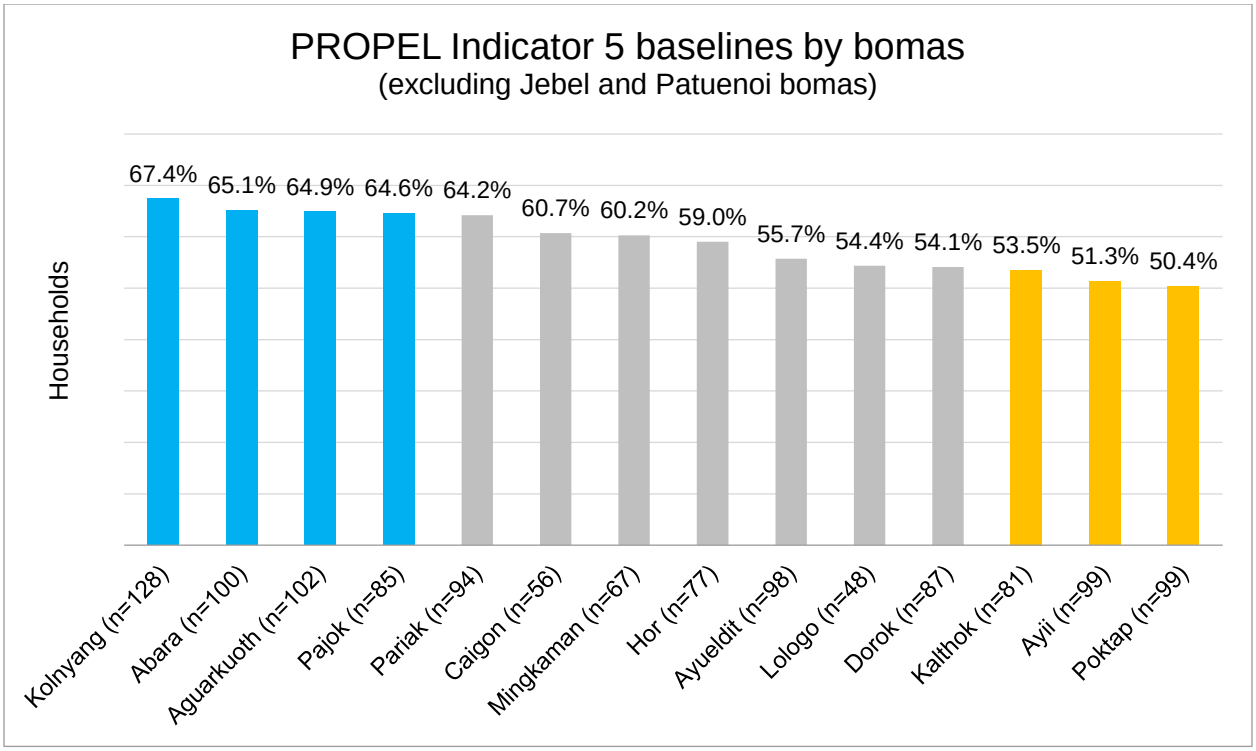
[16] Disaggregating PROPEL indicator 5 by bomas yields a statistically significant correlation (Cramer's V of 0.205 at Approx. Sig. of 0.000). As illustrated by table 4 and figure 5, the highest average is found in Kolnyang boma and the lowest in Jebel boma (with only 11 valid cases).

[17] The valid cases included in PROPEL indicator 5 are only those for which respondents did report some levels of inter-community conflict, following survey question M1 (and thus proceeded to answer the following survey questions that were subsequently used to compute PROPEL indicator 5). As a result, there is also a bias towards respondents from areas more prone to inter-community conflict in this sample for PROPEL indicator 5.

[18] The mean for the whole sample is 0.5877 with a variance of 0.039. The lowest individual score in the sample is 0.00 and the highest is 1.00, meaning the indicator has values for the full range of 0 to 1.

[19] More detailed analysis can be found in the PROPEL Community Profiles. Although there was no significant variation in responses to this indicator on the basis of sex or age, IDPs generally responded more negatively to this indicator than non-IDPs: there is a weak but statistically significant correlation disaggregating PROPEL indicator 5 by the IDP-status of households (Cramer's V of 0.167 at Approx. Sig. of 0.001). Non-IDP households appear to be more positive than IDP-households with regards to the ability of their communities to resolve inter-community conflict; there was not sufficient qualitative data from IDP groups to help resolve why this might be the case.

Figure 3 - PROPEL indicator 5 baselines disaggregated by boma (excluding Jebel and Patuenoi bomas)



The Bor bomas stand out as above average, particularly Kolnyang boma. Comparing between the two bomas, Pariak faces entrenched conflict with neighboring tribes and persistent cattle raiding and child abduction that has challenged the community's capacity for self-defense and conflict-resolution. For instance, the traditional chief stated that he is unaware of opportunities for addressing these conflicts, while the male thought leader indicated obliquely that "some communities are not willing to cooperate in peacebuilding." On the positive side, women and female youth indicated that they voice their opinions in community forums regarding conflict, yet their skepticism about the potential for local initiatives to resolve issues was palpable.

In Kolnyang, the different FGDs indicated active roles for each segment of the community in resolving conflicts, while men indicated that they are able to call on government assistance and suggested that consulting with government about a way forward is a possible option; they also indicated that their self-patrolling methods are more or less effective in providing security. The different groups spoke about advocating for peace, and indicated that their traditional leaders are well organized in mobilizing the community and are able to address and resolve conflicts through dialogue.

Magwi bomas also fared relatively well on this indicator, although they have been embroiled in land disputes with neighboring communities in South Sudan and Uganda. In Abara, if leaders from the two communities cannot resolve the dispute, they will invite churches, organizations or the government to get involved. However, both men and women stated a need to return to traditional mechanisms for resolving conflict. In Caigon, the government is involved in settling external disputes through dialogue. However, participants stated that development in the community would help to resolve conflicts. In Pajok, FGDs emphasized that their leaders need to be more transparent, and should forward conflicts to the higher authorities when they cannot solve them. In Ayii, where ongoing tensions prevented PROPEL from gathering qualitative data, only 55% of respondents consider conflict resolution mechanisms as effective.

In Duk, focus group participants called for peace dialogues, peace conferences, awareness about the costs of conflict, and the need for the government to provide police and patrolling along borders. They also emphasized the need for providing people's basic needs, and spoke of empowering the church in its peacebuilding message. In Poktap, men stated that improved education opportunities would help to resolve conflict, mainly related to cattle raiding. "...Children [should] go to school in order to get the education that will help them be able to fit in the society and understand the causes of the problem in the long run." In Ayueldit and Poktap, it became clear that efforts had been made to stop cattle raiding through dialogues; still, community members felt progress could not be made without government intervention. In the meantime, the necessity of calling on youth to protect the community only served to entrench the conflict.

Similar issues were noted in the Awerial bomas, although conflicts related to women through marriage, elopement and adultery featured more prominently. Recommendations centered on improving legal frameworks and the courts, providing compensation to victims, and earlier government intervention.

In conclusion, focus group participants in each boma were eloquent with recommendations for improving conflict-resolution mechanisms in the community. Although many of these recommendations centered on government support (beyond the scope of PROPEL), there was also a clear demand for awareness-raising campaigns, dialogue and conferences, and projects to alleviate resource shortages; all of these complement CDD activities. Youth are central to conflict – both female youth at the center of conflicts around marriage and dowry, and youth who fight to secure resources or defend property lines. Youth showed interest and gave examples of past participation in peacebuilding activities, although they were clearly proud of their role providing self-defense to the community. People look to their leaders and traditional structures to address conflict, and while CDD implementers should follow suit, it behooves them to take a cautious approach due to concerns over self-interest and competition over resources. CDD implementers should bear in mind that the church has an important role even in contexts of entrenched conflict, and can be an attractive forum where all segments of the community gather.

PROPEL Indicator 6 – Perceptions of economic well-being

PROPEL Indicator Number 6.Result Indicator 1.1. Percent of target beneficiaries reporting improved economic well-being

The index on reported perceptions of economic well-being is based on four variables. The first two are measures of satisfaction based on a four-point scale vis-à-vis the household's current financial situation and ability to meet basic needs of household members. The third variable is a retrospective measure of current ability to meet basic needs over the past year, using a five-point scale ranging from "Decreased a Lot" to "Increased a Lot." The last variable asks about levels of anxiety over meeting the household's basic needs over the coming year.

Table 4 - PROPEL indicator 6 baselines by bomas

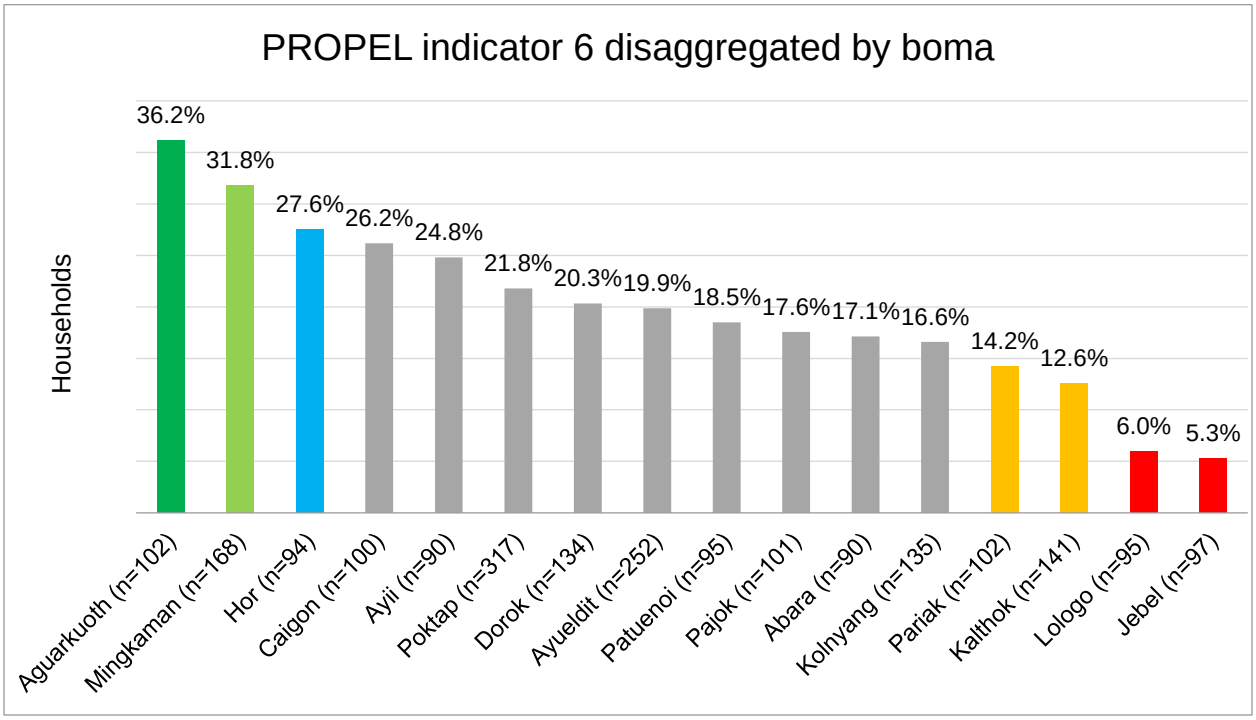
	Boma	Baseline
Juba Cluster	Jebel Boma (n=97)	5.3%
	Lologo Boma (n=95)	6.0%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	36.2%
	Hor Boma (n=94)	27.6%
Awerial IDPs & hosts	Mingkaman Boma (n=168)	31.8%
	Kalthok Boma (n=141)	12.6%
Ayii Boma	Ayii Boma (n=90)	24.8%
Magwi Cluster	Abara Boma (n=90)	17.1%
	Caigon Boma (n=100)	26.2%
	Pajok Boma (n=101)	17.6%
Duk IDPs & hosts	Dorok Boma (n=134)	20.3%
	Patuenoi Boma (n=24)	18.8%
Duk Agro-Pastoralist	Ayueldit Boma (n=252)	19.9%
	Poktap Boma (n=317)	21.8%
Bor Cluster	Pariak (n=102)	14.2%
	Kolnyang (n=135)	16.6%
All	**Project Average**	**20.2%**

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 6 – Key Data[20]

There is wide variation between baseline values for individual bomas for this indicator, with Juba bomas as low as 5-6%, and Aguarkuoth at 36%.[21] On the whole, the indicator average of 20% is significantly lower than any of the other six indicators, indicating that overall PROPEL bomas are facing severe economic hardship, as we expected.[22] Interestingly, there was no statistically significant variation found between women and men's responses to this question; this finding shows that perceptions of economic well-being do not vary based on gender roles in the household.

Figure 4 - PROPEL indicator 6 baseline by bomas



Lologo and Jebel bomas stand out due to their low baseline values, at 6% and 5% respectively. As urban bomas in the capital city of Juba, they are affected by price fluctuations, particularly the December 2015 devaluation of the South Sudanese Pound, as well as the government's failure to pay salaries for civil servants and police forces. The qualitative data indicates that sharp increases in prices have resulted in high rates of crime, and adequate policing is sorely needed; the primary cause of shock and conflict for these urban communities is crime and insecurity. Jebel, a newer and unplanned settlement, is particularly vulnerable and lacks basic services including water and police protection.

The Awerial bomas also stand out. Three of the four bomas – two agro-pastoralist communities that are relatively isolated and rural, along with Mingkaman and its well-established IDP settlements – cluster at the higher end of this spectrum. Kalthok, also with a large IDP presence but more recently established and with smaller settlements, is at the lower end. The contrasting results for the two bomas with IDP settlements are

[20] PROPEL indicator 6 has a total of 2113 valid cases in the data set (88 missing cases).

[21] Disaggregating PROPEL indicator 6 by bomas yields a small but statistically significant correlation (Cramer's V of 0.169 at Approx. Sig. of 0.000). As illustrated by table 5 and figure 9, the highest average is Aguarkuoth and the lowest average is Jebel.

[22] The mean for the whole sample is 0.2023 with a variance of 0.039. The lowest individual score in the sample is 0.00 and the highest is 1.00, meaning the indicator has values for the full range of 0 to 1.

likely attributable to the extent of services in each boma relative to the stress placed on local resources due to the large influx of migrants. Mingkaman has long been a center for urban trade and boasts several government institutions including a county education office, police post, prison, county judge and commission. There are also many NGOs, UN and other agencies serving the local population. In Kalthok, new IDP settlements were set up to reduce the burden on Mingkaman, but only a few NGOs are currently active. However, IDP status seems to affect perceptions of economic well-being since IDPs in both Mingkaman and Kalthok on the whole responded more positively on this indicator than host households in both communities.[23] This finding is likely the result of IDPs' access to services and aid distributions, which has the potential to cause tensions between the host community and IDPs.

It is surprising to find the baseline values for Aguarkuoth and Hor bomas at the higher end of this indicator because the qualitative data shows they are frequently cut off from other communities by flooding during the rainy season. In fact, to reach Aguarkuoth it is necessary to walk across a river as high as a person's chest. This creates a logistical barrier both for NGOs wishing to access the community as well as for community members wishing to leave in order to access health care and other services. Accordingly, the qualitative data shows a high level of discontent and sense of exclusion from potential benefits provided to other bomas. PROPEL field teams in fact confirmed there are no active NGOs operating in either boma.

Furthermore, both communities have been hard hit by shocks in recent years, including crop failure, inability to plant, and death of livestock. However, qualitative data shows that people in Aguarkuoth and Hor have recourse to coping mechanisms that may help them to handle these shocks. For instance, Aguarkuoth inhabitants practice seasonal migration and construct water channels to control flooding, while youth are skilled in fighting fires. In Hor, families move to cattle camps along with youth. In both communities, people have fundraised to cope with shocks affecting the entire community. These findings indicate that the two communities may be more resilient as a result of relying on their traditional pastoralist livelihood, rather than relying on NGO activities. For instance, in some cases, the need to locate close to food distribution points and stand in line to receive handouts may crowd out livelihood activities.

An alternative explanation is that this perception-based indicator may reflect Aguarkuoth and Hor's isolation and lack of awareness of the extent of NGO services available to other communities. If NGO services come and go, or only reach certain populations, they could engender a greater sense of hardship in benefiting communities when NGO projects end, fail to deliver on promises, or some groups are left out.

There are three main takeaways for CDD implementers in PROPEL bomas:

- When operating in high-density urban areas with high levels of crime and a lack of public services, CDD project sustainability may require community-based strategies for meeting urgent needs such as policing, water management (if new boreholes are provided), land demarcation and rubbish collection.
- The higher levels of Aguarkuoth and Hor, in spite of severe hardship and structural exclusion from NGO services, point to the resilience potential of pastoralism on the basis of seasonal migration, cattle camps as a mechanism for resource sharing during hungry seasons, and community mobilization for coping with seasonal shocks such as floods. A CDD approach is necessary to avoid substituting NGO services for local social support and coping mechanisms – and instead to strengthen these mechanisms by broadening community participation. Sustainability depends on establishing

[23] There is no statistically credible correlation disaggregating PROPEL indicator 6 by IDP-status (Cramer's V of 0.103 at Approx. Sig. of 0.034) for the entire data set. However, there is a pronounced correlation between perceptions of economic well-being and the IDP-status of households for the smaller sample of households in the Mingkaman and Kalthok bomas (Cramer's V of 0.338 at Approx. Sig. 0.000). The 74 IDP-households in these two bomas have a statistically significant more positive view of their economic well-being than the non-IDP households.

accountability mechanisms to avoid elite capture, and ensuring that traditional values of supporting vulnerable groups are upheld.

- The widely different results between Mingkaman and Kalthok, two areas with a large influx of IDPs, highlight some key considerations during CDD project selection and design. First, the project should assess whether the community has government institutions in place that can help administer NGO activities and expand services to the increased population. Second, are there local resources such as water, health, education, and economic activities in place, or is the community relying on NGO services? Third, balancing the longer term infrastructure needs of the host community can also benefit IDPs, but a culture of NGO dependency may foster a preference for immediate fixes rather than activities engendering community oversight and management.

PROPEL Indicator 14 – Capacity to deal constructively with community challenges

PROPEL Indicator Number 14.IR Indicator 1.1.3. Percent of target beneficiaries who report that their communities are able to deal constructively with challenges

The indicator on community capacity to deal constructively with challenges is measured by three variables. The first variable relates to the most commonly used mechanism in the community for dealing with common problems, ranging from households coping on their own to all community leaders acting together. One 'Agree/Disagree' statement asks the respondent to reflect on whether or not people in the boma work together to find a solution when problems arise. The next variable drills down to how often over the past year people in the boma have joined together, using a four-point Likert scale (and providing the option that no problems have arisen).

Table 5 - PROPEL indicator 14 baselines by bomas

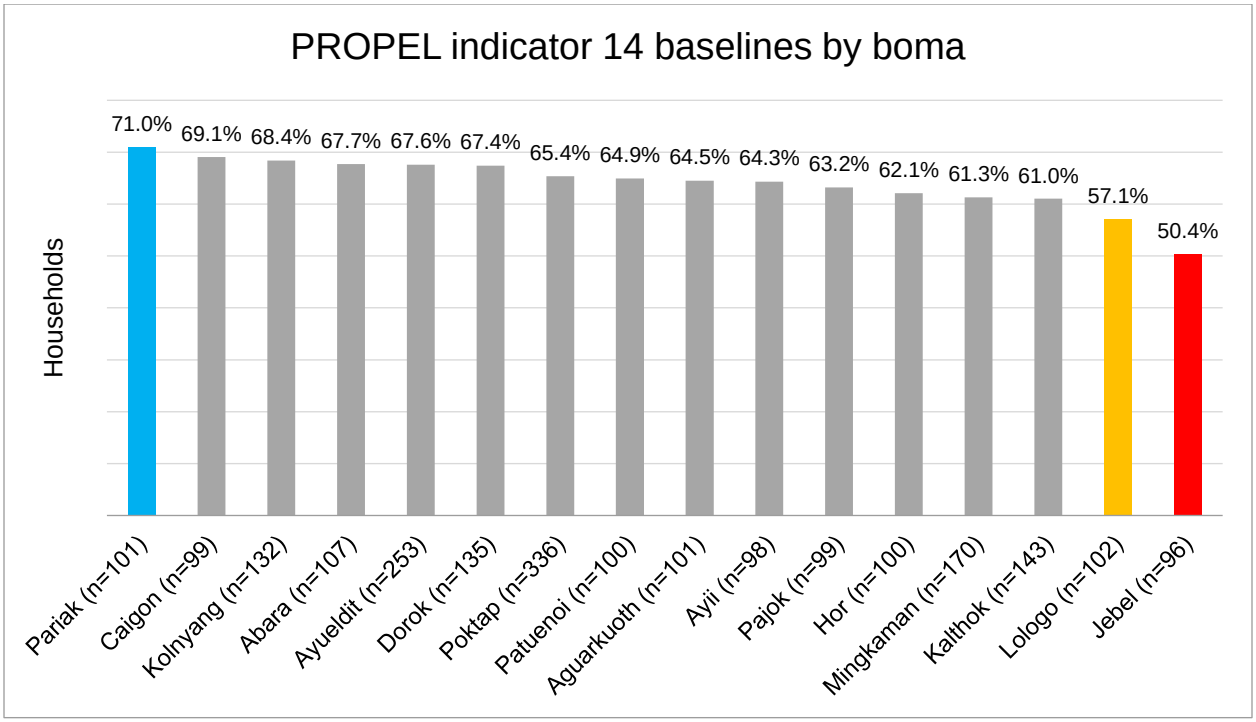
	Boma	Baseline
Juba Cluster	Jebel Boma (n=96)	53.2%
	Lologo Boma (n=102)	57.4%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=101)	64.5%
	Hor Boma (n=100)	62.1%
Awerial IDPs & hosts	Mingkaman Boma (n=170)	61.3%
	Kalthok Boma (n=143)	61.0%
Ayii Boma	Ayii Boma (n=98)	64.5%
Magwi Cluster	Abara Boma (n=107)	67.9%
	Caigon Boma (n=99)	69.1%
	Pajok Boma (n=99)	63.4%
Duk IDPs & hosts	Dorok Boma (n=135)	67.4%
	Patuenoi Boma (n=101)	65.3%
Duk Agro-Pastoralist	Ayueldit Boma (n=253)	67.7%
	Poktap Boma (n=336)	66.2%
Bor Cluster	Pariak (n=101)	71.0%
	Kolnyang (n=132)	68.4%
All	Project Average	64.5%

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 14 – Key Data[24]

Baseline values for bomas cluster around a relatively high average value. The two Juba bomas cluster at the lower end, with Jebel boma falling between 15-20% below the project average at 50.4%.[25] The two Bor bomas are at the higher end, along with Caigon boma in Magwi. The fact that the project average is well over 60% reflects findings in the qualitative data that people living in most PROPEL bomas will provide informal support for the most vulnerable. Communities have also established practices of coming together to address common security problems (mobilizing youth to fight) or flooding (building dykes). However, social cohesion is lowest in the urban areas of Lologo and Jebel, where individuals from different ethnic groups and regions have settled in a high-stress environment of crime and economic hardship.

Figure 5 - PROPEL indicator 14 disaggregated by bomas



Jebel stands out with the lowest baseline value for this indicator, likely due to the lack of active social groups and an environment of insecurity and economic competition. In brief, the conditions do not favor mobilization in the face of hardship. Lologo fares somewhat better, with a record of community mobilization to provide policing, and attempted land demarcation and waste removal. The two Juba bomas also stand out as receiving very little NGO support and lacking government institutions; the total absence of formal support systems may also undermine local capacity to work together to deal constructively with challenges.

At the high end of the spectrum, key informants in Pariak and Kolnyang indicated that their communities have an established ethic of providing assistance to the vulnerable, and helping out by giving cattle for funerals and dowries. The traditional leader in Kolnyang explained that “the community has a good system of always giving a lactating cow to each of the vulnerable members of the community to provide them with

[24] PROPEL indicator 14 has a total of 2172 valid cases in the data set (29 missing cases).

[25] Disaggregating PROPEL indicator 14 by bomas yields a weak but statistically significant correlation (Cramer’s V of 0.156 at Approx. Sig. of 0.000). As illustrated by table 6 and figure 11, the highest average is found in Pariak boma and the lowest average in Jebel boma.

milk for survival." Support in both bomas is generally provided by youth who give voluntary labor for the vulnerable by building huts or cultivating their fields.

Providing support to others during times of hardship is fostered by the leadership of social groups, including traditional leaders, a council of women elders and youth leaders. According to an administrator in Pariak, these leaders not only care for the community as a whole but also identify which types of support are most needed. He gave the example of "encouraging the community members in helping each other during times of need, especially in times of funeral and sickness." In fact, the leaders in both communities stood out from the PROPEL bomas by indicating an awareness that traditional practices of communal work and cattle camping are avenues of mutual support that build social cohesion.

On the whole, results varied somewhat between women and men, with men on average responding more favorably about their communities' ability to deal constructively with challenges.26 Qualitative data also showed that women desired to be more involved in community activities and decision-making. In Jebel and Lologo, women indicated that their ideas are undermined or neglected by men when the community seeks to address challenges. In Magwi, focus group respondents indicated that women and youth are excluded or discriminated against, and that this undermines their ability to respond effectively to problems. In Hor and Kalthok in Awerial, girls were described as being barred from accessing resources, and women being disregarded, impeding the communities' capacity to address shocks. In Ayueldit and Dorok in Duk, women are not effectively included in responding to shocks, and this lack of cooperation undermines an effective response.

Finally, IDP status also correlates to lower values for indicator #14, with male IDPs responding less positively.27 In both Kalthok and Mingkaman, the two PROPEL bomas with the highest concentration of IDPs, key informants indicated that leaders and the community look to government and NGO support in times of need and crisis, while local thought leaders or traditional leaders play a minor role. The administrator in Kalthok explained that during the 2013 crisis, leaders identified those whose homes had been burned down by the rebels and directed needed assistance from the government and NGOs their way. The traditional leader in Mingkaman explained that it is hard to respond to shocks when everyone is poor, so the RRC collaborates with humanitarian organizations. These views were also reflected in focus group data; for instance, women IDPs stated: "It is the responsibility of the government, especially local authorities in that community, to decide how to help their community."

While it makes good sense to look for resources from those who have most to offer (i.e. the government and NGOs), these findings suggest that areas with higher levels of services (i.e. IDP areas) rely almost entirely on outside actors. As a result, community-based structures for mutual aid and mobilization may be weakened. The presence of outside actors may also undermine traditional norms of mutual aid, reflected in the baseline values of Kalthok and Mingkaman at the lower end of the PROPEL bomas, and only slightly higher than values in Juba.

One main take-away for CDD programming from findings for indicator 14 is that communities where people have gathered due to the availability of services (such as IDP settlements) or through rural-to-urban migration (such as neighborhoods in Juba, particularly informal ones) may require extra effort for community mobilization. One obstacle may be a lack of social cohesion due to the diversity of ethnic groups and the weakness of traditional leadership structures, as well as factors such as population density and mobility which may pose challenges to fostering trust. There may also be a greater sense of entitlement as individuals compare with others or look to government or NGOs for resources, decreasing willingness to

[26] There is a very weak, statistically significant correlation disaggregating PROPEL indicator 14 by sex (Cramer's V of 0.133 at Approx. Sig. of 0.000) with men being, on average, slightly more positive about their communities' ability deal constructively with challenges.

[27] There was a weak but significant correlation between PROPEL indicator 14 and IDP-status for male respondents only (Cramer's V of 0.157 at Approx. Sig. of 0.000).

contribute voluntary labor and make effort to attend meetings, etc. Finally, CDD implementers can expect to face entrenched obstacles to the inclusion of women and youth in decisions on how to respond to challenges facing the community. However, based on feedback from FGDs, their inclusion is likely to improve the community's overall resilience significantly.

PROPEL Indicator 15 – Participation in decision-making

PROPEL Indicator Number 15.IR Indicator 1.1.4. Percent of target beneficiaries stating that they participate in decision making in their communities

Four variables assess representativeness and inclusivity of decision-making processes, and levels of accountability. The first variable relates to how often the interests of ordinary people in the boma are considered, and the next relates to mechanisms for participation in decision-making that exist in the community,[28] followed by a measure of how frequently these mechanisms are utilized by this household. The last variable asks how frequently members of the household have requested information about actions taken by leaders in the community.

Table 6 - PROPEL indicator 15 baselines by bomas

	Boma	Baseline
Juba Cluster	Jebel Boma (n=98)	25.5%
	Lologo Boma (n=102)	28.9%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	51.3%
	Hor Boma (n=94)	34.9%
Awerial IDPs & hosts	Mingkaman Boma (n=167)	43.6%
	Kalthok Boma (n=142)	42.1%
Ayii Boma	Ayii Boma (n=100)	43.7%
Magwi Cluster	Abara Boma (n=105)	55.4%
	Caigon Boma (n=100)	51.3%
	Pajok Boma (n=99)	57.0%
Duk IDPs & hosts	Dorok Boma (n=137)	47.7%
	Patuenoi Boma (n=102)	48.8%
Duk Agro-Pastoralist	Ayueldit Boma (n=253)	46.4%
	Poktap Boma (n=330)	48.7%
Bor Cluster	Pariak (n=97)	53.5%
	Kolnyang (n=129)	50.3%
All	Project Average	46.0%

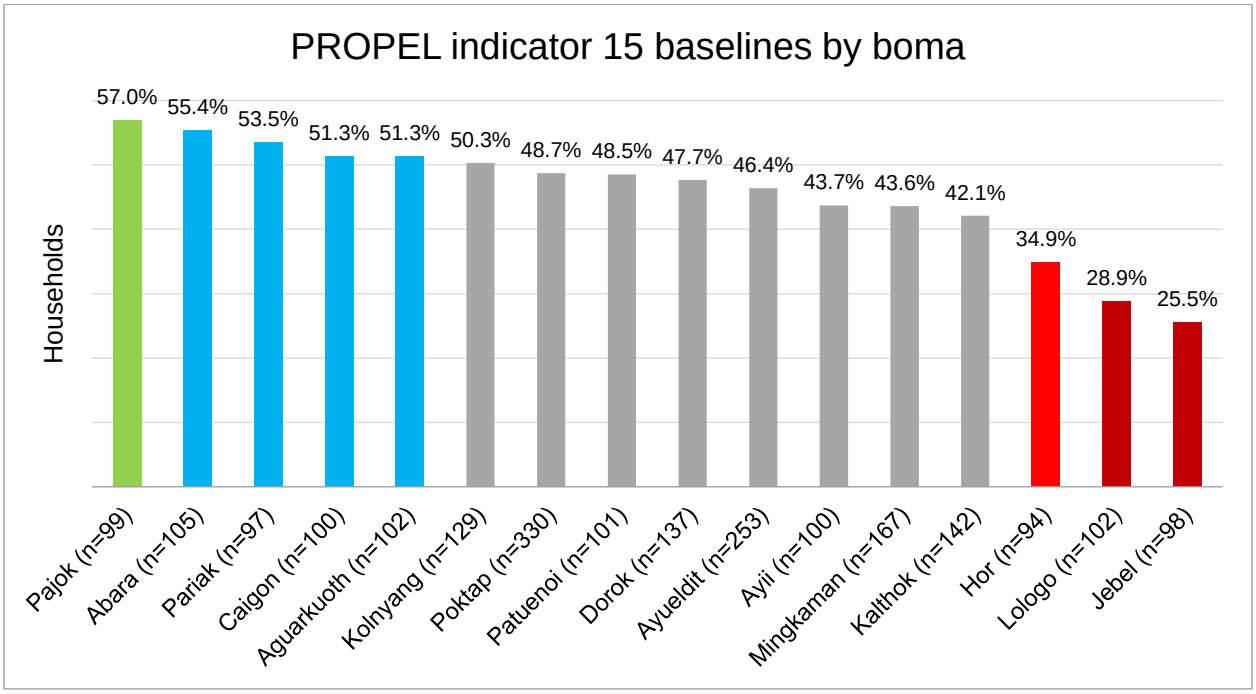
[28] Response categories in the HHS included the following: Voicing my opinion with the group I belong to, Lobbying meeting with a local leader, Voting, Voicing my opinion at an open meeting. In order to avoid imposing external norms on local forms of democratic participation, we weighted each of these methods of participation equally. Respondents answered for their entire households, males, females, youth, elderly, etc. They could list multiple forms of participation. We calculated this variable by adding up the sum of types of participation used by any and all members of the households, so that households utilizing more forms of participation scored higher than those with fewer.

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

PROPEL Indicator 15 – Key Data[29]

Indicator 15 baselines show a wider spread than indicator 14;[30] the average is also somewhat lower at 46%, skewed by very low values in Jebel and Lologo bomas.[31] Hor boma in Awerial also stands out at 10-15% below the average. Three of the Magwi bomas (aside from Ayii, which is riven by tensions between three ethnic groups) fare above average on this indicator, with Pajok standing out as 10-15% above average. The PROPEL communities share a common norm for decision-making, whereby local leaders (mainly traditional leaders, although government and opinion leaders also feature in some communities) will call a meeting and all community members will share their views and give input. In most cases, youth, women and IDPs are represented in these meetings through their group leaders rather than participating directly. Common obstacles to participation in decision-making include exclusion on the part of leaders, failure to consult with the community prior to reaching decisions, and logistical obstacles to attending meetings such as sickness, hardship and insecurity, either on the road or faced at home. Poor communication networks also present challenges, particularly in remote areas where villages are far from each other, such as Duk.

Figure 6 – PROPEL indicator 15 disaggregated by bomas



Focus groups in Jebel and Lologo indicated that they are discouraged from participating in decisions because their views were not being considered, or they did not know when a decisions was being taken.

[29] PROPEL indicator 15 has a total of 2156 valid cases in the data set (45 missing cases).

[30] The mean for the whole sample is 0.4596 with a variance of 0.034. The lowest individual score in the sample is 0 and the highest is 1, meaning indicator values cover the full range from 0 to 1 (range = 1).

[31] Disaggregating PROPEL indicator 15 by bomas yields a weak but statistically significant correlation (Cramer's V of 0.182 at Approx. Sig. of 0.000). The highest average is found in Pajok boma and the lowest average in Jebel boma.

Female youth in Lologo listed the following obstacles: “fear of blame, (sense of) inferiority, underrating one’s (own) ability, lack of seriousness in implementing the decisions taken,” and leaders’ lack of influence (i.e. leaders do not consistently consult with the community, and conflicts of interest interfere with sound decision-making). Lologo participants also mentioned insecurity and alcoholism as obstacles to participation. While similar obstacles were mentioned in other PROPEL bomas, urban realities in Juba such as mixed ethnic neighborhoods, mobile populations, fewer community-based groups and lack of responsive government institutions compound problems.

Qualitative data from Magwi (Abara, Caigon and Pajok – qualitative data was not collected in Ayii due to problems of access – stands out from other PROPEL bomas by the positive perceptions of focus group participants about the decision-making process and leadership of elders, and detailed descriptions of inclusive community discussions. Community elders play the central role in decision-making, and are regarded favorably by the community as doing a good job. Women in Caigon stated that elders have “power over all important decisions because they are chosen by the people of the community to represent them and make important decisions that guide, protect and benefit everyone in the community.”

Magwi communities stand out because community members are involved in choosing their elders and are empowered to bring issues to their attention; further, community members feel that everyone has an opportunity to participate in the discussion that follows. Women and youth also share their views on issues affecting them in their groups with opinion leaders, and youth in Caigon mentioned that they “first seek guidance from traditional elders in order to make good decisions without inconsistency.” Women and youth responses stand out from responses in other PROPEL bomas by indicating high levels of satisfaction with active participation in community decision-making, stating that their voices are heard, and youth claiming that it is their right to give input.

Pajok stands out with the highest baseline value for this indicator. Some aspects that stand out in Pajok’s qualitative findings relate to the formation of the Council of Elders: it represents all the different clans in the boma, with 34 members. There is also a set of by-laws to guide decision-making set by the community itself. Men indicated that the community has control over decisions related to land and infrastructure such as schools, hospitals and residences. Youth and women have a respected and central role in community decision-making.

Awerial County bomas are varied in terms of this indicator, with Aguarkuoth standing out as above average in contrast to Hor which is below average. The qualitative data does not definitively show what makes Aguarkuoth markedly different from Hor. Similar obstacles to participation in decision-making are noted in both communities, particularly exclusion of the less educated (the majority of the population) from decision-making, as well as local leaders making decisions without consulting the community. One key difference, however, seems to be that traditional, government and thought leaders reach decisions together in Aguarkuoth, while in Hor it is mainly the Council of Elders and chiefs who make decisions. As a result, inhabitants of Aguarkuoth may have more avenues for participating in decisions, including discussing issues in their groups with opinion leaders, reported by 82% of households in Aguarkuoth (higher than any other PROPEL boma) compared to only 16% in Hor.

Analysis of data from IDP households showed that IDPs over the age of 35 (i.e. adults, according to the UN definition of youth in South Sudan) responded more favorably to this indicator.[32] This finding is contrary to what we would expect due to the hardship and disruption to community life brought about by displacement. Analysis of the qualitative data cannot fully explain what we are seeing in Awerial bomas and

[32] There is no significant correlation disaggregating PROPEL indicator 15 by the IDP-status of households for the full data set or for the sub-groups of male or female respondents. However, there was a weak but significant positive correlation between PROPEL indicator 15 and IDP-status for respondents above the age or 35 only (Cramer’s V of 0.154 at Approx. Sig. of 0.004). Respondents from IDP-households over the age of 35 were more likely to report participating in community-decision making than their peers from non-IDP households.

among IDPs. However, focus group participants indicate that the local government and chiefs make decisions without consulting the community, whereas NGOs include the community in assessments and to set priorities for projects. This data suggests that IDPs may have more opportunities to be involved in decision-making because of a higher concentration of NGOs in the IDP settlements. Comparing results for non-youth IDPs on this indicator with results for male IDPs on indicator 14, we can see that NGOs may provide opportunities for participation in decision-making in a context where capacity to self-organize is weaker.

An important caveat to these findings is the fact that when women and youth answered these questions on behalf of their households, they responded less positively than men.[33] These findings indicate that women and youth are excluded from decision-making to the extent that they aren't even aware of how often men in their households participate in decisions.[34] Qualitative data shows that women and youth in most communities (Magwi excluded) are dissatisfied with their representation in community decisions, despite being represented by opinion leaders in most bomas. Women report being excluded from information about meetings, prohibited from attending by men or instead required to cook for the attendees in some areas, or being undermined when they attempt to contribute.

Youth give more mixed responses, some indicating they are consulted and contribute significantly; however, this is mainly reported by male youth, and when it comes to matters related to security. Female youth indicate in some cases that they do not have enough information to contribute to community decisions, and some women's responses suggest that they perceive that the decisions affecting the whole community relate primarily to men's concerns rather than women's. However, on the whole, women in most communities were vocal in their desire to contribute to community decisions. This issue is discussed further in relation to indicator 26 (representation of women's interests in decision-making).

In broad terms, the baseline findings indicate that CDD implementers will need to devote more attention to mechanisms for decision-making in the urban bomas of Juba than in the more rural areas where PROPEL operates. They will face many obstacles in terms of internal divisions, weak leadership systems, and a diverse and mobile population. In Magwi (barring Ayii, where qualitative data was not collected), CDD work will likely proceed more smoothly since there are inclusive and transparent processes as well as trusted and legitimate leadership to facilitate community-driven processes. In Awerial and Duk, however, CDD implementers are likely to face entrenched difficulties due to exclusion of women and youth, lack of trust in local leaders, and significant logistical obstacles to mobilization.

[33] There is a very weak, statistically significant correlation disaggregating PROPEL indicator 15 by sex (Cramer's V of 0.132 at Approx. Sig. of 0.000) with men being, on average, more likely to report participating in community decision-making. There is also a very weak, statistically significant correlation disaggregating PROPEL indicator 15 by age (above and below 35 years of age - Cramer's V of 0.135 at Approx. Sig. of 0.000) with respondents over the age of 35 being more likely to report participating in community decision-making.

[34] The survey question asks how many times the respondent *and members of her/his household* have participated in community decisions.

PROPEL Indicator 26 – Representation of women's interests in community decisions

PROPEL Indicator Number 26.IR Indicator 1.3.4. Percent of target beneficiaries stating that women's interests are considered in decision-making by local leaders

This indicator is based on a single variable and is measured with the following survey question: When decisions affecting your boma are made by local leaders, how often are the interests of women considered?[35] Respondents choose between four options: never, rarely, sometimes and often. The results are then used to calculate a baseline value for each boma.

Table 7 - PROPEL indicator 26 baselines by bomas

	Boma	Baseline
Juba Cluster	Jebel Boma (n=90)	43.0%
	Lologo Boma (n=101)	54.1%
Awerial Agro-Pastoralist	Aguarkuoth Boma (n=102)	67.0%
	Hor Boma (n=99)	54.2%
Awerial IDPs & hosts	Mingkaman Boma (n=170)	67.3%
	Kalthok Boma (n=144)	78.9%
Ayii Boma	Ayii Boma (n=101)	61.1%
Magwi Cluster	Abara Boma (n=105)	66.4%
	Caigon Boma (n=99)	84.9%
	Pajok Boma (n=100)	71.3%
Duk IDPs & hosts	Dorok Boma (n=136)	63.7%
	Patuenoi Boma (n=101)	64.7%
Duk Agro-Pastoralist	Ayueldit Boma (n=253)	65.2%
	Poktap Boma (n=333)	69.8%
Bor Cluster	Pariak (n=99)	70.0%
	Kolnyang (n=132)	67.2%
All	Project Average	66.4%

	15% - 20% of 1 below average		15% - 20% of 1 above average
	10% - 15% of 1 below average		10% - 15% of 1 above average
	5% to 10% of 1 below average		5% to 10% of 1 above average

[35] This question is from the MISTI Afghanistan Wave 5 survey for measuring stability and resilience.

PROPEL Indicator 26 – Key Data[36]

In addition to the question used to measure indicator 26, the household survey contains questions regarding women's and men's access to health services, and boys' and girls' access to education. There is also a question regarding opinions on whether or not women and men should have equal opportunities to make decisions on issues affecting the boma. The results for the last question were surprisingly high, uniformly, across PROPEL bomas.[37] This finding likely resulted from "halo bias," whereby respondents give the answer they think the enumerators or the organization would like to hear. Supporting the idea that "halo bias" likely occurred in the HHS, the qualitative data indicates that women are most often systematically excluded from decision-making forums or access to information on decisions, although they may participate indirectly through representatives.[38]

In an attempt to gain an assessment of women's representation in decision-making without imposing culturally-specific norms on the communities (i.e. rating the form of participation; for instance, whether it is direct or indirect), we analyze instead whether women's interests are effectively addressed. The problem with this approach is that some women and men may consider that any decision taken by men on behalf of the community automatically address women's needs equally to men's. Such individuals may believe that the only interests that are specific to women exist at the household level. This was reflected in the qualitative data in some cases; for instance, some female youth FGDs stated that they did not know enough about community concerns to participate in community decisions. A pastor in Hor stated the following: "Any grievances that women have are addressed at a household level by their husbands. For example, when she needs utensils for cooking, the husband ought to provide for that, but not community leaders."

Taking into consideration these challenges, the results from the baseline study nevertheless highlight the bomas where women are more or less organized and active in community decisions.[39] There is in fact a broad range with Jebel 15-20% below the average for PROPEL bomas, and Caigon well above the average with a value of 85%.[40] In most PROPEL bomas, women's groups are present and female leaders represent them in community decision-making. However, in all but Juba and Magwi women are not given the opportunity to participate directly in decision-making; in all bomas other than Caigon and Pajok, women report being sidelined and excluded, and their interests neglected.

[36] PROPEL indicator 26 has a total of 2165 valid cases in the data set (36 missing cases).

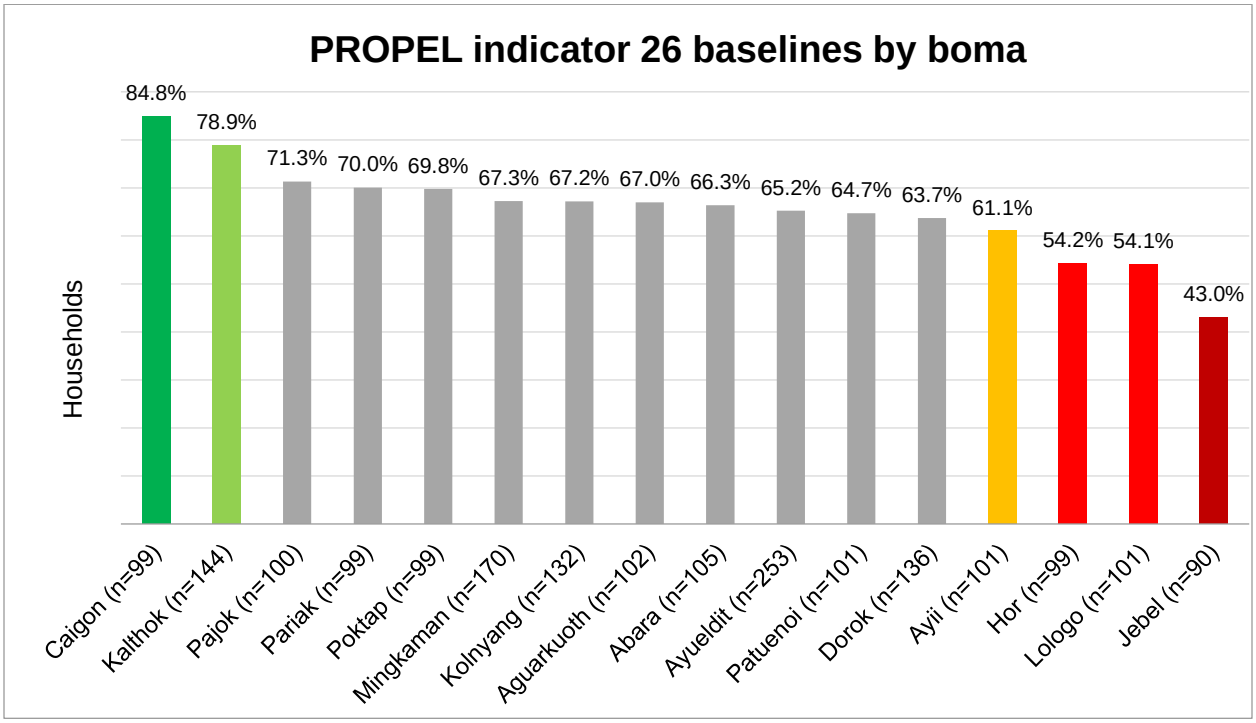
[37] There are no statistically significant correlations disaggregating PROPEL indicator 26 by sex, age or IDP status.

[38] Further, "equal" is ambiguous because there are different avenues for men and women to influence decision-making; for instance, women may discuss issues in their women's groups or in church, and those ideas are then represented by a selected leader in community discussions, or carried out through activities under the auspices of the church. Further, women may lobby leaders in the leaders' homes prior to community meetings, even if they don't speak out openly during the meetings. As a result, we cannot unambiguously interpret responses to this question without controlling for local perceptions of different forms of participation in decision-making.

[39] The mean for the whole sample is 0.6639 with a variance of 0.080. This is the highest variance of any of the PROPEL indicators by a good margin, likely due to the fact that PROPEL indicator G2 is made from a single survey question. The lowest individual score in the sample is 0 and the highest is 1, meaning indicator values cover the full range from 0 to 1 (range = 1).

[40] Disaggregating PROPEL indicator 26 by bomas yields a statistically significant correlation (Cramer's V of 0.230 at Approx. Sig. of 0.000). As illustrated by table 8 and figure 17, the highest average is found in Caigon boma and the lowest average in Jebel boma.

Figure 7 - PROPEL indicator 26 disaggregated by bomas



There are two main factors to consider: the first is the existence of active women's groups and subsequent institutionalization of women's representation in community decision-making forums; the second is local attitudes regarding broader female participation in forums, beyond having selected representatives. The qualitative data can assist in understanding some of the variation, although across bomas the data was characterized by inconsistencies in the assessments of different interviewees. Women were not always more negative in their assessment than men; some male interviewees from the same boma differed drastically in their assessment of the situation, possibly related to their vantage point given differing leadership roles.

For the two bomas in Juba, it is interesting to note that women report participating in decisions through voicing opinions in open meetings and voting. However, several of the other indicators revealed how Juba bomas struggle to put community decisions into effect. Logogo fares better than Jebel in this regard, and qualitative data in fact shows that women organized themselves in confronting the city commissioner on the matter of a land dispute with the military (the matter remains unresolved). In Jebel, the women's group is no longer active as a result of disruptions caused by the 2013 crisis, and in Logogo the group is no longer active due to a lack of projects to undertake.

Hor boma fares poorly on this indicator, a finding reflected in the qualitative data. A female thought leader stated the following: "As women, we are much more involved in church activities more than any other community activities. This is because both the government and community leaderships do not involve us. We are never involved in discussions of issues affecting us; the men talk about them. They discuss health, education for our children, and we are completely left out." Even so, there is a women's association that the respondent indicates is "important in decision-making." The female leader's assessment was reflected in statements by women's focus group participants who claimed that PROPEL is the first organization to include women in meetings. One woman stated, "We want to be enlightened to participate freely in community activities."

There is little in the data from Kalthok, another Awerial County boma, to indicate why it fared so much better on this indicator than Hor or the other Awerial bomas. However, the women's leader stated that they had recently started a church group to address women's issues and that they had been granted the opportunity to preach. These recent events may have positively skewed survey results for the boma, although there is little to indicate that women's interests are better addressed there than elsewhere.

Among the Magwi bomas (qualitative data for Ayii is lacking), it is not immediately clear why Caigon fares better than Pajok, although Caigon interviewees spoke favorably of women's roles. In fact, respondents in the three bomas indicate that women are granted the opportunity to speak their views during community meetings, with women in Pajok citing their right for 25% representation in decision-making. Interviewees gave examples of times when women had raised issues and their demands were put into effect.

Based on analysis of the baseline data and comparison of outliers among PROPEL bomas, below are some takeaways for CDD programming:

- Sensitization is the first step to raise awareness regarding the importance of women's concerns for the well-being of the entire community. Examples include gender-based violence, elopements and forced marriages, as well as conflict over access to water, all of which are central to conflict impacts in the community. These are just some examples of women's concerns that should be considered central to community decision-making, even if currently they are either handled within the household or addressed only through armed self-defense (effectively decided on by male youth and elders).

- NGO work targeting women is crucial for addressing women's interests. The government on the whole has done little for women, and local resources for women to engage in income-generation activities may be lacking. Sensitization will likely be necessary to help the community understand the potential of women's savings groups or vocational training, since most communities requested skills training primarily for youth.

- Lower levels of community organization correlate, unsurprisingly, with more negative perceptions of women's interests being addressed through community decision-making. However, it should not be assumed that increasing community meetings will lead to better female representation. In areas outside of Caigon, Pajok and Juba there may be entrenched cultural barriers to women's direct participation in community forums. However, the existence of women's associations and women's right to speak openly in church forums could provide a basis for CDD implementers to build on. Care should be exercised to simultaneously prepare a receptive atmosphere for women's input (i.e. sensitizing men) and equip women with information and self-confidence to provide input in community-wide meetings.

Conclusions & Recommendations

Baseline quantitative and qualitative data collected in all 16 target bomas where PROPEL began activities in early 2016 shows important features of social cohesion and capacity for collective action in each community. In general, there is a basis for CDD work found in strong norms of community consultation for decision-making, conflict resolution dialogue, and an ethic of working together for the benefit of the whole. All the bomas have active community-based groups, and with the exception of Jebel (a recent, unplanned community in Juba) all have councils of elders. Traditional leadership is important in all areas, although at the same time communities are acutely aware of a lack of government leadership especially in the provision of security and law and order. This gap is filled by the youth, in some cases creating further problems and hardship as this sparks further conflicts.

Communities have very negative perceptions of their ability to meet their households' basic needs. As detailed in the Community Profiles, bomas are keenly aware of their own priorities in terms of infrastructure (particularly roads, boreholes, schools and community centers), the need for farming inputs (tools and seeds), and vocational skills training, particularly for youth. Their needs are founded by a desire to address hardships that leave them vulnerable to shocks, as well as the resource shortages and lack of opportunities that lead to conflict.

Recommendations received from community members during FGDs, as well as those culled from the analysis presented in this report, are as follows:

- Participation in community projects is embedded in the South Sudanese culture of communal livelihood activity and mutual support in times of need, as well as ready mobilization in case of insecurity, floods, fires or epidemics. Still, activities generally depend on outside resources brought by NGOs; in other words, outsiders must create the opportunity for new projects and initiatives. CDD implementers will need to plan carefully to **raise community awareness of local capacities and resources** as part of sustainability planning for projects.
- Mobilization challenges include negative past experiences with NGOs failing to follow through on promises or allowing benefits to be captured by local elites. CDD implementers should take extra care to **maintain transparency** and **ensure engagement of all segments** of the community, all the while coordinating fully with local leaders.
- Areas with greater diversity, particularly due to in-migration of different ethnic or sub-clan groups such as IDP setttlements or urban centers in Juba, tend to have weaker levels of social cohesion. CDD implementers can help meet these challenges by **identifying local thought leaders** and any organizational structures that exist, **invest in capacity building**, and **plan on extra time for mobilization** in areas with more diverse or mobile populations.
- Due to high levels of economic hardship, CDD implementers must **be realistic in their communication and mobilization planning**. Information should be passed well in advance of any meeting; food and refreshment should always be provided, and incentives such as training opportunities should be provided for voluntary leaders. Any kind of community work should generally be **cash for work**, due to the acute hardship faced by every home. NGOs should manage expectations in terms of their capacity to alleviate economic hardship according to the duration and budget of the project.
- Mechanisms for internal and external conflict resolution are overburdened due to extreme levels of hardship, a conflict-based economy, and a history of conflict that undergirds daily reality for South Sudanese communities. In order to be effective, CDD implementers must be fully empowered to **engage government actors, as well as traditional leaders and local thought leaders**.

Communities are eager for peace conferences and dialogues, but likely to be skeptical until government provision of security, border patrol and law enforcement is strengthened. In order to foster a reduction in conflict and greater capacity to address conflicts at the local level, CDD implementers will need to **collaborate with actors engaging the local government**. In the meantime, participatory conflict analysis engaging all stakeholders is a tool to leverage local knowledge and empower local leaders to undertake new peacebuilding initiatives.

- The higher levels of economic well-being found in Aguarkuoth and Hor despite severe hardship and exclusion from NGO services point to the resilience potential of pastoralism for seasonal migration, cattle camps as a mechanism for resource sharing during hungry seasons, and community mobilization for coping with seasonal shocks such as floods. A CDD approach is necessary to **avoid substituting NGO services for local social support and coping mechanisms** – and instead to strengthen these mechanisms by broadening community participation. CDD implementers should focus on establishing accountability mechanisms to avoid elite capture, and ensuring that traditional values of providing support to vulnerable groups are upheld.
- Sensitization is the first step in most PROPEL communities towards raising awareness of the importance of women's concerns for the well-being of the entire community. Some examples include gender-based violence, elopements and forced marriages, as well as conflicts over access to water, all of which are central to conflict impacts in the communities. The existence of women's associations and women's right to speak openly in church forums can provide a basis for CDD implementers to build on. Care should be exercised to simultaneously **prepare a receptive atmosphere for women's input** (i.e. sensitizing men) while **equipping women with the information they need as well as the self-confidence** to provide input in community-wide meetings.

Focus Group Discussion with women in Jebel

ANNEXES

List of Annex Tables

List of Annex Figures

Annex A. PROPEL Boma Clusters for Community Mapping

	State	County	Payam	Boma	Justification for grouping
JUBA CLUSTER					
1.	**CES**	**Juba**	**Kator**	**Jebel**	Both urban communities without significant differences.
2.	**CES**	**Juba**	**Kator**	**Lologo**	
AWERIAL AGRO-PASTORALIST (AP) CLUSTER					
3.	**Lakes**	**Awerial**	**Bunangok**	**Aguarkuoth**	Both are agro-pastoralist communities; they are near each other and have the same tribes.
4.	**Lakes**	**Awerial**	**Bunangok**	**Hor**	
AWERIAL IDP CLUSTER					
5.	**Lakes**	**Awerial**	**Puluk**	**Mingkaman**	Both communities have large IDP populations.
6.	**Lakes**	**Awerial**	**Puluk**	**Kalthok**	
AYII BOMA					
7.	**EES**	**Magwi**	**Iwire**	**Ayii**	Ayii hosts three dissimilar tribes: Bari, Madi and Acholi. There are serious tensions between these three communities around ownership/access to land and borders, etc.
MAGWI CLUSTER					
8.	**EES**	**Magwi**	**Iwire**	**Abara**	All three bomas are predominantly Acholi; there are also some Madi.
9.	**EES**	**Magwi**	**Pajok**	**Caigon**	
10.	**EES**	**Magwi**	**Pajok**	**Pajok**	
DUK AGRO-PASTORALIST (AP) CLUSTER					
11.	**Jonglei**	**Duk**	**Padiet**	**Dorok**	Both are agro-pastoralist, with Dinka and Nuer populations
12.	**Jonglei**	**Duk**	**Ageer**	**Patuenoi**	
DUK IDP CLUSTER					
13.	**Jonglei**	**Duk**	**Padiet**	**Ayueldit**	IDP settlements with Dinka populations in both communities
14.	**Jonglei**	**Duk**	**Ageer**	**Poktap**	
BOR CLUSTER					
15.	**Jonglei**	**Bor**	**Kolnyang**	**Pariak**	Both communities have largely Dinka populations. Malek village in Kolnyang boma has a sizeable IDP population.
16.	**Jonglei**	**Bor**	**Kolnyang**	**Kolnyang**	

Annex B. Descriptive Data Report

PROPEL Household Survey

Descriptive Data Report

Household Characteristics

Module A – Gender, Age, Household Size

Distribution of survey questions A1 (sex), A3 (age) and A4 (school attendance) by boma.

Table 8 - Survey questions A1, A3 and A4 by bomas

Cluster	Boma	Sample size	A1 - Female	A3 – under 36	A4 – attended school
Juba	Lologo	102	46.1%	34.3%	62.7%
	Jebel	101	39.6%	44.6%	60.4%
Awerial AP	Aguarkuoth	102	50.0%	27.5%	1.0%
	Hor	100	43.0%	37.0%	6.0%
Awerial IDP	Mingkaman	171	48.0%	52.0%	14.0%
	Kalthok	145	49.0%	39.3%	13.8%
Ayii boma	Ayii	105	50.5%	41.9%	78.1%
Magwi	Abara	107	47.7%	29.9%	73.8%
	Caigon	100	57.0%	36.0%	66.0%
	Pajok	101	46.5%	29.7%	53.5%
Duk AP	Dorok	137	53.3%	38.0%	8.0%
	Patuenoi	101	48.5%	61.4%	40.6%
Duk IDP	Ayueldit	254	55.1%	42.9%	14.6%
	Poktap	338	45.9%	42.0%	31.4%
Bor	Pariak	102	61.8%	33.3%	10.8%
	Kolnyang	135	61.5%	34.1%	19.3%
All	**All**	**2201**	**50.20%**	**39.90%**	**31.30%**

Household size and IDP quota sampling.

The average household size for the entire data set is 8.09 persons.

Of the 2201 respondents, 195 (8.9%) were selected as representing an IDP household. The majority of these are located in Mingkaman boma in Awerial, and the rest are distributed between Pajok in Magwi, Kalthok in Awerial, Kolnyang in Bor, Patuenoi and Poktap in Duk. In Patuenoi, the IDPs were temporarily present at the time of data collection but then left, so this boma is not considered for the IDP category during clustering.

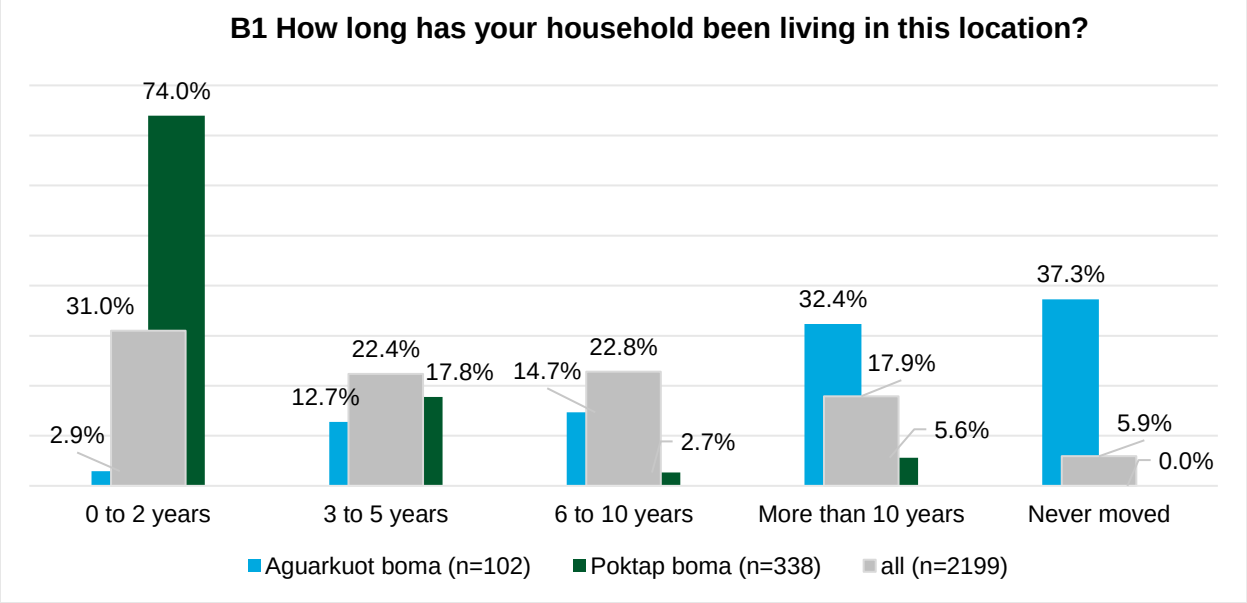
Module B – Migration Patterns

Survey question B1

The largest percentage of households (31%) in the PROPEL baseline sample have been living in their location for between 0 and 2 years. Another 22% have been living there for as long as 5 years, and 23% have been living there for as long as 10 years. A smaller 18% of the sample has been living in their present location for more than 10 years.

Distribution of survey question B1 (*How long has your household been living in this location?*)

Figure 8 – Survey question B1 - General distribution and sample bomas



- **By bomas**: There is a strong correlation between boma and the time a household has been living in a certain place (Cramer's V of 0.349 at Approx. Sig. of 0.000). The extremes are exemplified by Poktap boma on one hand, where three quarters of respondents had moved within the past 2 years, and the more settled residents of Aguarkuoth boma on the other.

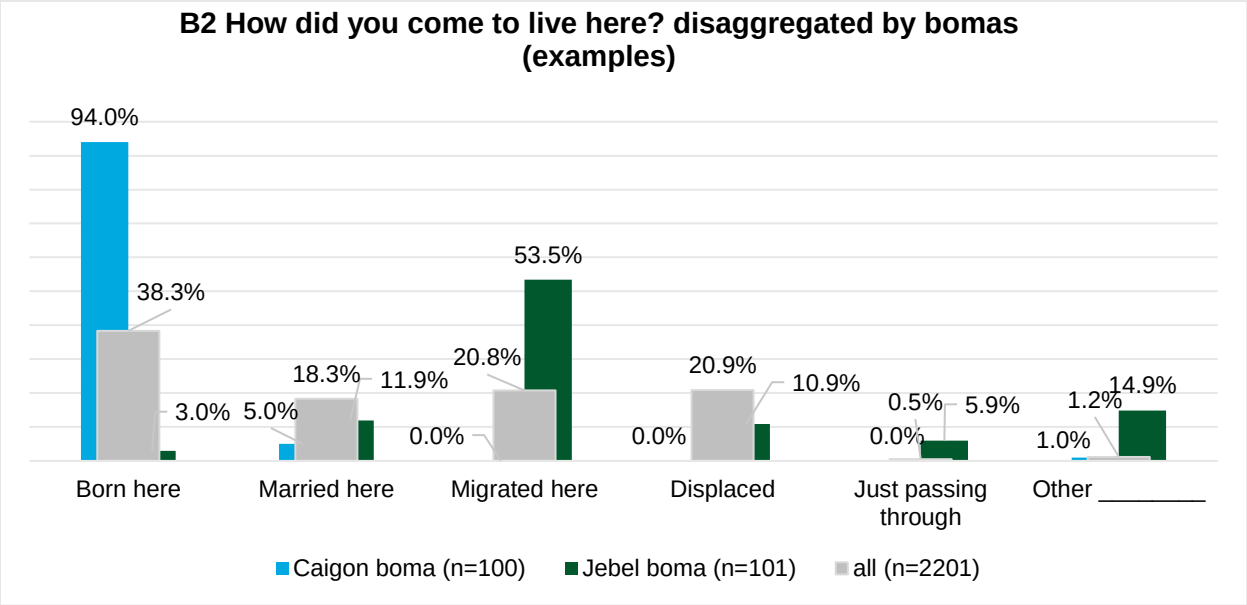
It should be noted that IDP status does not overlap entirely with how recent a household moved. While the majority of the IDP households (60%) had moved in the past 0 to 2 years, 26% of that sample had moved in the past 3 to 5 years, and another 9% had been located in their current place for as much as 10 years.

Survey question B2

Roughly 21% of the total sample indicated they had migrated to their present location, while another 21% indicated they were displaced. Thirty-eight percent indicated they were born in their current location, while 18% indicated they had moved there through marriage. Caigon boma in Magwi stands out from the other bomas with 94% of households indicating they were born there. Jebel boma has the highest percentage of households who had migrated there, at 53.5% (compared to the average of 21%).

Distribution of survey question B2 (*How did you come to live here?*)

Figure 2 - Survey question B2 - General distribution of sample bomas



Survey question B4

Of the households who had moved, the majority indicated they had moved for safety reasons (48%). However, responses varied significantly by boma. In Hor, 46% indicated they had moved for lack of water, whereas in Pajok boma, 72% indicated they had moved because of South Sudanese independence (note that the number of valid cases here is only 1,377 out of 2,201 as households that never moved are excluded.)

110 interviewees chose the "*Other*____" option. Of those, the most frequent answer, with 17 responses, was "job transfer," as well as a number of similar responses such as "job," "employment," and "change of employment."

Furthermore, around 20 people gave "renting," "high costs of renting" or, inversely, responses such as "renting a house then move to our own house" or "renting in the previous place" as main reason for their move.

Module C – Sources of Income

Survey question C1

Table 9 - Most common answers to survey question C1

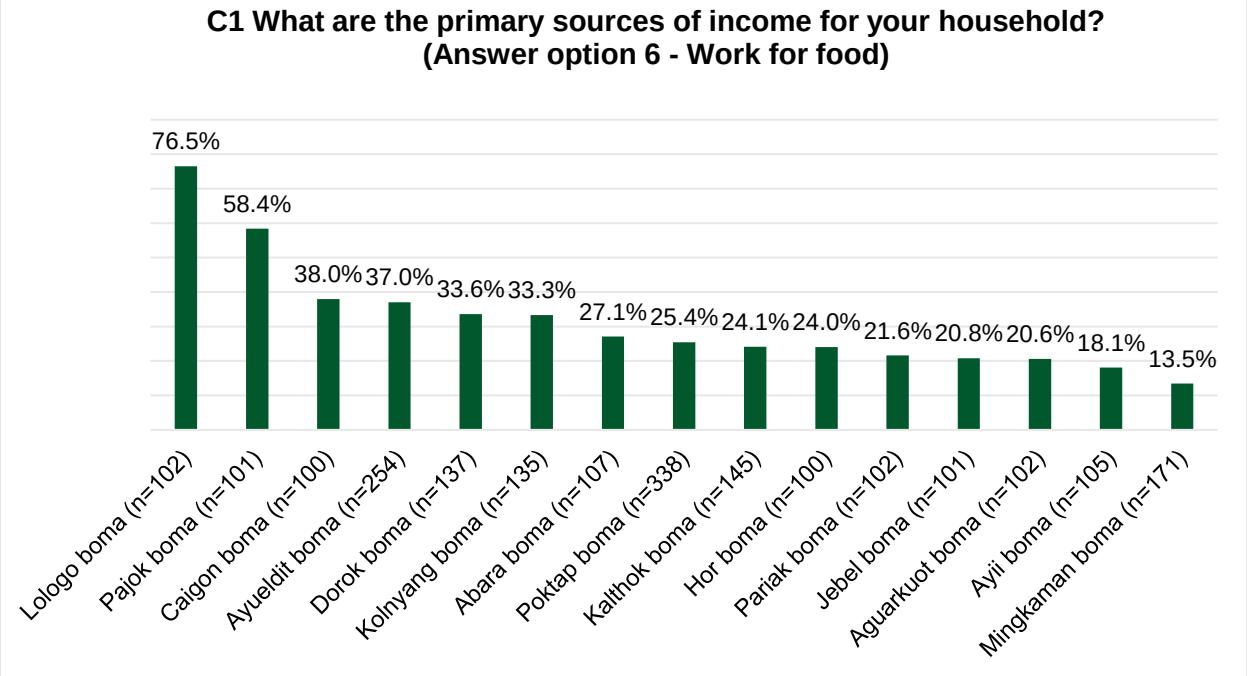
What are the primary sources of income for your household (Three answers maximum)?	
Agriculture	74.3%
Livestock	56.5%
Work for Food	30.3%

Respondents could give multiple answers. Consequently, the percentages add up to well over 100%. The most frequent answers given were "Agriculture," "Livestock" and "Work for Food."

All bomas except for both in Juba indicated that agriculture is a primary source of income for their households, with percentages ranging from 67% in Poktap to 100% in Aguarkuoth. Livestock is also a primary source of income for 99% of households in Aguarkuoth, but reported by a somewhat smaller percentage of households in other bomas (ranging from 77% in Dorok to 48.5% in Ayii and Patuenoi bomas, dropping to 34% in Pajok, and reported only by 16% in Caigon).

Agriculture is not a source of income for the Juba bomas; "Work for Food," in contrast, is reported by 76.5% in Lologo boma (but only 21% in Jebel, an interesting contrast for these two urban bomas). "Work for Food" is also reported by only 13.5% in Mingkaman, even though this is also a fairly urban context. After Lologo, the highest overall percentage is in Pajok at 58%.

Figure 3 - "Work for Food" as answer to survey question C1 by boma



Survey question C1 (most common answers) in Lologo and Jebel Boma

Income sources in the two Juba bomas are very different from the other, more rural bomas. The mainly agricultural sources of income (agriculture, livestock, etc) are mostly absent, while work for wages, food or general employment are the most common sources of income.

Table 10 - Most common answers to survey question C1 in Lologo and Jebel bomas

Lologo Boma			Jebel Boma	
Work for Wages	81.4%		Work for Wages	53.5%
Work for Food	76.5%		Employee	47.5%
Employee	26.5%		Work for Food	20.8%

Survey question C2 (Number of people in a household contributing income)

Forty-two percent of households reported that two people are contributing income, followed by 37% reporting that only one person is contributing income; another 14% stated that three people are contributing income. Bearing in mind that the average household size is eight persons, this finding indicates that in most instances only one to two individuals are supporting sizeable households.

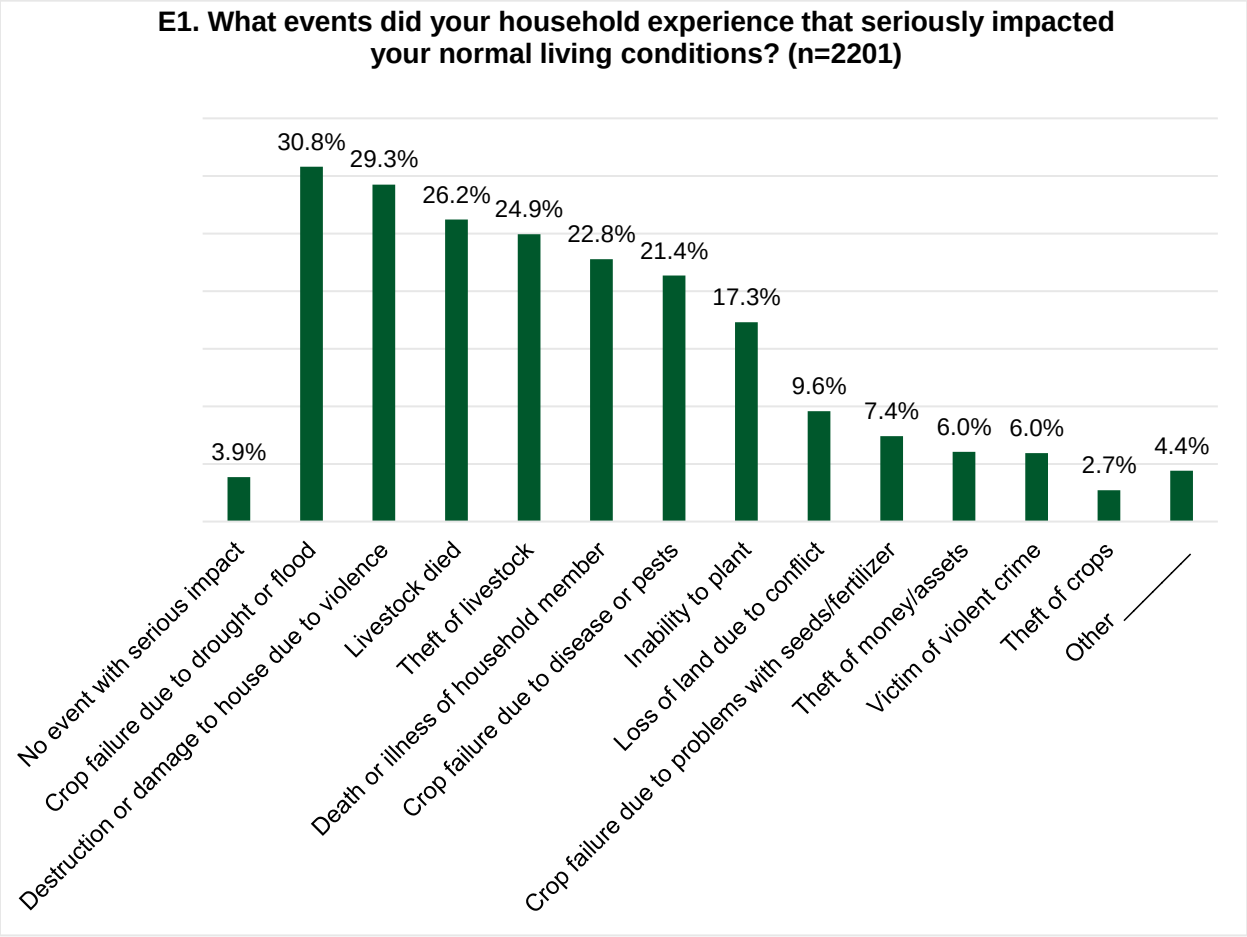
Module E – Financial Shocks and Coping Strategies

Survey question E1

Very few households (4%) reported that they had not experienced a shock over the past year. The most frequently reported shocks are crop failure due to drought or flood (31%), and destruction or damage of house due to violence (29%). Death of livestock followed by theft of livestock each affected roughly 25% of households. Another 23% of households had experienced death or illness of a household member, and 21% reported crop failure due to disease or pests. These results indicate that a combination of conflict-related and environmental shocks have affected households' livelihoods, both in terms of losing shelter and losing family members with potential income generating power.

Respondents could give multiple answers to this question (unless they chose the first option, "No event with serious impact"). Consequently, the percentages add up to well over 100%.

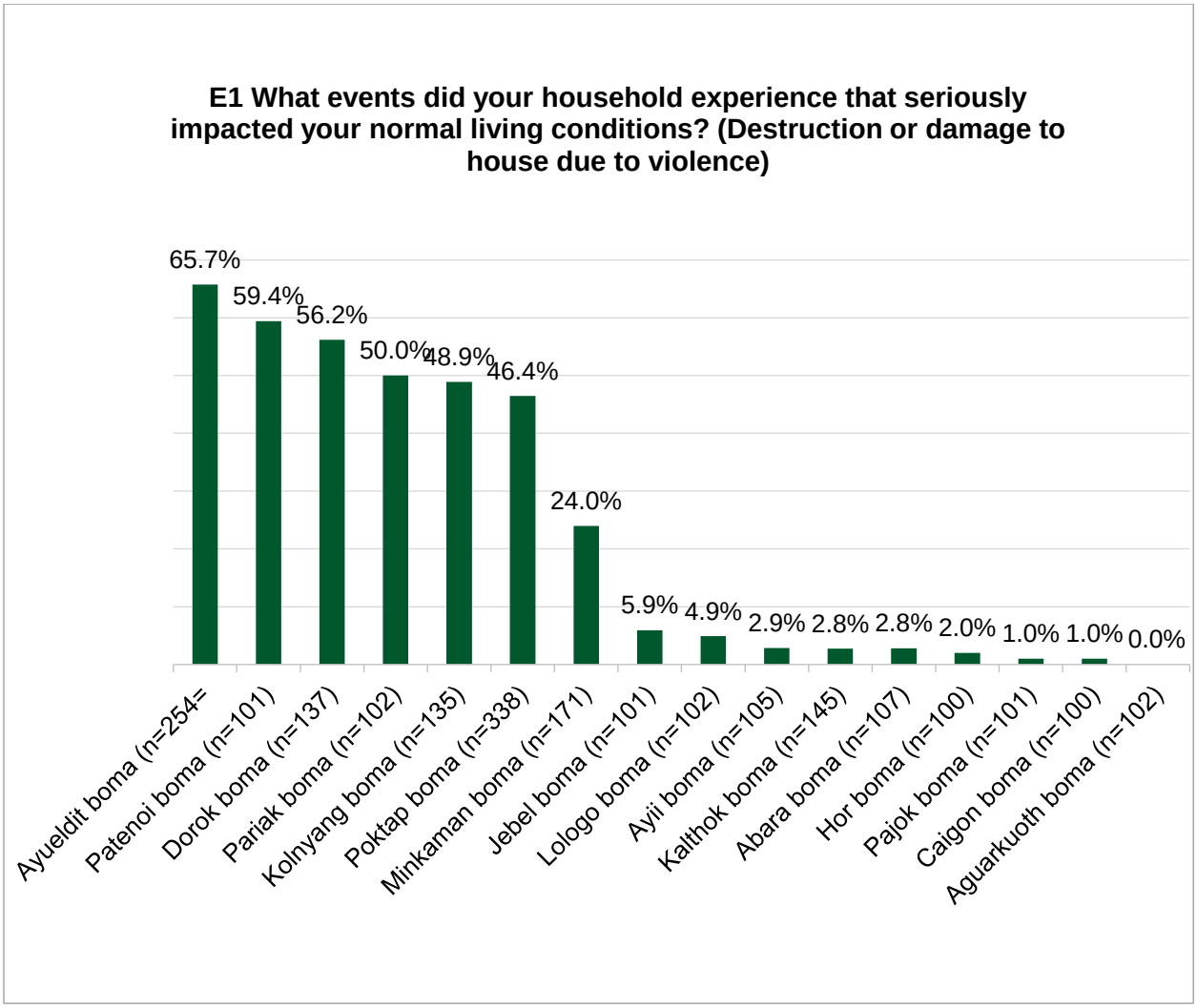
Figure 4 – Survey question E1 - Frequency distribution of responses



One noticeable variation in the data, broken down by boma, is that the bomas in Duk and Bor are significantly affected by destruction or damage of their homes (between 46% and 66% of households reported this), whereas the numbers drop off sharply for other bomas, and are even negligible (aside from Mingkaman).

Survey question E1 – Destruction or damage to house due to violence

Figure 5 – "Destruction or damage to house due to violence" as answer to survey question E1 – Distribution by bomas

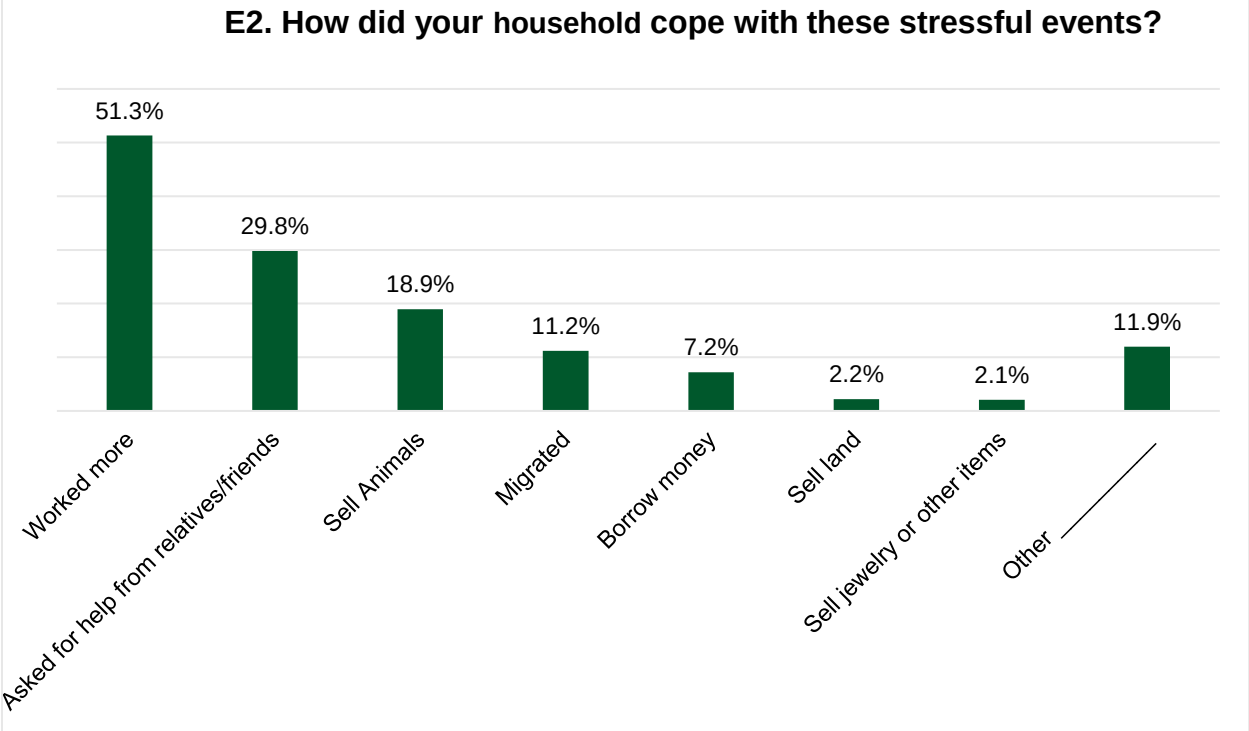


- **By boma:** There is a strong and significant correlation between boma and the frequency of this specific answer to survey question E1 (Cramer's V of 0.558 at an Approx. Sig. of 0.000).

Survey question E2

The table below shows the frequency distribution for answers to question E2 on coping strategies.

Figure 6 – Survey question E2 - Frequency distribution of responses



As a coping mechanism, most households (51%) work more. Thirty percent of households asked for help from friends or relatives, 19% sold animals, while 11% migrated. Borrowing money was reported by only 7% of households, while very few households resorted to selling land.

The "*Other____*" answers frequently given include answers related to receiving help from NGOs, the UN, etc.

A smaller, still significant group also used the "*Other____*" option to state that they were not affected by a serious event at all (despite the fact this question was usually skipped if respondents had answered the previous question, E1, through "*1=No events with serious impact*").

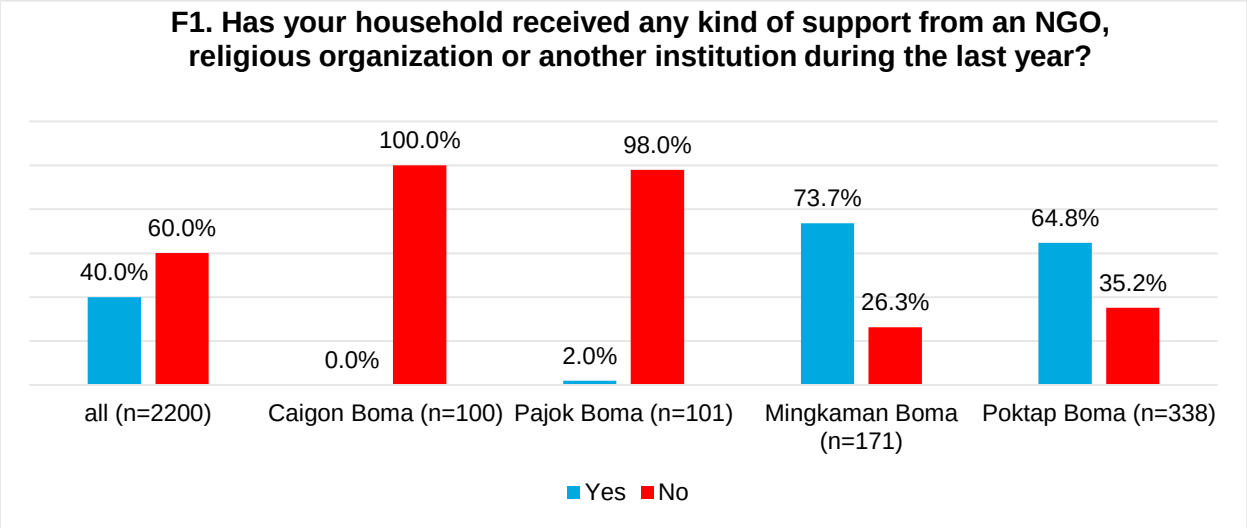
Community Characteristics

Module F – Types of support provided and formal support providers in the community

Survey question F1

On average, across PROPEL communities 40% of households received some kind of support over the past year while 60% of households did not. However, the level of support varies across communities, with very little support received by Caigon and Pajok bomas in Magwi, and Mingkaman and Poktap bomas receiving high levels of support. Both Mingkaman and Poktap host large IDP settlements.

Figure 7 – Survey question F1 – Frequency distribution of responses in general and in selected bomas.



- **By boma:** There is a significant and large correlation between boma and responses to survey question F1 (Cramer's V of 0.570 at Approx. Sig. of 0.000). Support to households seems virtually unheard of in Caigon and Pajok Boma, while inhabitants of Mingkaman and Poktap Boma are most likely to have received some kind of support over the past year.

- **By IDP-status**: There is a small, significant correlation between the IDP-status of households and answers to survey question F1 (Cramer's V of 0.173 at Approx. Sig. of 0.000). Households purposefully selected for their IDP-status are more likely to have received support of some kind over the past year.

- **By education**: There is a significant correlation between access to education (Survey question A4 – Have you ever attended school?) and survey question F1 (Cramer's V of 0.203 at Approx. Sig. of 0.000). Respondents who did not attend school were more likely to have received support over the past year.

- **Other factors**: There is no significant correlations between gender or age (youth) and responses to survey question F1.

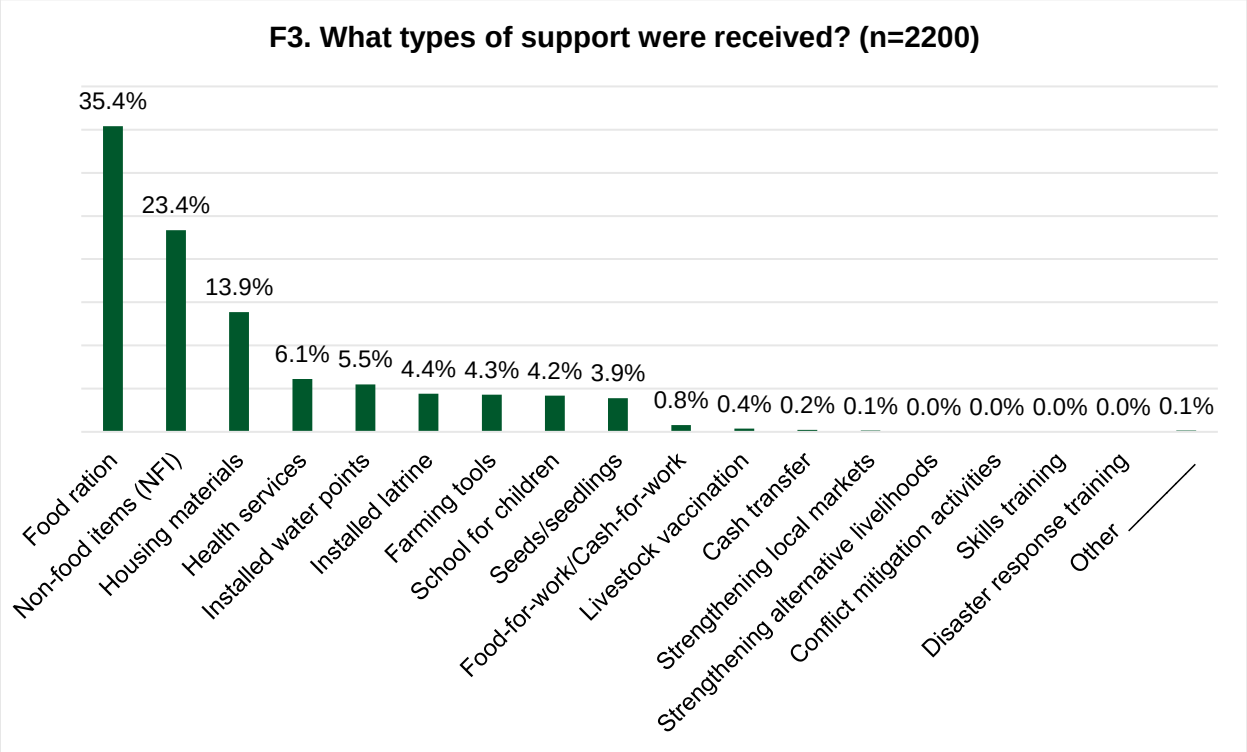
Survey question F2

The vast majority of this support was received from NGOs, while a small percentage of households (3%) reported receiving support from religious organizations. Of the 1.8% (n=40) of responses indicating some kind of support from "Other" organizations, the vast majority named CRS (25 out of 40) followed by a few mentions of the UN, the WFP, the government, and friends and/or relatives. This finding indicates that households may not equate CRS with an NGO, nor a religious organization, but instead consider it in its own category.

Survey question F3

The type of support most commonly received over the past year is food rations (35%), followed by non-food items (23%), and housing materials at 14%. Other forms of support less commonly reported include health services, water points, latrines, farming tools, school for children, and seeds or seedlings. It can be noted that there was high demand for these types of assistance when households identified their priority needs (survey question F4). One further need that emerged was skills training, particularly for youth. It appears this particular support was virtually non-existent in PROPEL communities over the past year.

Figure 8 – Survey question F3 – Frequency distribution of responses



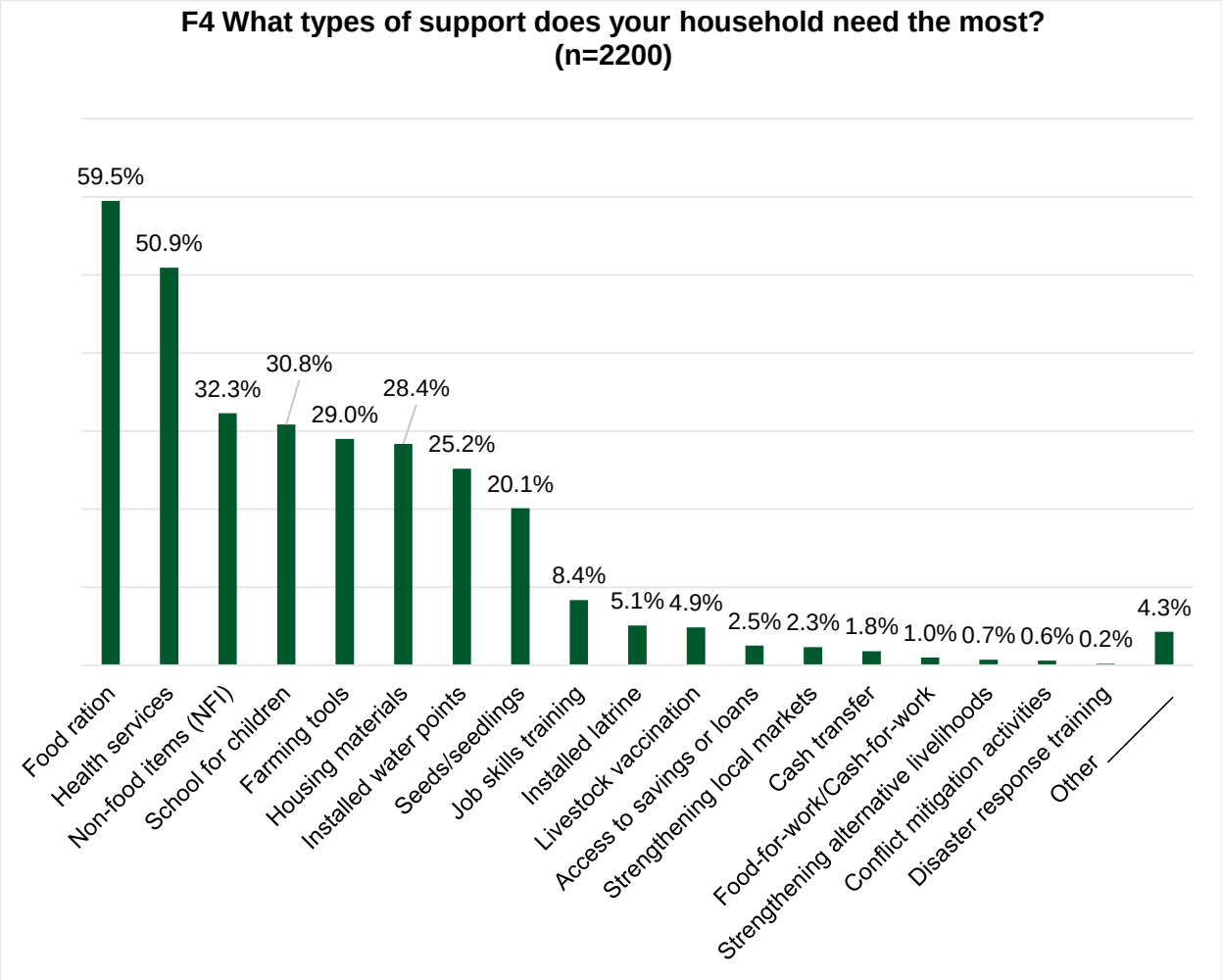
Percentages to survey question F3 add up to more than the 40% of households that received support (see survey question F1), as respondents could indicate multiple responses.

(F4) – Community priority needs

Survey question F4

Households were asked to identify their top three priority needs. Food rations are the most commonly demanded type of support among PROPEL households, at 59.5%. Health services follow at 51%. Non-food items, school, farming tools, and housing materials were identified as priorities by between 28% and 32% of households, while another 25% requested water points, and 20% requested seeds and seedlings. Job skills training, latrines and livestock vaccinations were also requested by a significant percentage. Overall, it seems households that are receiving support are receiving their highest priority (food rations), but not their second (health services). While school for children, farming tools, water points and seeds are not being provided, these are also important priorities. However, when analyzed by community, varied priorities emerge. (Please note that respondents were allowed three choices.)

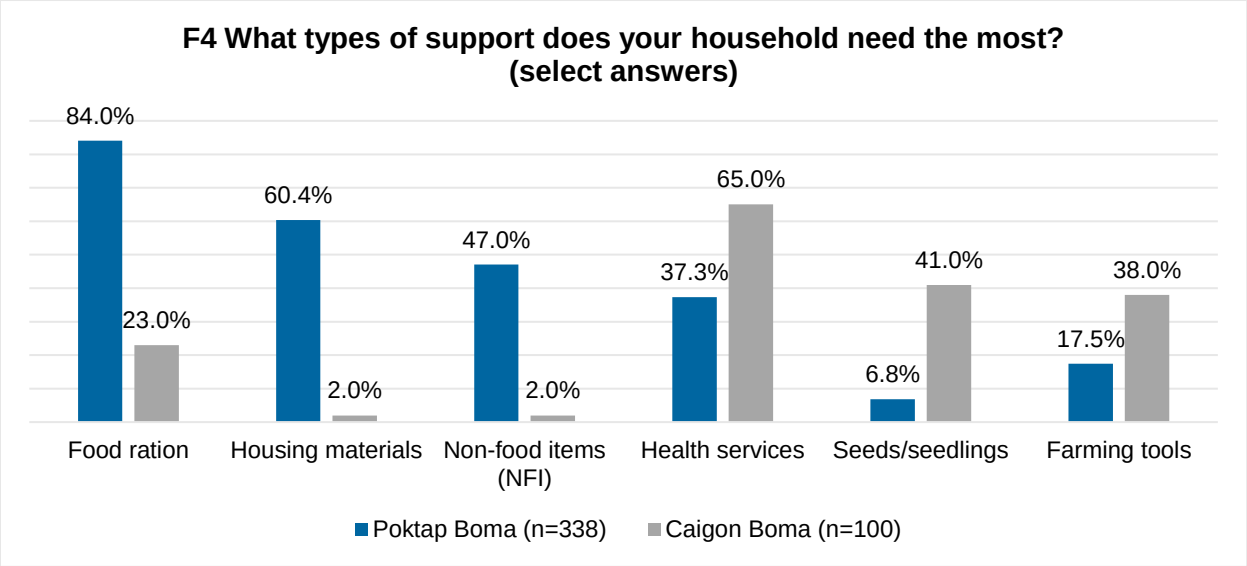
Figure 9 – Survey question F4 – Frequency distribution of responses



- **By boma:** There are strong, significant correlations between boma and the different responses to survey question F4 (different coefficients for each answer – for food rations it is Cramer's V of 0.502 at Approx. Sig of 0.000).

Poktap boma and Caigon boma serve as examples of bomas with very different needs for support. In Poktap boma, the three most important needs are (i) food rations, (ii) housing materials and (iii) non-food items, whereas in Caigon boma the top three needs are (i) health services, (ii) seeds/seedlings and (iii) farming tools (see figure 10 below). (Please note that respondents were allowed three choices.)

Figure 10 - Survey question F4 - Selected answers by bomas

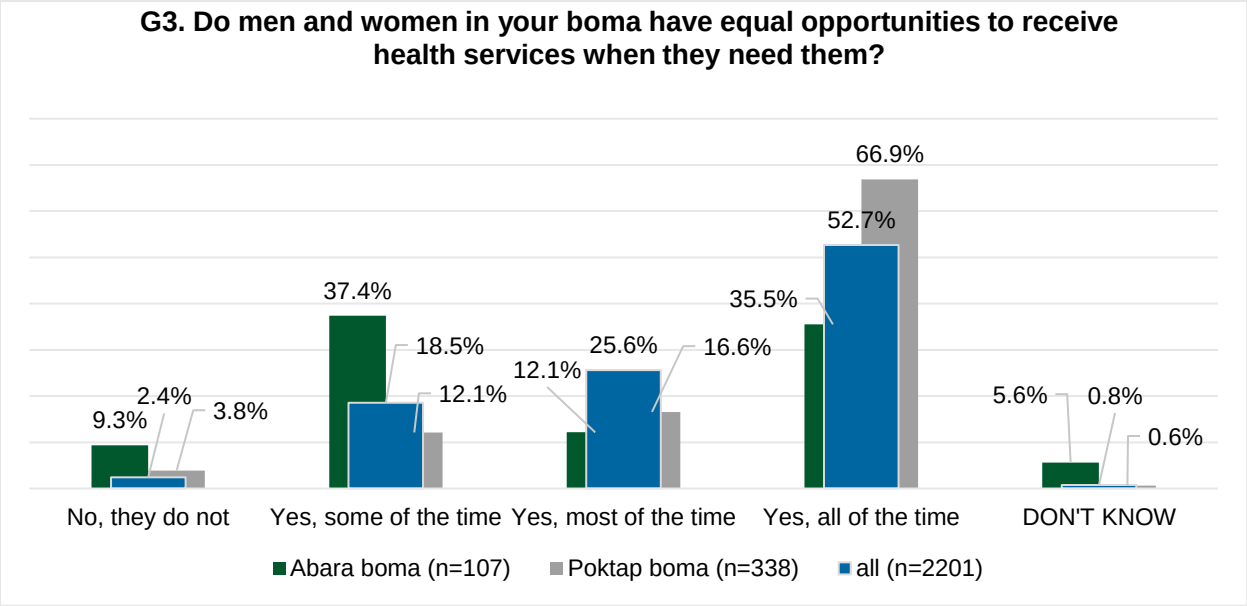


Module G – Women's Access to services

Survey question G3

A strong 53% of respondents indicated women always have equal opportunities to access needed health services, although this should be interpreted in light of the fact that neither men nor women often have access to such services. However, respondents in Abara boma indicated a problem with women's access to health services: 9% indicated they do not have equal opportunities, and 37% indicated they do only some of the time. In Poktap, on the other hand, 67% indicated they have equal opportunities all the time.

Figure 11 - Survey question G3 – General distribution and sample bomas



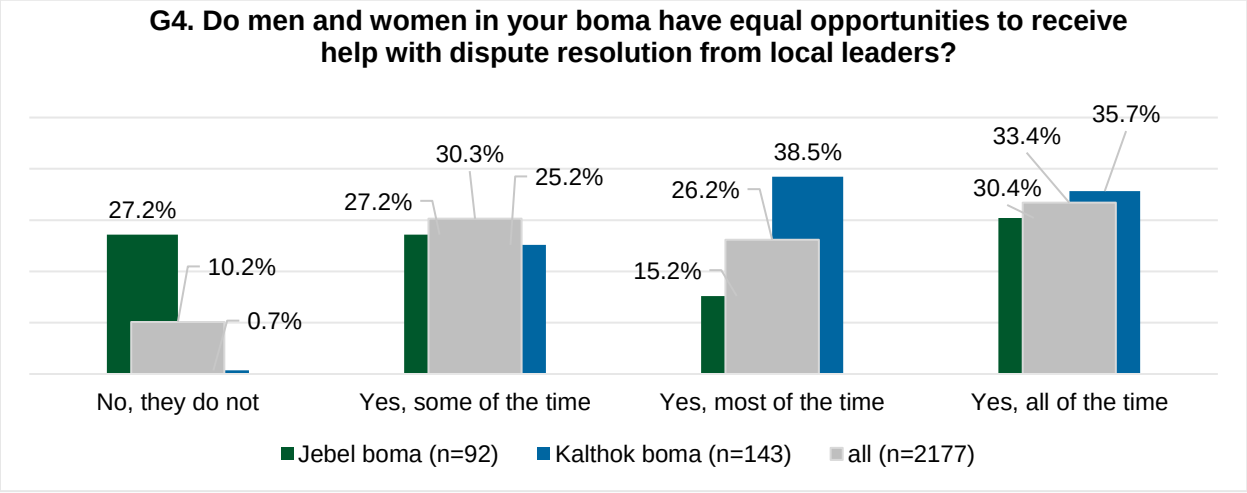
- **By boma:** There is a small but significant correlation between boma and responses to survey question G3 by bomas (Cramer's V of 0.198 at Approx. Sig. of 0.000). Respondents in Abara boma most doubt equal opportunities to receive needed health services. Respondents in Poktap boma are most likely to believe that equal opportunities to receive such services exist.

- **Other factors**: There are no significant correlations between responses to survey question G3 and gender, IDP-status or age (youth)

Survey question G4

Responses to the same question regarding access to dispute resolution were more negative, with only 33% on average reporting that women have equal opportunities all the time and 30% indicating they do only some of the time; another 10% indicated they do not have equal opportunities. In Jebel, 27% indicated they do not have access, while another 27% indicated they do only some of the time. Responses in Kalthok were slightly more positive than average, but not outstandingly so.

Figure 12 – Survey question G4 – General distribution and sample bomas



- **By boma:** There is a small but significant correlation between boma and survey question G4 (Cramer's V of 0.211 at Approx. Sig. of 0.000). Respondents in Jebel boma were noticeably negative about equal opportunities of men and women in this particular context. Kalthok boma, in contrast, was among the most positive concerning equal opportunities for men and women to receive help from local leaders for dispute resolution.

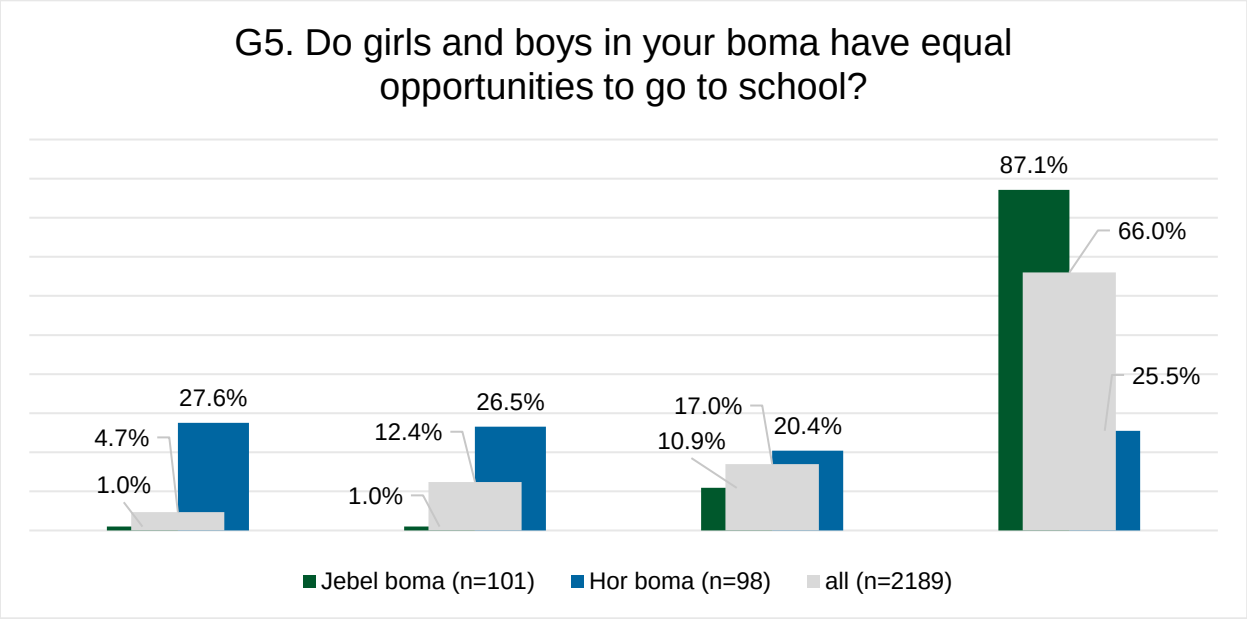
- **By sex:** There is a very small but statistically significant correlation between gender and survey question G4 (Cramer's V of 0.100 at Approx. Sig. of 0.000). Male respondents are more optimistic that women get equal opportunities, while female respondents appear to be more skeptical. While obviously relevant, the correlation itself is tiny.

- **Other factors**: There are no significant correlation between survey question G4 and IDP-status or age (youth)

Survey question G5

Responses to a similar question regarding access to educational opportunities yielded more positive results, with 66% on average stating that girls and boys have equal opportunity all of the time. In Hor boma, one of the agro-pastoralist areas scoring lower on several PROPEL outcome indicators, respondents gave a more mixed picture, with 28% indicating girls never have equal opportunities to attend school. Another 26.5% indicated they do some of the time, 20% indicated most of the time, and only 25.5% indicated all of the time.

Figure 9 - Survey question G5 – General distribution and sample bomas



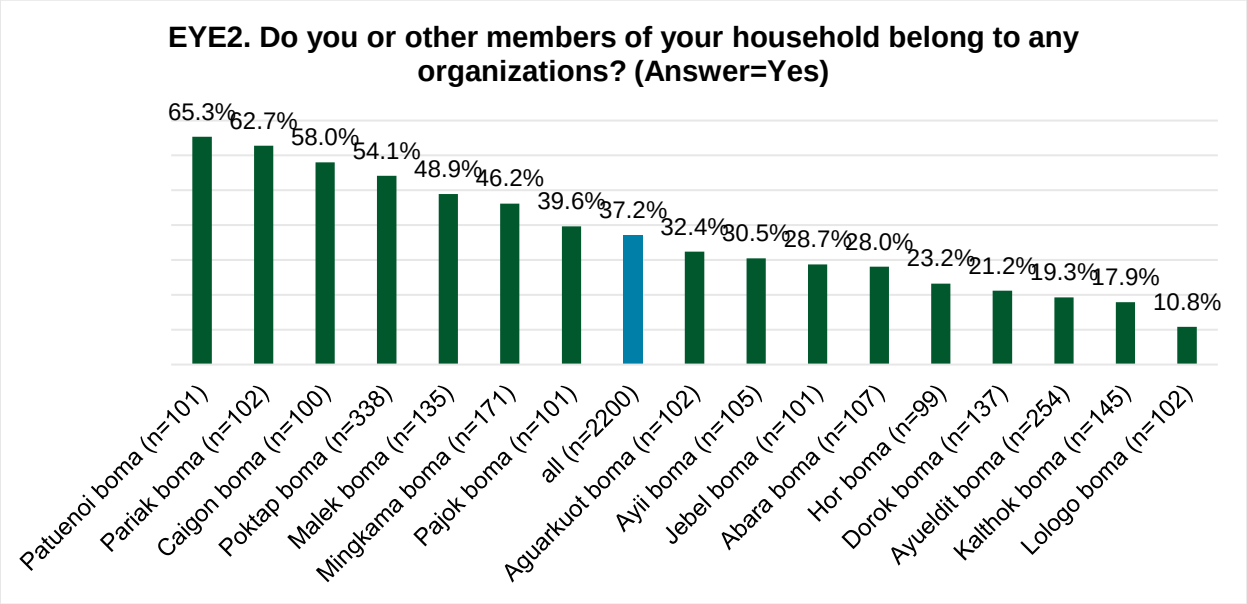
- **By boma:** There is a significant correlation between boma and survey question G5 (Cramer's V of 0.286 at Approx. Sig. of 0.000). Respondents in Hor boma were the most skeptical about equal opportunities for boys and girls in schools. Noticeably, the bomas in Juba, which rate poorly in the majority of the survey questions, saw equal opportunities for school children significantly more frequently than average.

Module EYE – Groups that are active in the community & how active those groups are

Survey question EYE2

On average, 37% of PROPEL households have at least one member belonging to a community based group. This percentage varies significantly by boma, ranging as high as 65% in Patuenoi, and falling as low as 11% in Lologo boma in Juba.

Figure 14 - Survey question EYE2 – Distribution by bomas

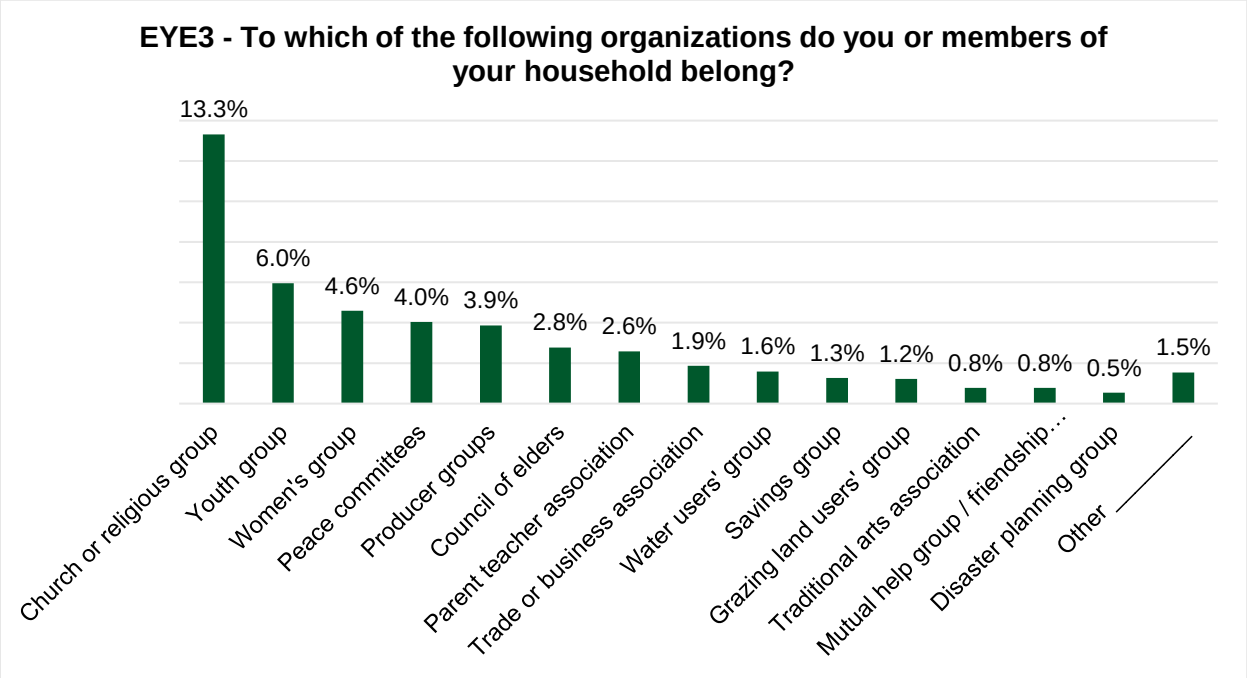


- **By boma:** There is a significant correlation between boma and responses to survey question EYE2 (Cramer's V of 0.343 at Approx. Sig. of 0.000). The rate of household memberships in any organization range from over 65% (Patuenoi boma) to just under 11% (Logo boma).

Survey question EYE3

On the whole, the largest percentage of households belong to a church group or religious group above other types of community groups, at 13%. Youth groups, women's groups, peace committees and producer groups are also prevalent among households that are active in community groups.

Figure 15 – Survey question EYE3 – Frequency distribution of responses

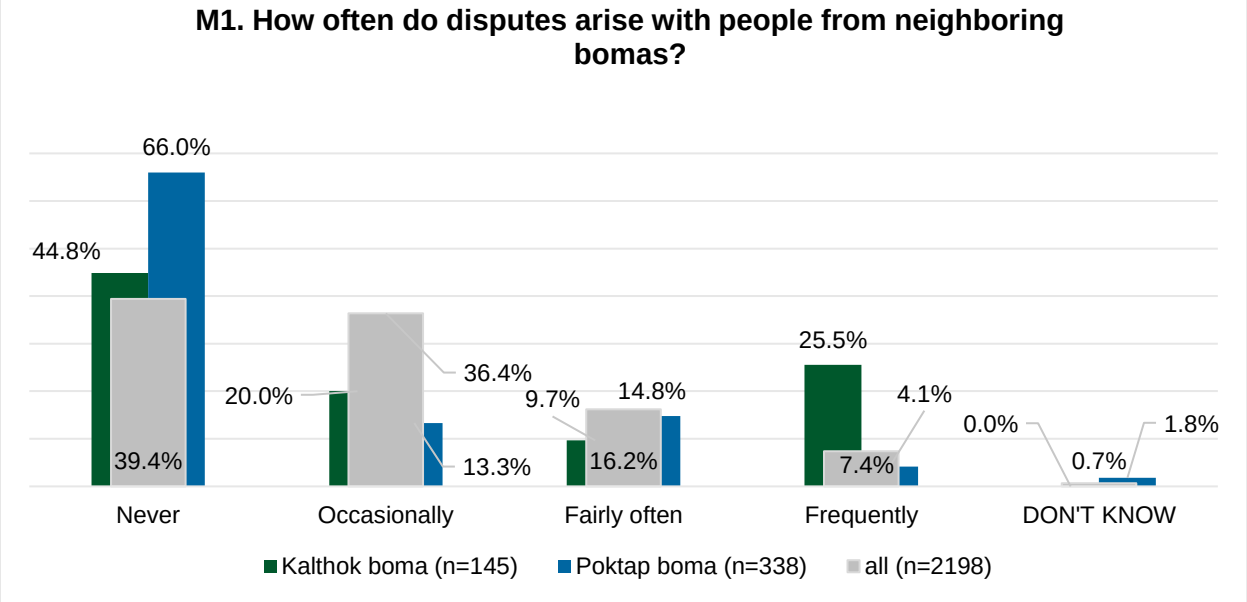


Module M – Disputes with neighboring bomas

Survey question M1

On the whole, only a minority (7%) of households on average across PROPEL bomas are aware of disputes occurring frequently with neighboring bomas. A strong 39% indicate they never occur, and 36% report they occur occasionally. However, the experience varies by boma, with 25.5% in Kalthok boma indicating that conflict occurs frequently; in Poktap, 66% indicate that conflict never occurs.

Figure 16 - Survey question M1 – General distribution and sample bomas

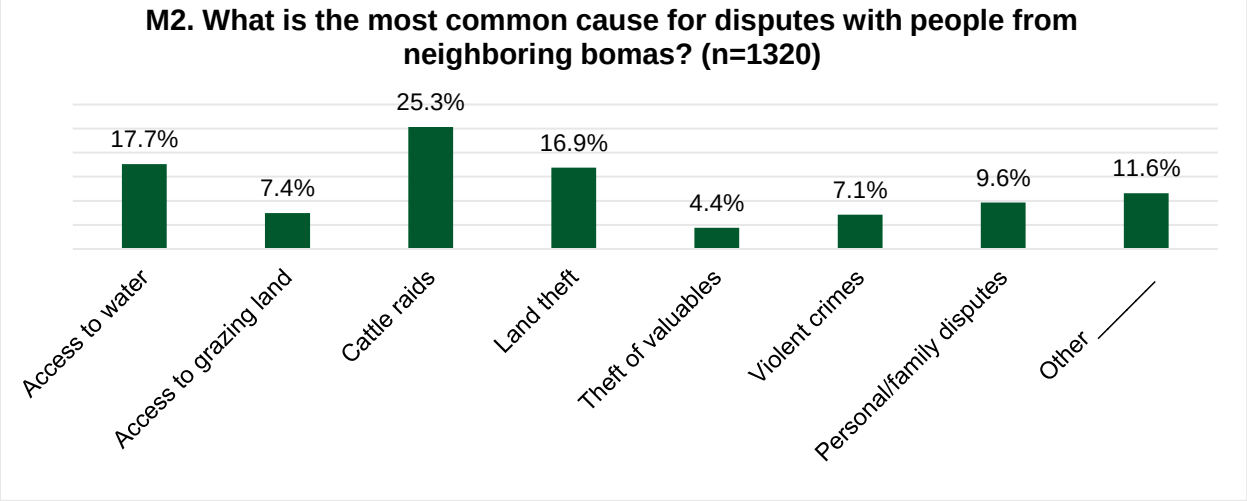


- **By boma:** There were significant correlations between bomas and responses to survey question M1 (Cramer's V of 0.346 at Approx. Sig. of 0.000). The most distinct bomas are Poktap boma, where disputes with people from neighboring bomas seem rarest, and Kalthok boma, where the responses cluster at both extremes ("frequently" and "never").

Survey question M2

The most common cause for disputes with neighboring bomas is cattle raids (25%), followed by access to water (18%) and land theft (17%). The following figure shows the frequency distribution for answers to survey question M2 (encompassing only two thirds of the data set, as the question was skipped depending on answers to question M1).

Figure 17 – Survey question M2 – Frequency distribution of responses



Among the 157 "*Other___*" answers are many that could in theory be grouped among the existing categories, including variations of "Access to water," "cattle raid," "hunger" (in many cases, respondents seem to have used the "*Other____*" option in order to give multiple responses. Other frequent responses include (variations of) "girl elopement" and/or "girl marriage," "hunger"/"lack of food," "alcohol" and references to "wrestling" (often in combination with "elopement of girls" or marriage).

- **By boma:** There is a significant correlation between boma and responses to survey question M2 (Cramer's V of 0.361 at Approx. Sig. of 0.000). This reflects differences in the relative importance of causes among different bomas. The table below displays the boma which ranked highest for each cause of dispute (lowest ranking bomas are 0% in all cases).

Table 4 - Answers to survey question M2 by bomas (top ranked bomas only)

Cause	Boma	Percent (in highest ranked boma)
Access to water	Kalthok	**48.1%**
Access to grazing land	Pajok	**20.1%**
Cattle raids	Poktap	**69.0%**
Land theft	Abara	**79.8%**
Theft of valuables	Pajok	**17.6%**
Violent crimes	Aguarkuoth	**16.7%**
Personal/family disputes	Lologo	**38.8%**

Of the subset of households reporting incidences of conflict, in only a couple bomas are the majority of households aware of one common cause of conflict. In Abara, 80% of households are aware of land theft,

while 69% of households in Poktap are aware of cattle raids. These findings indicate that some villages are affected by certain kinds of conflict that other villages in the same boma are not aware of.

Module O – Access to markets

Selling livestock and animal/agricultural products

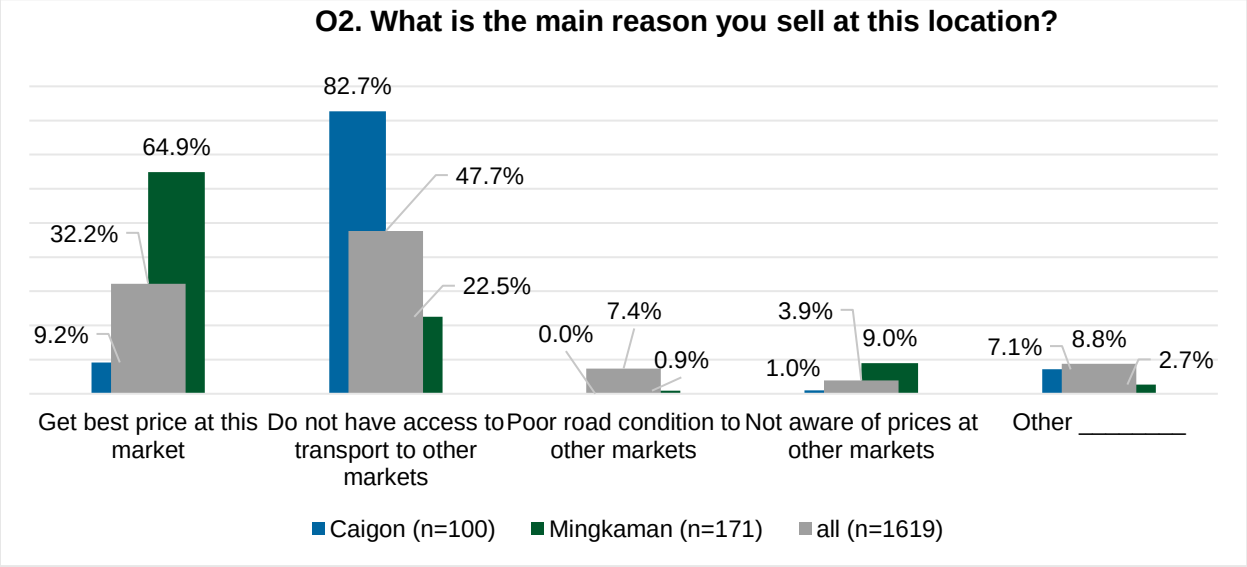
Survey question O1

On average, 35% of households in PROPEL boma sell their livestock and animal products and/or agricultural products in their own village, while 27% go to a local market town. Very few (less than 5% for each category) sell in another village, regional town or major city.

Survey question O2

On average, more PROPEL communities (48%) sell at the location they use because they do not have access to transport to other markets, compared to only 32% who indicate they get the best price at the location they use. Interestingly, very few households reported the main reason being that they are not aware of prices at other markets, indicating they do not even face an option of getting transport should they know those prices. However, there is some variation in terms of responses considered by boma. In Mingkaman, the majority indicate they get the best price at the market they use, reflecting the fact that Mingkaman is host to a large market and has historically been a trading center. However, 83% of respondents from Caigon sell at the location they use because they do not have access to other markets.

Figure 18 - Survey question O2 – General distribution and sample bomas



- **By boma:** There is a significant correlation between boma and responses to survey question O2 (Cramer's V of 0.315 at Approx. Sig. of 0.000). The illustration above shows the contrasting examples of Caigon boma, where access to alternative markets seems more limited than usual, and Mingkaman boma, where respondents appear to be more satisfied with the price they receive.

Of the 9% of "*Other____*" responses, the vast majority make note of the convenience of a particular/ nearest market (e.g. "Nearest," "Nearby," "Too old to walk," "Transport is expensive," "Transport to other areas not safe"). A second common category appear to be safety concerns.

- **By IDP-status:** There is a small but significant correlation between the IDP-status of households and responses to survey question O2 (Cramer's Vo of 0.112 at Approx. Sig. of 0.000). Households selected for their IDP-status are slightly more likely to sell at a particular market because it offers the best price. This finding likely reflects the fact that many IDPs are located in Mingkaman, where there is a large market center.

- **Other factors:** There are no significant correlations between responses to survey question O2 and (i) gender, (ii) male/female headed households, (iii) age (youth) or (iv) households' satisfaction with their current financial situation (survey question D1).

Survey question O3

On average, the majority of PROPEL households (61%) indicate that they were prefer to sell at a different market. This percentage is highest in Caigon boma at 94%, but also in the four Duk bomas. Mingkaman, Lologo and Jebel, the three bomas that have access to a market, are at the lower end of this range.

Survey question O4

The main reason people indicate for not selling at the market they would prefer is the cost of transport, as well as the amount of time required to reach the market; about 11% of households indicated they are unsure of the prices at that market. Eighty-four percent of households in Caigon mentioned transport costs, while distance to the market was cited somewhat more frequently than transport costs in Ayueldit.

Purchasing agricultural and livestock inputs

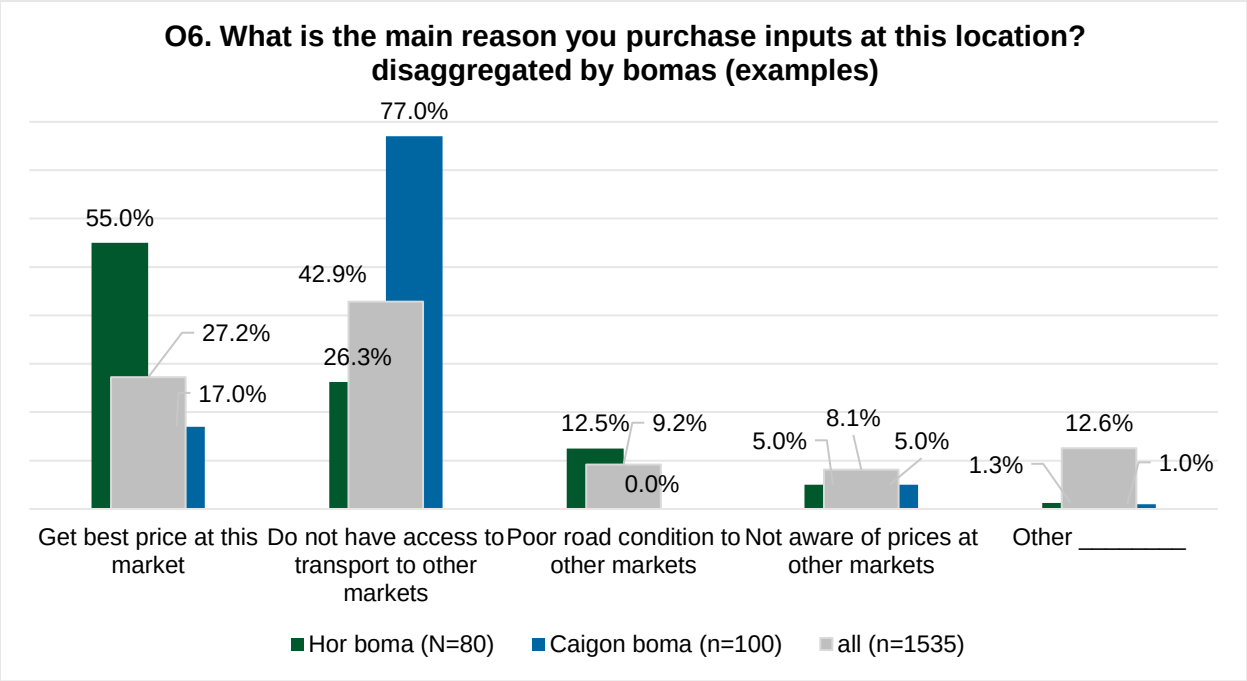
Survey question O5

Responses to the question referring to where households normally purchase agricultural and livestock inputs are similar to those regarding where they sell, with 22.3% on average stating that they purchase in their own village, while 28% indicated they purchase from a local market town. Eight percent indicate that they purchase inputs from a regional town, slightly more than the 3.5% who indicate that they sell their products in a regional town. This indicates a small percentage of households manage to access regional towns for inputs, but are not able to transport goods or livestock to those same towns.

Survey question O6

Similarly to responses regarding access to markets to sell products, 43% on average across PROPEL communities indicate that they do not have access to transport to other markets. Another 27% indicate that they get the best price at the market where they purchase their inputs. These results vary according to boma. In Caigon, 77% indicate they cannot access other markets, compared to Hor where 55% get the best price at their market.

Figure 19 - Survey question O6 – General distribution and sample bomas



- **By boma:** There is a significant correlation between boma and reasons given in survey question O6 (Cramer's V of 0.293 at Approx. Sig. of 0.000). Hor and Caigon bomas serve as contrasting examples in the illustration above.

Survey question O7

On average, 63% of households indicate they would prefer to purchase agricultural and livestock inputs at another market. Caigon is at the high end, with 97% of households indicating this preference, while Kalthok, Mingkaman, and the bomas in Juba are at the lower end.

Survey question O8

Distance from markets is the main reason households are not purchasing inputs at their preferred market (reported by 56% of households on average). Another 20% indicate transport costs are too high.

Annex C. PROPEL Measures Resilience

PROPEL Measures Community Resilience
(Draft – Updated March 2, 2016)

PROPEL results will make a critical contribution to USAID South Sudan's Operational Framework through Transitional Objective 1: Promote recovery with resilience, Sub-Transitional Objective 1.1: Facilitate community-led response and Transitional Objective 2: Enable a lasting peace, Sub-Transitional Objective 2.2: Strengthen inter- and intra-communal relationships and reconciliation by building stronger, more cohesive and resilient communities capable of addressing community development and conflict-related challenges.

The development hypothesis that informs PROPEL implementation is as follows: IF community members are engaged in identifying, prioritizing, and responding to their development challenges through an inclusive participatory methodology that puts them at the forefront of decision-making, THEN community resilience capacities to natural and conflict-related shocks and stressors will improve, and peace will be promoted through improved inter- and intra-communal relationships.

PROPEL's goal is twofold: First, improve community resilience in a range of different types of communities in South Sudan through engagement in a process of community-driven development (CDD). Second, inform the design of future developmental interventions through learning products which will be used by a CDD learning network to produce a unified CDD methodology based on the revealed needs of these different types of communities.

The CDD model implemented by PROPEL is designed to maximize learning tied to a range of conflict-related development challenges in South Sudan, by targeting 54 communities that are affected by conflict in various ways. Utilizing a mixed-methods approach to develop context-rich case studies, PROPEL will set the framework for ongoing and future CDD programming in South Sudan to help build community resilience. PROPEL activities will have neither the duration nor the intensity necessary to achieve sustainable impacts on higher-level resilience outcomes. However, PROPEL will put in place key community resilience capacities, i.e. strengthened social cohesion and capacity for collective action.

PROPEL utilizes a mixed-methods approach to measure project impacts incorporating data from baseline and endline household surveys, focus group discussions, key informant interviews, secondary data and drawing from the most recent research in resilience programming, as well as data and best practices shared in the PROPEL CDD Learning Network. PROPEL will contribute to USAID-South Sudan's learning on effective and conflict-sensitive CDD methods over a minimum 18-month period by assessing the following aspects of community resilience:

1) **Social cohesion**
    - Levels of participation
    - Levels of cooperation
    - Bonding social capital: trust and reciprocity

- Bridging social capital: building relations across community boundaries

2) Collective action

- Capacity to work together to address common challenges
- Effective means to manage internal conflicts
- Effective means to resolve conflicts with other communities
- Representation of marginalized groups in community decisions
- Inclusion of marginalized groups in community leadership
- Established practices for holding leaders accountable

In line with the 2015 IDS Working Paper on Design, Monitoring and Evaluation of Resilience Interventions, resilience capacities are considered intermediate outcomes, and can be measured at the community level using baseline and endline data. In contrast, resilience impact measurement should be carried out with measures of individual well-being following intensive programming of a sufficient duration for communities to put in place resilience response strategies.[41] Measurable impacts on individual well-being can only be sustainably achieved once infrastructure, governance, social protections, service delivery, and policies and regulations are put in place to undergird community response strategies.[42]

PROPEL's measurement strategy is suited to a CDD model[43] that empowers communities to identify and prioritize their own development projects using a transparent and inclusive decision-making process (PROPEL's PACE – Participatory Action for Community Enhancement methodology) that emphasizes local ownership. It is expected that most development priorities identified by communities will address problems resulting from prior or ongoing conflicts that impact social infrastructure, livelihoods, nutrition, health and security. Strengthening community capacity to address internal and inter-community problems will play an important role in conflict mitigation. Finally, helping communities improve their capacity to work together to overcome challenges will help lessen the likelihood that new conflicts emerge following shocks, whether environmental, political or economic.

Learning that results from PROPEL activities will be shared through five evaluative case studies that address the range of contextual factors that impact CDD programming for resilience in South Sudan. They will be gathered in a white paper on CDD best practices in the South Sudan context to be shared through the PROPEL Learning Network and USAID.

[41] See Figure 6 on page 15 of the 2015 IDS Working Paper.

[42] See the section on Transformative Capacities on pages 15-17 of the 2015 IDS Working Paper.

[43] The PROPEL CDD model does not impose "menu restrictions" on communities selecting development projects, as recommended in the 2013 Critical Review of CDD in Conflict-Affected Contexts prepared by IRC and DfID.