



INFORMING STRATEGIES FOR BORDER MANAGEMENT AND SECURITY BETWEEN NORTH AND SOUTH SUDAN

JUNE 13TH-14TH 2011, JUBA

The states along Sudan's North-South border contain a number of flashpoints, which risk derailing the wider peace process and the peaceful future of the region. It is a critical time for officials and those involved in formulating future arrangements to reflect upon the of internationalisation of the North-South border and prepare to address existing and emerging immediate and long term border management and security challenges in the interest of national peace and stability and the human security of the populations in the border regions.

In the interest of addressing this need, Concordis International offered to provide technical support on border management and cross-border cooperation strategies to the governments of Northern and South Sudan.

In South Sudan, the Ministry of Peace and CPA Implementation requested that Concordis organize a workshop with the participation of both Government of South Sudan and southern state-level officials involved in North-South border management. The workshop was held on 13-14 June, 2011. This workshop had three aims:

- To inform and equip South Sudanese government officials with guiding principles, technical knowledge and practical experiences in border management in the areas of overarching frameworks for cross-border cooperation, cross-border economic relations; pastoralism, movement of peoples and social interaction; and border security
- To facilitate dissemination of this knowledge to other South Sudan officials involved in North-South border management at the central, state and local government levels
- To enable and facilitate discussion between South Sudan officials from local, state and national government on state and local challenges and strategies related to border management

Participants were informed by presentations on key aspects of border management and security from a team of international experts. The findings of Concordis dialogues which took place along the North-South border in 2010 (including in Agok, Bentiu, Renk, Kosti, Kadugli, Muglad and Damazin) also informed discussion. Plenary discussion followed each presentation.

The workshop was convened using financial resources provided by the European Union.¹

So far in 2011, Concordis has been unable to arrange the provision of equivalent support to Government authorities in Khartoum or in other states in Northern Sudan, although the support has been offered on numerous occasions and discussions have continued over many months with authorities in Khartoum and outside. As an impartial peacebuilding organisation, Concordis seeks to provide equal support to both parties of the CPA, and will only provide support that is designed to strengthen peaceful relations between the parties. Therefore, all technical inputs and briefing

¹ This publication has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of Concordis International and can in no way be taken to reflect the views of the European Union

materials that are provided to one party will also be shared with the other party. It should also be noted that during the event in Juba, it was frequently stated by participants including GOSS Ministers, State Governors and County Commissioners that they hoped that their counterparts in Khartoum and the Northern Border States would receive the same technical support.

PARTICIPATION

Participation featured senior members of the Government of South Sudan as well as state-level officials working in southern states along the North-South border. The meeting was chaired by the Minister of Peace and CPA Implementation, Pagan Amum Okiech and attended by the Minister of Legal Affairs and Constitutional Development and the Minister of Parliamentary Affairs. Also in attendance were representatives from the Local Government Board, Bureau for Community Security and Small Arms Control, South Sudan Legislative Assembly Peace and Reconciliation Committee and the Office of the President.

Officials from the southern states along the North-South border in attendance included two State Governors, one Deputy Governor, border county commissioners, traditional chiefs from the border areas, state police commissioners, state level ministry officials, and state peace coordinators.

Representatives from the European Union, African Union and other international organizations were also present.

PRESENTATION SUMMARIES

PRINCIPLES AND GOOD PRACTICE EXAMPLES OF TERRITORIAL COOPERATION WITHIN THE EUROPEAN UNION

Dr. Jose Antonio Ruiz de Casas from the Territorial Cooperation Unit at the European Commission described how borders in Europe have developed from areas of confrontation to zones of cooperation. In the aftermath of World War II, joint-management of strategic economic resources (coal and steel) helped secure peace among Europe's victorious and vanquished nations. Today, Europe has 52 programs involving cross-border cooperation in fields such as transportation, communication, water management, joint use of health and education infrastructure and judicial cooperation and there is widespread consensus on the added value of cross-border cooperation to economic development and peace and security. *See Annex 1: Presentation made by Jose Antonio Ruiz de Casas History of the Community Regional Policy*

BORDER MANAGEMENT POLICY INSTITUTIONAL FRAMEWORKS: AFRICA LIVED EXPERIENCE WITH PARTICULAR REFERENCE TO NIGERIA

Professor Anthony I. Asiwaju, Emeritus Professor at the University of Lagos, presented in detail how Nigeria has built institutions in order to transform its borders from barriers into bridges. It is possible and desirable for such a change to be achieved in Sudan but such a transition will require implementation of a systematic policy framework. Drawing on well-known African best-practice from contemporary Nigeria, Mali, the Economic Community of West African States (ECOWAS) and international best-practice from Europe, United States, Mexico and Canada, Professor Asiwaju provided a 'toolbox' of existing border management instruments and institutions at National, Sub-National, Bilateral, Multilateral and Continental levels, including their mandates, modalities, achievements and relevance for South Sudan. *See Annex 2: Sudan Border Management and Security Briefing 1 Overarching Inter-Governmental Frameworks*

EXISTING PRINCIPLES AND INSTITUTIONAL FRAMEWORKS TO GUIDE CROSS-BORDER ECONOMIC RELATIONS

Dr. Mohamadou Abdoul, Coordinator of Inter-Afriques Unit, Enda-DIAPOL, argued that cross-border trade and economic cooperation promotes peace, security and stability; ensures social and economic development nationally and in the border areas; and supports the effective application of community

laws and regulations. Dr. Abdoul shared guiding principles and practical experiences from Regional (African Union), Sub-Regional (ECOWAS's "pays frontière" and Cross-Border Cooperation Development Program) and Bilateral (Sudan-Ethiopia) trade arrangements which should be considered when developing a national cross-border policy for South Sudan. See *Annex 3: Sudan Border Management and Security Briefing 2 Trade and Cross-Border Economic Cooperation*

EXISTING PRINCIPLES AND INSTITUTIONAL FRAMEWORKS TO GUIDE CROSS-BORDER PASTORALISM

In a separate session Dr. Mohamadou Abdoul reviewed existing principles and regional frameworks for managing cross-border pastoralism. ECOWAS has established a Sub-Regional legal arrangement regulating cross-border transhumance between member-states and within this framework has established the International Transhumance Certificate (ITC). This instrument ensures sanitary conditions and channels of communication between pastoralists and host communities, protects the rights of non-resident herders whilst establishing their duty to comply with the laws of the host country, and sets up conciliation commissions to deal with confrontation and difference. Dr. Mohamadou also outlined in detail the modalities of Bilateral agreements on cross-border transhumance from Burkino Faso-Niger and Mauritania-Mali. See *Annex 4: Sudan Border Management and Security Briefing 5 Policy Frameworks for Cross-Border Transhumance*

TOWARDS A STRATEGY FOR BORDER MANAGEMENT AND SECURITY

Dr. Wafula Okumu, Capacity-Building Officer, African Union Border Program, gave an overview and analysis of border management (with particular emphasis on security issues), reviewed common security issues along African borders, and discussed strategies to enhance border security through building capacities of institutions and personnel. Border security is a particular aspect of border management (government regulation of the flow of people and goods in the national interest) in which the state asserts "territorial sovereignty by enforcing the boundary". This can involve patrols, regulation of migration and ensuring harmful products or individuals do not enter the country. It also involves the promotion of broader institutions that lead to enhanced security such as initiatives to promote cross-border economic cooperation. Dr. Wafula outlined existing consensus on guiding aims for border management with particular reference to border security and presented a number of practical strategies used to achieve these, stressing the need to incorporate local communities in managing and securing borders. See *Annex 5: Sudan Border Management and Security Briefing 4 Border Management and Security in Africa*

ANNEXED DOCUMENTS

Annex 1: Presentation made by Jose Antonio Ruiz de Casas History of the Community Regional Policy

Annex 2: Sudan Border Management and Security Briefing 1 Overarching Inter-Governmental Frameworks

Annex 3: Sudan Border Management and Security Briefing 2 Trade and Cross-Border Economic Cooperation

Annex 4: Sudan Border Management and Security Briefing 5 Policy Frameworks for Cross-Border Transhumance

Annex 5: Sudan Border Management and Security Briefing 4 Border Management and Security in Africa

Additional Concordis Border Regime Briefings and other literature disseminated at the event can be found online here:
<http://www.concordis-international.org/component/content/article/55-policy-briefs/282-resources-workshop-iuba-062011.html>