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BASELINE CONFLICT ASSESSMENT SUMMARY

**SPRING: STABILITY PEACE AND RECONCILIATION IN
NORTHERN UGANDA**

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**SPRING: STABILITY PEACE AND RECONCILIATION IN NORTHERN
UGANDA**

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ACRONYMS

APEP	Agricultural Productivity Enhancement Program
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Community Service Organization
CRD	Community Resilience and Dialogue
DDP	District Development Plan
DNH	Do No Harm
EC	European Commission
GOU	Government of Uganda
HIPS	Health in the Private Sector
IDP	Internally Displaced Person
IR	Intermediary Result
IT	Information Technology
LC	Local Chairman
LRA	Lord's Resistance Army
NGO	Non-Government Organization
NRM	National Resistance Movement
NUMAT	Northern Uganda Malaria AIDS and Tuberculosis Project
NUPF	Northern Uganda Peace Forum
NUREP	Northern Uganda Rehabilitation Program
NUPI	Northern Uganda Peace Initiative
OVC	Orphans and Vulnerable Children
PMP	Performance Monitoring Plan
PRDP	Peace, Recovery, and Development Plan for Northern Uganda
RDC	Resident District Commissioner
SOW	Scope of Work
SPRING	Stability Peace and Reconciliation in Northern Uganda
SPLA	Sudan People's Liberation Army
UPDA	Ugandan People's Democratic Army
UPDF	Ugandan People's Defense Forces
USAID	United States Agency for International Development
USG	United States Government

INTRODUCTION

The objective of the SPRING project is to contribute to the achievement of the USAID strategic objective (SO 11), to mitigate the causes and consequences of conflict. In the furtherance of this strategic objective SPRING will focus on the geographical areas most impacted by one of the longest and most intense conflicts, namely the LRA conflict. This assessment will analyse the LRA conflict within the broader national and regional context of conflict in Uganda. The identification of the causes and consequences of the LRA conflict in this conflict assessment will then guide how SPRING intends to mitigate the causes and consequences of conflict.

The root causes of the various conflicts that have taken place since independence can be traced back to the colonial and pre-colonial periods. There are a number of social characteristics, such as religion, geographic sub-region, language and ethnicity that have a simultaneously divisive and unifying influence in the social, economic and political arenas in Uganda. It is important to consider this broader context of conflict when analyzing in more detail the Lord's Resistance Army conflict. The unpacking of characteristics of conflict between what is a cause and what is a consequence is critical in order that the underlying causes can be prioritized and addressed in any intervention.

STRUCTURAL ANALYSIS

There is widespread consensus within the academic, policy, and governmental (most notably the PRDP) literature on the causes and consequences of the LRA conflict. The table below details the main causes and consequences of the LRA conflict:

CAUSES	Political Alienation of the North	
	Lack of a Ugandan National Identity	
	Conflict Dynamic	
CONSEQUENCES	POLITICAL / ADMINISTRATIVE	Weak administration and poor delivery of services
		Poor rule of law
	HUMANITARIAN	High rates of mortality and morbidity
		Food insecurity
		Displacement
	ECONOMIC	Poverty
		Loss of livestock impacting on livelihood
		Reduced levels of productivity (for example: limited access to land, poor education and destruction to infrastructure) and access to markets

FUTURE PROJECTION OF THE CONFLICT

Scenarios

An understanding of the profile of the conflict, the interests of the stakeholders, and the dynamics of the conflict, in particular how the causes and consequences of the conflict interplay with one another, provides a strong analytical basis for projecting the future course of the conflict. The available literature and an analysis of the present situation allow for the projection of a number of scenarios for the possible future course of the conflict. Clearly the circumstances under each scenario have a direct

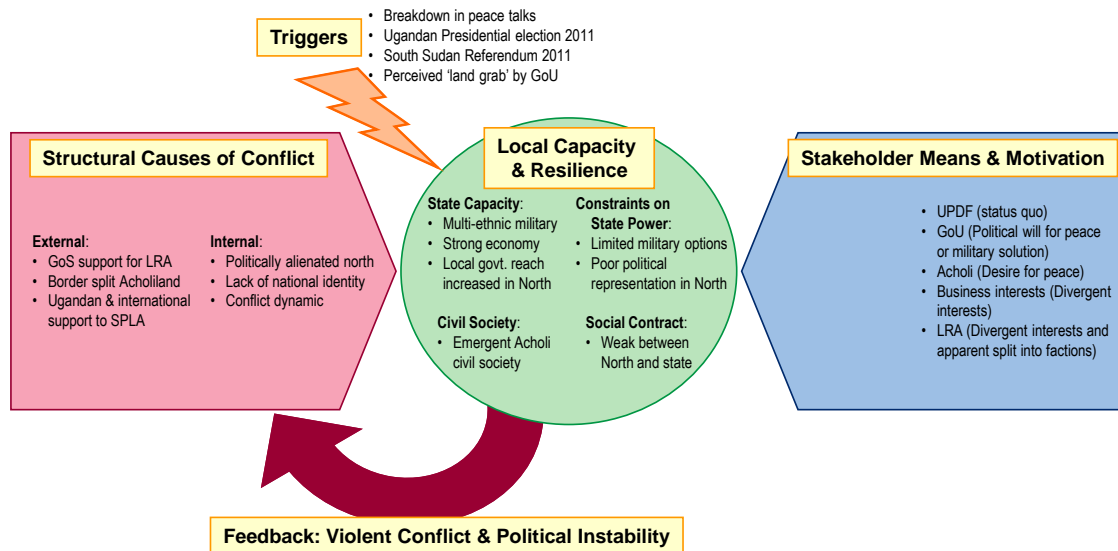
influence on the activities that can be undertaken with support from SPRING and the impact such activities will have on the stability in northern Uganda. The projection of these scenarios is time bound and as the situation changes the accuracy and relevance of the scenarios need to be reviewed and amended. An up to date series of scenarios will be important for the planning, management and evaluation of project activities. The scenarios set out below have been the basis for the initial planning of the project.

Scenario	Features	Benchmarks / Indicators
1. Peace agreement signed and implemented as part of a more extensive process of regional and national reconciliation	<ul style="list-style-type: none"> ■ Continued improved security ■ National process of long-term reconciliation and national development undertaken ■ Structural causes of the conflict and the consequences are adequately mitigated 	<ul style="list-style-type: none"> ■ PRDP takes hold as an effective mechanism for inclusion of north ■ Northern population perceives the central government to have given renewed priority to the north ■ Enhanced political space provided for political opposition especially from northern constituents
2. Peace agreement signed but not implemented. LRA does not re-emerge as a credible force. Future resistance by Acholi people does not manifest as violent conflict.	<ul style="list-style-type: none"> ■ Recovery programme and other provisions of peace agreement implemented in Uganda. ■ LRA is further weakened through defections and an increasing regional isolation ■ Perhaps a regional military effort is undertaken to deactivate the remnants of the LRA ■ Consequences are sufficiently mitigated to defer any large scale violent conflict in Acholiland 	<ul style="list-style-type: none"> ■ Agreement signed by both parties at a credible level of authority ■ LRA moves in response to loss of succor ■ Political interests of Acholi not adequately represented at central level
3. Peace agreement finalised and implemented but with limited or non-existent follow up processes. Continued disenchantment of Acholi leads to the formation of a new insurgency	<ul style="list-style-type: none"> ■ Continued improved security ■ Lack of an adequate economic recovery programme perceived to be a GoU tactic for continued exclusion of the north 	<ul style="list-style-type: none"> ■ Agreement signed by both parties at a credible level of authority ■ Implementation timetable generally adhered to
4. Delays in peace process result in a breakdown of the process and resumption of periodic conflict	<ul style="list-style-type: none"> ■ Recovery programme interrupted. ■ Incursions by LRA commence in neighboring countries and in Uganda ■ Perhaps a regional military effort is undertaken to combat the LRA 	<ul style="list-style-type: none"> ■ Deterioration in security conditions ■ Returns process halted and perhaps reversed

Overview of the Conflict

The analysis of the structural causes, stakeholders, capacities for peace and triggers can be graphically presented as follows:

LRA Conflict

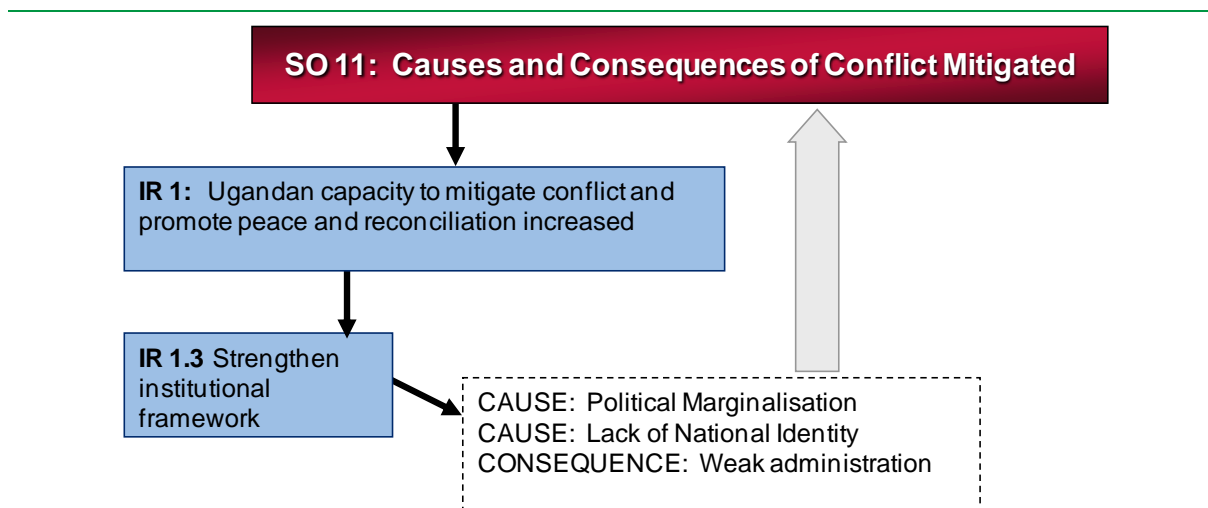


IMPLICATIONS FOR THE PROJECT

This conflict analysis has far-reaching implications for SPRING that need to be carefully considered at each phase of the project including assessment, planning, implementation, and evaluation. Furthermore this assessment will be continually updated so that the project can respond in a dynamic fashion to the changes in the conflict. The geographic elements of this conflict assessment and the stabilization needs will be examined in detail in the geographic assessment. The main implications for SPRING of this macro level conflict assessment are as follows:

Strategic Goals

The strategic objective of SPRING is to contribute to the achievement of the USAID objective (SO11) to mitigate the causes and consequences of the conflict in Uganda. This assessment provides the analytical framework to identify the specific causes and consequences of the LRA conflict. Activities under each intermediate result will aim to address a specific set of causes and consequences and this analysis will guide the planning and management of SPRING interventions. This conflict framework will be the lens through which all activities under SPRING will be seen. This is the basis for the assessment of needs and impact within the geographic assessment. The indicators of these needs identified during the assessment are directly linked to specific causes and consequences (see Annex 1: Results Framework with Assessment Indicators). How each intermediate result and its related activities impacts on specific causes and consequences of the conflict will also be the basis for the planning of activities and the mechanism for evaluating the impacts. To illustrate this approach an example for one of the intermediate results is depicted below:



Conflict Needs

The needs to be addressed by a stabilization project such as SPRING are the causes and the consequences of the conflict that may lead to a resurgence or triggering of renewed conflict. This assessment and the preliminary findings of the geographic assessment indicate that the major needs at the macro level are therefore as follows:

- Exclusion of Acholi from national polity and society
- Acholi intra-community conflict
- Potential for renewed inter-community conflict between the Langi and Acholi
- Ongoing conflict between Karamajong and their neighbors

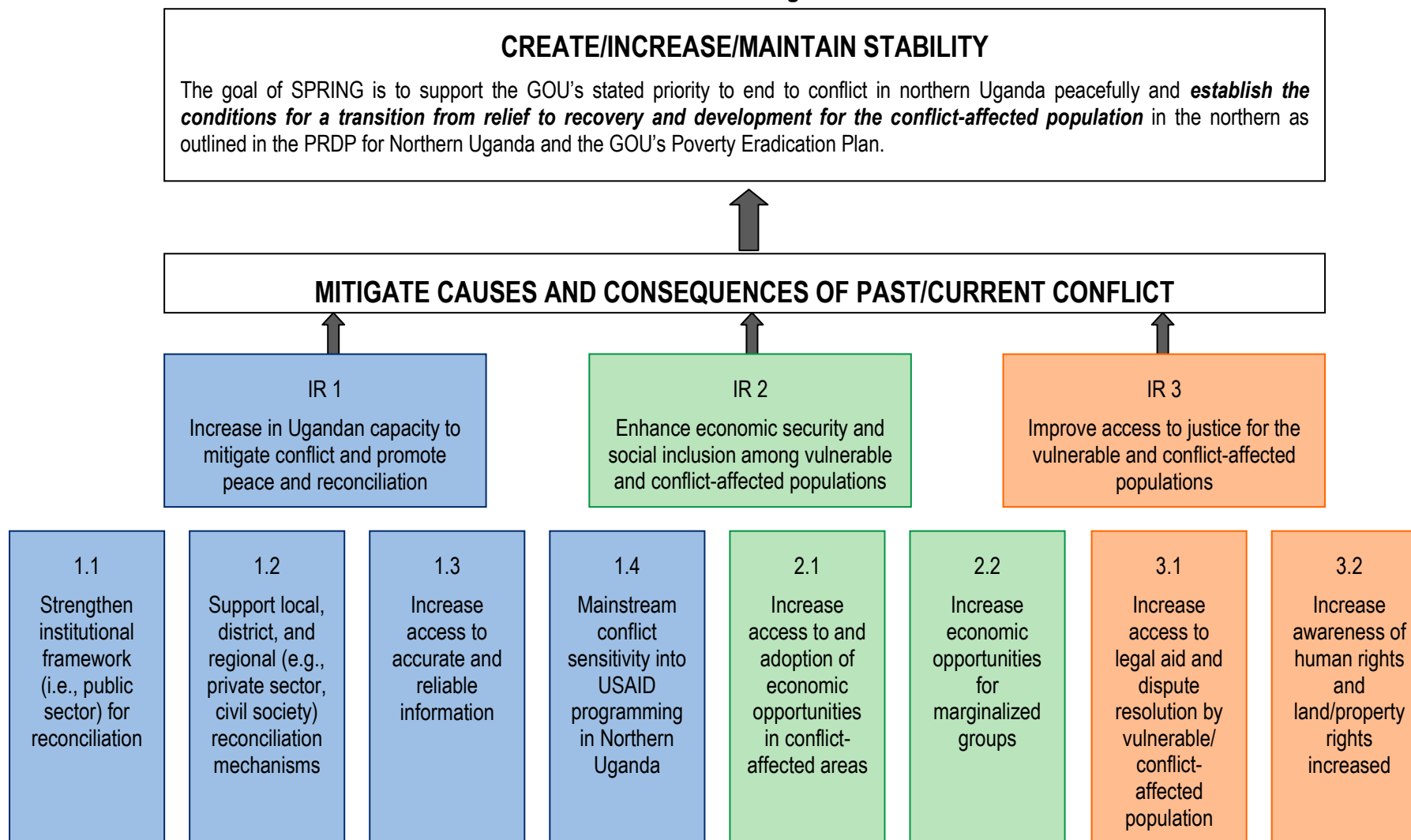
Ugandan Process

This assessment confirms what has been highlighted by much of the literature on peace building and the northern Uganda conflict in particular, that the ownership of the peace process by Uganda will be critical to the success of the process. The dependency culture that has developed in the north further underlines the need for external support to be tailored in a way that contributes to the sustainability of the local capacities for peace. Evaluations of previous projects also highlight the importance of this central tenet to supporting the peace process.

The immediate peace settlement of a conflict is often concluded with an agreement. There is a spectrum of approaches to such settlements which depend on the specific conditions of a conflict and the nature of the political agreement reached. This spectrum ranges from agreements that favor and privilege the ex-combatants to those that are community based and do not favor the ex-combatant more than other community members. Up until now the process of resolving the LRA conflict has focused on a community based approach. The ongoing negotiations in Juba will entail a decision on where the future peace process rests along this spectrum. Whatever decisions are reached it is important that external support including SPRING reflects this nationally decided approach.

ANNEX A: RESULTS FRAMEWORK WITH ASSESSMENT INDICATORS

SPRING Logic Model



Results Framework with Assessment Indicators

OVERALL ASSESSMENT THEMES	
Geography	Geography is a key component of the initial assessment. As such, it is important to collect data on the geography of needs and resources. For instance, assessing how economic security needs vary across districts and sub-counties. Or identifying existing programs (i.e., resources) working to promote peace and reconciliation in the different districts and sub-counties.
Vulnerable and Marginalized Groups	<p>SPRING will generally avoid using broad categories of “need,” like formerly abducted youth. Research has shown that using such categories to identify beneficiaries is not the most effective method for reaching the people with the most need. For example, in a group of 100 formerly abducted youth, maybe only 10 or 20 youth have severe symptoms of trauma and need <i>professional</i> support. And in the broader community, there might be individuals who were never abducted, but still exhibit the same levels of need. So using the category of “formerly abducted youth” to identify program participants does not guarantee that the program will (1) serve people with true needs or (2) reach the most vulnerable in the community.</p> <p>However, research has also shown that some groups, on average, seem to be at increased risk for specific problems or have less access to critical community services. SPRING will seek to ensure that members of these potentially vulnerable or marginalized groups are included in program activities without excluding “non-members” who might also have significant needs. So the assessment will consider research findings and trends that indicate potential vulnerability or marginalization, but program activities will seek to support communities in general and people with demonstrated needs in particular.</p>
IR 1 INCREASE UGANDAN CAPACITY TO MITIGATE CONFLICT AND PROMOTE PEACE AND RECONCILIATION	
1.x Need for reconciliation	
Description	Identify the geographic areas to the sub-county level where there are needs for reconciliation in order to determine SPRING’s focus (needs <i>PLUS</i> existing resources) and to establish baseline data that can ultimately be used to estimate SPRING’s progress in achieving IR 1.
Example	Locations of high level of past incidents and trauma may have greatest need for reconciliation
Conflict Framework	CAUSE: Political Marginalization CAUSE: Lack of national identity CAUSE: Conflict Dynamic (Future Conflicts)
Assessment Indicators	Need for reconciliation <ul style="list-style-type: none"> ▪ Past war experiences <ul style="list-style-type: none"> ○ Length of displacement ○ Existence of major community traumas ○ Degree of trauma ▪ Current conflicts (and potential for conflicts)

	<ul style="list-style-type: none"> ○ Number of security incidents in the past year ○ Number of land conflicts ○ Number of protection incidents in the past year
1.1 Strengthen institutional framework (i.e., public sector) for reconciliation	
Description	Institutional frameworks: public sector (e.g., local government) Work within local governments to ensure sufficient and effective personnel and resources dedicated to peace and reconciliation and PRDP
Example	Provide technical assistance to a district officer who coordinates peace and reconciliation activities at the sub-county level (e.g., transmitting information, organizing programs)
Conflict Framework	CAUSE: Political Marginalization CAUSE: Lack of national identity CAUSE: Conflict Dynamic (Future Conflicts) CONSEQUENCE: Weak Administration
Assessment Indicators	Existence of individuals responsible for 1) peace & reconciliation and 2) PRDP <ul style="list-style-type: none"> ▪ If NO: <ul style="list-style-type: none"> ○ Potential evidence of need for intervention (if there is also a demonstrated need for reconciliation) ▪ If YES: <ul style="list-style-type: none"> ○ Defined role of institution ○ Assessed quality and effectiveness of institution, according to: <ul style="list-style-type: none"> ▪ Level of resources (# of staff, other resources, computers, paper, cars, etc.) ▪ Evidence of activity ▪ Evidence of community knowledge of institution ▪ Level of interaction with others in similar positions at similar level (# of meetings, # of partnerships)
1.2 Support local, district, and regional (e.g., private sector, civil society) reconciliation mechanisms	
Description	Work with civil society and private sector activities to promote intra and inter-community, sub-regional reconciliation
Example	Cultural activities, dialogues/forums, sporting events, gatherings, monuments
Conflict Framework	CAUSE: Lack of national identity CAUSE: Conflict Dynamic (Future Conflicts)
Assessment Indicators	Existence of reconciliation mechanisms: <ul style="list-style-type: none"> ▪ If NO: <ul style="list-style-type: none"> ○ Potential evidence of need for intervention (if there is also a demonstrated need for reconciliation) ▪ If YES:

	<ul style="list-style-type: none"> ○ Defined role of mechanism ○ Assessed quality of organization implementing mechanism, according to: <ul style="list-style-type: none"> ▪ Level of resources (# of staff, other resources, computers, paper, cars, etc.) ▪ Evidence of activity ▪ Evidence of community knowledge of institution ▪ Level of interaction with others in similar positions at similar level (community, sub-county, etc.) ○ Target domain (e.g., education, women's groups)
1.3 Increase access to accurate and reliable information	
Description	Support organizations in the design and delivery of accurate information on issues related to mitigation of conflict causes and consequences
Example	Radio, print, TV, civil society messages, NGO messages, government messages (e.g., town hall) on PRDP and land law
Conflict Framework	<p>CAUSE: Political Marginalization</p> <p>CAUSE: Lack of national identity</p> <p>CAUSE: Conflict Dynamic (Future Conflicts)</p> <p>CONSEQUENCE: Weak Administration</p> <p>CONSEQUENCE: Weak Law and Order</p>
Assessment Indicators	<p>Existence of media (e.g., radio, TV, print)</p> <ul style="list-style-type: none"> ▪ Geographic coverage ▪ Barriers to access (e.g., owning radio, literacy) ▪ Content and assessed quality of content (estimated impact?) re: <ul style="list-style-type: none"> ○ Amnesty ○ PDRP ○ Land ○ Political engagement: Role/structure of government, civic participation ○ Juba Peace Process
	<p>Existence of non-media communication/information (e.g., community meetings, NGO workshops)</p> <ul style="list-style-type: none"> ▪ Frequency ▪ Attendance ▪ Content and assessed quality (estimated impact) regarding: <ul style="list-style-type: none"> ○ Amnesty ○ PDRP ○ Land ○ Political engagement: Role/structure of government, civic participation ○ Juba Peace Process

1.4 Mainstream conflict sensitivity into USAID programming in Northern Uganda	
Description	Promote best practice in use of conflict sensitivity approaches to designing and delivering interventions in Northern Uganda; sensitize actors to “Do No Harm”
Example	Assist an organization to identify their impact on the conflict and design and deliver training programs that respond to identified needs
Conflict Framework	CAUSE: Conflict Dynamic (Future Conflicts) CAUSE: Political Marginalization
Assessment Indicators	Level of knowledge before and after training of conflict sensitivity Application of principles of conflict sensitivity in programs
IR 2 ENHANCE ECONOMIC SECURITY AND SOCIAL INCLUSION AMONG VULNERABLE AND CONFLICT-AFFECTED POPULATIONS	
2.x Range/prevalence of economic activities and value chains by location and population	
Description	Identify and map the range and prevalence of economic activities and the existence of market structures in order to determine SPRING's focus (needs <u>PLUS</u> existing resources) and to establish baseline data that can ultimately be used to estimate SPRING's progress in achieving IR 2.
Example	Discover that brewing alcohol is a major economic activity for women throughout Gulu District or learn that there are no established markets for commonly produced products
Conflict Framework	CONSEQUENCE: Loss of productivity (Loss of productive household members, loss of assets, loss of educated human resources and loss of access to land) CONSEQUENCE: Loss of food security
Assessment Indicators	Survey of existing livelihoods (economic activities) Description of principal agricultural crops, other important products Geographic depiction of land coverage (cash crops vs. subsistence) Location of markets
2.1 Increase access to and adoption of economic opportunities in conflict-affected areas	
Description	Access: Individual <u>ability and opportunity</u> to be employed; Entrepreneur <u>opportunity</u> to adopt new economic opportunities Adoption: Entrepreneur <u>willingness</u> to adopt new economic opportunities
Example	Provide support to expand production of and add value to agricultural products in order to expand employment opportunities and expand businesses providing support services
Conflict Framework	CAUSE: Political Marginalization

	<p>CONSEQUENCE: Loss of productivity (Loss of productive household members, loss of assets, loss of educated human resources and loss of access to land)</p> <p>CONSEQUENCE: Loss of food security</p> <p>CONSEQUENCE: Loss of livelihood (cattle raiding)</p> <p>CONSEQUENCE: Poverty</p>
<p>Assessment Indicators</p>	<p>Level of Economic Prosperity</p> <ul style="list-style-type: none"> ▪ Income levels ▪ Savings levels ▪ Ability to meet basic needs <p>Access to economic opportunities</p> <ul style="list-style-type: none"> ▪ Employee constraints barriers <ul style="list-style-type: none"> ○ Range of economic activity measured by participation in casual employment vs sustainable employment ○ Human capital <ul style="list-style-type: none"> ▪ Years of education completed (primary, secondary) ▪ Participation in vocational training ○ Social capital <ul style="list-style-type: none"> ▪ Formation of group ▪ Participation in group ▪ Individual benefits derived from group ○ Personal security <ul style="list-style-type: none"> ▪ Number of incidents which interrupted economic activity in the past year ▪ Movement to and from primary residence (e.g., to land, to markets) ▪ Entrepreneur constraints/barriers <ul style="list-style-type: none"> ○ Human capital <ul style="list-style-type: none"> ▪ Years of education completed (primary, secondary) ▪ Participation in vocational training ○ Social capital <ul style="list-style-type: none"> ▪ Formation of group ▪ Participation in group ▪ Individual benefits derived from group ○ Physical capital <ul style="list-style-type: none"> ▪ Level of savings ▪ Level of other assets ▪ Access to land ▪ Access to inputs ○ Personal security <ul style="list-style-type: none"> ▪ Number of incidents which interrupted economic activity in the past year

	<ul style="list-style-type: none"> ▪ Movement to and from primary residence (e.g., to land, to markets) ○ Infrastructure <ul style="list-style-type: none"> ▪ Level of access/availability to: Storage, transport, water, power, communications ○ Lack of markets
	<p>Adoption of economic opportunities</p> <ul style="list-style-type: none"> ▪ Entrepreneur barriers (in addition to those above) <ul style="list-style-type: none"> ○ Level of willingness to assume risk (low, moderate, high) ○ Perceived fit of economic opportunity with personal/household preferences and capacities
	<p>Market structures by sub-sector</p> <ul style="list-style-type: none"> ▪ Existence of and assessed quality of: <ul style="list-style-type: none"> ○ Producers ○ Wholesalers ○ retailers ○ Processors ○ End users ○ Support services – credit, transport, business advice, production technique, animal husbandry/health, etc. ▪ Existence of regulatory/governmental constraints to market activity ▪ Transition of government emphasis from humanitarian/relief needs to market development
IR 2.2 Increase economic opportunities for marginalized groups	
Description	Promote the inclusion of marginalized groups in economic opportunities, including women, ex-combatants, child abductees, disabled (all based on individual need rather than group category alone)
Example	Ensure access to training and capital for those who are socially excluded due to the conflict
Conflict Framework	<p>CAUSE: Political Marginalization</p> <p>CAUSE: Lack of national identity</p> <p>CONSEQUENCE: Displacement</p> <p>CONSEQUENCE: Food insecurity</p> <p>CONSEQUENCE: Poverty</p> <p>CONSEQUENCE: Loss of productivity</p>
Assessment Indicators	<p>Identified as part of economically marginalized groups</p> <ul style="list-style-type: none"> ▪ Existence of current employment ▪ Range of economic activities measured by participation in casual employment vs sustainable employment ▪ Level of savings

	<ul style="list-style-type: none"> ▪ Human capital <ul style="list-style-type: none"> ○ Years of education completed (primary, secondary) ○ Participation in vocational training
IR 3 IMPROVE ACCESS TO JUSTICE FOR THE VULNERABLE AND CONFLICT-AFFECTED POPULATIONS	
3.X Structure of formal system	
Description	Geographic map of presence of courts, local councils and of organizations providing legal aid
Example	Locations of legal services may indicate areas better served
Conflict Framework	CAUSE: Conflict Dynamic (Future Conflicts) CONSEQUENCE: Weak law and order CONSEQUENCE: Weak Administration
Assessment Indicators	Survey of local organizations Survey of locations of courts and other judicial structures
3.1 Increase access to legal aid and dispute resolution by vulnerable/conflict-affected population	
Description	Support programs focused on plaintiffs' and defendants' access to justice – not formal legal system per se
Example	Helping a program that provides legal support to individuals expand into un- or underserved areas
3.2 Increase awareness of human rights and land/property rights	
Description	Support efforts to disseminate knowledge about rights and norms about acceptable/unacceptable behaviors
Example	Work with an organization to develop radio programs that promote the idea that women have legitimate claims to land
Conflict Framework	CAUSE: Political marginalization CAUSE: Lack of national identity CAUSE: Conflict Dynamic (Future Conflicts) CONSEQUENCE: Displacement and Loss of Productivity (related to land) CONSEQUENCE: Weak Law and Order CONSEQUENCE: Weak Administration
Assessment Indicators	See IR 1.3 Add human rights land/property messages

	Add messages about gender-based violence
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