

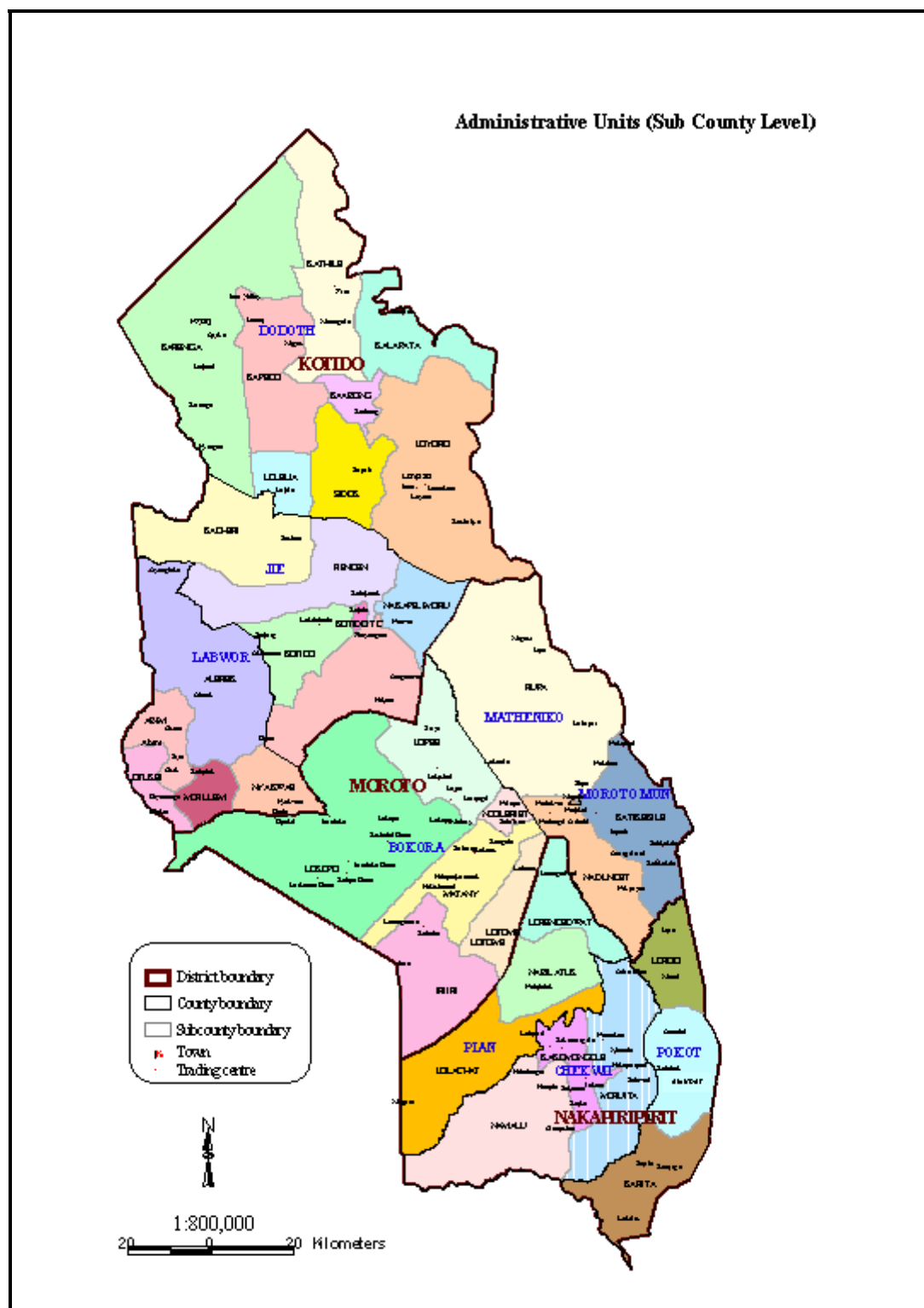
Republic of Uganda

KARAMOJA INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME

**“Creating Conditions for Promoting Human Security and
Recovery in Karamoja, 2007/2008-2009/2010”**

January 2007

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ACKNOWLEDGEMENTS

This revised Karamoja Integrated Disarmament and Development Programme (KIDDP) document was prepared by the Office of the Prime Minister (OPM) in collaboration with the Ministry of Defence, with technical representation from line ministries, development partners, Civil Society Organisations (CSOs), Non-Governmental Organisations (NGOs), Karamoja Parliament Group, Karamoja District Local Governments, and representatives of the local community. Consultancy support services were provided by a Senior Researcher from the Centre for Basic Research (CBR), Kampala.

The core technical team which comprised the following people: Brigadier Silver Kayemba; Lt. Col. Atwooki Ndahura; Mr. Richard Nabudere, Coordinator of the Uganda National Focal Point on Small Arms and Light Weapons; Mr. Michael Mabonga, Ministry of Defence, and Mr. Michael Lokawua, Special Presidential Assistant on Disarmament and Development of Karamoja are all commended for their continued guidance and input in revision of the KIDDP. I also wish to thank the staff of OPM, especially Ms Flavia Waduwa the Principal Assistant Secretary, Karamoja Affairs, who coordinated the consultative process and development of the document. I also wish to thank Mr. Frank Emmanuel Muhereza, who facilitated the various stakeholder consultations and worked with the technical team to revise this final document.

The views and information provided by development partners and other various officials consulted during the revision of the KIDDP are highly appreciated. Officials consulted include representatives from: Ministry of Defence; Uganda People's Defence Forces (UPDF); Ministry of Works and Transport; the Directorate of Water Development (DWD); the Ministry of Finance, Planning and Economic Development (MFPED); Ministry of Education and Sports (MoES); Ministry of Health (MoH); World Health Organisation (WHO); Ministry of Minerals and Energy Development (MEMD); the Ministry of Local Government (MoLG); the Ministry of Gender, Labour and Social Development (MGLSD). Other government agencies and departments consulted included: the National Environment Management Authority (NEMA); the National Forestry Authority (NFA), and the Judiciary.

The consultancy services and the facilitation of the consultative process by OPM were made possible through the financial support by the Human Rights Democratisation Programme of the Danish Development Agency (Danida). Special thanks go particularly to Mr Niels Hjortdal, Danida Head of Programmes, Human Rights and Good Governance, for the commitment and support he offered on behalf of his agency towards this initiative. The effort put in by Mr. Uwe Bergmeir from European Union, Rose Sebatindira from UNDP and Mr. Peter Amodoi Programme Officer, DANIDA Human Rights Democratisation Programme, by keeping track of the entire process and ensuring that the document is brought to its final conclusion is highly appreciated.

Martin Odwedo
PERMANENT SECRETARY

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ABBREVIATIONS AND ACRONYMS

AIDS	Acquire Immune Deficiency Syndrome
ACORD	Agency for Co-operation in Research and Development
ADOL	Action for Development of Local Communities
ADRA	Adventists Development Relief Agency
<i>Ariang</i>	Meaning 'Government' in <i>Ngakarimojong</i>
ASTU	Anti-Stock Theft Unit
CBR	Centre for Basic Research
CEWARN	Conflict Early Warning and Response Mechanism
CHAs	Controlled Hunting Areas
CID	Criminal Investigation Department
CLAs	Communal Land Associations
CLMS	Common Land Management Schemes
CMOC	Civil-military Operation Centres
CSO	Civil Society Organisations
CWA	Community Wildlife Area
DANIDA	Danish Agency for International Development
DTG	Donor Technical Group
DWD	Directorate of Water Development
DWSCG	District Water and Sanitation Conditional Grant
EAC	East African Community
<i>Ekaru a'mukuki</i>	'The year of the spear' in <i>Ngakarimojong</i>
<i>Entandikwa</i>	"Start-up credit scheme" in Luganda
EU	European Union
FBOs	Faith-based organisations
FDI	Foreign Direct Investment
GTZ	German Development Co-operation
HDI	Human Development Index
HIV	Hormone Immune Virus
HPI	Human Poverty Index
HSSP	Health Sector Strategic Plan
ICRC	International Committee of Red Cross
IGAD	Intergovernmental Authority on Development
ISO	Internal Security Officer
JCC	Joint Command Centre
KADEP	Karamoja Agro-pastoral Development Program
KAR	Kings African Rifles
KAREMA	Karamoja Restoration Mission Association
KARLIP	Karamoja Religious Leaders Initiative for Peace
KDA	Karamoja Development Agency
<i>Kimuk Ekile</i>	'Cover the man' in <i>Ngakarimojong</i>
KISP	Karamoja Initiative for Sustainable Peace
KOPEIN	Kotido Peace Initiative
KPIU	Karamoja Project Implementation Unit
KWGD	Karamoja Working Group of Disarmament
LAP	Local Administration Police
LDU	Local Defence Units
LRA	Lords Resistance Army
LWF	Lutheran World Federation
M&E	Monitoring and Evaluation

MADEFO	Matheniko Development Forum
MFI	Micro-Finance Institution
MFPED	Ministry of Finance Planning and Economic Development
MP	Members of Parliament
MWE	Ministry of Water and Environment
NAADS	National Agricultural Advisory Services
NAP	National Action Plan
NFP	National Focal Point
NGO	Non-Governmental Organisation
NRM	National Resistance Movement
NURP	Northern Uganda Reconstruction Programme
NUSAF	Northern Uganda Social Action Fund
OPM	Office of the Prime Minister
PAG	Pentecostal Assemblies of God
PEAP	Poverty Eradication Action Plan
PRDP	Peace, Recovery and Development Plan for Northern Uganda
RIAMIRIAM	Moroto-Nakapiripirit Districts NGO Forum
SALWs	Small Arms and Light Weapons
SNV	The Netherlands Development Organisation
SPA	Special Presidential Assistant
SVI	International Voluntary Service
UBOS	Uganda Bureau of Statistics
UHRC	Uganda Human Rights Commission
UNDP	United Nations Development Programme
UPDF	Uganda People's Defence Forces
USAID	United States Agency for International Development
WFP	World Food Program
BADEA	The Arab Bank for Economic Development of African
JICA	Japanese International Development Co-operation Agency
ADB	African Development Bank
NBI	Nile Basin Initiative
KIDDP	Karamoja Integrated Disarmament and Programme
ANC	Ante-Natal Care
MSF	Medecins Sans Frontiers
SMMRP	Sustainable Management of Mineral Resources Project
ASM	Artisanal Small-scale Mining
SFG	School Facilitation Grant
UPE	Universal Primary Education
ABEK	Alternative Basic Education for Karamoja
GEM	Gender Equity Movement
MGLSD	Ministry of Gender, Labour and Social Development
SDIP	Social Development Sector Strategic Investment Plan
FAL	Functional Adult Literacy
PEARL	Programme for Enhancement of Adolescent Reproductive Health
CDW	Community Development Worker
CDC	Community Development Centre
CDO	Community Development Officer
IEC	Information, Education and Communication
MDAs	Ministries, Departments and Agencies

PDC	Peace and Development Committee
RPDC	Regional Peace and Development Committee
KRPDS	Karamoja Regional Peace and Development Secretariat
DPDC	District Peace and Development Committee
CEWARN	Conflict Early Warning
CBSS	Community-based Security System
CBSF	Community-based Security Force
MEMD	Ministry of Energy and Mineral Development
EMIS	Educational Management Information System
HMIS	Health Management Information System
RAMPS	Rehabilitation and Maintenance Planning System
NSS	National Statistical System
LIS	Land Information System
EIN	Environment Information Network
NFA	National Forestry Authority
NEMA	National Environment Management Authority
MoLG	Ministry of Local Government
MGLSD	Ministry of Gender, Labour and Social Development
DD&DC	District Disarmament and Development Coordinators
MWE	Ministry of Water and Environment
MoES	Ministry of Education and Sports
MoH	Ministry of Health
EAC	African Community
EDF	European Development Fund
CAP	Consolidated Appeals Process
CDI	Community Driven Initiatives
VGS	Vulnerable Group Support
CRCM	Community Reconciliation and Conflict Management
YOP	Youth Opportunities Programme
JLOS	Justice, Law and Order Sector
DCI	Development Co-operation of Ireland
LGDP	Local Government Development Programmes

PREFACE

The Government of Uganda undertook a disarmament exercise during 2001-2002, and over 10,000 firearms were collected. Judged by performance in terms of arms collected against the estimated holding of 30,000 - 40,000 firearms in the hands of Karimojong warriors, the exercise was not altogether a resounding success. The main reason for the limited success was the abrupt redeployment of the UPDF troops from Karamoja to Northern Uganda to deal with increased Lords Resistance Army (LRA) rebel incursions in 2002. This undermined government's ability to effectively protect the disarmed Karimojong. A number of other factors, however, also constrained the implementation of the disarmament exercise. These included, among others: inadequate planning, ineffective coordination, insufficient Government funding, inadequate involvement and mobilisation of the local communities. As a result of the above factors, many Karimojong have since questioned the ability of the government to protect them, and have continued to re-arm and cause insecurity within Karamoja and the neighbouring districts.

In September 2004, H.E. President Museveni announced the re-launch of the disarmament exercise, which is currently being conducted by the Uganda People's Defence Forces (UPDF). Concerns regarding the sustainability of envisaged disarmament interventions led to the design of the KIDDP between January and June 2005. The KIDDP sought to integrate the concerns of a number of stakeholders who believed that there was inadequate consultation and also take into account the lessons learned from the previous exercise. The aim of the KIDDP was to engage all the stakeholders and the communities affected by the problem in a participatory process in order to achieve effective and sustainable disarmament. Unfortunately, there was insufficient coordination of military-type disarmament interventions with the more development-oriented interventions proposed in the KIDDP. As a result, armed conflicts in Karamoja, including road ambushes and internal raiding did not relent. After the February 2006 Presidential elections, disarmament in Karamoja acquired a new dimension in which military interventions took centre stage, as government sought to rid Karamoja of all illegal arms and ammunition.

To bring the KIDDP in tandem with the reality, and especially the events happening on the ground, the OPM spearheaded initiatives to revise the KIDDP. Like the June 2005 KIDDP, this revised KIDDP has been developed in accordance with the objectives of the 2004 Poverty Eradication Action Plan (PEAP), the principle guide to all Government of Uganda development activities, which in Pillar 3 on 'Security, Conflict Resolution and Disaster Management', highlights the importance of a secure environment for the achievement of recovery and development. This Programme also builds on the proposals contained in the draft National Strategic Plan for Karamoja, Discussion Paper No. 8 on Post-Conflict Reconstruction (A case of Northern Uganda) by the Ministry of Finance, Planning and Economic Development and other development plans, thereby making disarmament an integral part of development planning. The KIDDP is therefore an elaboration of the Karamoja component in Peace, Recovery and Development Plan (PRDP) for Northern Uganda.

The overall goal of this revised KIDDP is to contribute to human security and promote conditions for recovery and development in Karamoja. The proposed interventions highlighted in this programme aim to achieve this goal through the implementation of a comprehensive and coordinated disarmament programme that will enhance peace building and development in Karamoja. Weapon collection activities will be undertaken within the context of peace-building programmes, where efforts to remove weapons from society will be linked with initiatives to address the root causes of conflict, including targeted development interventions that will reduce the incidence of poverty. In Karamoja where weapons have become part of daily life, efforts to assure the safety of the population will be necessary, in the context of a well co-ordinated Small Arms and Light Weapons (SALWs) collection process.

Under this revised KIDDP, a number of procedures have been proposed to facilitate joint activities between Government, Development Partners and Civil Society in undertaking weapons collection. The planned programme involves, among others, the following:

- Measures to secure the international borders in order to contain the international trafficking in small arms and light weapons across the vast international borders. Once the international border is secured through effective strategic deployment of well-equipped armed forces, and coordinated cross-border peace building initiatives, a series of multi-level holistic interventions will be undertaken primarily to enhance internal security of the people of Karamoja and their property (especially livestock), which will make the continued possession of illegal guns completely irrelevant, hence laying a lasting foundation for sustainable voluntary and peaceful disarmament. This will also be achieved by undertaking several other interventions, including the following: (i) piloting the establishment of a community-based security system in a few communities to draw lessons for the most appropriate and cost-effective mechanisms of containing internal raids; (ii) strengthening the capacity of the state to establish its authority and ensure law and order in Karamoja, in order to deal with criminal elements in Karamoja who use possession of illegal guns to terrorise unarmed populations in and outside Karamoja.
- Undertaking weapons collection initiatives coupled with efforts to tackle the root causes of conflicts, through, among others, support to the development of viable alternative sources of livelihoods, and physical social infrastructural development activities; promotion of respect for human rights and fundamental freedoms, as well as building a foundation for peaceful conflict resolution and management;
- Soliciting the support of the wider public for weapons collection together with measures to control access to small arms and light weapons on the part of civilians as important preconditions for sustainable disarmament and development in Karamoja;
- Ensuring an appropriate balance between sanctions for non-compliance to voluntary disarmament and the provision of incentives to encourage voluntary surrender of illegal weapons, and lastly;
- Creating procedures for dealing with collected, seized or surrendered weapons to prevent their re-circulation into society.
- Devising measures to control and stop the proliferation and inflow of small arms, light weapons and ammunition into Karamoja both from within the country and from neighbouring countries in the region.

- To strengthening institutions for effective administration of justice and promoting good governance in the whole of karamoja.

This Programme harmonises and integrates the UPDF strategy and action plans, both from the previous and current disarmament exercises in order to clarify and establish crucial roles of the UPDF in the comprehensive programme for disarmament. The programme will also by and large provide a basis for undertaking disarmament that enhances sustainable peace building in Karamoja. The revision of the KIDDP has been undertaken through a far wider consultative process compared to the original KIDDP. Consultations involved Government officials, development partners (especially bi-lateral and multi-lateral donors); international development NGOs and national NGOs, as well as local civil society organisations operating in Karamoja. All the District Councils of Karamoja were consulted, in addition to selected Karamoja community leaders. It is, therefore, hoped that the Office of the Prime Minister will be effectively supported in ensuring the successful coordination of the implementation of planned activities.

For God and my Country.

Prof. Apollo Nsibambi
RT. HON. PRIME MINISTER OF UGANDA

EXECUTIVE SUMMARY

This is an Executive Summary of the revised Karamoja Integrated Disarmament and Development Programme. The revision of the KIDDP was commissioned by the Office of the Prime Minister (OPM). KIDDP is intended to contribute to human security and promote conditions for recovery and development in Karamoja, and to formulate a course of action that will define interventions by government and other stakeholders necessary to achieve a comprehensive and coordinated disarmament that will enhance sustainable peace building and development in Karamoja.

The revision of the KIDDP, which was carried out by Frank Emmanuel Muhereza, a Senior Research Fellow at the Centre for Basic Research (CBR), Kampala, entailed facilitating several high-level stakeholders consultations on the proposed actions, as well as KIDDP strategies, principles and coordination mechanisms, on the basis of which a series of proposals, recommendations and action plans for inclusion in the revised KIDDP was determined. Consultations were held with the following Government Ministries, Departments and Agencies: the Department of Karamoja Affairs in the Office of the Prime Minister (OPM); Ministry of Defence; Uganda People's Defence Forces (UPDF); Ministry of Works and Transport; the Directorate of Water Development (DWD) in the Ministry of Water and Environment (MWE); the Ministry of Finance, Planning and Economic Development (MFPED); Ministry of Education and Sports (MoES); Ministry of Health (MoH); World Health Organisation (WHO); Ministry of Minerals and Energy Development (MEMD); the Ministry of Local Government (MoLG); the Ministry of Gender, Labour and Social Development (MGLSD). Other government agencies and departments consulted included: the National Environment Management Authority (NEMA); the Uganda National Focal Point (NFP) on Small Arms and Light Weapons (SALWs); the National Forestry Authority (NFA), and; the Judiciary. A two-day extra-ordinary Karamoja Regional Local Government Councils meeting was also held in Moroto, and was attended by all the District Councils of the five districts in Karamoja (including Abim, Kaabong, Kotido, Moroto and Nakapiripirit). Several Development partners were also consulted included the Karamoja Donor Technical Group, comprising: Danida; EU; UNDP; UNICEF; UNIFEM; UNOCHA; UNOHCHR; JICA; German Embassy; Norwegian Embassy; Irish Embassy.

The revised KIDDP is in line with government policy objectives for achieving poverty eradication in the country. The programme is also in line with the current government approach to the problem of cattle rustling, which combines an ongoing effort to encourage the voluntary surrender of weapons with actions to support the development of Karamoja. Government support to the development of Karamoja emphasises the importance of achieving socio-economic transformation in Karamoja, whose largest population mainly depends on livestock for survival. According to the 2004 PEAP, economic transformation of Karamoja will involve building on and understanding, rather than simply replacing, the existing way of life of pastoralism.

The revised KIDDP is a medium-term framework document that harmonises the various development interventions by government (through the medium term sector budget framework processes), bi-lateral and multi-lateral development partners and international

and national non-governmental organisations. The KIDDP, therefore, feeds not only into the overall five-year Draft Karamoja Strategic Plan, but also elaborates the Karamoja component of the 10-year Peace, Recovery and Development Plan (PRDP) for Northern Uganda, which it preceded. While much of the emphasis in the PRDP is placed on peace, recovery and development, interventions proposed in the KIDDP are intended primarily to create a gun-free society, which will create parity between Karamoja and the greater North of Uganda, in order for PRDP interventions to become feasible.

Through various planned activities under the different programme components, KIDDP will combine gun removal with interventions intended to create sustainable peace and development through systematically executed actions. This implies that gun removal is just but a small component of a much broader programme for the development of Karamoja in the medium term. The overall goal of the proposed Integrated Disarmament and Programme is: *'To contribute to human security and promote conditions for recovery and development in Karamoja'*, implying that there is a deliberate attempt to work towards sustainable peace/stability and development.

The revised Karamoja Integrated Disarmament and Development Programme (2007/2008-2009/2010) comprise the following seven programme components:

- Programme Component 1: Provide and ensure adequate security for the people of Karamoja
- Programme Component 2: Establish law and order in Karamoja
- Programme Component 3: Support the Provision and Delivery Basic Social Services to the People of Karamoja
- Programme Component 4: Support the Development of Alternative Means of Livelihood
- Programme Component 5: Undertake Stakeholder Mobilisation, Sensitisation and Education
- Programme Component 6: Enhance the Coordination, Monitoring and Evaluation Systems
- Programme Component 7: Crosscutting Issues

Each of the above programme components is intended to achieve specified programme outputs. In order to realise these outputs, a number of objectives inform each programme component. These programme component objectives in-turn inform specific tasks that are to be pursued under each programme component, and have been greatly informed by lessons learnt from previous disarmament.

The following specific objectives will be pursued to achieve results under Programme Component 1 on: *'Providing and Ensuring Adequate Security for the People of Karamoja'*:

1. Undertake strategic deployment of the Uganda People's Defense Forces (UPDF) and Local Defence Units (LDUs) to effectively check the international trafficking of small arms and ammunition into Karamoja, as well as protect the people of Karamoja and their property

2. Design and pilot a Community-based Security System (CBSS) to rid Karamoja of criminal elements that undermine disarmament and development interventions
3. Ensure continued collaboration between the UPDF and the local communities and other stakeholders in order foster peace building in Karamoja
4. Provide incentives to encourage voluntary surrender of all illegal weapons
5. Provide an enabling environment for safeguarding peoples' basic human rights as well as civil, political, economic and cultural rights during and after disarmament
6. Facilitate joint cross border disarmament interventions to support peace building in Karamoja
7. Establish and operationalise collection procedures, record keeping and custody of surrendered /collected weapons
8. Conduct public destruction of all weapons collected in accordance with international policy and best practice
9. Operationalise a Conflict Early Warning mechanism in Karamoja

The following specific objectives will be pursued to achieve results under Programme Component 2 on '*Establishing law and order in Karamoja*':

1. Enhance the capacity of the state to undertake its functions and effectively exercise authority over the people of Karamoja
2. Strengthen the capacity of Local Governments and Councils to undertake service delivery and enhance governance
3. Facilitate the control of cross border movement of people and goods, including livestock

The following specific objectives will be pursued to achieve results under Programme Component 3 on, '*Support the Provision and Delivery Basic Social Services to the People of Karamoja*':

1. Provide support for education in Karamoja to break recruitment of young boys into warrior hood and encourage girls to stay in school
2. Provide and reconstruct social and physical infrastructure that stimulate economic activity and facilitate governance in the region

The following specific objectives will be pursued to achieve results under Programme Component 4 on, '*Supporting the development of alternative means of livelihood*':

1. Empower the Karimojong to harness the potential of their natural resources
2. Promote sustainable utilisation of gum Arabic and related dry land products for improved livelihood and biodiversity conservation
3. Support economic diversification interventions in Karamoja to reduce reliance on livestock as a means of living
4. Secure the land rights of communities in order to encourage sustainable utilisation of natural resources
5. Support interventions to improve the viability of pastoralism in Karamoja
6. Facilitate the resettlement and rehabilitation of people affected by natural disasters and armed conflicts

The following specific objectives will be pursued to achieve results under Programme Component 5 on '*Undertaking stakeholder mobilisation, sensitisation and education*':

1. Involve all stakeholders in community sensitisation, education and mobilisation, as well as in the planning and execution of voluntary disarmament programs
2. Support and foment initiatives that will promote peaceful resolution of conflicts
3. Undertake peace education and other peace activities in the communities
4. Create an enabling environment for women, youth and the elite Karimojong to effectively participate in and influence all disarmament activities

The following specific objectives will be pursued to achieve results under Programme Component 6 on '*Enhance the coordination, monitoring and evaluation systems*':

1. Coordinate and harmonise existing peace building initiatives by all the different stakeholders
2. Define clearly results/output and outcome/impact monitoring and evaluation indicators
3. Define the monitoring and evaluation methods, tools and techniques to be used
4. Strengthen the capacity for coordination, monitoring and evaluation

Under the planned Integrated Disarmament and Programme Component 7 on '*Cross-cutting issues*', the following two critical issues will be pursued: resource mobilisation for the necessary support services and logistical infrastructure for disarmament to succeed and gender integration in disarmament.

The implementation of this programme will be carried out in three phases. Under each programme component, each objective translates into a set of recommended implementation activities. Under each recommended implementation activity, several tasks will be undertaken to achieve results/outputs. The activities listed in this document are planned for implementation during the first phase. Indicators have been identified to determine progress made in the implementation of planned activities in each phase. An attempt has also been made to costs for implementation of the various tasks identified.

By and large, attempts to remove illegal weapons will be accompanied by deliberate measures to ensure peace and stability, which are pre-requisites for the achievement of sustainable development. In addition to seeking peaceful and appropriate ways of disarming the Karimojong, the planned programme will also complement the disarmament process with not only peace building initiatives but also with targeted interventions that support the rehabilitation of pastoral livelihoods disintegrated by years of virulent armed cattle raiding, as well as supporting the development of viable alternative forms of productive employment that ensure sustainable livelihoods for the people of Karamoja.

Planned interventions under the KIDDP are thematically categorised into three: (a) Military-type operations; (b) development-type interventions for socio-economic transformation; (c) conflict management and peace building initiatives. Military operations will be coordinated through the normal military command structures and systems. There will be a reporting

mechanism regarding disarmament and development activities through the Regional Peace and Development Secretariat (RPDS) and District Peace and Development Committee (DPDC) offices. Development interventions for socio-economic transformation and conflict management and peace building initiatives will be spearheaded by the district local governments in collaboration with the respective sector line ministries, development partners, CSOs, NGOs and the community.

In terms of structures, at the national level, the Karamoja National Working Group (KNWG) in the Office of the Prime Minister (OPM) will be revitalised, and will take lead in the oversight roles and functions in the implementation of the KIDDP. The KNWG will report (on matters of the Karamoja Component of the PRDP) to the Joint Monitoring Committee (JMC), which is responsible for the coordination of PRDP for Northern Uganda. The KNWG will comprise representatives from the following stakeholders:

- The Office of the Prime Minister
- Ministry of Defence
- The Office of the President
- Ministry of Finance Planning and Economic Development (MFPED)
- The Judiciary
- Ministry of Internal Affairs (Police, the Uganda National Focal Point on SALWs, and the Prisons Department)
- Key Sector Ministries such as Education and Sports; Works and Transport; Water and Environment; Lands, Housing and Urban Development; Agriculture, Animal industries and Fisheries; Gender, Labour and Social Development.
- Minister of State from Karamoja
- All the Members of Parliament from Karamoja.
- Representatives of Key development Partners in Karamoja
- Representatives of the Private Sector in Karamoja
- Representatives of Civil Society in Karamoja

At the national level, two working committee will be constituted out of the Karamoja National Working Group. There will be an Inter-ministerial Policy Committee chaired by the Right Honourable Prime Minister, and will be responsible for policy making and guidance and a Technical Implementation Committee, responsible for overseeing policy implementation, which will be chaired by the Permanent Secretary in the OPM. The Inter-ministerial Policy Committee will comprise Ministers (or their representatives) from the above line ministries and all members of Parliament from Karamoja. The technical implementation Committee will comprise of Permanent Secretaries (or technical staff from the respective line ministries representing the Permanent Secretaries). Representatives of development partners; CSOs and NGOs operating in Karamoja will also be co-opted onto the technical implementation Committee as ex-officio members.

The Karamoja National Working Group (KNWG) will undertake monitoring and supervision of the implementation of planned activities under KIDDP, taking into considerations the various national priorities. The technical guidance of the KIDDP at the national level will be provided by technical representatives from the respective ministries (the Permanent

Secretaries or their representatives). Technical guidance will entail harmonisation of overlapping mandates of the various line ministries and government statutory agencies undertaking interventions in Karamoja within.

At the regional level, there will be a Karamoja Regional Peace and Development Committee (KRPDC), which shall be chaired by the Minister of State for Karamoja Affairs. Membership of the KRPDC will comprise:

- The UPDF 3rd Infantry Division Commander
- The Special Presidential Assistant (SPA) in charge of Disarmament and Development
- All Members of Parliament from Karamoja
- All 5 District Local Government (LC5) Chairpersons
- All 5 Resident District Commissioners (RDCs)
- 5 Representatives of Civil Society Organisations (CSOs) from the five districts
- 5 representatives of Kraal leaders from the five Districts
- The Regional Human Rights Officer
- The Chief Magistrate
- The Regional Police Commander

The Karamoja Regional Peace and Development Committee (KRPDC) will undertake the elaboration and operationalisation of policies and decisions made by the Karamoja National Working Group. Priority activities for implementation are discussed by the KRPDC.

The Karamoja Regional Peace and Development Secretariat (KRPDS) will be created at the regional level to enhance coordination between the national and the district and community level. The Regional Peace and Development Secretariat will be headed by a Regional Programme Coordinator. There will be a Technical Adviser provided by the donors to advise the implementation of the planned activities under the proposed Integrated Disarmament and Development Programme and ensure proper use and accountability of the resources. Each district in Karamoja will have a KIDDP Coordinator. At the Regional Peace and Development Secretariat, there will also be an Information Management Officer who will be in charge of documentation and ensuring efficient communication between the various organs and stakeholders and actors in the implementation of the disarmament activities.

Peace and Development Committees (PDCs) will be established at District level to undertake the actual implementation of activities under the planned programme. District Peace and Development Committees (DPDCs) will work within the existing service delivery frameworks of the Sub-county Local Governments. To ensure ownership within the local governments, DPDCs will be chaired by District Chairpersons. The District KIDDP Coordinators will provide secretariat services to the District Peace and Development Committees (DPDCs), and shall work in collaboration with a representative from the office of the Chief Administrative Officer (CAO). In each district, an Assistant or Deputy CAO will be designated to support KIDDP-related activities. The composition of the District Peace and Development Committees (DPDCs) will be as follows:

- The District Local Government (LC5) Chairperson
- Resident District Commissioner (RDC) or his/her representative
- 1 Representative from the Office of the Chief Administrative Officer (CAO) in the District
- 1 Representative from the District Disarmament Committees
- All LC3 Chairpersons in the District
- 1 Representative of the Development partners in the district
- 1 Representative of district-based Civil Society Organisations (CSOs)
- 1 representative of Kraal leaders from each county in the District
- 1 representative of the District Civil-Military Operation Centres (CMOCs)
- 1 representative of the District Human Rights Office
- District Magistrate
- District Police Commander

At Sub-county level, the District Peace and Development Committees (DPDCs) and the District KIDDP co-ordinators will liaise with Sub-county Local Council Chairpersons and sub-county chiefs to undertake the direct implementation of planned activities, including community mobilisation work through Community Peace and Development Animators from each sub-county. For effective communication and feedback, regular mobilisation, sensitisation and education meetings have been planned in collaboration with PDAs to ensure continued involvement of all community stakeholders at sub-county level. The actual strategies for implementing disarmament and disarmament-related activities will be agreed upon at district levels. Civil-military Operation Centres (CMOC) will be re-established at all sub-county headquarters to promote good relationship between the public and the military and raising public awareness about the disarmament program.

PART ONE

1 BACKGROUND

1.1 INTRODUCTION

This document is a revision of the 2005-2008 Karamoja Integrated Disarmament and Development Programme (KIDDP), published in June 2005. The design of the original KIDDP was commissioned by the Office of the Prime Minister (OPM), in January 2005, to clarify the conceptual linkages between small arms, human security and development and formulate a course of action that was intended to define interventions by government and other stakeholders necessary to achieve effective and sustainable disarmament in Karamoja. The original KIDDP was intended to achieve, among others, the following specific objectives:

- To study and analyse all relevant documentation and research on disarmament;
- To analyse a series of proposals, recommendations and action plans for inclusion in the planned disarmament and disarmament-related interventions;
- To identify and enlist all key stakeholders, specify their roles and assess their capacity to contribute meaningfully to an integrated disarmament and development programme

Between June 2005 and December 2006, when the review of the KIDDP was commissioned by OPM, several events had taken place that necessitated a review and update of proposals contained in the KIDDP. Government Ministries, Departments and Agencies as well as key development partners had made significant progress regarding some of the recommended actions contained in the KIDDP. While some structures recommended in the KIDDP for the effective coordination of Disarmament and Development interventions had by January 2006 been initiated, including the District Disarmament and Development Coordinators (DD&DC) supported by the United Nations Development Programme (UNDP) and initiatives towards the establishment of a Regional Disarmament and Development Secretariat with support from the Danish International Development Agency (Danida), there was no sufficient harmonisation between disarmament interventions spearheaded by the Uganda People's Defence Forces (UPDF), and the development interventions by government sectors and development partners.

The opportunity provided by KIDDP to integrate military type disarmament interventions with development interventions was not adequately explored, especially following the delay and subsequent inability to have the KIDDP launched. Disarmament interventions were mainly characterised by forceful disarmament, as government sought a speedy and permanent solution to the problems of possession of illegal arms and ammunition, which would create an enabling environment for development to take place in Karamoja. The strategies employed, especially 'cordon, search and disarm', had generated controversies, especially because critics associated it with widespread violations of human rights. In the meantime, insecurity and lawlessness had continued in much of Karamoja, which affected the ability of government and its development partners to effectively undertake development interventions.

Building on the original KIDDP, this revised KIDDP for the period 2007/08-2009/10, attempt to re-conceptualise the approaches necessary to achieve human security in Karamoja, with a primary focus on peace building as a pre-requisite for achieving development in Karamoja.

The review of KIDDP, involved a wide range of high-level stakeholder consultations, which were facilitated by Frank Emmanuel Muhereza, a Senior Research Fellow at the Centre for Basic Research (CBR), Kampala between 2 November and 31 December 2006. The review process entailed a far wider stakeholder consultation, compared with the design of the original KIDDP. Consultations were held with the following government Ministries, Departments and Agencies, among others: the Department of Karamoja Affairs in the Office of the Prime Minister (OPM); Ministry of Defence; Uganda People's Defence Forces (UPDF); Ministry of Works and Transport; the Directorate of Water Development (DWD) in the Ministry of Water and Environment (MWE); the Ministry of Finance, Planning and Economic Development (MFPED); Ministry of Education and Sports (MoES); Ministry of Health (MoH); Ministry of Minerals and Energy Development (MEMD); the Ministry of Local Government (MoLG); the Ministry of Gender, Labour and Social Development (MGLSD). Other government agencies and departments consulted included: the National Environment Management Authority (NEMA); the Uganda National Focal Point (NFP) on Small Arms and Light Weapons (SALWs); the National Forestry Authority (NFA), and; the Judiciary. A two-day extra-ordinary Karamoja Regional Local Government Councils meeting was held in Moroto, and was attended by all the District Councils of the five districts in Karamoja (including Abim, Kaabong, Kotido, Moroto and Nakapiripirit).

Consultations were also held with development partners undertaking interventions in Karamoja, especially the members of the Donor Technical Group (DTG) on Karamoja, comprising: Danida; EU; UNDP; UNICEF; UNIFEM; UNOCHA; UNOHCHR; JICA; German Embassy; Norwegian Embassy; Irish Embassy. Members of Parliament from Karamoja region and several national, regional and Karamoja-based Civil Society organisations were also involved during the consultations on the review of the KIDDP.

The report is divided into three parts. Part one presents a discussion of contextual issues relating to small arms, cattle rustling, conflict and disarmament in Karamoja. Part One contains two chapters – the background in chapter One includes the introduction and the location of Karamoja. Chapter 2 discusses the relationship between Security, peace building and development in Karamoja. This chapters provides a background to the problem of small arms proliferation, past disarmament initiatives, the legal policy context to understand the Karamoja disarmament, as well as the cross-border dimensions of the disarmament. Chapters Two also elaborates the current development interventions undertaken in support of peace building and development in Karamoja. Part two presents a comprehensive framework defining the strategy to be employed and all measures and activities to be undertaken to achieve sustainable disarmament. In Part Two, the first chapter is Chapter three, which provides a description of the proposed Disarmament Programme, including an overview of the Programme, the Programme Strategy and the Logical Framework. Chapter four is a presentation of the Operational Framework of the revised KIDDP. The programme Log-frame matrix is presented in chapter five. Part three,

which has one chapter (chapter six), is a presentation of the KIDDP implementation plan. It outlines the activity implementation profiles and recommended indicators for monitoring progress during activity implementation, timelines and cost estimates for the implementation of the revised Karamoja Integrated Disarmament and Development Programme. Selected references are listed chapter seven, and Annexes in Chapter Eight.

1.2 LOCATION

Karamoja is a semi-arid area covering approximately 27,200 square kilometres. It borders Kapchorwa and Kumi districts to the south; Katakwi and Lira districts to the south-west; Pader District to the West; Kitgum District to the North-west. It also borders Sudan to the North and Kenya to the East and North East. Although Karamoja has a total population of 955,245,¹ it is comprised of eleven different social groupings with largely similar dialects with the exception of a few that are quite distinct. The main social group, which constitutes the Karimojong, includes the Matheniko, Pian, and Bokora. The other social groups include the Pokot, Tepeth, Nyakwae, Jie, Dodoth, Ik (Teuso), Napore, and Labwor. The majority of the Karimojong are predominantly pastoral people.

Topographically, Karamoja is a relatively flat plain punctuated by some hills and mountains that include Mount Moroto in the east, Akisim and Napak Mountains to the west; and Mount Kadam to the southern border. The main ecological characteristic of this region is its inadequate and unreliable rainfall. It is not only little – averaging 350 mm to 1,500 mm per annum (with a few areas like Namalu reaching about 1,300), but also unreliable with regard to when and where it falls, how much and for how long it falls, and what area it will cover. The rains are scattered varying in amount from year to year and even from one place to another in the same year. While one place receives a sprinkle, another receives a heavy storm. The result of this pattern of rainfall is a low resource base characterised by seasonal variations in productivity, thus presenting patchy conditions even within the same zone where you can have luxuriant vegetation in one location and near emptiness in another. Because the region generally slopes westward, most of the rivers flow to the west – feeding the perennial swamps that form its boundaries with the neighbouring Katakwi, Kumi, Lira, and Kitgum districts.

Due to unfavourable climatic conditions, five out of every six crops are bound to fail (Mamdani, Kasoma and Katende, 1992). However, the Karimojong practice agriculture to the extent permitted by the constraints in the ecological conditions. Without irrigation, the non-viability of crop cultivation implies that the only rational way and most viable form of livelihood is the rearing of livestock. This has limited the options available for survival in the region because in order to keep livestock, one has to possess a capacity to protect the herds using modern weaponry.

¹. According to the final results of the September 2002 National Population and Housing Census, Kotido District has a population of 605,322 (302,206 males and 303,116 females). Moroto District has a population of 194,773 (98,145 males and 96,628 females). Nakapiripirit has a population of 155,150 (78,284 males and 76,866 females) (See <http://www.ubos.org/preliminaryfullreport.pdf>).

2 SECURITY, PEACE BUILDING AND DEVELOPMENT IN KARAMOJA

2.1 THE RELATIONSHIP BETWEEN SECURITY AND DEVELOPMENT IN KARAMOJA

Armed conflicts in Karamoja pose security challenges that have, for the purpose of this KIDDP, three critical dimensions. The first is the defence dimension. Section 209 (a) of the 1995 Constitution mandates the UPDF “*to preserve and defend the sovereignty and territorial integrity of Uganda*”. Karamoja shares Uganda’s international border with Sudan and Kenya in the Northeastern part of the country. A large part of the border is porous because it does not coincide with natural barriers like mountains or rivers. As a result, the trafficking in small arms and light weapons had become harder to detect and control. Armed pastoral groups in Kenya and Uganda make alliances with Ugandan groups, and occasionally indulge in raids against rival ethnic Karimojong groups. The enduring security problems arising out of these porous borders and prolonged conflicts include the trafficking in small arms and ammunition and to a limited extent, cross border raids by armed pastoral groups from Kenya and Sudan. To the extent that the armed conflicts in Karamoja are propelled by the trafficking in small arms and light weapons across the porous international borders, the Karamoja conflict poses a challenge to the ability of the UPDF to fulfil its constitutional mandate of securing the international borders, hence the defence dimension of the problem.

The second dimension of security challenge posed by the armed conflicts in Karamoja relates to the threats to military security. In Karamoja, the UPDF does not have the total monopoly over the means of coercion because of the widespread proliferation of small arms and ammunitions. By resisting voluntary disarmament, and sometimes engaging the UPDF in direct combat, armed Karimojong warriors have posed some challenges to the general security in Karamoja, which are of a military nature, hence necessitating military action to disarm those in possession of illegal arms and ammunitions. This dimension of the security problem does not in anyway constitute a threat to the security of the state, but a threat to military security in Karamoja. Various governance structures and institutions, for the example, the Police, the Judiciary and Prisons, are minimally operational, which undermines their effectiveness in ensuring law and order. The trajectory of armed conflict in Karamoja and the impact it has on access to resources necessary for survival of the people of Karamoja has, to a large extent influenced the capacity of the institutions of government to deliver peace and human security in Karamoja.

The third dimension of the security challenge posed by armed conflicts in Karamoja focuses on the wellbeing of the people of Karamoja and their human rights.² Physical insecurity for ordinary individuals and communities, leads to the loss of basic services like health and education, destroys physical and social capital and produces widespread poverty and immiseration. UN Declaration on the Right to Development asserts: “*The right to development is an inalienable human right by virtue of which every human person and all peoples are entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully*

². From the point of view of the KIDDP, the security of the state in Karamoja or resulting from the ‘Karamoja problem’ is not at stake in any way whatsoever. However, it is rather the (human) security of the people of Karamoja that is at stake.

realized". The development that would have been achieved in Karamoja has been undermined by insecurity caused by widespread proliferation of Small Arms, Light Weapons and Ammunition.

The negative human welfare impacts of the armed conflicts in Karamoja associated with cattle raiding are even far worse than the negative impacts of the 20 years of the Lords Resistance Army (LRA) insurgency that has afflicted the districts in the geographical north of Uganda. The biannual Health and Nutrition assessments showed that the entire Karamoja districts were only slightly above the emergency level cut-off point of 9.8, while the data for the rest of the districts in conflict afflicted Northern Uganda showed significant improvements. The highest rates of malnutrition in the conflict-afflicted Northern Uganda were recorded in Gulu district with 33% in 2003 while Karamoja had 27%. In 2005, Gulu's malnutrition rate had decreased to 4.5% compared to Karamoja's 12.1% (for additional comparisons, see analysis in tables derived from the 2004 National Service Delivery Survey, in annex).

The manner in which the defence dimension of the Karamoja problem has been handled over the years, had created implications, not only of a military nature, but also of human security nature, hence the relevance of the KIDDP, which presents an alternative conceptual framework that attempts to link military type interventions with appropriate development policy responses. This approach is relevant because the ability of the state to provide the basic means of livelihood for ordinary people of Karamoja, including securing their property, especially livestock, has over the years been greatly challenged because of incessant intra and inter ethnic raids between different clan and sub-clans in Karamoja.

It has, therefore, become necessary to recognise that while the military (in this case the UPDF and its auxiliary forces) are the main institution available to government to primarily ensure human security for the people of Karamoja and its neighbouring districts, there are other institutions, instruments and policy actions that are relevant, which the government needs to pursue, as elaborated in the KIDDP. These include, among others: legal (both traditional and modern), social, political and economic instruments, institutions, and policy actions. The KIDDP provides an institutional framework that attempts to integrate security and development, by bringing on board all the relevant stakeholders, including the military, security organisations, government sectors, development partners, civil society, and local leaders in the districts.

2.2 PAST AND PRESENT DISARMAMENT INITIATIVES IN KARAMOJA

2.2.1 THE ORIGINS OF THE PROLIFERATION OF SMALL ARMS AND LIGHT WEAPONS

Several years after Uganda became a British protectorate in 1894, Karamoja as a region remained un-administered by the British for long because the semi-arid conditions in the region were not attractive for the production of cash crops like cotton and coffee to service the industries in England. Karamoja, however, offered significant opportunity for trade in ivory and slaves by Arab, Greek but mainly Abyssinian (Ethiopian) and Swahili (Welch 1969:51). As the numbers of elephants in the region reduced, the value of ivory increased

and traders increasingly offered to exchange firearms for ivory (Barber, 1964:16). Modern arms were exchanged for ivory and slaves, which ignited a weapons proliferation in the region. The arms eased the process of acquiring stock by the Karimojong who began raiding. It is argued that some of the traders were involved in some of these raids in order to appease the Karimojong, thereby increasing the scale and intensity of the raids (Welch, 1969: 47; Barber, 1964:18). Barber (1964: 16) observed that while all this was going on, the Government had no detailed knowledge of the district and of the firearms trade in particular. Although the Protectorate government believed that both the human and economic cost of administering the remote Karamoja region was too high, a decision was made to 'conquer' Karamoja because, in military terms, the British could no longer ignore Karamoja, lest they loose it to traders (Barber, 1968). In 1911, the Protectorate Government decided to close the district to all traders, allowing only one opening at Mbale, and with just occasional patrols in the area. The traders were blamed for the 'lawlessness' in Karamoja. By 1912, a permanent Northern Garrison had been established to undertake the pacification of Karamoja. This was achieved by shooting people, burning their huts and seizing livestock (Welch, 1969: 52-4).³

2.2.2 PRE-1986 DISARMAMENT ATTEMPTS IN KARAMOJA

Small-scale inter-clan raids were common in Karamoja until 1955, when the first large raid on Teso was carried out by the Karimojong, which resulted into the death of 22 people and rustling of 2,000 heads of cattle. Thereafter, cross-border raids became regular which prompted, the deployment of a special force paramilitary Police in 1961 (Welch, 1969: 116-7). Between 1961 up to the time of independence in 1962, disarmament was aimed at collecting all *instruments of violence* in Karamoja, mainly spears (*mukuki* in Swahili). This period is referred to as *ekaru a'mukuki* (or the year of the spear). All post-independence governments have also been pre-occupied with the need to establish control over Karamoja. While Obote I government responded by ensuring more administrative control over Karamoja, the Idi Amin regime of 1971-1979 maintained a military presence in the region. Idi Amin is most remembered for attempting to introduce a dress code where the wearing of traditional dress of sheets was outlawed and the people forced to adopt a formal dress code. In a protest demonstration against this policy in 1973, some 300 Bokora were shot dead at Nawaikorot. Since the Karimojong had experienced violence from the state, they embarked on a strategy of protecting themselves from the state, which they considered an enemy. The Karimojong concept used in reference to the state (*ariang*) is the same for the army and the 'enemy'.

The guns that were acquired from the Arab and Abyssinian traders were supplemented by locally made guns (called *amatida*). These guns were used not only for defence purposes but also for raiding. The turning point in armament in Karamoja was in 1979 after the overthrow of the Idi Amin regime. The Karimojong broke into 2nd Battalion Barrack in Moroto after it was abandoned and helped themselves to an unspecified amount of arms and ammunition. This scenario ushered in a new dimension in the politics of Karamoja. The massive armament in the region sparked off a series of unprecedented cattle raids that have

³. Cisterino (1979: 67) argued that even after Uganda achieved independence there was still a notice at Iriri as one entered Karamoja that read, "*you are now entering Karamoja closed district. No visitor may enter without an outlying district's permit*"

continued to date. As a result of this new military might, the Karimojong turned their guns not only at each other but also to their neighbours. Since then, the demand for guns has grown steadily and the region has provided market to the arms and ammunition from the conflicts in Uganda, Southern Sudan, Somalia and Ethiopia. Estimates put the number of guns in the Karamoja today between 40,000 and 50,000.

The Obote II regime (1980-1985) faced an immediate challenge of protecting communities neighbouring Karamoja from the wanton raids by cattle rustlers. This led to the establishment of peoples' militia forces in all the frontier districts. This was followed by an attempt at disarmament between 1983/1984, which was launched after a one-month ultimatum to the warriors to hand in their guns. The military embarked on operations to recover illegal guns using helicopter gun ships from the Kenyan Government. There were reports of livestock seized, kraals and homes burnt and people killed and displaced. It is said that most Pokot and Matheniko groups crossed into Kenya with their cows and guns to escape the onslaught.

2.2.3 KARAMOJA DISARMAMENT PHASE I (DECEMBER 2001- DECEMBER 2003)

The most consistent disarmament campaigns in the history of Karamoja started with the coming to power of the NRM government. Between 1986 and 1999, the Karimojong had intensified their raiding, which devastated much of Karamoja and the neighbouring districts. Due to pressure by politicians from neighbouring districts, the sixth Parliament on 15 March 2000 passed a resolution calling for a comprehensive range of measures to tackle the tragic problem of cattle rustling and illicit arms.⁴ These included the following among others:

- i) A process of voluntary disarmament;
- ii) Re-organisation of the security system;
- iii) Establishment of adequate judicial response to cattle thefts;
- iv) Establishment of presidential peace and development commission;
- v) Disbanding of concentrated kraal cluster, and;
- vi) Construction of valley dams.

A Disarmament exercise was formally launched by Government in December 2001. President Museveni, who pitched camp at Morulinga in Bokora County, Moroto district spearheaded a political mobilisation initiative involving government and local officials and leaders from Karamoja, who traversed the entire region from county to county sensitising the Karimojong about the essence of the exercise and persuading them to hand in their guns. There were two distinct campaigns in the first phase, namely, a voluntary disarmament exercise, which was launched on 2 December 2001 until 2 January 2002. This one-month voluntary disarmament exercise paved way for forceful disarmament, which commenced on 15 February 2002 and lasted until March 2002. In December 2001, State House issued a circular, addressed to political leaders and the military in the region, outlining the guidelines for the disarmament exercise.⁵ The circular outlined government commitment to the following:

⁴. See Motion on the disarmament of Karimojong warriors passed by the sixth Parliament on 15 March 2000.

⁵. See State House Circular of 9 December 2001 titled the 'Guidelines on mobilisation for the disarmament exercise in

- i. Increasing the quantity and quality of the Police, Intelligence and Local defence Units (LDUs) to guarantee better protection to the people in the region
- ii. Establishing permanent barracks along Kenya and Sudan Borders
- iii. Constructing a security road along the boarder from Namalu moving Northwards to cover Kenya and Sudan borders
- iv. Recruiting and training of 146 vigilantes per sub county inside Karamoja and 292 vigilantes per sub-county bordering Kenya and Sudan to be armed and paid salaries by government, and under the command of the army. Their mission was to guard against inter clan raids.
- v. Providing incentives to all individuals who handed in their guns. The incentives included an ox-plough, a bag of maize flour and a certificate as a token of appreciation.
- vi. Giving priority in accessing funds from poverty eradication schemes (*entandikwa*) to those who handed in their guns. Each kraal leader who mobilised guns from the villages received 40 pieces of iron sheets.
- vii. There were strict instructions for the army to use minimum force and ensure discipline.
- viii. Prosecuting and jailing all those involved in cattle rustling and highway robberies to end criminality.
- ix. Establishing special magistrates and prosecutors attached to military units to expeditiously dispose of cases.
- x. Constructing valley dams to provide water to support disarmament

Combinations of approaches were used to persuade the Karimojong to hand over weapons voluntarily, and included the following, among others:

- Radio programmes were used to explain the essence and process
- Brochures were printed in both Ngakarimojong and English explaining the procedures of handing in guns. These brochures were displayed all over the region
- Public rallies were also used to reach out to the community
- Women, who suffer most from the impact of small arms, which causes death to their husbands and sons, and know who possess guns in the communities, were strategically involved in the disarmament activities. Women volunteered useful information and were effective in persuading men. Women formed groups of ten per sub-county, composed songs encouraging voluntary surrender of guns.
- Political and kraal leaders were mobilised and sensitised about the dangers of possessing illegal weapons to enlist their support. Wherever they set an example by handing in their own guns, the response from the communities was higher.

There was considerable enthusiasm for voluntary disarmament and general optimism that the programme would help transform Karamoja from dependence on the gun. There was significant confidence shown by the local people – including the elders, kraal leaders, youth

Karamoja region’, addressed to all political leaders and military commanders in the Karamoja region, signed by H.E. the President, Yoweri Museveni.

and women. The second phase of forceful disarmament was largely a military-led exercise with the following components:

- i) Shooting on site persons found with a gun along the roads
- ii) Cordoning and searching suspected villages and kraals
- iii) Arresting and prosecuting suspected criminals
- iv) Curbing of cattle raids and strengthening recovery of livestock
- v) Patrolling the international borders with Sudan and Kenya
- vi) Recruiting the remaining quota of vigilantes per sub county
- vii) Providing of *entandikwa* scheme

One month after forceful disarmament was launched following the expiry of the extended deadline for voluntary disarmament on 15 February 2002, the army was at the beginning of March 2002 redeployed to deal with increased incursions from Lords Resistance Army (LRA) rebels in Northern Uganda under the 'Operation Iron Fist'. The troops that remained behind were no match for the ravaging warriors. This left those who surrendered their weapons at the mercy of those who did not disarm. The Pokot who had fled to Kenya during the disarmament returned and raided Pian and Bokora herds. The Matheniko and Jie started raiding Bokora and Pian herds. The Pian mounted fateful revenge raids on the Pokot and Bokora. The Dodoth raided Jie and Matheniko vice versa. The Turkana also intensified their incursions into Matheniko areas, as far as Lorukumo in Rupa sub-county. By the end of 2002, there was total mayhem in the entire region as raiding spread to Katakwi and Pader district (SNV and Pax Christi, 2004: 39; UHRC, 2004: 77). The deployment of the Uganda People's Defence Forces (UPDF) that remained in Karamoja and Local Defence Units (LDUs) that had been incorporated into the UPDF failed to contain rapacious raids by armed Karimojong on defenceless populations.⁶ As inter-clan raiding and revenge raids flared up in the whole of Karamoja, even those who had disarmed re-armed. By the end of November 2003, government had already intimated the necessity for a fresh start in re-designing disarmament in Karamoja.⁷

Notwithstanding the limitation of the 2001/2002 disarmament programme, a total of 10,000 guns had been recovered from the Karimojong by the end of 2003.⁸ However, it is believed that not all the guns were handed in and many more continue to flow in from neighbouring countries and internal sources. About 8,000 warriors who were recruited into LDU retained their guns. This means the actual number of guns collected during the 2001/2002 disarmament operations was less by the number re-issued to LDUs. The 2001/2002 disarmament programme experienced various shortcomings. These included, among others, the following:

⁶. Initially, vigilantes were constituted around 1993, first in Moroto district. These started on a voluntary basis but were later paid a token Ushs. 10,000/= by government. The command of vigilantes was under UPDF. Because of its success, there was a demand to transform vigilantes into a more cosmopolitan force, which led to the formation of the Anti-stock Theft Unit (ASTU). The transfer of ASTU from Defense (UPDF) to Internal Affairs (Police) led to loss of moral and misappropriation of salaries. When disarmament was re-launched in 2001, former vigilantes were recruited into LDUs. The terms ASTU and LDUs are sometimes used inter-changeably.

⁷. See 'Fresh Start', *New Vision* 1 December 2003, pp. 4

⁸. <http://www.karamojadata.org/disarmament2.htm>

- i. *Weaknesses of the LDU scheme:* The program provided for the recruitment and training of 146 LDUs per sub-county to provide security for the people and their property. The force was recruited from former karachunas who surrendered their guns. Those who joined retained their guns, which were registered as government property. Many of those recruited deserted with time leaving a small force with the responsibility of providing security to their communities. When the UPDF was redeployed to Northern Uganda, the small force that remained behind was incapable of effectively protecting the people. With increased incursions by Turkana and Pokot raiders from Kenya, the local people lost trust in the ability of the state to protect them and their properties, including livestock. Karimojong elders had allowed their sons (former warriors) to be recruited into LDUs, not only because of the prospects of paid employment, but also in anticipation that their own kind would provide security for humans and livestock, day and night. Their knowledge of local raiding activities (some of them having participated) and better understanding of the difficult terrain were additional advantages. However, the LDUs, instead became auxiliaries of the UPDF serving under engagement with the UPDF, hence boosting UPDF defences instead of becoming a rapid response 'beckon and call' defence mechanism for the communities. The UPDF was wary of the LDUs working in their respective communities for fear that this would compromise their objectivity, especially in recovery of raided animals. They were mixed-up and put under a central military command. During the day, LDUs would accompany herds while grazing. This was contrary to the 9 December 2001 Presidential circular which specified that vigilantes who would be recruited would be in charge of security in their own communities. Raiders however, began attacking at night when the UPDF and LDUs were dug in their defences. Reports of corruption, financial misappropriation in the UPDF, which affected prompt salary payments for LDUs, coupled with the inability by the LDUs to protect their own herds led to disenchantments, which culminated into many desertions.
- ii. *Security roads:* The security roads that government had promised to construct along the borders with the neighbouring countries for purposes of enabling the military to conduct patrols were not constructed. Information from the Ministry of Works indicated that the allocation that has been made for that purpose was diverted to construct roads in the areas the LRA was operating.
- iii. *Water for the army:* It was noted that the army could not deploy in certain areas because of lack of water for the troops. In some areas, troops were deployed even without water, and worked under extremely difficult conditions.
- iv. *Irregularities with the incentive structure:* There was poor synchronisation between the returning of the guns and provision of the promised incentives. For instance, it is reported that only 3,308 ox-ploughs were purchased under the incentive scheme as opposed to over 7,000 guns that were returned during the voluntary disarmament phase. This, too, impacted negatively on the trust the people had given to the exercise. The iron sheets that were procured under the scheme were said to have gone to other people rather than the kraal leaders. Even the certificates that the people were to get upon surrendering the guns were not readily available.
- v. *Lack of sectoral and cross-border co-ordination:* Although line Ministries were instructed to budget for disarmament activities in their programmes for Karamoja, this

was not done as most of them had already made commitments in their annual budgets. There was no coordination of disarmament activities in Karamoja with similar activities in Kenya, even in the wake of the strengthening regional intergovernmental initiatives like the East African Community (EAC) and the Inter-Governmental Authority on Development (IGAD).

The following lessons were drawn from the 2001/2002 disarmament programme:

- a. The need for a thorough study of the genesis, root causes, dynamics and effects of the proliferation of SALWs in Karamoja to provide a clear picture of the problem and formulate appropriate strategies and tactics to address the issue.
- b. The need to develop and implement a holistic and long-term multi-sectoral programme that addresses human security issues in a comprehensive and sustainable manner. This called for approaches that go beyond the physical collection of arms already in illegal circulation to addressing the underlying factors inducing demand and supply for arms.
- c. The need for strategies that offer sustainable alternative livelihoods to the Karimojong to reduce dependence on the gun for survival.
- d. The need to identify and engage various players and stakeholders in the disarmament effort in a manner that clearly specifies their roles.
- e. The need to tap in and build on the widespread support for disarmament in the population devastated by the effects of small arms, cattle rustling and armed violence through effective public awareness, education and mobilisation.
- f. The need to formulate and implement a clear and focused sensitisation strategy, on the dangers of illicit arms and their misuse and the benefits from voluntary surrender as an entry point for effective action.
- g. The need to effectively mobilise the community in order to ensure effective participation in the disarmament.
- h. The existence of widespread disdain towards forceful disarmament, which is likely to lead violent clashes between the army and the warriors.
- i. The opportunity to garner broader support for voluntary disarmament, among development stakeholders, CSOs, and NGOs in Karamoja towards a coordinated and comprehensive voluntary disarmament programme.
- j. The need to decide on the most appropriate incentives and how they are to be targeted and administered to induce voluntary disarmament is critical for sustainable disarmament. For example, community incentives enhance collective responsibility for disarmament in return for a common social good.
- k. The need to develop the capacity of the state to protect those who disarm.
- l. The need for adequate and thorough planning to ensure successful disarmament interventions, particularly with respect to financial resources; logistics; manpower requirements, expertise and deployment; physical infrastructure such as roads; management, administration and coordination arrangements.
- m. The need for coordination of disarmament activities in Karamoja with Kenya and Sudan to prevent external attacks on the Karimojong and to control the flow of illegal arms to and from these countries.

2.2.4 KARAMOJA DISARMAMENT PHASE 2 (SEPTEMBER 2004-FEBRUARY 2006)

On September 21, 2004, President Museveni re-launched disarmament in Karamoja. Between September 2004 and June 2005, there was a flurry of activities, which were intended to support an approach that would integrate military-type disarmament interventions with the more development-oriented interventions. This led to the design of the KIDDP. Although the KIDDP was never officially launched, many development partners expressed their commitment to supporting the programme. For example, UNDP signed a project document with the Government of Uganda to support the Office of the Prime Minister to implement some aspects of the KIDDP in September 2005. While a number of preparatory activities were undertaken in 2005, the OPM Support Programme only became fully operational in January 2006, following the recruitment of a Programme Manager and other Programme Staff.

Significant progress was made, including procurement of equipment and offices, design of a plan of action (including agreement of strategies and identification of field level projects, establishment of a coordinating structure). Other development partners were also brought on board, especially Danida to support the operationalisation of the Karamoja Regional KIDDP Secretariat. A number of achievements were registered, including the following: a field level assessment in all districts of Karamoja to inform the project work plan and activity design; community mobilisation and sensitisation; stakeholder consultations on the KIDDP implementation work plan; solicitation of the involvement of CSOs/NGOs in the implementation of the KIDDP.

A number of coordination and mobilisation meetings with stakeholders and partners were regularly held. Donors' and development partners' and their activities were mapped to determine their contribution to KIDDP. Four District Disarmament and Development Coordinators (DD&DCs) were recruited in February 2006. Several capacity strengthening workshops for DD&DCs were conducted. A UNDP Programme Office in OPM was rehabilitated, wired and equipped by April 2006.

2.2.5 KARAMOJA DISARMAMENT PHASE 3 (MARCH 2006 TO DATE)

After the February 2006 Presidential elections, disarmament in Karamoja acquired a new dimension in which military interventions took centre stage in a bid to rid Karamoja of illegal arms and ammunition. As the implementation of the KIDDP which emphasised voluntary disarmament gathered pace, some limited successes with regards to voluntary gun collection was registered. For example, a total of 400 guns were voluntarily surrendered Nakapiripirit district alone by August 2006. However, road ambushes and revenge killings also continued throughout much of Karamoja.⁹ The continued raids and revenge raids have been used by the UPDF to justify the introduction of 'Cordon, Search and Disarm' operations, which started in May 2006.

The UPDF resorted to the 'Cordon, Search and Disarm' strategy "*because of persistent violations*" by Karimojong warriors of conditions for restoration of Law and Order made

⁹. See "Karimojong warriors kill 15 in Nakapiripirit", *New Vision* 22 August 2006, pp. 7

during 21 March 2005 Moroto Workshop. The warriors were hiding illegal arms and ammunition in their places of abode.¹⁰ The Commander of the 3rd Infantry Division of the UPDF issued a number of the guidelines for all UPDF Men and Officers in the Division to follow during forceful disarmament operations, and included: executing cordon, search and disarmament operations transparently; treating wananchi with courtesy; involving local leaders during cordon and search operations; using proportionate fire power, in case shot at; among others.

Some of these guidelines were not followed during 'Cordon, Search and Disarm' operations. There were reports of the UPDF allegedly rounding up people in market places and villages and detaining all the adult men, who would be required, in exchange for their freedom, to hand over guns in their possession. Some men would send for their wives and relatives to deliver guns from their homes.¹¹ There were also reports that some Karimojong women would sell domestic animals to get money to buy guns to take to the military to secure the release of their husbands.¹² While there has been unanimous support to the removal of illegal arms and ammunition from Karamoja from members of the public¹³ and politicians from Karamoja, allegations of widespread human rights violations during 'Cordon, Search and Disarm' military operations, which the UPDF has dismissed as unfounded, have led to calls for the UPDF to revert to voluntary disarmament approaches.

The introduction of 'Cordon, Search and Disarm' operations undermined the implementation of KIDDP, to which many development partners had expressed commitment. The UNDP support to the program was suspended on 27 June 2006 following concerns about alleged human rights abuses during 'Cordon, Search and Disarm' operations.¹⁴ UN agencies operating in Karamoja indicated their support would be conditional to cessation of human rights violations by the UPDF, and government adoption of voluntary disarmament integrated with development interventions as proposed in the KIDDP.¹⁵

The intensification of forceful disarmament by government in this current phase of the disarmament campaign has only led to a spiralling of not only violent inter and intra ethnic conflicts,¹⁶ but also direct confrontations between the UPDF and armed Karimojong

¹⁰. See Circular from Col. Gavas Mugenyi, Psc, Commander, UPDF 3rd Infantry Division, dated 23 August 2006, referenced: UPDF/3DIV/A46 – RESTRICTED

¹¹. See "Guns for freedom", *New Vision* 1 October 2006". See also "K'jong women buy guns", *New Vision* 3 October 2006, pp. 7.

¹². The UPDF 3rd Division Deputy Commander, Lt. Col. Atwooki Ndahura told a UNDP organised meeting in Moroto that: "I have had cases where men are arrested and their wives bring over 20 guns. I do not buy the idea that all those guns are bought" (See "K'jong women buy guns", *New Vision* 3 October 2006, pp. 7).

¹³. Some members of the public have even expressed their support to forceful disarmament (see for example, letter to editor by Dr. James Lemukol, Matany Hospital, "Disarm all warriors", *New Vision* 23 August, 2006, pp. 11).

¹⁴. See letter addressed to Mr. Odwedo by Auke Lootsman, Deputy DRR, UNDP, RE: UNDP/OPM Support to Karamoja Integrated Disarmament and Development Programme, dated 27 June 2006.

¹⁵. See "UN agencies set terms of disarmament", *New Vision* 12 October 2006, pp. 4

¹⁶. For example, between July and September 2006, over 20 people had been killed in inter-clan clashes between the Pian of Lorengedwat and Nabilatuk in Nakapiripirit district and the Pokot also of Nakapiripirit district (see "22 die in inter-clan clashes", *Monitor* 25 September 2006, pp.5). An IGAD project called Conflict Early Warning (CEWARN) released a report titled: 'Violent Incidents Counts, Human Deaths and Livestock Raided for the period May 6 to August 6 2006', reported that between 6 May and 6 August 2006: 115 raids were recorded by different Karimojong groups in which an estimated 136

warriors.¹⁷ This culminated into the infamous Lopuyo incident in Lopuyo Village, Kacheri sub-county, Kotido District of 29 October 2006, when soldiers of Yankee Battalion of the 3rd Infantry Division cordoned off the village, leading to an exchange of gun-fire in which several people were killed, including a UPDF major.

Even with widespread criticism from civil society and development partners of 'Cordon, Search and Disarm' operations in particular, and forceful disarmament in general, the UPDF intensified military operation to forcefully disarm the Karimojong.¹⁸ H.E. the President, in his letter of 14 November 2006 to the New Vision, told the people of Karamoja that: "*the days of playing with the UPDF and the security of the country were over*", and that they should bring back the guns and live a peaceful life. More troops and equipment had been deployed in Karamoja. Infantry support, including helicopter gunships and other equipment were being used to dislodge rustlers holed in the mountainous terrain.

2.3 KARAMOJA DISARMAMENT: THE LEGAL/POLICY CONTEXT

2.3.1 A REVIEW OF THE RELEVANT LEGISLATIONS

The Colonial and all post-independence governments in Uganda have been concerned with the need to establish law and order in Karamoja, and over the years, a wide range of interventions have been implemented. In 1958, following the increase in cross-border raids into Teso, the Legislative Assembly passed the Special Regions (Karamoja) Ordinance Act,¹⁹ which gave the Provincial Commissioner of Karamoja the powers to declare any section of the region a 'prohibited area', and hence closed to any movement of cattle and humans. The people living in such areas were subject to a sworn 'peace bond', lasting one year. If broken (for example, through a raid), all the people living in such an area would be subject to a 'collective fine'. This ordinance was repealed on 25 July 1961, not only due to opposition from African members of the Legislative Council, but also because since the passing of the Ordinance, cattle raiding intensified following the enforcement of 'collective fines'. Convinced by need to 'strike holy terror'²⁰ to deal with increasing raids and establish law and order, firstly, Government deployed the 4th Battalion of Kings African Rifles (K.A.R.) in Karamoja in May 1962. Secondly, the Administration (Karamoja) Act No. 17 of 1963 was passed, which gave the Karamoja Administrator wide administrative and judicial powers. Cattle raids did not relent. The ensuing insecurity led to the passing of the Administration

people had been killed and 3,625 livestock raided. Of these 24 were in Nakapiripirit in which 49 people were killed and 1,654 cattle stolen. There were 64 raids in Kotido with 76 people killed and 460 cattle stolen. In Moroto district, 29 raids were reported leaving 22 people dead and 1,886 animals stolen (see "136 people killed in Karamoja", the Daily Monitor 20 September 2006, pp.7).

¹⁷. In October 2006, for example, the Pian engaged the UPDF on 28 September 2006 in an 8-hour battle, in which a senior UPDF officer survived several ambushes. In response, the UPDF besieged a village in Pian County to forcefully disarm them, because according to the UPDF 3rd Division spokesman, Lt. Henry Obbo: "they demonstrated to us (the UPDF) that they still had guns despite being disarmed on several occasions" (see "UPDF intensify K'jong disarmament operations", *The Daily Monitor* 10 October 2006, pp. 7).

¹⁸. See "Army kills 2 K'jong warriors", Monitor 16 October 2006, pp.5

¹⁹. See Special Regions Ordinance, 1958, Special supplement to the Uganda Gazette, Vol. II, 14 August 1958, pp. 318-327, quoted by Welch (1969: 118-9).

²⁰. See B.K. Bataringaya, Report of the Karamoja Security Committee, 1961. Entebbe: Government Printers; pp. 13; quoted by Welch (1969: 125).

(Karamoja) (Amendment) Act of 1964 that re-introduced 'collective punishment' (Welch, 1969: 143). The amendment provided the Regional Administrator with 'special powers', but in a nutshell, failed to stem cattle raiding, despite the use of brute force to enforce it.

The (Karamoja) (Amendment) Act of 1964 was amended by Cap 314 Act 13 of 1970 (section 241) and subsequently repealed by the Special Regions Act (Cap. 306) in the revised Laws of Uganda. To-date, it stands out as a piece of legislation on the statute books intended to make provisions for the prevention of cattle raiding and stealing. The existing Special Regions Act empowers the concerned Minister, through a statutory instrument, with powers to declare any area to be a 'special region' (section 2), where entry of any person into that area without the permission in writing of an administrative officer is prohibited (section 3[1]). The Act empowers a Chief magistrate or Magistrate Grade I to order the leaders of a community, likely to act in a manner which may lead to bloodshed or theft of cattle, to execute a bond or bonds on behalf of the community that the community will keep peace, and be of good behaviour, for a period not exceeding one year (section 6). If a community which has been bound over to keep peace act in a manner that breaches the grounds of the bond, the concerned magistrate may order that cattle of the value of the amount of the bond be confiscated from the community (section 8). The Act also empowers an authorised officer to follow up and seize cattle stolen whether in a special region or outside it and those who have taken part in the theft, sheltered or aided or assisted in any way persons who took part in the theft or are concealing cattle (section 11).

There is no record ever of any reported enforcement of the Special Regions Act. The nearest was the ban on livestock marketing in Karamoja in May 2002 following the launch of forceful disarmament during the 2001-02 disarmament operations, but it lacked the required legal basis because it was issued as a military order by UPDF command in Karamoja, and not a statutory instrument by the concerned Minister as required by law (see Oxfam, 2003).²¹

However, there are a number of others laws on the statute books, which the Karimojong contravene through the illegal possession of firearms. The Firearms Act of 1970, which made it an offence for anyone to possess a firearm without a license, let alone using it to terrorise other persons, was amended by the Firearms Act (Cap. 299). Section 3(1) of the Firearms Act (Cap. 299) specifies that: *'No person shall purchase, acquire or have in his or her possession any firearm or ammunition unless, in respect of each such firearm, he or she holds a valid firearm certificate'*. The Act makes it an offence for anyone who does so, and is liable upon conviction, to imprisonment for a term not exceeding 10 years or to a fine not exceeding Ushs. 20,000/= or both (section 3(2)(b)). Section 32(2) states that: *'anyone who displays a firearm in a public place in such a manner as to cause alarm to any member of the public commits an offence, and is liable on conviction to a term of imprisonment not exceeding six months or a fine of Ushs. 6,000/= or both'*.

²¹. Without making reference to this law, the UPDF has been carrying out operations to recover raided cattle against entire communities. For example, in November 2003, a 3-day operation by then 3rd Infantry Division Commanding Officer, Col. Andrew Gutti against the Pian in which more than 2000 heads of cattle were seized in a crack down on warriors who killed 21 people and raided cattle from Ngariam sub-county in Katakwi District in September 2003 (see SNV & Pax Christi, 2004: 35).

Section 15(1)(i) of the Uganda Peoples' Defence Forces Act (Cap. 307) makes the Karimojong subject to military law, *'for being in unlawful possession of arms, ammunition, equipment and other prescribed stores ordinarily being the monopoly of the army'*. For illegally possessing and trafficking in arms and ammunition, as well as carrying out raiding activities, the Karimojong commit an offence of failing to protect war materials, for which they commit an offence, and are liable, upon conviction, to suffer death (Section 33[1][2]). All these laws have not deterred the illegal possession of unlicensed SALWs in Karamoja.

2.3.2 THE POLICY DIMENSIONS

While the need to address underdevelopment in Karamoja was captured in point number 8 of the National Resistance Movement (NRM) Ten-point Programme as: *'resettlement of the displaced persons and development of Karamoja'*, the first systematic initiative to be undertaken in Karamoja under the NRM Government started with the passing by the Sixth Parliament of a motion on 15 March 2000 calling on government to disarm the Karimojong within 12 months from the date of the resolution, largely to prevent Karimojong warriors from destabilising neighbouring districts, as well as achieving development inside Karamoja.²² This was followed by a Ministerial statement outlining government policy objectives in pursuing disarmament in Karamoja, which included, the following: (a) Stopping armed Karimojong from terrorising the neighbours within Uganda, Kenya and Sudan; (b) stopping inter-clan terrorism within Karamoja and infiltration of arms; (c) deploying UPDF, LDUs and vigilantes in strategic areas within Karamoja and along the borders to ensure protection of life and property; (d) enlisting support for peaceful disarmament of people at grassroots level through rigorous sensitisation programmes; (e) co-operating with Kenya and Sudan in concurrent disarmament of the Turkana and Didinga; (f) stopping illegal trafficking of guns from Sudan/Kenya into Uganda; (g) resettling and rehabilitating those who surrender guns and ensure social/economic transformation of Karamoja; (h) improving radio communication for effective dissemination of information and education, and lastly, (i) beefing up police and the judiciary to ensure peace and administration of justice.²³

The need to establish security and peace throughout the country has been central to all governments' initiatives to achieve national poverty eradication objectives since 1996/7. The Poverty Eradication Action Plan (PEAP) provides government's overarching policy framework that guides public action for poverty eradication in Uganda. It also provides a framework for the development of detailed sectoral plans and outlines the macroeconomic framework and policy choices that will enable government achieve the overall objectives of reducing poverty. The PEAP of 2001 (under pillar 2 on 'Creating Good Governance and Security') identified the launching of disarmament in Karamoja as a mechanism for not only conflict resolution but also providing support to communities affected by cattle rustling and accompanying gross human rights violation, which undermined government poverty eradication initiatives in districts neighbouring Karamoja (Republic of Uganda, 2001).

²². See Motion on the disarmament of Karimojong warriors passed by the sixth Parliament on 15 March 2000.

²³. See Speech by Hon. Muruli Mukasa, then Minister of State for Security, at the opening of a Workshop on: 'Feasible, participatory, peaceful and sustainable disarmament of the Karimojong', organized by Action for Development of Local Communities (ADOL), in conjunction with USAID, held in Kotido, November 2000, quoted in Muhereza (2001).

Restoring security and dealing with the consequences of conflict are still considered as core challenges of the revised PEAP of 2004/5-2007/8. Pillar 3 of the 2004 PEAP: 'Security, Conflict Resolution and Disaster Management' identifies cattle rustling in Karamoja as the second (out of four) major challenges to achieving the objectives of the PEAP. Ending cattle rustling and dealing with internal displacement are some of the key priorities of the 2004 PEAP (Republic of Uganda, 2004a: 103-4). Government has proposed in the revised PEAP of 2004 to promote disarmament sensitively and peacefully. Government has also expressed its commitment to working with community groups to design and implement effective community actions to address cattle rustling (Republic of Uganda, 2004a: 104).

The vision of the draft National Strategic Plan for Karamoja: 'A peaceful, developed and prosperous Karamoja',²⁴ is in line with the current government approach to the problem of cattle rustling, which combines an ongoing effort to encourage the surrender of weapons with actions to support the development of Karamoja (Republic of Uganda, 2004a: 103). Government's approach is informed by international and regional agreements, protocols and declarations intended to promote sustainable and coordinated action to address the problem of illicit Small Arms and Light Weapons (SALWs), to which government of Uganda is a signatory.²⁵ Their implementation at the national level has been mandated to the Uganda National Focal Point (NFP) on SALW, Ministry of Internal Affairs, and is operational. The 2004 National Action Plan (NAP) on SALWs provides the institutional framework for the implementation and coordination of government action against SALWs.²⁶ A Special Presidential Assistant (SPA) in charge of Disarmament and Development in Karamoja has also been appointed by the President to re-enforce the coordination of the disarmament activities.

In terms of action to support the development of Karamoja, Government has also emphasised the importance of economic transformation in Karamoja, which is inhabited by a population that mainly depends on cattle, and not only have to survive in harsh conditions but also lack requisite productive assets (Republic of Uganda, 2004a). A Draft Strategic Plan for Karamoja was developed in January 2003 (Republic of Uganda, 2003b). This strategic plan needs to be reviewed to reflect the current realities and challenges. According to the revised 2004 PEAP, economic transformation of Karamoja will involve building on and understanding, rather than simply replacing, the existing way of life of pastoralism (Republic of Uganda, 2004a). This is being spearheaded through a number of development interventions in Karamoja by government and several other development partners, and are discussed and examined in the proceeding section.

²⁴. See Republic of Uganda. *'The Draft National Strategic Plan for Karamoja'*. Kampala: Office of the Prime Minister, May 2003

²⁵. These include, among others: (1) the UN programme of action on Illicit Trade in SALW in all its aspects; (2) Bamako Declaration on an African Common Position on the Illicit Proliferation, Circulation and Trafficking of SALW; (3) the Nairobi Declaration on the Problem of the Proliferation of the Illicit SALWs in the Great Lake Region and Horn of Africa of March 2000; (4) The United Nations Protocol Against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, and lastly; (5) The Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa.

²⁶. See Uganda National Focal Point (NFP) on Small Arms and Light Weapons, "Uganda National Action Plan on Small Arms and Light Weapons", July 2004. The process of formulation of this plan was coordinated by the NFP. The plan was approved by the Uganda National Security Committee.

2.4 CROSS-BORDER DIMENSIONS OF KARAMOJA DISARMAMENT

The problem of the proliferation of small arms and light weapons (SALW) in Karamoja region is a complex and multifaceted one, necessitating a multi-sectoral and multi-stakeholder approach, using a combination of measures applied simultaneously at different levels of action. Government, in the 2004 PEAP recognised that Uganda cannot single-handedly deal with the problem of cattle rustling and the proliferation of small arms and light weapons, given the international and regional dimensions of the problem (Republic of Uganda, 2004a: 105).

Collective effort through international cooperation is required. The success by any one state will be dependent on the collective success in the entire region. It has been demonstrated by previous attempts, for example, that efforts to disarm the Karamojong have not been very successful without the a coordinated involvement of the neighbouring states, Uganda, Kenya, Sudan and Ethiopia, which share the Karamoja Cluster. Both Uganda and Kenya, for example, have made isolated efforts to address this problem individually, but without much success. Efforts by these states to disarm communities in the Karamoja cluster have always met resistance, which is often driven by concerns about external security threats, because of the porous borders and the ease with which arms move across the borders. KIDDP proposes to establish links into these initiatives and utilize the ongoing processes in order to address the cross-border aspects of the problem.

At the regional level, Uganda, alongside other states around the Karamoja cluster including Ethiopia, Eritrea, Kenya, Somalia and Sudan signed the Nairobi Declaration and Nairobi Protocol, which articulate the commitments to tackle the problem through concerted regional action by the states of the Horn of Africa. Within the framework of the Nairobi Declaration/ Nairobi Protocol, both Kenya and Uganda have adopted National Action Plans (NAP), which establish a framework for comprehensive and coordinated action at national level. The NAPs also serve as a mechanism for coordination between states. The Uganda National Action Plan establishes measures and regulations aimed to enhance the operational capacity of law enforcement officers to undertake joint planning and operations with neighbouring countries, and to facilitate transparent and effective cooperation and information exchange within the region.

The plans establish cooperation and liaison forums for joint planning and joint operation across borders with neighbouring countries, aimed to reduce crime, remove illicit firearms from communities on both sides of the borders, search and destroy weapons caches, reduce and control the illicit trade and improve the security situation of the communities along the border. At the bilateral level, the current emphasis for both Uganda and Kenya is on addressing the problem within the Karamoja cluster through joint effort by the two Governments as espoused in the Joint Kenya Uganda Disarmament Action Plan.

It is within this context that the Government of Kenya and Uganda and UNDP undertook a cross-border mission from 17th July to 15th August 2005 aimed to determine potential disarmament and development related interventions in the Karamoja Cluster (to begin with in North Western Kenya and North Eastern Uganda, later to be expanded to include South

Eastern Sudan and South Western Ethiopia), in support of existing plans and strategies of the Governments of Kenya and Uganda.

The findings of the mission were extremely important in terms of informing proposed interventions. Both Kenya and Uganda, supported by UNDP, have come together to initiate an innovative approach to joint programming in the region. There have also been a number of recent developments such as the meeting of Ministers for both countries in Entebbe on 4th June 2005, followed by the meeting of Permanent Secretaries from both countries in Jinja on 2nd July 2005, which resulted in the Joint Kenya Uganda Disarmament Action Plan. There have been more meetings since. The Plan echoes the commitment of both Governments to ensure that disarmament is voluntary and community based, undertaken simultaneously across both borders, in a secure, environment and accompanied with development interventions. UNDP Kenya and Uganda are keen to support this process, and develop a cross border project that will serve as an example to other states in the region.

Sudan has expressed an interest and would like to be part of this process, and participated in a joint meeting and preliminary planning session in Nairobi on March 14th and 15th 2005, which recommended a joint UNDP formulation mission to the Karamoja cluster in both the Ugandan and the Kenyan section. The mission has recommended activities to be implemented in both Uganda and Kenya, as well as across the borders, focusing on Security, Development, Advocacy and Dialogue, and Coordination, and the creation of a Karamoja cluster donor working group in Kenya to mirror the Karamoja Working Group as established in Uganda, for coordination purposes.

2.5 DEVELOPMENT INTERVENTIONS TO SUPPORT PEACE BUILDING AND DEVELOPMENT IN KARAMOJA

Although poverty is widespread in Karamoja, the government has invested significant amounts of funds for development projects in the region. There have also been a wide range of investments undertaken by international development partners, which are examined in this section.

2.5.1 INTERVENTIONS BY DEVELOPMENT PARTNERS IN KARAMOJA

2.5.1.1 INTERVENTIONS UNDERTAKEN BY DANIDA

Through the Danish International Development Agency (Danida), Denmark has supported a peaceful and sustainable development in Karamoja for over a decade. Danida has provided development support to Karamoja through different sector as well as crosscutting programmes. Under its Human Rights and Democratisation Programme (HRDP), Danida has supported the strengthening of emerging civil society in order to enable them to play a more prominent role in conflict resolution, promotion of human rights and democratisation processes in the region. Specific support was extended to Riamiriam Civil Society Network that covers Moroto and Nakapiripirit districts. Danida has also supported confidence building through networks of women and youth in the districts of Karamoja through Karamoja Agro-pastoral Development Programme (KADEP) to promote the participation of

women and kraal youth in conflict resolution. Two women umbrella groups were also supported in Moroto and Nakapiripirit Districts.

Under HRDP, Danida also supported the establishment of Civil Military Operation Centres (CMOCs) at the eve of 2001 disarmament exercise and the establishment of the Regional Office of the Uganda Human Rights Commission (UHRC) in Moroto through basket funding. The work with establishing Civil Military Operation Centres (CMOCs) was seen as a key mechanism in combining development with disarmament. Unfortunately, the efforts did not live up to expectations. Given the present situation, Danida has pledged to give the revitalisation of CMOCs full and urgent attention to support the achievement of KIDDP objectives.

Under the Danida Access to Justice Programme, support has been extended to the construction of a Court Hall and renovation of magistrate offices in Moroto. Mean while the Danida funded Health Sector Strategic Plan (HSSP), the Ministry of health has supported District Directorate of Health Services (DDHS) in the old districts of Karamoja in the rehabilitation and building of health units, training of staff, and provision of drugs. Danida has also supported the rehabilitation and construction of feeder roads in different parts of Karamoja. The Danida road sector programme through the ministry of works supports the use of labour-based approaches to provide employment and increase local ownership. Danida, through the Agricultural Sector Programme (ASP), in collaboration with Presidents Office and Private Sector Foundation, Moroto has supported Morulinga Women's Group in agriculture and environmental conservation activities.

All through the recent crisis in Karamoja related to the forced disarmament of Karimojong warriors that started in 2005/6, Danida stressed that disarmament; security and development have to go hand in hand. In supporting investments in recovery and development of Karamoja, Danida has always ensured that these investments are aligned with national priorities. Danida has recently, supported efforts from community and kraal leaders as well as other stakeholders to engage in dialogue with government with a view to de-escalate the crisis. OPM has played an important role in this process.

Danida has expressed its willingness to provide support in the following areas: (i) Water for production; Labour intensive rehabilitation of district and rural access roads; (ii) Agriculture, and (iv) Democratisation, conflict resolution, reconciliation, access to justice and human rights. Danida has expressed its commitment to continuing this broad-based support to Karamoja, drawing upon their valuable experience from conflict resolution in West Nile and Acholi. Denmark recognizes that resolution of the conflict in Karamoja cannot be undertaken by forced disarmament alone. The recent incidents underline that all too clearly. Disarmament should first and foremost be voluntary. Forced disarmament should only be used as an act of last resort, and while assuring that adequate security is provided to protect cattle owners against raids. The Rules of Engagement must be respected, including directives to uphold fully the human rights of the Karimojong, and the full involvement of community leaders when disarmament (voluntary or forced) is undertaken.

2.5.1.2 THE EUROPEAN UNION SUPPORT TO DEVELOPMENT INTERVENTIONS IN KARAMOJA

European Union started its programmes in Karamoja in 1981 through the Karamoja Emergency Reform. This was followed by the Karamoja Development Agency Programme (KDPI) implemented by the Lutheran World Federation. Later, the Karamoja Development Programme (KDPII) implemented by the Karamoja Development Agency (KDA). The programme was suspended by European Union in 1992 due to some structural and management problems. When European Union resumed support to Karamoja in 1995 the Government of Uganda through the office of the Minister of State for Karamoja Affairs and the Ministry of Finance established the Karamoja Projects Implementation Unit (KPIU) as the implementing Unit within the Office of the Prime Minister. The overall objective of KPIU was improvement of the living conditions of the people of Karamoja, contribute to the integrated and sustainable development with the purpose of reducing chronic underdevelopment. The interventions under KPIU were mainly in the areas of Water, Livestock and Agriculture.

A new line of grant funding has been approved under the 9th European Development Fund (EDF). The 9th EDF programme has a number of components, including the following: (i) Civil Society Capacity building programme; (ii) Human Rights Programme; (iii) Support to Decentralisation; (iv) the Northern Uganda Rehabilitation programme (NURP).

Under the Civil Society Capacity building programme, calls for proposals for CSOs to apply for funds was issued. Unfortunately, not many activities targeted Karamoja, hence the need for capacity strengthening of CSOs in Karamoja. Under the 9th EDF programme support to Human Rights, the EU has targeted capacity building of key governance public institutions, such as Police, Prisons and the Uganda Human Rights Commission. Some of the activities that have been supported under the Justice, Law and Order sector are to be implemented in Karamoja. The 9th EDF support to Decentralisation will build on the achievements of KPIU in supporting local governments in Karamoja. Under the 9th EDF Northern Uganda Rehabilitation programme (NURP), significant resources have been set aside to support development interventions in Karamoja, Teso and Acholi/Lango. The NURP, Karamoja Component will be the predecessor for KPIU, and will target improving the living conditions of conflict afflicted communities of Karamoja; promotion of peaceful resolution of conflicts; support national dialogue processes and the government of Uganda strategic framework for recovery and development. Under NURP, districts and lower local governments in Karamoja will also be supported through capacity strengthening and rehabilitation of social and physical infrastructure. Support will continue to be extended to vocational training, basic education and community rehabilitation.

2.5.1.3 INTERVENTIONS BY THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

Support to the Office of the Prime Minister (OPM) to implement the Karamoja Integrated Disarmament and Development Programme (KIDDP) in 2005/6 focused on the following thematic areas: Support to dialogue and conflict resolution through civil society organisations in Karamoja; Awareness raising through civil society organisations and key

district leaders; Training of key stakeholders in conflict prevention and management; Workshops on community-based security systems; In collaboration with the Uganda National Focal Point on Small Arms and experts from South Africa, to review the management of 20,000 tones of stockpiles identified in the Moroto army barracks stores.

Significant progress was made, including: procurement of equipment and vehicles, office set-up, and design of a plan of action, which included agreement on strategies and identification of field level projects and establishment of a coordinating structure. Other development partners were also brought on board, especially DANIDA, to support the operationalisation of the Karamoja Regional Secretariat. A number of achievements were registered, including the following:

- Field level assessment in all districts of Karamoja to inform the project work plan and activity design;
- Community mobilisation and sensitisation;
- Stakeholder consultations on the KIDDP implementation work plan;
- Solicitation of the involvement of civil society organisations in the implementation of the KIDDP;
- Regular coordination meetings with stakeholders and partners;
- Donors and development partners and their activities were mapped to determine their contribution to the KIDDP;
- Four District Disarmament and Development Coordinators (DD&DCs) were recruited in February 2006, and several capacity strengthening workshops conducted for them.
- A UNDP Programme Office in OPM was rehabilitated, wired and equipped by April 2006.

UNDP prepared initial projects that would be implemented within the framework of the KIDDP, including on awareness raising building, cash for work and capacity building of civil society organizations. However, these remained at design stage and were not implemented, as UNDP's support to the program was eventually suspended on 27 June 2006. At the time of the suspension, UNDP was at the stage of advocacy, lobbying, and project set-up.

Following this development, UNDP has consistently discussed with Government and other key stakeholders to find ways of resolving the challenges and continue the support to Karamoja. In consultation with the Government and other stakeholders and partners, UNDP will focus its support to peace building and development interventions. The programme design will be undertaken in the specific context of the KIDDP after it has been updated and endorsed by all stakeholders; and in context of the cross border initiatives as provided in the National Action Plan of the National Focal Point on Small Arms and Light Weapons, as well as the PRDP.

In addition to UNDP's support to the KIDDP, many of us here might recall that UNDP has strongly supported peace building and development in Karamoja long before the KIDDP was developed. UNDP has played a role in facilitating cross-border regional dialogue. The UNDP Country Offices in Uganda and Kenya undertook a joint mission in 2005 on potential cross-border programmes. The mission recommended areas for support, some of which we

had planned to implement under the programme I described earlier. These areas included: facilitation of cross-border planning and coordination with all stakeholders on cross-border issues; building local capacity for peaceful conflict resolution, including facilitating and monitoring agreements on the use of contested natural resources; and support to the implementation of the Kenya/Uganda action plan on cross-border disarmament. Again in 2005, UNDP facilitated peace meetings between various clans in Moroto and Kotido district at a time when intra and inter-clan raids and clashes had escalated and killings were rampant in the region. Related to this, UNDP has undertaken to mobilise, sensitize and educate communities in Karamoja on peace.

These are areas, in addition to others that relate to peace building and development, that we hope to give continued support in our next programme in the region. Speaking in my other capacity as UN Resident Coordinator in Uganda, I am also glad to note that in collaboration with Government, UN agencies in Uganda, together with our humanitarian, human rights and development partners, will pay specific attention to and focus a considerable amount of resources on Karamoja in 2007. The UN and our humanitarian partners have, through the recently launched Consolidated Appeals Process (CAP) for 2007, appealed for over US\$ 10 million for humanitarian initiatives in Karamoja next year. The key priorities will be responding to food insecurity in a sustainable way, documenting and intervening on protection issues and improving access to basic services, notably health and education for all Karimojong.

2.5.1.4 OTHER DEVELOPMENT PARTNERS ACTIVE IN KARAMOJA REGION

There are several other major development partners active in Karamoja region, including the following International development agencies, among others: Oxfam GB; Netherlands Development Organisation (SNV); Lutheran World Federation (LWF); International Voluntary Service (SVI); Agency for Co-operation in Research and Development (ACORD); The World Food Programme (WFP); the International Committee of Red Cross (ICRC); Adventists Development Relief Agency (ADRA); Development Co-operation of Ireland (DCI). Several International Development and Humanitarian agencies have supported the activities of a diversity of CSOs in Karamoja, including, among others, the following: Inter-Church Council Organisation (ICCO), the Netherlands; DanChurch Aid (DCA), the Netherlands;

Development partners in the non-governmental sector have included the following, among others: Faith-based organisations (FBOs) such as: Social Service Development Department of Moroto Diocese; Caritas, Kotido, Pentecostal Assemblies of God (PAG), Moroto-Nakapiripirit Religious Leaders' Initiative for Peace (MONARLIP); Karamoja Restoration Mission Association (KAREMA); Karamoja Religious Leaders' Initiative for Peace (KARLIP). The following local Non-governmental and civil society organisations were active in Karamoja: Matheniko Development Forum (MADEFO); Karamoja Agro pastoral Development Program (KADEP); Karamoja Initiative for Sustainable Peace (KISP); Moroto-Nakapiripirit NGO Forum (Riamiriam); Action for Development of Local Communities (ADOL); Kotido Peace Initiative (KOPEIN), Karamoja Christian Ethno-Veterinary Project (KACHEP); among others.

Private sector actors include Stanbic Bank (with branches in Moroto and Kotido), as well as several Micro-Finance Institutions (MFIs) including village Banks in Kotido and Moroto.

2.5.2 SPECIAL INTERVENTIONS FOR THE DEVELOPMENT OF KARAMOJA

2.5.2.1 THE PEACE, RECOVERY AND DEVELOPMENT PROGRAMME (PRDP) FOR NORTHERN UGANDA

In order to provide a framework for the coordination of intervention for rehabilitation and reconstruction of Northern Uganda, government launched the Peace, Recovery and Development Programme (PRDP) for Northern Uganda. The primary goal of the PRDP is to accelerate poverty reduction and development of Northern Uganda to bring it at parity with other regions. The following development objectives are being pursued under the PRDP:

- To enhance security and sustainable management of conflict in the region;
- To improve physical infrastructure.
- To increase agricultural production, productivity and improved marketing system.
- To accelerate private sector development.
- To enhance the development of human resources through improved availability and equitable access to basic social services.
- To enhance sustainable use and management of natural resources.

To achieve results under the above Development Objectives, the following immediate objectives are being pursued:

- Elimination of armed conflict and reduced incidences of cattle rustling in the region.
- IDP camps dismantled and people resettled in their former homes.
- Conflict management system in place
- Improved road network, rail, and water and air communication system in the region
- Increased agricultural production and productivity and marketing in the region
- Increased agri-business in the region
- Competitive private sector in the region
- Increased volume of trade within the region and with the rest of the world
- Improved availability and equitable access to quality Education, Health, Clean and safe drinking water, and Sanitation and sewerage.
- Natural resources within the region used and managed sustainably

Suffice to mention that priority interventions areas/activities identified under the Karamoja component in the PRDP are in line with the recommended activities stated in the original KIDDP, whose development preceeded the PRDP, and have therefore been upheld in the revision of the KIDDP.

2.5.2.2 THE PRESIDENTIAL INITIATIVES FOR KARAMOJA

In 2001, His Excellency, President Yoweri Museveni recognised the lucrative international trade in Gum Arabic, which led to the signing of a cooperative framework agreement on Gum Arabic development between the Uganda Government and United States of America (USA) in May 2002. The aim of signing the cooperative framework agreement was to develop and export gum Arabic to USA under the AGOA initiative. Within the framework agreement, a mission from Coca Cola visited Uganda and carried out an assessment of the presence of relevant species of Gum Arabic producing trees in Karamoja. Samples were taken to USA for scientific study. The results were positive and that the Karamoja Gums were of high quality and met the conditionality for export to the US market. The following objectives are being pursued under the Presidential Initiatives for Karamoja:

- To empower the Karimojong to harness the potential of their natural resources.
- Promote sustainable utilisation of Gum Arabic and related Dry land products for improved livelihood and biodiversity conservation.
- Economic diversification and reduce reliance on livestock as a means of living.
- Employment creation during the production process (harvesting, sorting, marketing etc).
- Alternative source of income for the youth who otherwise are engaged cattle rustling

Following the successful results, a three (2002-2005) year Gum Arabic Development Project was set up and funded by the Government. The project failed to take off because of various reasons and the Project Management Unit was disbanded. In February 2006, H.E the President appointed a National Steering Committee headed by the State House comptroller to review the Karamoja initiative and advice on the way forward. The committee recommended that the initiative be owned by the people of Karamoja so that they produce, market and determine the pricing and receive the proceeds of Gum Arabic and other initiatives. The people of Karamoja has been encouraged to join the Uganda Gum Arabic Cooperative, which was formed and initially supported with financial, human and logistical resources by government for the initial two years.

The Presidential initiative has been incorporated in the revised KIDDP, in which emphasis has been put on the development of Gum arabic and other allied dry land resources (aloes, amarulla etc). The revised KIDDP has also integrated the following proposed activities under Presidential initiative for Karamoja: (a) The promotion of large scale sunflower, sorghum and other agricultural projects, in collaboration with District Local Governments, which will be expected to make land available for the projects; (b) promotion of mineral development in Karamoja, and promotion of tourism. The government will support a search for investors to develop infrastructure in Kidepo and other wildlife reserves.

A reconnaissance survey has been undertaken to determine the quantities and location of gum arabic and other dry land resources. Satellite mapping by the Regional Centre for Mapping of Resources for Development based in Nairobi in Collaboration with NASA- USA is on going. Identification of other usefull plants in Karamoja has been carried out by international scientist and Makerere University Botany Department, and a lot of use full plants have been discovered in Karamoja (eg. Amarula plant locally called *Ekajikait*). As a

result of the reconnaissance survey, it was discovered that Karamoja had a huge potential for producing *Aloe Secundiflora* which has both medicinal and cosmetic properties. Karamoja has ample quantities in the wild that can be harvested while development of plantations is carried out. The scientific study has now been concluded and preliminary test results indicate that Karamoja aloes can produce the following: The flowers contain sugars with anti cancer agents and can be developed into herbal tea. The leaves produce sap which can be exported; polymers for cosmetics (soap, shampoos & lotions); tablets; Aloe oil for medicinal and cosmetic industry; tinctures for medicinal and health drinks; Organic fertilizer and Animal feeds. Government had therefore directed that *Aloe Secundiflora* be developed and a factory be designed to process the aloes. That the aloe factory will be operated under the private sector/public partnership framework. Government will pay for 50% shares in the factory and later transfer these shares to the community.

2.5.2.3 NORTHERN UGANDA SOCIAL ACTION FUND (NUSAF)

Northern Uganda Social Action Fund (NUSAF), is World Bank/Government of Uganda funded project intended to empower the communities in the North to catch up with the rest of the country in development terms. NUSAF works to assist local governments to tackle poverty and bring about development through participatory community efforts under the decentralization framework. The overall objective of the project is to empower communities by enhancing their capacities to systematically identify, prioritise, and plan for their needs and implement sustainable development initiatives that improve socio-economic services and opportunities. Through a direct financing mechanism, the project makes funds available for communities to implement sub-projects identified and managed by them.

NUSAF is fully operational in the 18 districts of Northern Uganda namely: Moroto Kotido, Nakapiripirit, Soroti, Kumi, Katakwi, Kaberamaido, Pallisa, Lira, Apac, Kitgum, Gulu, Pader, Arua, Nebbi, Moyo, Adjumani and Yumbe. An additional 11 districts have been added to this list following the creation of new districts. The Social Action Fund is intended to take cognisance of the factors that have prevented the North from participating in mainstream development efforts and address them through interventions handled and funded at community level. The projects funded in five thematic areas, namely, Community Driven Initiatives (CDI), Vulnerable Group Support (VGS), Community Reconciliation and Conflict Management (CRCM), Youth Opportunities Programme (YOP) and LBSNP are aimed at improving peoples' livelihoods in the following key areas:

- Community participation, empowerment, leadership development and resource mobilisation
- Peace building and conflict management
- Supporting and facilitating vulnerable groups especially youth and women in conflict
- Institutional development and capacity building

The 5-year project became effective in February 2003 and ends in February 2008. It is funded to a tune of US\$133 million, US\$100 million being a World Bank Loan and US\$ 33 million being Government and communities' contribution. During the four years it has been

implemented, over 6000 sub-projects valued at over US\$70m have been funded in the entire Northern Uganda.

By 30 November 2006, out of Ushs. 7.1 billion allocated to Kotido District over five years, Ushs. 605.9 million has been committed to fund 226 sub-project (113 CDI projects; 70 VGS projects and 43 CRCM projects). Ushs. 1.7billion is uncommitted balance for funding new sub-projects. In Moroto District, out of Ushs. 4.8 billion allocated to Moroto District over five years, Ushs. 3.9 Billion has already been spent on funding 337 sub-project (82 CDI projects; 180 VGS projects and 75 CRCM projects). Ushs. 858.3 million has been committed to fund uncompleted sub-projects. Ushs. 680 million is uncommitted balance for funding new sub-projects. In Nakapiripirit District, out of Ushs. 3.8 billion allocated over five years, Ushs. 3.2 billion has already been spent on 151 sub-projects (82 CDI projects; 54 VGS projects and 15 CRCM projects). Ushs. 12.5 million is committed to complete uncompleted sub-Projects. The uncommitted balance for funding new sub-projects for Nakapiripirit is Ushs. 607.8 million. In Karamoja, in the remaining one year of implementation of the programme, NUSAF put emphasis on funding sub-projects that address the needs of the youth through the Youth Opportunities Programme (YOP), water and Community Development Initiatives (CDI).²⁷

2.5.2.4 THE KARAMOJA COMPONENT OF THE NORTHERN UGANDA DATA CENTRE

The Karamoja Data Centre project, which was initiated in April 2001 with funding from the Italian Government, comes to an end in February 2007, when it will be formally integrated within the recently created Northern Uganda Data Centre. The Karamoja Data Centre was started with an aim of assisting the districts in Karamoja to develop and manage their information systems with sound databases to aid the district planning process. The project covered capacity strengthening, data collection, analysis, coordination and updating of the sectoral datasets available in the districts of Karamoja. The main objective of the Karamoja Data Centre project was to collect process as well as disseminate all information relevant for the development planning in the five districts of Karamoja. In terms of implementation, the following were undertaken:

- A functional Karamoja information System (Hard ware, Software, Internet connectivity) was established in the office of the Minister of state for Karamoja Affairs.
- The Karamoja Data Centre operated as a one-stop center for most of the information regarding Karamoja.
- It provided updated information on 5 key areas of Education, Health, Water and Sanitation, Agriculture, Works and transport network.
- It produced 22 thematic data layers for the Karamoja region
- Field mapping of schools and health units in Kotido, Moroto and Nakapiripirit was carried out.
- The Karamoja Website was developed and hosted to link the Data Centre with the rest of Karamoja stakeholders through dissemination of the data generated by the centre.

²⁷. See Charles Okumu, NUMU Director of Systems, In a Paper titled: “NUSAF funding in Karamoja By 30 November 2006”, a paper presented at a two-day Workshop for revision and updating the Karamoja Integrated Disarmament and Development Plan (KIDDP), held at the Entebbe Botanical Beach Hotel, 19–20 December, 2006.

- District and national leaders from Karamoja and communities were sensitised on the role of information in promoting socio-economic development of the Karamoja region.
- District information guides were developed for all the three districts of Karamoja.
- The Karamoja Development Atlas was printed and published. Updated copies of the atlas will soon be published and distributed
- Computers and relevant accessories and software for the three districts in Karamoja were procured and delivered.

During the planned implementation of the KIDDP, the Karamoja Data Centre will continue to function as a fully-fledged Management Information Systems (MIS) unit, albeit under the Northern Uganda Data Centre. The Karamoja Data Centre currently has all the infrastructure and capacity to support the KIDDP in enhancing the coordination, monitoring and evaluation systems roles. It will continue to provide data and information required for the implementation of KIDDP. The required information shall be collected, stored, analyzed and disseminated to all Karamoja stakeholders to support planning and decision-making processes. The Karamoja Component of the Northern Uganda Data Centre will continue to provide management information to support decision-making systems. Before the Northern Uganda Data Centre was established, the Karamoja Data Centre had planned a number of activities. These activities will be continued under the Karamoja component of the Northern Uganda Data Centre, and include, the following among others:

- Field data collection in the agricultural and road sectors in the three districts.
- Training of district staff in data collection, processing and analysis as well as maintenance of the Karamoja data sets.
- Sensitisation workshops for the district leaders on the role of information in the district development planning.

Data and information generated by the Karamoja component shall support the following key functions of the KIDDP: Resource Allocation; Resettlement Planning, Coordination; Monitoring and Evaluation; Advocacy and Community Awareness; Conflict Management; Reporting; Evidence Based Decision Making, and lastly; Information Dissemination and Usage. The Karamoja Data Unit shall liaise with sector MIS such as Educational Management Information System (EMIS), Health Management Information System (HMIS), the Rehabilitation and Maintenance Planning System (RAMPS), the National Statistical System (NSS), the Land Information System (LIS), Environment Information Network (EIN), the Water Sector MIS, International agencies, NGOs and any other relevant stakeholders involved in the Implementation of the KIDDP.

2.5.3 SECTORAL INTERVENTIONS TO PROMOTE PEACE BUILDING AND DEVELOPMENT IN KARAMOJA

2.5.3.1 INTERVENTIONS UNDERTAKEN BY THE WATER SECTOR

Since 1999, government has implemented the Water for Production initiative to increase water coverage for both livestock and humans in Karamoja. A number of interventions have been undertaken, including the following:

The construction of windmill-powered borehole-based livestock watering systems in Karamoja:

Under the Water for Livestock Project in the Ministry of water and Environment, nine (9) windmill-powered borehole-based livestock watering systems were constructed in Karamoja, and installed at the following locations: Lokali (Nadugut) and Lokunoi (Rupa) in Matheniko county; Angaro (Lotome); Kopua (Lorengetchora) and Loodoi (Matany) in Bokora county; Lomanok in Kapedo, Dodoth county; Namosing (Loroo) in Pokot county; Nakobekobe (Nabilatuk) in Pian county and Koboyen (Namalu) in Chekwi County. Some of the windmills installed at water points were vandalised, e.g. at Okutot valley tank in Pian County; Loroo dam in Pokot County.

In Nakapiripirit District, six reservoirs were installed with windmills as the only water abstraction method. Some of the plastic pipes were vandalised by the Locals for making bangles. Windmill towers were vandalised to make spears and other locally made crafts. None of the six windmills installed in Nakapiripirit District was functional by December 2006. There were also several cases of locals destroying troughs to get out the steel reinforcement, for making of spears. Windmills fitted to Kangarok valley tank and Longoritopoj dam in Kaabong district and Kailong dam and Komosing valley tank in Kotido district were not functional by December 2006 due to lack of operation and maintenance. The piping system was uprooted by the Locals for making bangles and the reservoirs became heavily silted due to direct watering of the animals.

The construction of 16 large water reservoirs in Karamoja:

Under the Water for Livestock Project in the Ministry of water and Environment, 16 reservoirs (dams and valley tanks) have been constructed under the Water for Livestock Project. As of December 2006, the following eleven (11) water reservoirs were considered successful:

1. Komosing valley tank, Lokitelebu Parish, Kotido sub-county, Jie County, Kotido District
2. Longoritopoj dam, Kasimeri Parish, Sidok sub-county, Dodoth County, Kaabong District
3. Kangarok valley tank in Kathile sub-county, Dodoth county, Kaabong District
4. Okutot valley tank in Lolachat sub-county, Pian county, Nakapiripirit District
5. Locagar valley tank in Lolachat sub-county, Pian county, Nakapiripirit District
6. Lochilimukat valley tank in Namalu sub-county, Chekwi county, Nakapiripirit District
7. Komuriapus valley tank in Namalu sub-county, Chekwi county, Nakapiripirit District
8. Mot Po Dereva valley tank in Amudat sub-county, Pokot County, Nakapiripirit District
9. Loroo dam in Loroo sub-county, Pokot County, Nakapiripirit District
10. Lodoon dam in Iriri sub-county, Bokora County, Moroto District
11. Longorikipi Valley Tank in Apeitolim, Lokopo sub-county, Bokora County, Moroto District

There have been concerns, however, that the siting of some water facilities, which have been completed, did not take into account spatial and temporal utilisation of rangeland resources. There was insufficient consultation of stakeholders, especially the local communities. The people in Karamoja did not fully take ownership of the water facilities after they were commissioned. The District technical staff were also not adequately

consulted. The Geotechnical and topographical surveys were done without the involvement of the district technical, administrative or political institutions in the district. Poor communication between the Center and the local stakeholders resulted in acrimony. The new watering points encouraged high but unsustainable livestock stocking rates leading to overgrazing and soil erosion.

Some of the reservoirs constructed were silted by severely eroded spillways (e.g. Tutui Dam, Mogoth Parish, Rupa Sub-county, Matheniko County, Moroto District and Poroo Dam, Pupu Parish, Rupa Sub-county, Matheniko County, Moroto District. Reconstruction is on-going at the Kailong Dam, Jie County, Kotido District and the Kulodwong Dam in Alerek sub-county, Labwor County, Abim District. Construction at one site at Angaro Valley Tank in Awach Parish, Lotukei sub-county, Labwor County, Abim District was abandoned after the contractor's plants were burnt and lives lost.²⁸

Insecurity has been the major challenge to water provisioning in Karamoja region through the construction of large water reservoirs. During construction of Angaro valley tank in Labwor county Kotido district, the Contractor (M/s Omega Construction Co. Ltd) was attacked by armed Karimojong warriors and lost his equipment and plant worth millions and a life of one of his staff. The Contractor had to abandon works and had to be compensated by government for the loss incurred. M/s Coronation Developers, a contractor installing windmills in the Karamoja region lost a worker in October last year. One of the longest serving experts in reservoir construction, the late Engineer Ssekimpi died while on duty in Karamoja at the hands of suspected LRA rebels in present-day Abim district. Between June and December 2006, several staff on the Directorate of water Department (DWD) as well as staff of the various District Water Departments in Karamoja fell victim of road ambushes while on duty in Karamoja. Works on reconstruction of Kailong dam and Kulwodong dam have been suspended due to the violence against the Contractor's staff and the supervision team from both the district and the Center.

Several measures to try and curb the security situation have been put in place. Whenever a team from the DWD goes for supervision, they take a minimum number of four armed escorts. However as has been experienced, these are not enough. Army battalions have been deployed at the construction sites to provide the much needed security. A proposal for provision of adequate security during supervision of projects in Karamoja is about to be finalized, and includes measures like provision of bullet proof jackets for the supervision team, life insurance, risk allowance, a minimum of ten armed escorts and basic military training. The resumption of work in the region is being reviewed by both the Contractors and the Ministry on one hand and the security agencies on the other. Work will resume as soon as the security situation normalises.

The Ministry of Water and Environment has completely changed the management of the Water for Production Division and replaced it with a new, result-oriented team. This new team has introduced a participatory approach in project implementation, where all stakeholders are involved right from inception of the project. Local, technical and political

²⁸. See Water for Production, Brief on status of Activities in Karamoja region as of 4 December 2006, Ministry of water and Environment (MWE), Kampala.

supervision of water for production undertakings is being done by the relevant local institutions and periodic reports given to all concerned including Constituency Members of Parliament (MPs).

District Water and Sanitation Conditional Grant (DWSCG):

The five districts in Karamoja were also benefiting from central government conditional grant allocations to the districts for a wide range of sectoral interventions for improving service delivery in the water sector Karamoja. Some attempts have been made mainly to develop water facilities in support of the disarmament programme. In 2005, the Water and Sanitation Conditional Grant (DWSCG) was earmarked for emergency water provisioning of 29 boreholes in sites identified by the District Disarmament and Development Committees in collaboration with the UPDF and the local Communities. A supplementary budget request was prepared and presented to the Ministry of Finance, Planning and Economic Development to raise additional resources to supplement those already earmarked under the Medium Term Budget Framework for Water and Sanitation sector in the last FY.

Moroto Municipality and Kotido Town Council have since FY2005/6 benefited from Urban Water and Sanitation Conditional Grant for Operation and Maintenance of urban water supply systems. The support will continue to FY 2007/08. The Arab Bank for Economic Development of African (BADEA) Project availed to the Government of Uganda a grant to carry out the Feasibility Study and Preliminary Design for Urban water supply for the towns of Namalu, Moroto, Kotido, Kaabong and Abim in Karamoja region. Under this grant, resources were made available for Water Resources Assessment including test drilling of 2 production wells in each of the towns. In the next three financial years (2006/7-2009/10), there are a number of Projects Planned for Karamoja under the Water Sector, which will be implemented by the Ministry of Water and Environment. These include the following:

Water for Livestock Project in Karamoja:

With funding from the European Union, the Ministry of Water and Environment will in 2007 start implementation of the Water for Livestock Project in Karamoja. Under this project, 29 deep boreholes will be drilled and installed, 80 Atapas (community water sources) with total storage capacity of 80,000 cubic metres will be constructed on community-based approach, 17 valley tanks with total storage capacity of 510,000 cubic metres. Three large dams with total storage capacity of 26 million cubic metres will be constructed. The reservoirs will support an irrigation command area of 1,500 ha where small-scale irrigation can be developed, 1,200 ha of catchment or watershed improved through community based tree and forage plant. The proposal is being reviewed in context of bulk water transfer and large reservoir new thinking.

Bulk Water Transfer project:

The Ministry of Water and Environment has also planned a Bulk Water Transfer project, through which water shall be transferred from Rivers originating from the Elgon Mountains to the plains of Namalu in Nakapiripirit district for multipurpose usage, including providing water for livestock, domestic and industrial use. Bulk water pumping systems are also to be investigated. A consultant has been engaged to carry out a detailed feasibility study and design of one pilot scheme for bulk water supply in the country. The Korean study on

construction of over 100 reservoirs all over Karamoja will be implemented through a number of programs including the BADEA, JICA, Nile Basin Initiative, and the ADB.

Projects under the Nile Basin Initiative (NBI):

Under the Nile Basin Initiative (NBI), two projects are planned for North-eastern Uganda, namely: the North Eastern Uganda Social Economic Development Project, whose overall objective is to improve livelihood through social economic transformation with among other objectives investing in enhancing productivity of agriculture and livestock sectors. It will be implemented in the districts of Kotido, Nakapiripirit, Moroto, Soroti, Kumi, Katakwi, Kapchorwa and Kaberamaido. One of the key outputs of the project will be water reservoir construction (Dams and Valley tanks). The second is the Efficient Water Resources Development for Multi-sectoral Use, whose overall objective will be to provide sustainable water resources of adequate quantity and quality for multipurpose use and to improve livelihood through socio-economic transformation with the following specific objectives of: (a) Reducing cattle movements and controlling diseases; (b) Intensifying rainwater harvesting; (c) Stimulating economic growth due to multi-sectoral utilization of water in production. This initiative is to be reviewed in the Bulk water supply and large reservoir context. The North Korea and Water for Kararnoja online proposal are to be incorporated in the bulk water transfer consultancy specifically for the Karamoja region.

BADEA Funded Feasibility Study for Provision of Water to Pastoral Areas of North, North-East and Eastern Uganda:

The Arab Bank for Economic Development of African (BADEA) has funded a feasibility study for provision of water to pastoral areas of North, North-East and Eastern Uganda. This study had an overall objective of improved the standard of living of the rural population by improving livestock production through rehabilitation of existing and development of new facilities for livestock water supply in pastoral areas. The final report which includes a formulated project for construction, rehabilitation and maintenance of Livestock Water Supply Systems in the Country as a means of modernizing agriculture has been submitted. The Ministry of water and Environment is now in process of operationalising the recommendations of the report.

2.5.3.2 INTERVENTIONS UNDERTAKEN BY THE ROAD SECTOR

In 2005, a total of 850 kms of roads works on nine security roads were planned to support the disarmament programme.²⁹ By November 2006, the Ministry of Works and Transport had undertaken and completed road works on the Chepsukunya - Moruajore - Lake Bisina - Magoro - Napak - Losaa - Lomaratoit - Apeitolim road (see road No. 4 in Annex 2). The works involved significant straightening of the roads. The road from Moruajore to Namalu (see road No. 5 in Annex 2) will be completed before February 2007. A number of feeder roads were also maintained by the Local Governments.

²⁹. See correspondence from Michael Lokawua, Special Presidential Assistant, Disarmament and Development in Karamoja region, to the Minister of Works, Housing and Communication, of 7 January 2005, referenced KR/107/05 on the subject: 'Emergency security roads to facilitate the ongoing disarmament exercise'

Under the Karamoja Security Roads Development project, the Ministry of Works and Transport had completed negotiations for a channelling agreement with the European Union for the utilisation of a grant of Euros 4.5 million to construct three security roads in Karamoja. Initial delays in the final preparation of the Karamoja Security Roads Development project with the European Union were caused by disagreements among Members of Parliament from Karamoja about the list of the roads to be included in the project, which almost threatened the funding of the project. Funds are now available to start the following two roads: (1) Chepsikunya-Greek River-Lokales-Karita-Amudat-Loroo-Katikekile-Naita - Apa Etuko to Nakiloro (passing behind Mt. Moroto), totalling 215 kms (see road No. 1 in Annex 2); (2) Moroto-Rupa-Mogos-Kalosarich-Lokichar-Turtuko to Nyakwai, totalling 135 kms (see road No. 2 in Annex 2). If all goes according to plan, contract works will commence as early as March 2007. Depending on the progress on the two roads, funds permitting, a third road will also be constructed from Moroto-Nakiloro-Koteen-Loyoro-Kalapata-Kamion to Piire (see road No. 3 in Annex 2), totalling 215 kms.

With or without European Union, or any other Development partners, government is committed to securing funds to complete the remaining five critical security roads in Karamoja. These include the following: (a) Kapedo – Kathile - Kamion to Pire; (b) Kaabong - Morungole - Pire; (c) Karenga - Orom; (d) Namokora - Adilang; (e) Lorengechora - Nabilatuk. Work on the Kaabong Bridge was started at the beginning of 2006, but was slowed down by the insecurity in the area. However, the bridge was approaching completion. Mobility is critical for all other interventions in Karamoja to succeed, especially security and development. For example, following the completion of the Chepsukunya - Moruajore - Lake Bisina - Magoro - Napak - Losaa - Lomaratoit - Apeitolim road, incursions by Karimojong raiders into Katakwi had significantly reduced. Raids had however increased in other places where the roads are bad. Roads are critical for accessibility, which is essential for peace and security.

2.5.3.3 INTERVENTIONS UNDERTAKEN UNDER HEALTH SECTOR IN KARAMOJA

Over the years, Districts in Karamoja have consistently performed poorest in terms of key health indicators. Although the region has high immunisation rates for some of the antigens, completion among children is only good in Moroto, commendable in Nakapiripirit, but with high drop out rates in Kotido and Kaabong. The rates for Ante-Natal Care (ANC) attendance in Karamoja as a whole are commendable, except in Nakapiripirit. Karamoja region has a Crude Mortality Rate (per 10,000 per day) of 3.9 compared to 1.54 for the mid-north and a national average of 0.46. Karamoja has a high maternal mortality rate (per 100,000 live births) of 750 compared to a national average of 505. While at 4.3%, Karamoja still has the lowest HIV/AIDS prevalence (compared to 9.1% in Mid-north and a national average of 7%), it also has the fastest rising rate of new infections.

The numbers of deliveries in health Units are extremely low for the entire Karamoja region, with 14.4% in Kaabong district; 17.5% in Kotido district, 3.8% in Nakapiripirit district and 14.3% in Moroto District. Access and use rates of Insecticide Treated Mosquito Nets are very low across the region. Household Latrine coverage is very poor, with 2% in Kaabong and Kotido districts, 3% in Nakapiripirit and 10% in Moroto District. Rates of malnutrition

among women and children in Karamoja are only slightly above the emergency level cut-off point of 9.8%. Even districts of Northern Uganda that have been ravaged by a 20-year armed conflicts, malnutrition has reduced further compared to Karamoja. Take Gulu District for example. The rate of malnutrition among women and children had decreased from 33% in 2003 to 4.5% in 2005, compared to Karamoja, which, at 27% was better off than Gulu in 2003, but reduced only slightly to 12.1% in 2005.

Table 1: Selected District Health Indicators for Karamoja region

Indicator	Kaabong	Kotido	Moroto	Nakapiripirit	National Level
Approved posts filled by trained staff	46.3%	38%	90%	55%	68%
DPT3 vaccination coverage	46.5%	106%	84%	71.8%	89%
DPT1-3 drop out rate	15.4%	5%	2.3%	15%	-
Deliveries in Health units	14.4%	17.5%	14.3%	3.8%	29%
Out-patient (OPD) utilization rate	0.49	1.2	0.9	0.55	0.9
Household Latrine coverage	2%	2%	10%	3%	57%

Source: Ministry of Health, Annual Health Sector Performance Report for FY 2005/6, October 2006

The health-seeking behaviours of the Karimojong are influenced by a combination of socio-cultural and climatic factors, which are complicated high prevalence of armed conflicts. Much of the support to the health sector in Karamoja region has been provided by government through the Public Health Care Conditional Grants to the districts that are used for routine delivery of health services. The Ministry of Health with some partners have been working towards the development of an appropriate health services delivery model for the nomadic population, with the utilisation of the Nomadic Community Health Workers. The curriculum and training manuals have already been designed and are undergoing approval process. Efforts continue in ongoing community mobilisation and advocacy especially for reproductive health services and sanitation.

Under HSSP II, government made significant efforts to mobilise and allocate resources to enhance the delivery of health services in the region. The Ministry of Health is making efforts to develop appropriate Health service delivery models to cater for the nomadic lifestyles of the majority of the people of Karamoja, especially 'mobile health services' delivered by practitioners who combine basic veterinary health care knowledge and human medicine. To support the development of Health Infrastructure, the Ministry of Health will soon provide support under the Essential Medical Equipment Credit Line. This credit line will be used to channel and coordinate medical equipment for the region and other parts of the country. The Ministry of Health has also proposed the re-introduction of the 'Hard-to-reach areas' incentive scheme, through which monetary and non-monetary incentives will be provided to attract and retain health workers in this region and especially in the rural areas.

While there has been a slight overall improvement in some districts in Karamoja in terms of certain health performance indicators, a lot still needs to be done. Any interventions in Karamoja require long term investment in understanding of the circumstances and financing. There has been some limited direct interventions undertaken by development

partners and non-government organisations such as the Church (Catholic and Protestant); Medecins Sans Frontiers (MSF); MEDAIR; CUAMM and UNICEF. In Karamoja, like in other parts of the country, the creation of new districts poses a challenge. These districts do not have capacity to set up a functional health service delivery system. There are extremely Low levels of community involvement and participation in health care planning and delivery.

The delivery of health services in Karamoja require an appropriate response because of prevailing service gaps in health service management, human resources for health, and health infrastructure. Health service delivery has recently been compounded by government strategy of 'Cordon, Search and Disarm', where Health Centres have also been targeted during military operations, which had undermined the confidence of the local people in utilising services in health units. The resulting armed clashes have changed the context of provision of health services in Karamoja, requiring not only an emergency response to deliver services to those affected by the armed conflicts, but also preferential treatment.

2.5.3.4 UPDATE ON MINERAL DEVELOPMENT ACTIVITIES IN KARAMOJA

In the Mineral Development sector, Tororo Cement Ltd is the only active player currently in Karamoja and is mining marble (limestone) at Katikekile southeast of Moroto. The marble is trucked to Tororo for manufacture of Portland cement. African Resources Development Ltd has been granted two exploration licenses, to explore for gold in Kaabong and Alerek areas in Kotido district. Under the Sustainable Management of Mineral Resources Project (SMMRP), a number of Community Development and Artisanal Small-scale Mining (ASM) activities are planned for Karamoja. These include the following:

- Baseline profiling of Artisanal Small-scale Mining (ASM) activities (August 2006): In key areas of Karamoja, ASM is taking place but is largely undocumented. In advance of subsequent activities, Baseline Profiling is required.
- Training and Awareness Campaign (October 2006) – Following the profiling, this campaign will undertake key areas of Karamoja on issues of geology and mineral identification; technology, environmental management, laws and regulations health and safe and organisation of ASM activities.
- Support for formalisation and Legalization of ASM Activities (October 2006): In association with the Training and Awareness. Campaign key groups will be targeted to support their organisation into associations, cooperatives or other formal groups in order to facilitate legalisation of their activities.
- Small Grants Programme (August 2007) - Conduct awareness campaign to share information about the SGP, as well as financing mechanism and programs available to ASM.

Other key activities that could be extended to Karamoja pending results from the Sustainable Management of Mineral Resources Project (SMMRP) baseline profiles and geological assessments include: (a) Support for Mineral Resources Management by Communities; (b) Integration of ASM in Regional Development Plans; (c) Establishment of a pilot training and mineral processing Centre for ASM. The Ministry of Minerals and Energy Development (MEMD) has also planned to undertake the establishment and strengthening

of a Regional Geological Survey and Mines office in Moroto. The office will be built and equipped to provide extension services and support to miners and mineral traders on a range of issues, including prospecting, mining and mineral processing technology, market access health and safety among the key needs. The office will be launched in 2008, following the construction of premises during 2007.

In order to undertake an investment promotion of the region, an airborne geophysical surveys and follow up ground surveys will be undertaken to generate geo-information needed by mining companies to further invest in exploration in Karamoja. Karamoja has good potential for base metals (zinc, lead and copper) as indicated from previous work. Bids for the airborne surveys were opened on 22 March 2006 and the surveys were expected to start by August 2006.

2.5.3.5 INTERVENTIONS UNDERTAKEN BY THE JUDICIARY

In line with the Vision of the Judiciary, which is aimed at: *"A strong and independent Judiciary that delivers and is seen by the people to deliver justice to all, and that contributes to the economic, social, and political transformation of society based on the rule of law"*, and the mission, which aims: *"To dispense justice to all people in Uganda, through timely adjudication of disputes without discrimination"*, four levels of courts of Judicature have been provided for under article 129(1) of the 1995 Constitution. These are: The Supreme Court, the court of Appeal, the High Court and the Subordinate courts including Qadhis' courts (for marriage, divorce, inheritance of property and guardianship) as parliament may by law establish. The functions of the Judiciary, which is headed by the Chief Justice, are: to administer justice through resolving disputes between Citizen and Citizen and between the State and Citizen; Interpret the Constitution and the laws of Uganda; Promote the rule of law and to contribute to the maintenance of order in society; Safeguard the Constitution and uphold democratic principles, and lastly; Protect human rights of individuals and groups.

In Karamoja, the ability of the Judiciary to deliver services to achieve the above objectives have been undermined by both structural, staffing and logistical constraints. The current level of staff disposition in the Judiciary in Karamoja are summarised in the tabled below:

Table 2: Staffing positions in the Judiciary in Karamoja

Court	No. of Staff			Remark
	CM	GI	GII	
Moroto (CM)	0	1	1	Moroto Magisterial Area is being taken care of by CM Soroti
Kotido (GI)	0	1	1	Magistrates are based in Kotido
Abim	0	0	0	Newly created district should have a GI
Kaabong	0	0	0	Newly created district should have a GI
Nakapiripirit	0	0	0	Being taken care of by Moroto GI
Amudat	0	0	0	-
Nabilatuk	0	0	0	-

Key: CM = Chief Magistrate; GI = Magistrate Grade I; GII = Magistrate Grade II

In terms of Court Infrastructure, the Moroto Chief Magistrate Court was recently rehabilitated and extended. The Judiciary has no permanent court buildings in all other locations. All operations, where necessary, are conducted under the existing Local Government structures. Service delivery is undermined by inadequate transport facilitation to Judiciary staff. There is only one vehicle (pick-up) serving this region. This was procured under the case backlog programme (in 2002) to service the Karamoja Disarmament Programme.

In order to enhance service delivery in Karamoja, the Judiciary with support from the Justice, Law and Order Sector (JLOS) has planned to construct a Grade I Court in Kotido this FY 2006/7. Construction is expected to commence anytime the Judiciary secures the resources from JLOS. The Judiciary had also planned to start having mobile courts in Karamoja region. Following consultations, however, the leaders are reportedly not in favour of this initiative and prefer permanent structures. Before the end of the year (2006), the Judiciary has planned to undertake the following: (a) Hold one High Court Session in Moroto, if the security situation allows; (b) Hold a Chief Magistrate session for life imprisonment cases following the release of funds.

During the coming financial year (2007/08), the Judiciary has planned the following: (i) to recruit/post more Judicial officers to Karamoja (at least One Chief Magistrate, three Grade One Magistrates as well as administrative/support staff); (ii) Provide at least four more vehicles to enable transportation by the Judicial Officers while visiting loci and/or supervision of the lower courts; (iii) Mobilize/provide resources for construction of both residential and court infrastructure in the new districts of Abim, Kaabong and Nakapiripirit districts, which lack of suitable accommodation (both residential and Court buildings) for Judiciary staff; (iv) Ensure that resources are provided/secured for facilitating/conducting special Court sessions in Karamoja at all levels (High Court, Chief Magistrate and Grade I Courts). The Judiciary has also identified the lack of permanent detention centre as a serious constraint to effectiveness of the Judiciary: Currently the system is relying on Mbale which is very far away from Moroto. Plans will be made to lobby for resources to construct a permanent detention centre in Moroto. Lastly, staff motivation is a serious constraint in Karamoja. The Judiciary has planned to provide incentives to attract Judiciary staff to work in Karamoja.

2.5.3.6 INTERVENTIONS UNDERTAKEN BY THE MINISTRY OF EDUCATION AND SPORTS

Despite significant intervention in improvement of education in Karamoja by government through the Universal Primary Education (UPE), classroom construction under the School Facilitation Grant (SFG) and teacher training as well as development partners such as WFP which has continued to support the school feeding programme, Karamoja has remained by far the least literate region in the country with literacy rate at 6 percent compared to the national average standing at over 70 percent currently.³⁰ This is mainly because of the irrelevance of current formal syllabus to the pastoral children. Majority of the primary schools lack of clean water for children and teachers houses, and yet many of the schools

³⁰. <http://www.karamojadata.org/kwgintroduction.htm>

are located hundreds of kilometres from trading centres where accommodation could be available. Secondary schools lack science teachers. The few secondary schools in the region do not even have science laboratories whereas the region needs students with science background so that they can be trained in veterinary, dry lands agriculture, mining, water resources engineering, etc.

To bridge the gap between the rigid formal education delivery arrangement and the semi-nomadic pastoral lifestyle where household economies rest substantially on roles fulfilled by children, Alternative Basic Education for Karamoja (ABEK) was introduced in Karamoja. In Moroto District, there are 2 AB EK learning centres which by May 2002 had registered 6,000 children compared to 22,000 children in all the 44 UPE primary schools in the district. AB EK is supported by Save the Children Norway Uganda (65%), Government through the Ministry of Education and Sports (26%) and UNICEF (10%). Funding has in the past also been received from USAID. Communities are sending children to the learning centres and following the children to see that they actually learn. Enrolment of girls (13,637) is much higher compared to that of boys (9,679). Overall AB EK enrolment rose from 5,500 (1997) to 23,262 (2002). In the catchment areas, AB EK enrolment supersedes that of formal schools. The programme was conceptualised to target 6 – 18 year old children out of the formal school system. However, it has attracted adults above 18 years of age, as well as under 6 year old children who follow their elder siblings into the learning centres.³¹

AB EK instructors have been mainstreamed on the payroll. Some of the AB EK instructors are being scaled up to provide services in formal education sector in Karamoja, including Secondary education. AB EK graduates have been absorbed into secondary schools, although there are still problems of supporting Karimojong children in secondary, post-secondary tertiary institutions, and higher institutions of learning including University. Education is seen as one of those effective ways of breaking recruitment of young boys into warrior-hood.

The Education sector has started implementing the provision of allowances for the hard to reach areas of Karamoja. School teachers in Karamoja get an allowance, although it is not commensurate with the revised salary structures. The need to construct teachers' houses has been recognised as efforts are undertaken to build secondary boarding schools. Kyambogo University has been approached to come up with a bridging course where girls can be encouraged to join higher level or joining Primary Teachers Colleges (PTCs).

2.5.3.7 INTERVENTIONS BY THE NATIONAL AGRICULTURAL ADVISORY SERVICES (NAADS)

Through NAADS, government is providing funds for the recruitment of District NAADS Coordinators and sub-county NAADS Coordinators. In Karamoja, Ushs. 300 million has been earmarked for implementing NAADS programmes in Nakapiripirit district. Implementation of the programme has just started. NAADS funds are being provided for farmers' institution development to enable farmers get organised. Resources are also being provided for advisory services on the basis of which farmers can hire private service

³¹. <http://www.karamojadata.org/webdocs/abek%20supplement3.doc>

providers. Funds are also provided for technology and enterprise development. Farmers are guided to select the technology of their choice, and the farmers are then supported to access improved seeds and breeds. Funds are also provided for the district monitoring committee. Because the concept of farmers group is difficult to implement in Karamoja, a two-tier approach was adopted. Groups were formed on the basis of villages comprising mainly women engaged in agriculture-related activities such as rearing of small ruminants. Livestock keepers were also encouraged to form pastoralists associations in the *alomari*. School dropouts were identified and trained as para-vets and given kits to provide veterinary services to the community. The programme has so far covered all the 10 sub-counties in Nakapiripirit district. Moroto and Kotido districts are yet to benefit from NAADS.

2.5.3.8 INTERVENTIONS UNDERTAKEN BY THE SOCIAL DEVELOPMENT SECTOR

The Ministry of Gender, Labour and Social Development (MGLSD) is a lead agency in the Social Development Sector which promotes community level action to reduce poverty and provides a human face to the Poverty Eradication Action Plan (PEAP) and other supportive sector strategic plans. Through mobilization, knowledge, information and skills provision, the sector generates and sustains the required response from communities to participate in the development process to improve their livelihoods. Active involvement and participation of communities in the development process greatly contributes to the Government's aspirations poverty reduction. The Social Development Sector thus addresses crosscutting and sector-specific challenges that undermine the overall achievement of PEAP goals. The SIDS specific challenges include:

- Inadequate community mobilisation and weak participation of communities in planning, implementation, use and management of public services and development initiatives;
- High illiteracy rates among adults that hinders their effective participation in development process;
- Low labour productivity and widespread unemployment and underemployment;
- Wide spread social exclusion of the poor and vulnerable groups in service delivery and participation in development initiatives; and
- Persistent gender disparities in benefiting from the development process.

Activities of the Social Development Sector are now guided by the Social Development Sector Strategic Investment Plan (SDIP), which was approved by Cabinet on 20 October 2004. The plan acts as the overall planning framework aimed at achieving harmonised interventions for the sector. The objectives of the SDIP include:

- To empower communities to appreciate access, participate in, manage and demand accountability in public and community based initiatives;
- To protect vulnerable persons from deprivation and livelihood risks;
- To create an enabling environment for increasing employment opportunities and productivity for improved livelihoods and social security for all, especially the poor and vulnerable;
- To ensure that issues of inequality and exclusion in access to services across all sectors and at all levels are addressed and

- To improve performance of Social Development institutions to coordinate and implement the SDIP at various levels

Currently, the Ministry of Gender, Labour and Social Development is implementing three interventions in the Karamoja Region, namely: (1) Functional Adult Literacy (FAL) programme; (2) the Programme for Enhancement of Adolescent Reproductive Health (PEARL), and; (3) the Revitalisation of Community Development Function.

Planned activities in the forthcoming financial year include the following:

- a) Revitalisation of the Community Development Function at the sub county level in the 3 districts. This will involve the recruitment of and provision of operational funds for 41 Community Development Workers (CDWs). 41 Community Development Centre will be refurbished, equipped to act as centres of skills transfer. 41 copies of the CDWs guidelines will be developed and disseminated.
- b) Provision of Functional Adult Literacy to enable them to participate in the development process. Four sets of instructional materials will be developed. 10 FAL supervisors will be trained and facilitated to undertake quarterly monitoring and supervision. 41 CDWs will be trained and equipped with bicycles. 410 FAL instructors will be trained and motivated. 6 sensitisation workshops will held at district level to sensitise local leaders about FAL activities. 41 sensitisation workshops will also be held at sub-county level. FAL programmes will be mainstreamed in other extension programmes. Teaching materials will be procured, including 41 blackboards and 160 boxes of chalk.
- c) In order to enhance adolescent reproductive health, 80 adolescent peer educators will be trained in youth sexual and reproductive health. 2 workshops will be conducted each with 40 participants. Youth will be sensitised on sexual reproductive health using drama in 36 parishes in Karamoja. Youth reproductive health talks will be conducted in 36 parishes. Adolescent focussed messages will be produced and aired on 3 local radio stations for 12 months. Information, Education and Communication (IEC) materials will be printed to stimulate positive sexual behavioural practices.

PART TWO

3 DESCRIPTION OF THE KARAMOJA INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME

3.1 PROGRAMME OVERVIEW

3.1.1 THE LINK BETWEEN THE KIDDP AND PRDP

The revised KIDDP is a medium-term framework document that harmonises the various development interventions by government (through the medium term sector budget framework processes), bi-lateral and multi-lateral development partners and international and national non-governmental organisations. The KIDDP, therefore, feeds not only into the overall five-year Draft Karamoja Strategic Plan, but also elaborates the Karamoja component of the 10-year Peace, Recovery and Development Plan (PRDP) for Northern Uganda, which it preceded. While much of the emphasis in the PRDP is placed on peace, recovery and development, interventions proposed in the KIDDP are intended primarily to create a gun-free society, which will create parity between Karamoja and the greater North of Uganda, in order for PRDP interventions to become feasible.

3.1.2 PROGRAMME APPROACH

The overall goal of the revised Karamoja Integrated and Disarmament Programme is: *'To contribute to human security and promote conditions for recovery and development in Karamoja'*. The underlying approach in this proposed programme is a deliberate attempt to work towards sustainable peace, stability and development, primarily focusing on reduction of the demand for guns through socio-cultural, economic, political and institutional undertakings in the context of a planned process of voluntary surrender of illegally held weapons.

This approach recognises the fact that the removal of guns per se may not necessarily lead to sustainable peace, without which, there cannot be any meaningful development. Past experiences have shown that uncoordinated 'disarmament' interventions lead to insecurity and greater demand for arms. There is a risk of creating a power vacuum if disarmament, rather than sustainable peace is pursued or if the actions implemented under disarmament are not completely equitable across all competing ethnic groups. The animosity that prevails between pastoralists groups in Karamoja and external forces such as the UPDF, can easily compromise the objectivity of a peace building and conflict management process. If gun collection becomes an overriding end-result of disarmament, rather than sustainable peace, then there are likely risks of impatience and over-reaction, rather than a systematically executed development programme, of which disarmament is just a component.³²

³². In the 2004 PEAP Policy and Results Matrix, the reduction in proliferation of illegal guns is a PEAP Pillar 3 Key Result Area to be achieved through the disarmament programme, that is implemented in a way that ensures that human rights of the Karimojong are not abused and that they Karimojong are not left exposed to attacks from neighbouring tribes. Two PEAP outcome indicators are used to measure progress made, namely: number of cattle rustling incidents and the number of small arms decommissioned. The UPDF has placed its emphasis on latter rather than the former, which is likely to undermine the long-term sustainability of current disarmament operations.

3.1.3 PROGRAMME PRINCIPLES

The revised Karamoja Integrated Disarmament and Programme (KIDDP) builds on the original KIDDP, and is informed by the following principles:

1. *Community ownership and participation*: The revised KIDDP emphasises the need to ensure community ownership of the planning, implementation, monitoring and evaluation of the disarmament and development programme. All proposed interventions will take into account values, beliefs and perceptions of the local communities in Karamoja.
2. *Multi-sectoral, multi-stakeholder and multi-level approach to disarmament*: Apart from the local community who are the primary stakeholders, KIDDP will bring on board all the different stakeholders in the disarmament of Karamoja. At all times, specific efforts will be made to ensure the participation and involvement of all relevant stakeholders. These include, among others, the following: Government Ministries, Departments and Agencies (MDAs); bilateral and multilateral agencies; international development agencies; Faith-based organisations (FBOs); local non-governmental organisations and indigenous community-based organisations. These different stakeholders will be involved at various levels (international, national, regional, district and community) in various ways in the planning, implementation and monitoring and evaluation of the disarmament and development programme.
3. *Gender and generational integration*: Underlying the design of the revised KIDDP has been the need to create an enabling environment for both women and men as well the youth (male and female) and the elderly to effectively participate in and influence all disarmament and development activities, each according to how best they influence production and re-production within the Karimojong setting.
4. *Rights-based Approach*: The activities pursued under this revised KIDDP are informed by the desire to ensure that the people of Karamoja are enabled the enjoyment of the right to life, right to development, right to property and to a decent living, free from hunger, as enshrined in the constitution of Uganda, as well as other international protocols to which Uganda is a signatory. Similarly, the officers and men of the UPDF and their auxiliary forces also have rights. The revised KIDDP implores the leadership of the UPDF to ensure the welfare of the UPDF and the auxiliary forces in operational areas is given utmost priority, especially the prompt payment of their salaries, as well as ensuring adequate supplies.
5. *Voluntary and peaceful disarmament*: In this revised KIDDP, the primary strategy to be pursued during the disarmament is the voluntary surrender of illegally held guns. Peaceful and voluntary disarmament is encouraged as far as possible. The recourse to the use of force to disarm is considered necessary, only and only as a last resort, when it becomes completely unavoidable. Forceful disarmament should only become necessary to disarm: (i) those who are found with arms and ammunition in public places; (ii) those who commit crime using guns, including staging road ambushes and conducting cattle raids. As of necessity therefore, the revised KIDDP, by implication, clearly reiterates the following guidelines issued by the UPDF leadership, which should be strictly adhered to

before resorting to forceful disarmament, and during disarmament operations, and to avoid to operational misconduct.³³ These include the following:

- a) Treating wananchi with courtesy
 - b) Cordon and search to be done transparently
 - a) Local leaders to be involved during searching, as witnesses and suspects to be taken and innocent ones released after interviews
 - b) Women and children shall be the object of special respect and protection and even when found armed or implicated, appropriate reasonable means shall be devised to search and disarm them
 - c) Use of proportionate fire power in case shot at
 - d) On completion of an exercise in an area, immediately cross-check with the local leaders to ascertain whether there was any misconduct or anything stolen by troops and declare such findings to the community
 - e) The commander should soon after the exercise return to the community to reassure them of the army protection and evaluate the exercise
 - f) To conduct regular meetings with the local leaders in order to maintain confidence between the two
 - g) Be discipline and professional
 - h) Be firm but fair
 - i) Auxiliary forces shall only operate during a combined forces operation
 - j) No 'Cordon, Search and Disarm' Operation should be done without authority from the Divisional Commander, Brigade Commander, Sector Commander and Battalion Commander
 - k) The decision by the UPDF leadership to authorise a 'Cordon, Search and Disarm' Operation in any particular location must first be expeditiously discussed with the respective District Peace and Development Committees (PDCs).
6. *Labour-based approaches*: Every development interventions should seek to promote the use of labour-based approach to increase local ownership of the development interventions.
7. *Long-term development strategies*: Development partners are encouraged to consider long-term interventions that promote sustainability.
8. *Transparency and accountability*: In order to enhance the role of the UPDF as a protecting army which is also accountable to those it is intended to protect, the revised KIDDP upholds the principle of requiring the UPDF to involve local leaders on a regular basis in the review of the progress made by the UPDF in disarmament. The UPDF leadership should be encouraged to undertake appropriate communication on a regularly so as to bring on board the leadership in Karamoja and to enhance transparency and accountability to the communities affected by disarmament. The revised KIDDP will encourage the UPDF to hold monthly meetings with local leaders and CSOs operating in Karamoja in order to continuously review progress made.

³³. See Circular from Col. Gavas Mugenyi, Psc, Commander, UPDF 3rd Infantry Division, dated 23 August 2006, referenced: UPDF/3DIV/A46 – RESTRICTED

3.2 PROGRAMME STRATEGY

The major strategy adopted in the revised KIDDP is one where removal of illegal weapons is seen not as an end in itself but as a means to an end. Apart from seeking appropriate ways of disarming the Karimojong, the KIDDP also seeks to complement the disarmament process with not only peace building initiatives but also with targeted long-term interventions that support the rehabilitation of pastoral livelihoods disintegrated by years of virulent armed cattle raiding, as well as supporting the development of viable alternative forms of productive employment that ensure sustainable livelihoods for the people of Karamoja.

Weapons collection activities will be undertaken within the context of peace building and conflict management initiatives, where efforts to remove weapons from society are linked to initiatives intended to address the root causes of not only conflict, but also the pervasive poverty in Karamoja. This implies that actions for implementation during the planned Karamoja Integrated Disarmament and Development Programme will range from immediate, to the medium term and the long term. Various studies have identified a number of factors, which apart from conflict explain chronic poverty such as high dependency burden and large families, certain negative traditional practices, low education, poor asset base, poor agricultural production, among others (Republic of Uganda, 2003a). A successful and sustainable disarmament will necessarily inquire into and address these factors.

3.3 ASSUMPTIONS MADE IN THE KIDDP

The revised KIDDP draws some lessons from the experience of the original KIDDP, and makes the following four assumptions, which will be critical for the successful implementation of the planned interventions to achieve the overall goal of the KIDDP. These include the following:

1. The political will and commitment to achieve sustainable peace and development and development in Karamoja will continue to exist;
2. There is willingness of the leadership of the UPDF and other stakeholders to collaborate with civic and political leadership in Karamoja in undertaking the holistic implementation of the KIDDP, especially upholding the proposed programme principles, strategies and planned activities;
3. There will be transparency and accountability, as well as constant communication and coordination between the UPDF and other stakeholders involved in the implementation of the KIDDP, and lastly;
4. There will be continued commitment of financial and other resources from the public sector and development partners to support proposed interventions in the KIDDP.

3.4 LOGICAL FRAMEWORK FOR THE REVISED INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME

The overall goal of the revised Karamoja Integrated Disarmament and Development Programme (KIDDP) is: *'To contribute to human security and promote conditions for recovery and development in Karamoja'*

3.4.1 PROGRAMME PURPOSE

The purpose of the programme is: *"To develop and implement a comprehensive and coordinated and sustainable disarmament programme that enhance peace building and development in Karamoja"*.

3.4.2 PROGRAMME COMPONENTS AND OUTPUTS

The revised Karamoja Integrated Disarmament and Development Programme (2007/8-2009/10) comprises the following seven programme components:

- Programme Component 1: Provide and ensure adequate security for the people of Karamoja
- Programme Component 2: Establish law and order in Karamoja
- Programme Component 3: Support the Provision and Delivery Basic Social Services to the People of Karamoja
- Programme Component 4: Support the Development of Alternative Means of Livelihood
- Programme Component 5: Undertake Stakeholder Mobilisation, Sensitisation and Education
- Programme Component 6: Enhance the Coordination, Monitoring and Evaluation Systems
- Programme Component 7: Crosscutting Issues

Each of the above components is intended to achieve specified programme outputs. In order to realise these outputs, a number of objectives inform each programme component. These programme component objectives in-turn inform specific tasks that are to be pursued under each programme component, and have been greatly informed by lessons learnt from previous disarmament. These are elaborated below:

PROGRAMME COMPONENT 1: PROVIDE AND ENSURE ADEQUATE SECURITY FOR THE PEOPLE OF KARAMOJA

The programme component 1: *'Provide and ensure adequate security for the people of Karamoja'*, is intended to respond to a number of challenges faced by previous attempts since 2001 to undertake disarmament in Karamoja. These challenges include the following:

Securing the International borders to curtail trafficking in small arms and light weapons:

The greatest challenge to the disarmament of Karamoja has been the inability of the state to curtail the trafficking in small arms, light weapons and ammunition across the extremely remote but vast and largely volatile international frontier which Karamoja shares with Kenya and Sudan. The escalation of armed conflicts in Somalia and the lawlessness in Eastern parts of Southern Sudan under the control of the Government of South Sudan have led to a conflagration of modern weaponry in the region bordering Uganda, which have spilled over into Karamoja.

There exist three major international illegal arms and ammunition trafficking corridors into Karamoja, originating from the Sudan, Ethiopia and the Kenya-Somali frontier, namely: the northern corridor through Kaabong district; the North-eastern corridor through the Ik territory; the Eastern corridor through Matheniko, Tepeth and Pokot territories. In the present-day Kaabong District, ethnic Dodoth have for over 15 years lived peacefully with ethnic Toposa and Didinga herdsman from South Sudan, and with whom weaponry is freely exchanged for grain and livestock. The first transit route is the Sudan-Kapedo route into the centre of Kaabong dominated by mainly Didinga gunrunners who follow the Kidepo River. They enter Kidepo National Park around Nyangea Mountains and hive off into various groups. Some sell their guns to the Nyangea-Napere communities, while others take their guns to areas east of Kapedo. The second arms trafficking route, dominated mainly by the Toposa, a Sudanese pastoral ethnic group which speaks a dialect akin to ng'akarimojong, runs from Southern Sudan into Karenga, entering Karamoja via Mt. Zulia in the extreme North to Pirre, then Kathile and finally into Kaabong gun market. The arms and ammunition from both transit routes pilfer further southwards into Jie territory and beyond.

Jie County in Kotido District is another important transit route for arms into Southern Karamoja, originating from Sudan through Lobalangit in Kaabong District. The North-eastern arms trafficking corridor operates between Mt. Morungole and Kidepo National Park through Ik territory into Kaabong, and is one of the oldest arms trafficking routes in the region. The Eastern arms trafficking corridor originates mainly from Turkana and Pokot territories in North-western Kenya, and is a transit route for arms and ammunition into Matheniko and Tepeth territories in Moroto District and Pokot county in Nakapiripirit District. Alliances between ethnic Matheniko and the Turkana of Kenya and existing blood relations between Ugandan and Kenyan Pokot have not only provided easy avenue for trafficking in small arms and light weapons across the international frontiers. Sometimes, these alliances are used to bolster raids targeting rival ethnic Karimojong groups.

The 2001-02 disarmament operations as well as subsequent disarmament undertakings have been greatly undermined by the inability by the state to plug the inflow of small arms and ammunition from across the international borders. Those who voluntarily surrendered their weapons and those forcefully disarmed become very vulnerable targets to aggressors from within Karamoja, including those who did not disarm as well as those who re-arm immediately they are forcefully disarmed. Those who had voluntarily disarmed, but fell victim of these aggressors also re-arm. In essence, continued disarmament, in the context

of inability of the state to stem the inflow of arms and ammunition into Karamoja, has instead led to proliferation of small arms and ammunition and the intensification in trafficking in small arms and ammunition. Notwithstanding the trafficking in small arms and ammunition across the international borders, there have also been concerns about the internal pilferings of small arms and ammunition from sources within the country, especially from conflict-afflicted Acholiland and from indisciplined members of the Uganda People's Defence Forces.

It is proposed in this revised KIDDP, that the UPDF undertakes strategic deployment of troops along the international borders to check the international trafficking in small arms and ammunition in Karamoja.

Effective Prevention of intra and inter clan raids and recovery of raided animals:

Since March 2006, the deployment of UPDF troop and equipment in Karamoja was increased to support forceful disarmament operations. However, intra and inter clan raids and revenge raiding have increased, as emphasis by the UPDF is put on 'cordon, search and disarm' operations. There have been complaints by the people of Karamoja about the inability by the UPDF to prevent internal raids between rival ethnic groups in Karamoja. There have also been widespread accusations regarding inability by the UPDF to always follow and recover raided livestock, even when such information is provided before, during or immediately after a raid has taken place. When an attempt is made to pursue raiders, they only do so for a short distance and give up claiming that they are not in Karamoja to die for cows. Sometimes, raids are carried out near UPDF detachments without the UPDF doing anything to counter the raids. Recently, livestock have been raided from UPDF 'protected kraals'.

There have been persistent complaints that when a village is raided, the UPDF wait for the raiders to go, and come and surround the raided village, and demand for guns the villagers were using for defending themselves. Sometimes the animals which they had managed to protect are driven away to the UPDF detachments, demanding their owners to first produce their guns. The few times when raiders have been intercepted and raided animals recovered, there have been problems associated with the safe keeping of the recovered livestock. Not all animals recovered from raiders have usually been handed over to their rightful owners. Some have 'disappeared' while in custody of the UPDF, either because they were eaten or sold by the soldiers.

The recovery of raided livestock by UPDF is undermined by several factors. UPDF detachments located in areas prone to raids are not well facilitated. They lack appropriate transport for troops for enhanced rapid response. Re-enforcement in parts of Karamoja, e.g. in Pokot County is slow because of absence of all-weather roads. The current equipment of UPDF especially armoured personnel carriers popularly called 'mambas' have been demystified by the Karimojong who have learnt how to demobilise them. They often run out of fuel whenever they are brought into action. Sometimes, they develop mechanical problems while being used to pursue raiders.

Those who volunteer information to the UPDF about activities of criminal elements involved in raids are instead detained for questioning, and sometimes tortured. There have been allegations that some criminals arrested by the UPDF often buy their freedom, which demoralises those who were affected by the crimes committed by the released persons, making it difficult for anyone to come forward to volunteer information. Released criminals become a serious threat to the lives of those who provided information that led to their arrest. As a result, in all the five districts of Karamoja, there have been calls for voluntary disarmament to become conditional to the protection of their herds against raiders, to the extent that those whose animals are raided after they have handed in their guns, or raided from the protection of the UPDF, to be fully compensated by government.

In all the five districts of Karamoja, there is invariably an appreciation of the evils associated with the continued presence of illegal weapons in the hands of civilian populations. However, there were also common sentiments expressed regarding the negative impacts of using force to remove illegal guns, without commensurate investment by the state in making the continued possession of illegal guns attractive. To remove these guns, karachunas must first accept that it is the best thing to do, which can be achieved only if the conditions, that would guarantee peoples security are achieved, and that make the operation of an illegal gun – difficult, therefore rendering illegal guns completely useless. Secondly, the UPDF will have to undertake strategic deployment of troops as a pre-emptive action to forestall raiding activities inside Karimojong (between rival ethnic groups) or those raiding activities against Karimojong perpetuated by pastoral groups from Kenya and Sudan in alliance with some Karimojong sections.

Piloting the establishment of a Community-based Security System (CBSS) in Karamoja:

Since March 2006, the approach used by the UPDF in undertaking disarmament has mainly been 'cordon, search and disarm'. This strategy of forceful disarmament has indiscriminately targeted permanent settlements (villages or manyattas), grazing kraals, livestock markets and sometimes, urban settings. The use by the UPDF of forceful disarmament has led to unintended and unanticipated consequences, which to say had undermined the goodwill that existed within the community in support of disarmament. The current commitment and desire by government to bring to an end the problems of raiding in Karamoja may seem to legitimate the high-handed nature of UPDF actions, especially the use indiscriminate use of heavy artillery and helicopter gunships to bombard not only known criminal hideouts, but also also grazing and settlement areas. It had, as a result, become apparent that strategies that rely on the use of maximum violence to achieve a legitimate end sometimes evoke violent responses from sections of the communities affected by such violent actions, which has led to heavy human casualties. Cordon and search operations, have been associated with widespread violations of human rights of the Karimojong by the UPDF, and had led to widespread antagonism between the karachunas and the UPDF.

In principle, all stakeholders are agreed that a Community-based security system provides an opportunity for the Karimojong to work with the UPDF in order to cost-effectively and efficiently contribute to the security of the people and their livestock and to own the

disarmament programme. Many of the current raids started as small thefts by some habitual criminals that were not dealt with, leading to revenge raids. The perpetrators are known, but cannot be apprehended either because of fear of reprisal attacks once they are released or their identity cannot be disclosed to the authorities because of the poor relationship between the community and the UPDF. A Community-based security system will make it possible for such criminals to be flushed out easily. As the old English adage goes, the Community-based security system is: '*setting a thief to catch a thief*', since it would recruit in its ranks moderate karachunas who will be subjected 'rehabilitation' through disciplined training.³⁴ The proposed community-based security system is also in line with government's expressed commitment in the 2004 PEAP to working with community groups to design and implement effective community actions to address the problem of cattle rustling (Republic of Uganda, 2004a: 104).

This revised KIDDP acknowledges that significant amount of care needs to be undertaken in the establishment of a Community-based security system, considering the financial, legal/administrative, institutional/control, political implications of such a force. In order to draw useful lessons, it has been proposed to pilot its establishment in two rival Karimojong ethnic groups for a 12 months period. The piloting will be intended to help define the security requirements of the respective communities, and how these will be translated into operational activities for the community-based security system. Those to be recruited into this force will be vetted by the elders, and will be physically stationed in the kraals and permanent settlements, and will not only ensure security against raiders, but will also deal with crime in the grazing camps and permanent settlements. Since the community-based security forces will be working in their own villages, they will use their knowledge to inventory weapons in each village as well as monitor/check inflow of new weapons, since they know the routes and modes of transportation of illegal weapons used by traffickers. The current heavy deployment along the international border has failed to check gun trafficking because the traffickers evade UPDF patrols, and operate mainly at night. Those recruited into the community-based security system will also help to establish the actual numbers of livestock in each kraal. They know who are likely to be engaged in raiding activities. In other words, the Community-based security system will provide the basis for operationalisation of a Karamoja Conflict Early Warning (CEWARN) Mechanism.

Government will ensure that the karachunas joining the community-based security forces are properly trained, equipped, and facilitated. The community-based security force will be equipped with appropriate modes of communication. A community-based system of intelligence gathering, drawing from elders and senior women, karachunas and young women, will be incorporated into this force. Once operational, it should become extremely difficult for any raiders to operate in the pilot areas without being noticed. A mechanism to track and monitor any suspicious movements will be designed to check raiding and weapons trafficking. In case of a raid, the community-based security forces will easily track

³⁴. During seventh Parliament, a Bill for an Act had been introduced that sought to establish and provide for Local security forces (such as Local Defense Units; Home Guards; Arrow Boys; Amuka Boys; and any other similar forces), their control, discipline and training, and other matters relating to local protection (see Local security forces Bill, Bill No. 19, of 24 September 2004). This Bill will have to be re-tabled for discussion to accommodate the planned CBSS, once clear lessons have been drawn from the pilot.

down raiders, using local knowledge of the terrain, surveillance, combat and retreat techniques. The UPDF based at Sub-county and those at County level will only come to re-enforce the community-based security forces in case of resistance.

Collaboration and coordination between the army and other stakeholders:

There is need to ensure unfettered and unwavering community support, and especially from the elders for disarmament to succeed. Initially, the local community was involved in the 2001/2002 disarmament operations. However, following the launch of forceful disarmament after the expiry of 15 February 2002 extended deadline for voluntary disarmament, the community (including the local civic and political leaders) were excluded, which heightened suspicion and mistrust between the people of Karamoja and the army. Throughout much of 2005/2006, disarmament operations by the UPDF were devoid of appropriate involvement of local, district and national civic and political leaders. Civic and political participation in co-ordinating structures that had been proposed in the original KIDDP, such as the Civil-military Operation Centres (CMOC) was greatly undermined by lack of financial and other logistical facilitation, to the extent that, they almost exclusively remained the preserve of the UPDF.

In this revised KIDDP, it is proposed that all channels of communication between the army and local civic and political leaders and local community representatives be supported to remain wide open. Adequate resources be made available through carefully planned programmes managed through the Karamoja Regional Peace and Development Secretariat (KRPDS) to revitalise the operation of activities of CMOCs at district and sub-county levels to promote good relationship between the public and the military and raising public awareness about disarmament and related development activities. All the relevant stakeholders, their interests and fears need to be identified and addressed through structures proposed in this revised KIDDP. In collaboration with the traditional institutional of the council of elders, comprehensive mobilisation has to be undertaken to reassure the communities about the good intentions of government in undertaking to establish a 'guns-free' Karamoja society. This community mobilisation has to be continuously and consistently carried out.

Incentives systems for disarmament:

During the 2001/2002 disarmament operations, government provided some incentives for those who voluntarily disarmed. These ranged from ox-ploughs; maize flour; iron sheets for kraal leaders who successfully persuaded their kin to surrender their firearms, and disarmament certificates. Government unilaterally arrived at these incentives. The presumed beneficiaries in the communities were not involved in determining the types of incentives for individuals surrendering weapons and for community benefit goods and services (weapons-for-community-development programme). In some communities (e.g. among the Pokot and Tepeth), ox-ploughs turned out to be an inappropriate incentive because of a local belief that animal traction kills the animals involved due to torture.

Similarly, those who used for roofing the iron sheets they received as disarmament packages became targets by raiders, since the iron sheets were an indication of having disarmed. As the disarmament progressed, incentives (including the items and certificates) were not forthcoming due to financial constraints. Those who surrendered their weapons were merely given verbal assurances. Those who were lucky to get certificates received them late, after the expiry of voluntarily disarmament. The incentives were not only inadequate, they were also inappropriately targeted and poorly administered. There are reports that some people who did not disarm may have benefited. Unsubstantiated (but difficult-to-ignore) claims of unfulfilled promises and incentives that were never provided/delivered abound. It is not known whether all incentives that were paid for by government were procured and delivered.

Rather than target individual reward (which has potential for spurring small arms proliferation), in this revised KIDDP, it is proposed that appropriate and acceptable incentives (preferably livelihood and economic production interventions) for disarmament be identified to reward communities where peaceful and voluntary disarmament is embraced.

Safeguarding the basic human rights of the people of Karamoja:

Government's commitment to the safe guarding human rights is enshrined in Chapter 4 of the Constitution of the Republic of Uganda. Armed conflicts in much of Karamoja have undermined development. This, coupled with a general lack of basic social services has led to extreme deprivation, poverty and misery, which constitute a failure to ensure the enjoyment of fundamental human rights. The inability by government to ensure equitable access by large populations of Karamoja to basic necessities of life, in addition to incessant famine conditions and widespread forms of poverty and deprivation have constituted a form of human rights violation. The approaches to conflict resolution and management in Karamoja have also largely undermined efforts to reduce loss of life, loss of property, and minimise torture and inhuman and degrading treatment, which constitute violation of basic human rights principles. Cattle raids, road ambushes and other criminal activities by armed karachunas as well as disarmament operations by the UPDF, especially the 'Cordon, Search and Disarm' operations have been associated with acts of torture and inhuman and degrading treatment, notwithstanding the loss of property and sometimes human lives.

Every since the UPDF upscale operations to rid Karamoja of illegal guns, especially through cordon and search operations, there have been widespread claims of human rights abuses, perpetuated largely by indiscipline within the UPDF ranks. These incidences have strained the relations between the local communities and the UPDF. Violent clashes between the UPDF and armed karachunas have been reported in Kotido and Kaabong district. The current escalation of inter and intra clan raiding when the UPDF deployment is at full strength raises doubts regarding the sustainability of current blanket strategies of forceful disarmament that do not differentiate between criminals (who either indulge in road ambushes or undertake raids) and innocent populations, whose human rights have consequently been abused.

One of the cardinal principles of this revised KIDDP is the need to safeguard the basic human rights (including civil, political, economic and cultural rights) of not only the people of Karamoja, but also the human rights of the UPDF involved in disarmament in Karamoja.

The management of surrendered/collected weapons:

In the absence of a National Policy on the management of weapon stockpiles, there is a need to formulate procedures for collection, recording, transportation, storage and handling of all weapons surrendered or confiscated to avoid possible recycling. Convenient and accessible collection centres, including mobile centres should be established to minimise distance to collection points. Mobile and other collection centres will also act as information dissemination and coordination points, and their location will be widely publicised. Mobile collection teams should be able to reach all parts of Karamoja. Hence, the requirement of appropriate and secure transport.

One of the weaknesses of past disarmament operations since 2001 has been the recycling of collected weapons, which greatly undermined the objectives of the whole exercise. During district stakeholder consultations in Karamoja during the design of the June 2005 KIDDP, and recently in December 2006, during consultations with Karamoja District Councils, concerns were raised about recycling of collected weapons. Rogue elements within the UPDF were also seen as fuelling the trafficking of ammunition (and other military wares such as uniforms) in Karamoja. In this revised KIDDP, the Strengthening of stockpile management, record keeping and safe storage of arms collected by the state from the on-going disarmament is highly recommended.

It is recommended in this revised KIDDP that procedures for weapons destruction adopted in the Uganda National Action Plan on SALWs be publicised and disseminated to all stakeholders, especially during the on-going disarmament programme. There are known international policies and best practices regarding weapons destruction in international instruments to which Uganda is a signatory. There is a need to formulate a clear national policy on how to deal with collected/surrendered weapons to prevent re-circulation into society. The possibility of whether metal by-products could be turned into raw material for making farm implements for the people of Karamoja should be explored. The most suitable weapons destruction procedures should be identified and adopted.

Under the revised KIDDP, the following objectives will be pursued to achieve results under programme component 1: *'Provide and Ensure Adequate Security for the People of Karamoja'*:

- Objective 1:** Undertake strategic deployment of the Uganda People's Defense Forces (UPDF) and Local Defence Units (LDUs) to effectively check the international trafficking of small arms and ammunition into Karamoja, as well as protect the people of Karamoja and their property
- Objective 2:** Design and pilot a Community-based Security System (CBSS) to rid Karamoja of criminal elements that undermine disarmament and development interventions

- Objective 3:** Ensure continued collaboration between the UPDF and the local communities and other stakeholders in order foster peace building in Karamoja
- Objective 4:** Provide incentives to encourage voluntary surrender of all illegal weapons
- Objective 5:** Provide an enabling environment for safeguarding peoples' basic human rights as well as civil, political, economic and cultural rights during and after disarmament
- Objective 6:** Facilitate joint crossborder disarmament interventions to support peace building in Karamoja
- Objective 7:** Establish and operationalise collection procedures, record keeping and custody of surrendered /collected weapons
- Objective 8:** Conduct public destruction of all weapons collected in accordance with international policy and best practice
- Objective 9:** Operationalise a Conflict Early Warning mechanism in Karamoja

PROGRAMME COMPONENT 2: ESTABLISHMENT LAW AND ORDER IN KARAMOJA

The proliferation of small arms and light weapons in Karamoja has greatly undermined the authority of not only the traditional authority structures, which were predicated on a customary system of beliefs/myths and values, but also the central state in Karamoja. In the traditional setting, Karamoja witnessed the breakdown of certain social systems of control and the accompanying shift in locus of power, which increasingly gravitated towards the warlords who controlled the 'so-called' warriors (*karachunas*). Modern public administration, was super-imposed on a traditional system of governance that still wields significant powers, and yet no initiative has been undertaken to establish formal institutional linkages, for example between the current local government systems with the traditional elders councils.³⁵ In present day Uganda, it is only in Karamoja where there are two parallel systems of justice and public administration – the traditional, which has little faith in the modern, and the modern, which views the customary traditional system as illegal - operating side-by-side.

Strengthening ability of the state to enforce law and order will help address some underlying factors that exacerbate weapons proliferation and its impact, for example, the high incidence of cases of domestic violence which afflicts both men and women. Attempts to establish effective governance at the community level in Karamoja have been severely undermined by the inability to enforce law and order. Moroto Police Station has for a long time been manned by Local Administration Police (LAP). All the newly created districts in Karamoja lack an effective Police presence. The skeletal Police forces at district headquarters are incapable of arresting and prosecuting criminals. Administration of justice has also been difficult because of non-functional courts. Many criminal and civil cases before the laws courts in different parts of Karamoja cannot be expeditiously handled because of inadequate staffing, poor motivation and facilitation of Judiciary staff in Karamoja, which undermines the confidence of the people of Karamoja in modern justice

³⁵. It has argued that the British colonialist attempted to run a dual system of native courts applying customs subject to common law and regular courts applying common law; and administer a 'sanitised' colonially customized customary law and English Law, and as a result, the administration of justice remained totally alien to the Karimojong (see Fredrick Jjuko, 'Law and Access to Justice', <http://www.kituoachakatiba.co.ug>; quoted in UHRC, 2004: 39)

system. The requirement of adducing sufficient evidence to pursue a conviction in the modern justice system was difficult to achieve in Karamoja where many people possess illegal arms, and are afraid of revenge killings. In many instances, the traditional system of justice reigned, especially blood compensation, revenge killings, where justice was immediate and visible, but without the due process of the law. When cases are brought before the modern justice system, the practice of '*kimuk ekile*' meaning 'cover the man' reigns, making many known criminals escape without any sentence.

In this revised KIDDP, a holistic approach to the strengthening of all Justice, Law and Order (JLOS) institutions is proposed. Three objectives will be pursued to achieve results under this programme component on '*Establishment of law and order in Karamoja*', namely:

Objective 1: Enhance the capacity of the state to undertake its functions and effectively exercise authority over the people of Karamoja

Objective 2: Strengthen the capacity of Local Governments and Councils to undertake service delivery and enhance governance

Objective 3: Facilitate the control of cross border movement of people and goods, including livestock

PROGRAMME COMPONENT 3: SUPPORT THE PROVISION AND DELIVERY BASIC SOCIAL SERVICES TO THE PEOPLE OF KARAMOJA

Access to basic social services:

The provision of social services in remote pastoralists areas of Karamoja is extremely poor. Government proposed in the 2004 PEAP to provide mobile social services, so that seasonal migration of pastoralists does not prevent access to health and education, and to examine the best options for providing water, including, for example, exploring the possibility of training communities in water-harvesting than to build valley dams (Republic of Uganda, 2004a). Under government's water for production programme, plans to construct two valley tanks in each county in Karamoja did not give due consideration to alternative measures to increase availability of water in drought prone areas of Karamoja. Maintenance costs of valley tanks are prohibitive as the few that were completed soon fell into disuse, and yet significant volumes of surface run-off water in Karamoja have not been appropriately harvested.

There is a need to undertake interventions aimed at behaviour change in order to reduce the warrior-folk in Karamoja. Without education, many of the young boys and girls are socialised predominantly through a traditional customary value system, through which the males primarily aspire to graduate into warrior-hood while the females are married away as early as convenient suitors are available. It is estimated that 80-90 percent of the boys get enrolled into warrior-hood. This cycle needs to be broken through both formal and non-formal education in order to build a strong foundation for sustainable peace. Under the Schools Facilitation Grant, several structures have been constructed in different parts of Karamoja, but enrolment in these UPE schools is not only dismal. Enrolment is affected by very high drop out rates. The structures constructed have been misused, and in some

places vandalised. There is need to make school attractive to Karimojong children. Otherwise, their participation in national development through formal employment will continue to be limited by their lack of skills. While the use of force to compel the Karimojong to send their children to school is likely to encounter resistance, both negative and positive incentives should be introduced. For example, Development Co-operation of Ireland (DCI) has been managing a scholarship scheme for poor Karimojong children who excel in Primary Leaving Examinations.³⁶ This revised KIDDP has proposed several measures to support education for Karimojong children.

In the health sector, while the Health Sector Strategic Plan (HSSP) articulates the provisioning of basic health services to 'difficult-to-reach' and otherwise disadvantaged persons through a dedicated outreach program as one of its major thrusts, first, the HSSP does not define pastoralists, especially in Karamoja as a significant 'hard-to-reach' population. Second, no clear strategies have been made to increase effective access by a large population of Karamoja that spends much of their time outside of the permanent settlements. As a result, Karamoja has performed far worse than some of the districts in Northern Uganda that have been affected by the 20-years of Kony insurgency, in terms of key health performance indicators. This revised KIDDP proposes a number of interventions to increase the delivery of the minimum health care package in Karamoja, in order to improve health-seeking behaviours and enhance reproductive health services and sanitation.

With regards to physical infrastructure, a number of security roads were planned to support the 2001/2002 disarmament operations. Roads works are only expected to start in 2007. The lack of support infrastructure like good roads and electricity has undermined opportunities for improvement of the pastoral economy and diversification of economic activities targeting reduction in over-reliance on pastoralism. Karamoja has substantial mineral deposits but without security and the prerequisite physical infrastructure, the local people will most likely not benefit from the opportunity through private sector investment to undertake the primary processing of the minerals within Karamoja.

Under the revised KIDDP, three objectives will be pursued to achieve results under this programme component on '*Support the Provision and Delivery Basic Social Services to the people of Karamoja*', namely:

Objective 1: Provide support for education in Karamoja to break recruitment of young boys into warrior hood and encourage girls to stay in school

Objective 2: Provide and reconstruct social and physical infrastructure that stimulate economic activity and facilitate governance in the region

PROGRAMME COMPONENT 4: SUPPORT THE DEVELOPMENT OF ALTERNATIVE MEANS OF LIVELIHOOD

Previous disarmament interventions have faced a number of challenges arising from the nature of development interventions and programme proposed in support of disarmament.

³⁶. See 'Ireland to pay fees for 150 K'jong', *New Vision* 31 January 2005, pp. 7

The KIDDP is in agreement with the government position that (Karimojong) pastoral poverty needs to be addressed differently from the general development approaches used in Northern Uganda, which focus mainly on peace building, livelihood recovery and development (Republic of Uganda, 2004b: 3). The challenges likely to be encountered are discussed below.

Poor welfare conditions of the population of Karamoja:

One of the biggest challenges faced during the previous disarmament exercises, which affected the implementation of development programmes was the magnitude of underdevelopment in Karamoja. Despite several development initiatives targeting Karamoja, poverty has remained pervasive. By 2003, Nakapiripirit and Moroto districts had the lowest Human Development Index (HDI) in Uganda of 0.1839, followed by Kotido district at 0.1946. The districts of Nakapiripirit and Moroto also had the highest Human Poverty Index (HPI) of 63.5 and Kotido with 53.8, compared to the national average of 37.5 (UNDP, 2002: 121). The estimated life expectancy of Nakapiripirit and Moroto districts was 39.18, the lowest in the whole country, with a national average for 2003 of 43.20. Kotido's estimated life expectancy was 40.17. The probability of not surviving beyond 40 years is 45.1% in Nakapiripirit and Moroto districts and 43.5% in Kotido district (comparable only to Gulu with 46.1%, Pader and Kitgum with 45.5%). Nakapiripirit and Moroto districts have the highest adult illiteracy rates in the whole country of 86.0% with Kotido district coming second with 71.0% (See UHRC, 2004: 100-4; UBOS, 2003). The fact that even the districts of Pader and Kitgum (HDI of 0.3529), and Gulu (HDI of 0.420), that have been afflicted by more than 18-years of armed insurgency by the Lords Resistance Army (LRA) rebels fared much better than Karamoja suggests that pastoral poverty which is associated with violent cattle raiding needs to be addressed differently from, for example the general approaches used for Northern Uganda. While the poverty in Karamoja is conflict-related, it also requires comprehensive interventions that target improvement of pastoralism as a livelihood system.

Achieving Sustainable livelihoods in Karamoja:

While government's policy for the development of Karamoja is centred around disarmament, all past disarmament interventions have encountered significant challenges in linking gun removal to, not only rehabilitating pastoral livelihoods disintegrated by years of virulent armed conflicts associated with cattle raiding, but also supporting the development of viable alternative forms of productive employment that ensure sustainable livelihoods for the people of Karamoja. Under the current technological development levels, pastoralism is destined to remain the most realistic source of survival for many people in Karamoja for some very long time to come. Armed conflicts in Karamoja need to be viewed, not only from a perspective of security, but also a natural resource perspective – which connotes not simply concerns about livelihoods but more importantly sustainable development. Looking at armed conflicts from a natural resource perspective means articulating the relationship between survival and the practical reality of the harsh physical and ecological conditions of Karamoja, as well as the inhibitions the people of Karamoja have lived with for years, especially lack of productive assets to make an occupational switchover feasible in the short-run. Survival in Karamoja largely depends on cattle because crops fail every five out

of six years. Cattle on the other hand, can be moved to wherever and whenever water and pastures are available. Without ensuring security in Karamoja, to be able to keep cattle means, one has to be armed. This implies, 'weaker' communities (without modern weapons) cannot afford to keep livestock, and hence their ability to survive the harsh conditions is equally compromised. Apart from the need to provide security for the persons and their herds, the removal of guns also requires a concerted undertaking to address the root causes or push factors that drive people to acquire weapons at all costs, and especially the need to address underdevelopment.

The need to address inequities in access to productive assets in Karamoja:

Land is the most important productive asset for the people of Karamoja. Previous disarmament initiatives have not been linked with any attempts to secure the land rights of the people of Karamoja, which partly explains the widespread unsustainable utilisation of natural resources; a factor that contributes armed conflicts. The 2001 and 2004 PEAPs identified pastoralists among the vulnerable and disadvantaged categories that needed special interventions. While the Land Act 1998 does not pronounce itself on the need to protect the basic rights to land of pastoralists, as vulnerable and marginalised categories, it provides for the formation of Communal Land Associations (CLAs) and Common Land Management Schemes (CLMS) for communal ownership and management of land whether under customary law or otherwise (section 16). However, none of these structures have been piloted so far, especially in areas like Karamoja where they would go a long way to secure the rights of communities to vital grazing resources and mineral rights (See Muhereza and Bledsoe, 2001). These grazing resources have increasingly come under pressure from private sector investment in commercial agriculture and mining activities.

The status of the following protected areas in Karamoja was recently reviewed and upheld: Bokora Corridor³⁷ and Matheniko Wildlife Reserves in Moroto District³⁸; Pian-Upe Wildlife Reserve in Nakapiripirit district³⁹; Karenga Community Wildlife Area (CWA) in Kotido District⁴⁰; and Amudat CWA in Nakapiripirit district.⁴¹ Gazetted areas (national parks, Wildlife reserves, Forest reserves and Wetlands) represent about 36 percent of the total land area of the three districts of Karamoja. More than 90 percent of the population of Karamoja have less land to settle on or cultivate.⁴² While permits for access to any natural resources inside the protected areas was permissible under the Land Act (section 45[5]), in the majority of cases, customary claims to specific rights to access certain resources inside these gazetted areas, e.g. pastures, water and other resources inside protected areas had been undermined in wildlife protected areas in Karamoja. No initiatives have been attempted under previous disarmament interventions for promoting collaborative management of natural resources between the local communities and Protected Area (PA) authorities.

³⁷. See Statutory Instruments No. 47 of 2003.

³⁸. See Statutory Instruments No. 48 of 2003.

³⁹. See Statutory Instruments No. 49 of 2003.

⁴⁰. See Statutory Instruments No. 55 of 2003.

⁴¹. See Statutory Instruments No. 56 of 2003.

⁴². See "Tap Karamoja Resources to Stop Conflicts – UHRC", New Vision 27 September 2004.

While government recognises in the 2004 PEAP that the sharing of revenue between protected areas and local communities in Karamoja will provide another avenue for local communities to share the benefits of private sector development (Republic of Uganda, 2004a), no such initiative has been undertaken in Karamoja. Apart from having no control over huge chunks of land held under protected areas, controversy abounds over recent attempts to phase out Controlled Hunting Areas (CHAs) in Karamoja to make land available for private investment in large-scale commercial agriculture. Government has proposed in the 2004 PEAP to ensure that grazing rights of pastoralist, especially in Karamoja are recognised when protected areas are re-designated for other private sector economic activities such as mining (Republic of Uganda, 2004a). Micro-credit support schemes that had been planned under the 2001/2002 disarmament operations were never implemented.⁴³ Under this revised KIDDP, proposals made under the recently announced Presidential Initiative on Karamoja have been positively welcomed, and integrated, especially empowering communities in Karamoja to joining co-operatives and forms SACCOs to benefit from '*bonna bagawale*' funds.

Under the planned Programme component 4: '*Support the development of alternative means of livelihood*', the following objectives will be pursued to achieve results:

Objective 1: Empower the Karimojong to harness the potential of their natural resources

Objective 2: Promote sustainable utilisation of gum Arabic and related dry land products for improved livelihood and biodiversity conservation

Objective 3: Support economic diversification interventions in Karamoja to reduce reliance on livestock as a means of living

Objective 4: Secure the land rights of communities in order to encourage sustainable utilisation of natural resources

Objective 5: Support interventions to improve the viability of pastoralism in Karamoja

Objective 6: Facilitate the resettlement and rehabilitation of people affected by natural disasters and armed conflicts

PROGRAMME COMPONENT 5: UNDERTAKE STAKEHOLDER MOBILISATION, SENSITISATION AND EDUCATION

The following thematic issues have informed programme component 5: '*Undertake stakeholder mobilisation, sensitisation and education*':

Stakeholder participation in the integrated disarmament and development programme:

Phase I of Karamoja disarmament programme (December 2001-December 2003) and Phase II (September 2004-February 2006) share some similarities which have far reaching implications for community mobilisation, sensitisation and education, from which the revised KIDDP draws some important lessons for Phase III (March 2006 to date). Community

⁴³. For details regarding the *entandikwa* scheme for Karamoja, see State House Circular of 9 December 2001 titled the 'Guidelines on mobilisation for the disarmament exercise in Karamoja region', addressed to all political leaders and military commanders in the Karamoja region, signed by H.E. the President, Yoweri Museveni.

mobilisation and sensitisation campaigns during Phase I disarmament were launched by His Excellency the President Yoweri Museveni himself. The President pitch-camped at Morulinga State Lodge from where he held several rallies at county headquarters all over Karamoja, which gave the disarmament exercise the necessary and badly needed political will at the highest level of government, which was reminiscent of Phase II and Phase III disarmament. Phase I was launched before the 2001 Presidential, Parliamentary and local government elections, which to some extent undermined the involvement of national and local political leaders from Karamoja in community mobilisation, sensitisation and education (UHRC, 2004: 91). Those who spearheaded Phase III disarmament, which was launched after February 2006 Presidential, Parliamentary and local government elections, have not appropriately exploited the contextual factors to take advantage of the role of elected Parliamentarians, district and sub-county leaders and councillors to nurture a new dispensation in stakeholder participation in disarmament in Karamoja.

Partly, the disjuncture above is attributed to the lack of an appropriate institutional framework for promoting wide stakeholder involvement in the planning and implementation of disarmament and development at various levels in Karamoja. It is proposed in the revised KIDDP that the requisite structures and institutions for the implementation of recommended activities in the KIDP be established and operationalised, as a critical intervention by government and its development partners. More concerted efforts are proposed to particularly to bring the women on board, as well as other categories of stakeholders within the affected communities, including the diviners, the business community, and suspected weapons traffickers. Some relevant stakeholders who were involved in past disarmament undertakings, especially Faith-based organisations (FBOs) and local Civil Society Organisations (CSOs), need to proactively engaged from the start.

The mobilisation, sensitisation and education activities in the past disarmament undertakings were handled in an ad-hoc manner without a clear strategy to target different audiences, as well as deal with incipient forms of resistance among certain sections of the community. Within the local communities in Karamoja, common knowledge invariably supports gun-removal. However, not all elders or youth support the disarmament programme. The 'come-and-go' community mobilisation and sensitisation approach sometimes encounters difficulty in penetrating the communities to get to the bottom of their social dynamics in order to understand how best to bring everybody on board and minimise the de-mobilising effect of the hard-core adversaries to the disarmament programme.

The importance of developing a communication strategy for a new community mobilisation, sensitisation and education campaign is underscored by the fact that the communities have almost already heard it all – regarding how it is illegal to hold onto weapons; and how the guns are a cause of insecurity which retards development – and have also come up with their own reasons to justify their actions! Community mobilisation, sensitisation and education for disarmament needs to be integrated with peace education initiatives that target positive values and traditions as well as positive customary conflict resolution strategies. Community mobilisation, sensitisation and education has in the past not targeted attitude and behaviour change, which although gradual, can be useful in boosting disarmament, for example, if HIV/AIDS issues are incorporated in a way that shows how

pervasive armed conflicts increases vulnerability to contracting HIV/AIDS, the incidence of which is on the rise particularly among women attending antenatal services at St Kizito Hospital, Matany and Moroto Hospital (SNV, 2004: 53-54). By promoting an end to armed violence associated with cattle rustling, the approach proposed in the revised KIDDP is in line with government's strategy of working in partnership with civil society and traditional leaderships, and recognises that intra-and inter-clan violence are an important part of the problem, which requires significant funding and logistical support from the public sector and development partners (Republic of Uganda, 2004a).

Under revised KIDDP, the following objectives will be pursued to achieve results under programme component 5: *'Undertake stakeholder mobilisation, sensitisation and education'*:

Objective 1: Involve all stakeholders in community sensitisation, education and mobilisation, as well as in the planning and execution of voluntary disarmament programs

Objective 2: Support and foment initiatives that will promote peaceful resolution of conflicts

Objective 3: Undertake peace education and other peace activities in the communities

Objective 4: Create an enabling environment for women, youth and the elite Karimojong to effectively participate in and influence all disarmament activities

PROGRAMME COMPONENT 6: ENHANCE THE COORDINATION, MONITORING AND EVALUATION SYSTEMS

The following thematic issues have informed programme component 6: *'Enhance the coordination, monitoring and evaluation systems'*:

Coordination Mechanism

The coordination between the various governmental institutions undertaking the various disarmament and disarmament-related development activities is important for the proposed Integrated Disarmament and Development Programme to function smoothly. An initiative of such an enormous magnitude necessarily entails very many actors/players and stakeholders, many of them with over-lapping mandates, which need to be harmonised to further enhance their complementarities. Such an undertaking requires a mechanism that will facilitate speedy delivery of results, devoid of bureaucratic procrastinations. The deliverables under this programme can be categorised into three major types. The first are military deliverables, which entail various kinds of operations that are the preserve of the UPDF. The second are development-related deliverables encompassing mainly tangible development interventions that are undertaken by development partners including donors, international NGOs and CSOs in support of the Disarmament Programme. The third category comprises mobilisation, sensitisation and education deliverables for both the disarmament activities and long-term peace-building activities, which is the responsibility of both governmental agencies working together with non-governmental organisations.

A good coordination framework therefore will involve an integration of implementation activities under these three categories of deliverables as well as a policy and technical

coordination of the planning and decision-making relating to the above activities at the national level (where broad policy issues will be deliberated upon), regional level (where policy issues agreed upon at the national will be operationalised), as well as at the district and sub-county levels (where the implementation will occur). A good coordination mechanism will also have a clear system of reporting within and between players at these various levels within these different thematic deliverables. With the increased responsibility for overall coordination of the Integrated Disarmament and Development Programme, OPM is faced with an enormous task, albeit with limited capacity. The revised role for OPM requires recasting its core business, reactivating the office of the Minister of State for Karamoja Affairs in Moroto and the staffing arrangements, especially in light of the need to create a well facilitated Karamoja Regional Peace and Development Secretariat (KRPDS) to support the implementation of the Integrated Disarmament and Development Programme activities.

Monitoring and Evaluation (M&E) framework:

Monitoring and Evaluation (M&E) is an important aspect of the planned Programme. In order to avoid making very expensive mistakes, there will be a framework to measure progress made in the implementation of planned activities, which will be part of the planned Programme. This means there will be a critical need to assess the overall performance of the implementation of the Integrated Disarmament and Programme through these various players. For activities that will be implemented through sector and district systems, there will be a need to develop capacity to undertake M&E. Hence, there will be a need to establish an institutional framework for coordination of the monitoring and evaluating process of the Programme. Apart from building the necessary skills to undertake the monitoring and evaluation functions for the staff at Karamoja Regional Peace and Development Secretariat (KRPDS), it will be important to:

- Identify clearly what will be monitored during the implementation of the programme, including defining appropriate indicators for measuring progress made in the implementation of planned disarmament activities, as well as measuring achievement of program outputs, and programme impact to determine level of success or failure.
- Specify how the monitoring will be undertaken. There is a need to establish a forum through which interventions are elaborated, monitored and progress of the programme evaluated on a very regular basis.
- Clarify the responsibilities of those who will be charged with undertaking the monitoring and evaluation tasks. All stakeholders involved in disarmament and disarmament-related development activities should always feedback information to a central clearing house. Since disarmament will be a collective effort, each stakeholder's tasks and responsibilities have to be clearly stated. Tasks where the armed forces, working with community-based security forces will take a lead, and those where the civic authorities /political leaders will take a lead should be identified. It will be important to take advantage of the differences in competencies and build appropriate synergies for the success of the disarmament program.

Under the revised KIDDP component 6: '*Enhance the coordination, monitoring and evaluation systems*', the following objectives will be pursued to achieve results:

Objective 1: Coordinate and harmonise existing peace building initiatives by all the different stakeholders

Objective 2: Define clearly results/output and outcome/impact monitoring and evaluation indicators

Objective 3: Define the monitoring and evaluation methods, tools and techniques to be used

Objective 4: Strengthen the capacity for coordination, monitoring and evaluation

PROGRAMME COMPONENT 7: CROSSCUTTING ISSUES

There are two critical crosscutting issues, namely resource mobilisation for the necessary support services and logistical infrastructure for disarmament to succeed and gender integration in disarmament.

Resource mobilisation for implementation of disarmament and disarmament-related activities:

The 2001/2002 disarmament operations were constrained by inadequate financial and logistical resources. Within the framework of Poverty Eradication Action Plan (PEAP) there are already funds earmarked for several poverty eradication activities through the sectors that support the achievement of the Karamoja Integrated Disarmament and Development Programme objectives. There are also a number of earmarked development activities implemented through central government conditional transfers to District Local Governments through the Local Government Development Programmes (LGDP). The KIDDP seeks to harmonise all these interventions within a coordinated framework, intended to leverage additional resources from both the public sector and development partners (bi-lateral and multi-lateral donors) as well as international non-governmental development organisations.

However, there has been a weak resource mobilisation strategy to specifically elaborate how financial, personnel and logistical requirements for smooth implementation of the multi-sectoral and multi-stakeholder KIDDP would be realised. Support to the original KIDDP from development partners was undermined by the lack of clear guidelines for implementing certain disarmament interventions, especially those spearheaded by the UPDF during the phase III of Karamoja disarmament. Local sources of financing of the KIDDP from the public sector outside the sector budget framework were never adequately explored. Limited progress was therefore made with regards the implementation of most KIDDP recommended activities that were outside the sector frameworks.

Gender mainstreaming in the integrated disarmament and development programme

In Karimojong society, women play a very central role in production and re-production in society, including the acquisition of livestock, either through marriage or raids. Women and

men have different roles to play in weapons proliferation, not only because warriors acquire guns to raid to get livestock to pay bride price, but also because women are custodians of weapons in the homes (SNV, 2004). Both men and women should therefore be variously targeted (directly and indirectly) in terms of all the various disarmament and disarmament-related development activities because of the differential (but highly complementary) roles they play in the Karimojong society. For example, women can take advantage of their role as mothers and wives to persuade their warrior sons, brothers and husbands to voluntarily surrender their weapons.

3.5 BROAD LEVEL PROGRAMME IMPACT INDICATORS

The indicators which will be used in monitoring progress made in the implementation of the planned activities under the various components discussed above have been elaborated in chapter five. In the short and medium term, the following programme impact indicators will be monitored at the broad level to determine successful implementation of planned activities of the Integrated Disarmament and Development Programme:

1. Absence of road thuggery and internal and external cattle raids
2. Functional County Magistrates' courts
3. Fully equipped highly mobile military patrols at border points with communication systems
4. Functional security roads and adequate number of water points
5. Increased role of police in the maintenance of law and order
6. Reduced incidences of human rights violations
7. Increased number of people willing to hand in their guns voluntarily
8. Diminishing/diminished presence of the army

4 OPERATIONALISATION OF THE INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME

4.1 STAKEHOLDER PARTICIPATION IN THE PROGRAMME

Among the various governmental institutions that have mandates regarding disarmament interventions, include the following:

- The President's Office
- The Office of the Prime Minister (OPM)
- Defence, whose responsibilities involve mainly military disarmament operations
- Ministry of Internal Affairs (especially the National Focal Point on SALWs)
- Ministry of Justice and Constitutional Affairs
- All the respective sector Ministries
- District Local Governments

Other actors who need to be brought on board include: the Members of Parliament (MPs); Donor agencies which have been supporting various development interventions and peace initiatives in Karamoja such as the World Bank; European Union; DANIDA; United States

Agency for International Development (USAID); German Development Co-operation (GTZ). The other major stakeholders have been identified in sub-section 2.5.1.

This revised Karamoja Integrated Disarmament and Development Programme will entail not only gun collection activities but also a series of development interventions and conflict management and peace building initiatives in support of the disarmament programme. Planned interventions can be thematically categorised into three: (a) Military-type operations; (b) development-type interventions for socio-economic transformation; (c) conflict management and peace building initiatives. While military operations will be coordinated through the normal military command structures and systems, there will be a reporting mechanism regarding disarmament related activities through the Disarmament Committees at the District and Sub-county levels, where the army is represented. Development interventions for socio-economic transformation and conflict management and peace building initiatives will be spearheaded by the district local governments and development partners in Karamoja including donors and international and local NGOs.

4.2 PROGRAMME COORDINATION

The Peace, Recovery and Development Plan (PRDP) for Northern Uganda provides the overall strategic framework for interventions in Northern Uganda, including Karamoja. The KIDDP is an elaboration of the Karamoja component of the PRDP. Many sectoral interventions being implemented with government of Uganda funding have been highlighted in the KIDDP log-frame. There are interventions being undertaken by development partners who are providing direct support to Karamoja. There are also development partners who do not provide funds Karamoja directly but provide budget support. There are also some who are not within the UN. EU has an implementation unit in Karamoja. WFP, UNDP, UNICEF and other development partners have offices in some of the districts in Karamoja. While KIDDP feeds into the PRDP, coordinated at the national level through the Office of the Prime Minister, the Karamoja Regional Peace and Development Secretariat (KRPDS) in Moroto will coordinate sectors' and development partners' KIDDP interventions, and will report to the JMC at the National level, which will play political oversight roles.

4.3 PROGRAMME ORGANISATION AND MANAGEMENT

4.3.1 KARAMOJA NATIONAL WORKING GROUP (KNWG)

The Office of the Prime Minister (OPM) is the technical arm of government responsible for coordinating and monitoring the overall implementation of government policies, programs and projects. OPM is also supposed to ensure the highest-level engagement of the leadership of government in the overall monitoring of implementation of the PEAP. The Karamoja National Working Group (KNWG) in the Office of the Prime Minister (OPM) will be revitalised, and will take lead in the oversight roles and functions in the implementation of the KIDDP. The KNWG will report (on matters of the Karamoja Component of the PRDP) to the Joint Monitoring Committee (JMC), which is responsible for the coordination of PRDP for Northern Uganda. The KNWG will comprise representatives from the following key ministries, governmental agencies and stakeholders:

- The Office of the Prime Minister
- Ministry of Defence
- The Office of the President
- Ministry of Finance Planning and Economic Development (MFPED)
- The Judiciary
- Ministry of Internal Affairs (Police, the Uganda National Focal Point on SALWs, and the Prisons Department)
- Key Sector Ministries such as Education and Sports; Works and Transport; Water and Environment; Lands, Housing and Urban Development; Agriculture, Animal industries and Fisheries; Gender, Labour and Social Development.
- Minister of State from Karamoja
- All the Members of Parliament from Karamoja.
- Representatives of Key development Partners in Karamoja
- Representatives of the Private Sector in Karamoja
- Representatives of Civil Society in Karamoja

At the national level, two working committee will be constituted out of the Karamoja National Working Group. There will be an Inter-ministerial Policy Committee chaired by the Right Honourable Prime Minister, and will be responsible for policy making and guidance and a Technical Implementation Committee, responsible for overseeing policy implementation, which will be chaired by the Permanent Secretary in the OPM. The Inter-ministerial Policy Committee will comprise Ministers (or their representatives) from the above line ministries and all members of Parliament from Karamoja. The technical implementation Committee will comprise of Permanent Secretaries (or technical staff from the respective line ministries representing the Permanent Secretaries). Representatives of development partners; CSOs and NGOs operating in Karamoja will also be co-opted onto the technical implementation Committee as ex-officio members.

The Karamoja National Working Group (KNWG) will undertake monitoring and supervision of the implementation of planned activities under KIDDP, taking into considerations the various national priorities. The technical guidance of the KIDDP at the national level will be provided by technical representatives from the respective ministries (the Permanent Secretaries or their representatives). Technical guidance will entail harmonisation of overlapping mandates of the various line ministries and government statutory agencies undertaking interventions in Karamoja within.

4.3.2 KARAMOJA REGIONAL PEACE AND DEVELOPMENT COMMITTEE (KRPDC)

At the regional level, a Karamoja Regional Peace and Development Committee (KRPDC), which shall be chaired by the Minister of State for Karamoja Affairs, will be constituted. The membership of the KRPDC will comprise the following:

- The UPDF 3rd Infantry Division Commander
- The Special Presidential Assistant (SPA) in charge of Disarmament and Development
- All Members of Parliament from Karamoja
- All 5 District Local Government (LC5) Chairpersons

- All 5 Resident District Commissioners (RDCs)
- 5 Representatives of Civil Society Organisations (CSOs) from the five districts
- 5 representatives of Kraal leaders from the five Districts
- The Regional Human Rights Officer
- The Chief Magistrate, Moroto Magisterial Area (covering the five districts of Karamoja)
- The Regional Police Commander

The Karamoja Regional Peace and Development Committee (KRPDC) will undertake the elaboration and operationalisation of policies and decisions made by the Karamoja National Working Group (KNWG). The UPDF is taking the lead in implementation of military interventions. The success of military operations requires a number of other non-military interventions to support the objectives of the military. At the regional level, the KRPDC will also undertake the harmonisation of these various interventions in order to achieve the overall goal of the revised KIDDP of creating conditions for achieving sustainable peace and human security. Priority activities for implementation will be first discussed by the KRPDC.

4.3.3 KARAMOJA REGIONAL PEACE AND DEVELOPMENT SECRETARIAT (KRPDS)

The Karamoja Regional Peace and Development Secretariat (KRPDS) will be created at the regional level to enhance coordination between the national and the district and community level. The Regional Peace and Development Secretariat will be headed by a Regional Programme Coordinator (RPC). There will be a Technical Adviser provided by the donors to advise the implementation of proposed KIDDP activities and ensure proper use and accountability of the resources. Each district in Karamoja will have a KIDDP District Programme Manager. At the Karamoja Regional Peace and Development Secretariat, there will also be an Information Management Officer who will be in charge of documentation and ensuring efficient communication between the various organs and stakeholders and actors in the implementation of the disarmament activities.

4.3.4 DISTRICT PEACE AND DEVELOPMENT COMMITTEES (DPDCS)

Peace and Development Committees (PDCs) will be established at District level to undertake the actual implementation of activities under the planned programme. District Peace and Development Committees (DPDCs) will work within the existing local government service delivery frameworks at district and sub-county levels. To ensure ownership within the local governments, DPDCs will be chaired by District Chairpersons. The District KIDDP Co-ordinators will provide secretariat services to the District Peace and Development Committees (DPDCs), and shall work in collaboration with a representative from the office of the Chief Administrative Officer (CAO). In each district, an Assistant or Deputy CAO will be designated to support KIDDP-related activities. The composition of the District Peace and Development Committees (DPDCs) will be as follows:

- The District Local Government (LC5) Chairperson
- Resident District Commissioner (RDC) or his/her representative
- 1 Representative from the Office of the Chief Administrative Officer (CAO) in the District

- 1 Representative from the District Disarmament Committees
- All LC3 Chairpersons in the District
- 1 Representative of the Development partners in the district
- 1 Representative of district-based Civil Society Organisations (CSOs)
- 1 representative of Kraal leaders from each county in the District
- 1 representative of the District Civil-Military Operation Centres (CMOC)
- 1 representative of the District Human Rights Office
- District Magistrate Grade I
- District Police Commander

At Sub-county level, the District Peace and Development Committees (DPDCs) and the District KIDDP co-ordinators will liaise with Sub-county Local Council Chairpersons and sub-county chiefs to undertake the direct implementation of planned activities, including community mobilisation work through Community Peace and Development Animators from each sub-county. For effective communication and feedback, regular mobilisation, sensitisation and education meetings have been planned in collaboration with PDAs to ensure continued involvement of all community stakeholders at sub-county level. The actual strategies for implementing disarmament and disarmament-related activities will be agreed upon at district levels. Civil-military Operation Centres (CMOC) will be re-established at all sub-county headquarters to promote good relationship between the public and the military and raising public awareness about the disarmament program.

4.3.5 CIVIL-MILITARY OPERATION CENTRES (CMOC)

Civil-military Operation Centres (CMOC) will be re-established at all sub-county headquarters and facilitated to promote good relationship between the public and the military and raising public awareness about disarmament and related development activities. CMOCs will be jointly manned by civilian and military personnel. Sub-county CMOCs will report both to the District CMOCs, as well as provide briefs to the District Working Groups through the District Co-ordinators and the Information Management Officer at the Regional Secretariat. CMOCs will be information collection points in each sub-county on activities related to complaints concerning disarmament activities. They will endeavour to promote good relationship between the public and the military; and will strive to raise public awareness about disarmament and related development activities. They will facilitate sharing of information on progress of disarmament activities, including military operations with other stakeholders.

5 PROGRAMME LOG-FRAME MATRIX

PROGRAMME LOG FRAME MATRIX FOR THE REVISED KARAMOJA INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME (2007/2008–2009/2010)

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 1: PROVIDE AND ENSURE ADEQUATE SECURITY FOR THE PEOPLE OF KARAMOJA			
Objective 1: Undertake Strategic deployment of the Uganda People's Defense Forces (UPDF) and Local Defence Units (LDUs) to effectively check the international trafficking of small arms and ammunition into Karamoja, as well as protect the people of Karamoja and their property	- Deployments of UPDF to prevent cross-border attacks and trafficking in small arms and light weapons to and from neighbouring states - Deployment of UPDF and LDUs to curb intra and inter-clan/community raids and recover raided animals and intercept and forcefully disarm those who go raiding - Deployments of UPDF to stop armed Karimojong from destabilising the neighbouring districts and stem inflow of weapons into Karamoja - Deploy specialised units of properly equipped, well-facilitated and highly motivated soldiers based at county level for Peace Support Operations	6 Battalions will be deployed in the following areas: Karenga; Kalapata; Mogoth; Amudat; Karita; and Suam	No. of Battalions deployed at strategic locations
		8 Battalions be deployed in the following areas: Kaabong; Kotido; Lokitelebu; Abim; Moroto; Matany; Nakapiripirit; Namalu/Nabilatuk	No. of Battalions deployed
		Troops strength and areas of deployment to be determined by the military commanders	No. of Battalions deployed
		For example, instead of AK47 which are very common with warriors, provide G3	No. of units deployed at county levels for peace support operations
		Ensure proper welfare of the UPDF	Amount of resources provided to ensure proper welfare of the UPDF
		Properly equip the UPDF involved in disarmament operations with weapons superior to the AK47	No. of new equipment provided
Objective 2: Design and pilot a Community-based Security System (CSS) to rid Karamoja of criminal elements that undermine disarmament and development interventions	Design and pilot (in selected areas) a community-based security system that will support the UPDF in tracking down hard-core criminals in Karamoja	UPDF to spearhead the design of a community-based security system specifically for Karamoja	Document articulating the composition, command structure and coordination system of the community-based security system developed
		Pilot the recruitment and training of a community-based security system in two rival communities to draw lessons	No. of warriors recruited, trained, equipped and deployed
		Adequately equip the community-based security force	No. of guns issued to CBSF
		Deploy the community-based security forces in selected sub-counties	No. of areas identified for deployment of community-based security forces

		▪ Mobilise adequate resources to appropriately motivate the pilot CBSF	▪ Amount of resources for prompt incentives for the CBSF
		▪ Provide appropriate communication equipment for CBSF	▪ No. of mobile phone provided
		▪ Procure a Military transport truck for every pilot district CBFS	▪ No. of truck purchased for county community security force
		▪ Procure motor cycles and bicycles for DPDCs and PDAs	▪ No. of motor cycle provided ▪ No. of bicycle provided
	▪ Operationalise a strategic collaboration between the UPDF and the community-based security forces in the pilot areas	▪ Undertake an inventory of all illegal guns and ammunitions in the villages in the CBSS pilot areas	▪ No. of guns in each county in Karamoja established
		▪ Use the CBSS to monitor/check the inflow of illegal guns and ammunitions in the villages in the CBSS pilot areas	▪ No. of gun trafficking incidents foiled
		▪ Strengthen collaboration with CBSS to gather intelligence on raiding activities in the communities	▪ No. of operations undertaken
		▪ Undertake joint operations with the UPDF to recover illegal guns and ammunitions	▪ No. of joint operations undertaken
		▪ Establish livestock numbers in each kraal in the villages in the CBSS pilot areas	▪ No. of livestock inventories established
		▪ Establish communal herds for protection by UPDF and CBSS	▪ No. of protected herds established
		▪ Ensure effective tracking and recovery of raided animals by the CBSS in the pilot areas	▪ No. of raided animals recovered ▪ No. of operations carried out to recover animals
		▪ Ensure regular and prompt payment of salaries of CBSS to enhance motivation	▪ Amount of funds released for payment of salaries of CBSF
Objective 3: Ensure continued collaboration between the UPDF and the local communities and other stakeholders in order foster peace building in Karamoja	▪ Re-establish and support the functioning of CMOCs in all districts of Karamoja	▪ Establish CMOCs at District and Sub-county levels	▪ No. of CMOCs established
		▪ Hold orientation workshops for CMOCs at District and Sub-county levels	▪ No. of orientation workshops held for CMOCs
		▪ Support the functioning of the District and Sub-county levels CMOCs	▪ No. of CMOCs supported
	▪ Joint planning meetings between military units stationed at sub counties and communities held to review progress made in disarmament and plan way-	▪ Hold monthly joint meetings between the UPDF, CSOs, kraal leaders and <i>Karachunas</i> to plan and review progress of disarmament	▪ No. of Joint planning meetings between military and the community held to assess disarmament progress

	forward	Hold regular joint meetings between the UPDF, CSOs, kraal leaders and <i>Karachumas</i> to plan for and monitor movements of livestock in 'protected kraals'	No. of Joint planning meetings between military and the community held to plan livestock movements
Objective 4: Provide incentives to encourage voluntary surrender of all illegal weapons	Provide a clear documentation on previous disarmament process in order to identify and address the backlog of cases as a confidence building measure.	- Obtain documentation on the previous disarmament process to identify unfulfilled claims - Hold consultations in the villages, kraals, parishes, sub-counties	No. of unfulfilled claims from previous disarmament identified and documented
	Work with elders and kraals leaders to determine the most appropriate community benefit goods and services to be provided to the communities for supporting voluntary disarmament	Hold consultations with elders and kraal leaders to determine preferred community benefit goods and services	No. of community benefit goods and services provided for disarming
	Identify appropriate and acceptable incentives for disarmament and how they are to be targeted in order to encourage voluntary surrender of weapons.	- Hold consultations in the villages, kraals, parishes, sub-counties - Undertake a rapid assessment	The preferred disarmament incentives identified
	Mobilise adequate financial, logistical and administrative arrangements for immediate delivery of the preferred incentives for disarming voluntarily	- Design resource mobilisation strategy, including holding a donors conference. - Ensure efficient delivery system of preferred incentives which should be handled at sub-county level	Resource mobilisation strategy in place, and adequate resources mobilised for disarmament incentives
	Ensure Government pledges for incentives are fulfilled in time and that only eligible individuals and communities receive such benefits	- Formulate an administrative structure for delivery of incentives should open, transparent and accountable to reduce corruption. - Design an appropriate tracking system	- Reduction of complaints about delayed delivery of incentives - Incentive delivery tracking system in place in each district
	Ensure availability of disarmament certificates to minimise anxiety by the disarmed.	Prepare adequate numbers of new laminated (photographic) disarmament certificates	No. of certificates produced
	Design a scheme in which those who disarm are rewarded with economic production tools of their choice	Hold community consultations to determine preferred economic production tools	No. of people receiving economic production tools of their choice for disarming
	Provide rewards for kraals leaders and community security forces for 'best performing' villages with regard to weapons collection	Mobilise adequate financial resources and identify 'best performing' villages with regard to weapons collection	No. of 'best performing' villages with regard to weapons collection in each district
Objective 5: Provide an enabling environment for safeguarding peoples' basic human rights as	Support the functioning of Uganda Human Rights Commission (UHRC) in Karamoja in order to effectively monitor and report human rights violations during and after disarmament	Financial resources provided to support the UHRC programme activities in Karamoja supported	- No. of cases of human rights abuses reported to the UHRC - No. of reported cases of human rights abuses for which immediate and appropriate redress is provided

well as civil, political, economic and cultural rights during and after disarmament		▪ Support UHRC to undertake the training and hold sensitisation workshops for sub-county local governments on human rights issues	▪ No. of LC3 trained in human rights issues
		▪ Support the UHRC to undertake community education and sensitisation on fundamental human rights and universal freedoms	▪ No. of community sensitisation workshops held by UHRC
		▪ Support UHRC to undertake workshops to train and sensitise the UPDF and other forces involved in disarmament on human rights issues	▪ Number of Human rights training and education workshops held for the army
	▪ Support the functioning of civil society organizations involved in the monitoring of human rights issues during and after disarmament	▪ Provide financial resources to strengthen capacity of civil society organisations involved in human rights monitoring	▪ No. of CSOs involved in human rights monitoring supported
		▪ Financial resources provided to support CSOs providing legal aid and legal literacy in Karamoja	▪ No. of cases of human rights abuses reported to CSOs
Objective 6: Facilitate joint cross border disarmament interventions to support peace building in Karamoja	▪ Formalise and strengthen cross-border meetings with neighbouring countries of Kenya and Sudan	▪ No. of CSOs supported to provide legal aid and legal literacy	
		▪ Hold regular cross-border consultative meetings to enhance common objectives in undertaking simultaneous disarmament	▪ No. of Quarterly security meetings held with officials from all neighbouring districts
		▪ Hold regular joint security meetings with authorities in neighbouring districts within Uganda and with authorities in countries neighbouring Karamoja	▪ No. of joint disarmament planning meetings held
		▪ Establish cooperation and liaison forums for joint planning and joint operation across borders with Kenya and Sudan	▪ No. of cooperation and liaison forums established
		▪ Adopt standardised disarmament operational procedures through common training of armed forces involved in disarmament in the respective countries	▪ No. of meetings held for joint planning of disarmament initiatives
		▪ Establish joint development projects along the common borders to facilitate peace building	▪ No. of joint development projects undertaken along the common international borders
		▪ Undertake joint military operations along the common international borders to crack down on international trafficking in small arms and light weapons	▪ No. of joint military operations along the common international borders

	Hold regular joint security meetings with authorities in districts neighbouring Karamoja	- Hold joint security planning meetings to update neighbouring districts on progress of disarmament in Karamoja and plan way forward - Hold regular meeting to plan for dry season migration of Karimojong pastoralists to neighbouring districts in search for water and pastures	- No. of joint security planning meetings held - No. of planning meetings held
Objective 7: Establish and operationalise collection procedures, record keeping and custody of surrendered /collected weapons	Strengthen stockpile management, record keeping and safe storage of arms collected by the state from the on-going disarmament	Adopt Uganda National Action Plan on Small Arms and Light Weapons procedures, and publish booklets containing the adopted procedures in both English and <i>Ngakarimojong</i>	A document on procedures for collection, recording, transportation and storage of weapons published and disseminated
	Establish convenient and accessible collection centres, including mobile centres to minimise distance to collection points	Identify and publicise the location of Mobile and other weapons collection centres	No. of weapons collection centres established
	Facilitate mobility of collection teams	Avail appropriate and secure transport	No. of mobile weapons collections teams facilitated
Objective 8: Conduct public destruction of all weapons collected in accordance with international policy and best practice	Adopt and publicise procedures for weapons destruction as set out in the Uganda National Action Plan on Small Arms and Light Weapons	Designate and publicise weapons' destruction centers	No. of weapons decommissioned
	Identify the most suitable weapons destruction method	Find alternative and productive use for scrap metal	No. of decommissioned weapons used for manufacture of production tools
	Undertake public destruction of weapons collected during voluntary and forcefully disarmament to prevent them from being 'recycled' into the community	Weapons destroyed in public to prevent re-circulation	No. of public destruction cites and times weapons have been destroyed publicly, and number of weapons involved
Objective 9: Operationalise a Conflict Early Warning Mechanism in Karamoja	Establish District Early Warning and Early Response mechanisms under the framework of the CEWARN protocol	District Early Conflict Warning units established in Karamoja	No. of units established
	Protect and reward 'whistle-blowers' who provide vital information about weapons trafficking	Provide cash incentives to those who provide accurate information	No. of people volunteering vital information on weapons trafficking
	Establish Regional Task Forces under the framework of the National Action Plan on SALWs	Hold regional consultative meetings to consult stakeholders	No. of regional consultative meetings held

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 2: ESTABLISH LAW AND ORDER IN KARAMOJA			

Objective 1: Enhance the capacity of the state to undertake its functions and effectively exercise authority over the people of Karamoja	Strengthen the capacity of the Police to maintain law and order during and after disarmament	Establish a Special Police Constabulary for Karamoja	No. of Karimojong joining the Special Police Constabulary
		Provide further training to the existing Local Administration Police (LAP)	No. of LAPs given further training
		Identify S4 and S6 leavers for possible recruitment into a regular Police for Karamoja	No. of S4 and S6 leavers recruited into regular Police for Karamoja
		Establish Police Stations in District where they do not exist (Abim, Kaabong and Nakapiripirit)	No. of Police Stations established
		Establish a Police Post in every sub-county in Karamoja	No. of Police Post established
		Provide adequate transport and communication equipment to the Police	Police Post Patrol cars and communication equipment provided to Police
		Undertake a Need Assessment for Police services in each district	No. of districts where assessment done
		Deploy 'Sniffer Dogs' for detecting arms and ammunition hidden/buried in the villages	No. of Police dog units deployed and active in Karamoja
	Improve the efficiency and effectiveness of the Judiciary in terms of performance (speedy trials) and clearance of backlog	Pilot the establishment of mobile courts to expedite trials and enhance access to justice	No. of mobile court sessions held per sub-county and district.
		Designate a resident High Court judge to Moroto to constitute a special High Court session	No. of special High Court session constituted
		Recruit/post more Judicial officers to Karamoja	No. of Magistrate and support staff Recruited and Posted to Karamoja
		Provide more vehicles for transportation of Judicial officers for visiting and supervising lower courts	No. of vehicles procured
		Mobilize/provide resources for construction of both residential and court infrastructure in Karamoja	No. of Court infrastructure constructed
		Provide/secure resources for facilitating/conducting special sessions in Karamoja at all levels; High Court, Chief Magistrate and Grade I Courts.	No. of special session conducted
		Recruit one Resident State Attorney to be stationed at Moroto and at least 12 state prosecutors	No. of Resident State Attorney s and state prosecutors recruited

		▪ Undertake further study on traditional justice administration systems (e.g. the <i>Akirikel</i>) to find best ways to integrate positive aspects in the modern system	▪ One study on traditional justice administration systems undertaken
		▪ Sensitize the community and Judicial officers on how traditional and modern judicial systems function	▪ No. of sensitisation workshops held
		▪ Provide special remuneration to motivate Judicial officers in Karamoja	▪ No. of Judicial officers benefiting from special remuneration
	▪ Improve Prison services in Karamoja	▪ Constructed a permanent detention centre in Karamoja	▪ No. of permanent detention centres constructed
		▪ Rehabilitate Prison facilities in each district	▪ No. of Prison facility constructed
		▪ Ensure proper welfare of prisoners and suspects	▪ Amount of resources provided to ensure welfare of prisoners and suspects
Objective 2: Strengthen the capacity of Local Governments and Councils to undertake service delivery and enhance governance	▪ Customise staff structures for old and new districts in Karamoja	▪ Hold workshops organised by Ministry of Local Government to orient districts to new staff structures	▪ No. of districts where orientation workshops were held
	▪ Support the establishment of Local Councils wherever these do not exist	▪ Provide funds for the establishment of Local Councils wherever these do not exist	▪ No. of Local Councils established
	▪ Strengthen the functioning of the Local Councils where they exist	▪ Capacity strengthened for sub-county Local Governments	▪ No. of Local Councils capacity strengthened
		▪ Undertake orientation of new councillors in newly constituted and existing LCs	▪ No. of Local Councils benefiting from orientation
		▪ Undertake induction of LCs in byelaw making	▪ No. of Local Councils benefiting from induction courses
	▪ Re-institutionalise and strengthen traditional cultural institutions	▪ Provide support to traditional cultural institutions	▪ No. of districts where traditional cultural institutions supported
Objective 3: Facilitate the control of cross border movement of people and goods, including livestock	▪ Harmonise and publicise procedures required for cattle keepers to move into other district in search of water and dry season pastures	▪ Support inter-district collaboration on harmonisation of dry season migration of cattle keepers	▪ Number of cattle keepers who have benefited from the harmonised procedures
	▪ Enhance and simplify immigration arrangements	▪ Hold regular cross-border consultative meetings	▪ Number of cross-border consultative meetings held
	▪ Establish cross border commissions for harmonized resource use and management	▪ Hold regular cross-border consultative meetings	▪ Number of cross-border consultative meetings held
	▪ Strengthen customs checks and immigration controls along the international borders through constant patrols to check use of undesignated border points	▪ Regular consultations on customs and immigration held East African Police Chiefs through EAPCO	▪ Number of consultations held on customs and immigration by East African Police Chiefs

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 3: SUPPORT THE PROVISION AND DELIVERY BASIC SOCIAL SERVICES TO THE PEOPLE OF KARAMOJA			
Objective 1: Provide support for education in Karamoja to break recruitment of young boys into warrior hood and encourage girls to stay in school	Make primary education compulsory and free for all school-going age children, and develop tough sanction for parents who do not send their children for primary education	1 Government aided 'Girls Only' Boarding Primary School constructed and equipped in each district per year	No. of girls enrolled in Boarding Primary School
		1 Government aided 'Boys Only' Boarding Primary School constructed and equipped in each district per year	No. of boys enrolled in Boarding Primary School
		1 Government aided 'Boys Only' Boarding Secondary School constructed and equipped in each district per year	No. of boys enrolled in Boarding Primary School
		1 Government aided 'Girls Only' Boarding Secondary School constructed and equipped in each district	No. of girls enrolled in Boarding Primary School
		Liase with Ministry of Education, MFPED and World Food Programme to support school feeding programmes for Boarding primary and secondary schools	No. of primary and secondary schools benefiting from School feeding programmes
	Local Governments supported to legislate bye-laws to ensure primary education becomes compulsory	Support LCs to pass bye-laws to sanction parents who do not send their children to school	No. of bye-laws passed
	Undertake construction of requisite infrastructure to support formal and non-formal education	Elevate Moroto Core PTC to a National Teachers College to train Grade 5 Teachers	No. of students accessing NTC in Moroto
		Construct one community polytechnic per district to provide vocational training for former warriors and out-of-school youth in alternative skills	No. of community polytechnic constructed
		Support the integration of vocation education in formal education institutions in Karamoja	No. of former <i>karachunas</i> benefiting from vocational education
		Construct sanitation facilities in all primary and secondary schools, and other educational institutions	No. of schools with sanitation facilities
		Construct chain link fence around schools to ensure security of persons and property	No. of schools with chain link fences
		Construct Teachers' Quarters' for primary and secondary schools in Kampala	No. of teachers quarters constructed

	Support education for Karimojong children	Ensure higher access to State House Scholarships for Karimojong children in Higher Institutions of learning	No. of State House Scholarships secured for Karimojong children
		Establish a Bursary Fund for Karimojong students at University and higher institutions of learning	No. of needy Karimojong students benefiting from Bursary Fund
		Review the quota system of entry in Public Universities if it has to benefit Karimojong	No. of Karimojong students benefiting from affirmative action in entry to public universities
		Introduce education bursaries for children of those who voluntarily surrender their weapons from senior one up to the University	No. of Karimojong students awarded bursaries at O and A as well as University level
		Support bridging course to enable Karimojong students to attain the relevant entry requirements into NTCs	No. of Karimojong students benefiting from bridging course
Objective 2: Provide and reconstruct social and physical infrastructure that stimulate economic activity and facilitate governance in the region	Undertake emergency water provisioning for human consumption in each district of Karamoja to support peace building and development processes	Provide piped water to urban centres and rural growth centres in Karamoja	No. of urban centres and rural growth centres with piped water
		Drill new boreholes to support disarmament operations	No. of boreholes constructed
		Rehabilitate non-functional boreholes in resettlement areas	No. of non-functional boreholes rehabilitated
		Provide safe water to institutions (health units, schools, sub-county headquarters)	No. of institutions provided safe water
		Undertake de-silting of existing valley dams and valley tanks using labour-based approaches	No. of valley dams and tanks de-silted
		Explore the possibility of developing Gravity Water Flow schemes from the mountains	No. of Gravity Water Flow schemes developed
	Invest in water provision for livestock, especially in dry season grazing areas and for crop production	Collaborate with development partners in the region to undertake labour-based rehabilitation of existing valley tanks/dams and/or construct new ones	No. of valley tanks and dams constructed for livestock
		Develop appropriate rain water harvesting technologies to make surface water run-off available for livestock and small-scale irrigated agriculture	No. of rain water harvesting facility constructed and equipped per district
		Invest in construction of small water ponds (<i>ngitaparin</i>)	No. of small water ponds constructed

		Explore the possibility of pumping water from Lake Kioga to support irrigated farming in Karamoja	No. of irrigation projects developed
	Undertake construction and rehabilitation of roads and other infrastructure in Karamoja to support peace and development	Open security roads at the international borders	565 kms of road length to be constructed starting in March 2007
		Open security roads between communities in Karamoja	No. of kms of security roads opened
		Open security roads between Karamoja and neighbouring districts	No. of kms of security roads opened
		Upgrade the Sironko to Pire road from gravel to bitumen standard	No. of kms of road length bituminised
		Rehabilitate Kotido and Moroto airfields	No. of airfields rehabilitated
	Improve the delivery of the Minimum Health Care Package in Karamoja	Increase amount of resources allocated to districts to deliver Public Health Care (PHC) under the PHC Conditional Grants	Amount of resources allocated to districts to deliver PHC
		Rehabilitate existing health units and construct new health units	No. of Health units rehabilitated/constructed
		Support the equipping and staffing of health units constructed by the Local Governments	No. of Health units equipped
		Upgrading existing health units	No. of Health units upgraded
		Ensuring constant supply of drugs in health facilities	No. of well stocked health units
		Re-introduce incentive schemes for the 'Hard-to-reach areas' to ensure retention of trained staff and attract new ones	No. of new staff attracted and retained
		Support the training, equipping and deployment of Nomadic Community Health Workers (NCHWs)	1 experimental Mobile Primary Health Care Service provision team per district operational - Design and ensure approval of the curriculum and training manuals for NCHWs
		Undertake community mobilisation and advocacy to enhance reproductive health services	No. of adults accessing reproductive health services
		Undertake community mobilisation and advocacy to enhance sanitation coverage	Households latrine coverage
		Undertake community mobilisation and advocacy to enhance HIV/AIDS awareness and prevention	No. of new infections reported

		▪ Train and support Traditional Birth Attendants (TBAs) through Karamoja	▪ No. of TBAs trained and supported
		▪ Affirmative action for Karimojong being recruited into Health training	▪ No. of Karimojong youth recruited into Health training institutions
		▪ Provide ambulances for HCIV that provide referral services	▪ No. of ambulances provided
	▪ Extend government rural electrification programme to Karamoja	▪ Extend electricity to all District Headquarters in Karamoja	▪ No. of District headquarters connected to the national power grid
		▪ Extend electricity to urban and other rural growth centres in Karamoja	▪ No. of urban and rural growth centres benefiting from rural electrification
		▪ Install solar power in all Boarding primary and secondary schools in Karamoja	▪ No. of boarding schools where solar power is installed
		▪ Install solar power in all Health Units which are not connected to National electricity grid	▪ No. of health units where solar power is installed
		▪ Explore alternative sources of energy such as windmills	▪ No. of windmills installed
	▪ Revitalise the Community Development functions in the districts of Karamoja	▪ Recruit and train Community Development Officer in the Districts of Karamoja	▪ No. of Community Development Officers recruited and trained
		▪ Support Functional Adult Literacy (FAL) programmes specifically targeting women	▪ No. of FAL trainers recruited and trained ▪ No. of people in FAL classes
		▪ Strengthen the delivery of sexual reproductive Health as well as adolescent health	▪ No. of peer sexual reproductive educators trained
		▪ Support the implementation of the Programme for Enhancement of Adolescent Reproductive Health (PEARL)	▪ No. of adolescents benefiting from PEARL

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 4: SUPPORT THE DEVELOPMENT OF ALTERNATIVE MEANS OF LIVELIHOOD			
Objective 1: Empower the Karimojong to harness the potential of their natural resources	▪ Support the establishment and functioning of the Uganda Gum Arabic Cooperative	▪ Mobilise communities to join the Uganda Gum Arabic Cooperative	▪ No. of registered members of the Uganda Gum Arabic Cooperative
	▪ Support the creation of SACCOS in Karamoja so as to benefit from ' <i>Bonna Bagawale</i> '	▪ Mobilise communities to join SACCOS	▪ No. of SACCOS formed and accessing micro-credit

Objective 2: Promote sustainable utilisation of gum Arabic and related dry land products for improved livelihood and biodiversity conservation	Develop processing facilities for Gum Arabic, Aloes (aloe <i>secundiflora</i>) and Amarula to create employment for and increase incomes of the people of Karamoja	Private-public partnership developed to undertake harvesting, sorting and marketing of wild Gum Arabic, Aloes and Amarula	- No. of private/public partnerships developed - No. of youth and former warriors employed in the production, processing and marketing processes
		Private sector partner sought to invest in the processing of aloe <i>secundiflora</i>, then later Gum Arabic and Amarula	One factory designed and built in Karamoja to process the aloes by end of 2007
		Produce medicines, soft drink tinctures, organics fertilisers, animal feeds and cosmetics products for domestic consumption and export	No. of products being produced
	Support the development of Gum Arabic, Aloes and Amarula plantations	Land secured for the development of Gum Arabic, Aloes and Amarula plantations (DLGs)	Amount of land secured by the DLGs for development of Gum Arabic, Aloes and Amarula plantations
	Support the development of large scale commercial agricultural production of sunflower, sorghum and other crops	Land secured for large scale agricultural development projects (DLGs)	- Amount of land secured by the DLGs for development of large scale commercial production - No. of investors attracted to undertake commercial agriculture
	- Promote the development of tourism infrastructure in Kidepo National Park and other wildlife reserves - Promote mineral development, including extraction and processing (e.g. limestone, marble, Gold, etc.)	- Private investors attracted to Karamoja develop tourism infrastructure - Private investors attracted to Karamoja develop mineral extraction and processing	- No of private investment attracted in the tourism sector - No. of private investors attracted to invest in mineral extraction and processing
Objective 3: Support economic diversification interventions in Karamoja to reduce reliance on livestock as a means of living	Support the revitalization and commercialization of smallholder agricultural production of sunflower, sorghum, fruits and other high-yielding crops using improved farming methods	Provide high yielding, drought resistant, early maturing crop varieties	Number of households growing high yielding, drought resistant, early maturing crop varieties
		Undertake the introducing, on experimental basis, of conservation tillage in the Karamoja green belt	- No. of conservation tillage demonstration gardens established - No. of farmers adopting conservation tillage
		Provide a tractor for each sub-county in Karamoja's green belt	No. of tractors provided
	Establish and equip Agricultural Research and Training institutes in the whole of Karamoja	Revamp Nabuin as a Regional Agricultural research Centre in Karamoja	Nabuin Farm revamped
		Establish a District Farm Institute in each District of Karamoja	No. of DFIs established

		Undertake research to develop high yielding, drought resistant, early maturing crop varieties specific for Karamoja	No. of high yielding, drought resistant, early maturing crop varieties developed
	Design an appropriate agricultural extension service delivery system which takes into account the specific constraints of Karamoja	Adapt NAADS programme and extend it to all the districts of Karamoja	No. of districts where NAADS programme is operational
	Identify existing women groups and support their non-farm income generating activities to enhance household incomes	Support women income generating activities	No. of non-farm women IGAs supported
Objective 4: Secure the land rights of communities in order to encourage sustainable utilisation of natural resources	Support the establishment of Communal Land Associations (CLA) and Common Land Management Scheme (CLMS) to ensure increased local community control over common property resources in Karamoja	Provide equipment and financial resources to support the functioning of District Land Offices and Land Boards	All the 3 District Land Offices and Boards functional
	Initiate a process of policy dialogue on de-gazetting some of the land set aside as controlled hunting areas	Build capacity of CLAs and CLMSs to negotiate for control over exploitation of natural resources	At least 1 CLA and 1 CLMS per county per district designed and piloted
	Introduce co-management schemes in order to enable regulated access to protected areas resources for sustainable natural resources management to be achieved	Promote dialogue between UWA and the District Local Governments	At least 2 public dialogues held on the de-gazettement of former CHA per district
	Identify and encourage traditional resource management practices that promote sustainable natural resources utilization and management	Support the introduce co-management schemes for forest and wildlife protected areas	At least 1 co-management scheme per district per year designed and piloted
	Empower the Karimojong to demand for equitable distribution of returns from exploiting natural resources in Karamoja, including tourism and mining	Support community tree planting initiatives	No. of community tree planting initiatives supported
		Introduce energy saving cook stoves in the <i>manyattas</i>	No. of households adopting energy saving cook stoves
	Strengthen environment management functions in Karamoja	No. of communities seeking to acquire titles to their land	No. of communities seeking to acquire titles to their land
		Hold mobilisation and sensitisation meetings on distributional equity issues pertaining to natural resource exploitation	No. of meetings on distributional equity issues held
		Establish environment management institutions at district where they do not exist	No. of districts where environment management institutions established
		Support the functioning of environment management institutions	No. of districts where functioning of environment management institutions is supported

		Empower communities to demand investors compliance to environmental restoration orders for activities that degrade the environment, especially mining	No. of communities where environmental restoration orders enforced in each district
Objective 5: Support interventions to improve the viability of pastoralism in Karamoja	Develop programs that aim at improving pastoral production and contribute to sustainable development	Government should develop a policy on pastoralism and livestock production	A national policy on pastoralism developed
		Design and implement a Pilot Livestock Improvement programme	A Pilot Livestock Improvement programme designed and implemented in Karamoja
		Undertake pilot aerial pasture seeding in selected zones to enhance availability of improved pastures	No. of sub-counties where aerial pasture seeding is undertaken
	Undertake re-stocking in Karamoja through which women can benefit from livestock more directly	Target women in undertaking re-stocking of smaller stock under disarmament	Number of women who benefit from disarmament re-stocking
	Support intensified livestock disease control by undertaking mass vaccination of livestock against common diseases such as CBPP, and FMD	District Local government supported to undertake vaccinations	Mass vaccinations carried out in the districts of Karamoja
	Design an appropriate Veterinary extension service delivery system which takes into account the specific constraints of Karamoja	Train Community-based Animal Health Workers (CAHWs) and deploy them in all sub-counties	No. of CAHWs trained and deployed
	Support the construction of cattle dips and crushes in every sub-county	Build 2 cattle dips and crushes per sub-county	No. of cattle dips and crushes built
	Explore opportunities for improving livestock marketing organisation and infrastructure	Undertake interventions to improve Livestock marketing	No. of interventions undertaken to improve livestock marketing infrastructure
	The UPDF and Veterinary departments should collaborate to undertake branding of cattle as a security measure to stem cattle thefts	Institute, establish and operationalise a livestock identification force to apprehend those who trade in stolen cattle	No. of culprit apprehended trading in stolen livestock
		Train livestock owners to maintain proper records regarding their herds, for example the colours of their cattle	No. of Cattle keepers keeping records regarding the details of their herds
		Provide logistics especially transport to veterinary staff for branding exercise in Karamoja and the neighbouring districts	No. of animals branded in each county
	Develop a Drought Early Warning Mechanism to enhance Disaster preparedness	Develop a Drought Early Warning Mechanism	No. of districts with Drought Early Warning Mechanisms
Objective 6: Facilitate the resettlement and	Identify communities that have been affected by natural disasters and armed conflicts	Conduct a vulnerability assessment to determine the magnitude of the impact of natural disasters and armed conflicts	No. of assessment report published

rehabilitation of people affected by natural disasters and armed conflicts	Facilitate the resettlement of people displaced /affected by natural disasters and armed conflicts	Resettle IDPs in areas where crop and livestock production can be integrated and improved	No. of IDPs resettled
	Facilitate the rehabilitation of victims of disasters and armed conflicts	Deliver emergency relief (health, shelter, water, food) to victims of disasters and armed conflicts	No. of emergency relief packages delivered
	Establish an effective coordination mechanism for the delivery of emergency relief to victims of disasters and armed conflicts	System established for coordinating the delivery of emergency relief to appropriate beneficiaries	Number of households benefiting from emergency relief
	Facilitate the resettlement of persons internally displaced or affected by violent armed conflicts	Establish resettlement schemes	No. of IDPs resettled in areas where they can start crop cultivation
	Resettle people in fertile areas of Karamoja to encourage adoption of viable alternative forms of livelihood.	- Support the resettlement of Karimojong children and adults from the streets of Kampala and other urban centres - Provide resettlement kits to those who wish to adopt settled crop cultivation	- No. Karimojong children and adults resettled from the streets - No. of people resettled in high potential agricultural areas

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 5: UNDERTAKE STAKEHOLDER MOBILISATION, SENSITISATION AND EDUCATION			
Objective 1: Involve all stakeholders in community sensitisation, education and mobilisation, as well as in the planning and execution of voluntary disarmament programs	Undertake the mobilisation, sensitisation and education of all stakeholders likely to be affected by the disarmament process to support a 'guns-free' Karamoja	Hold regular community mobilisation, sensitisation and education meetings at sub-county, parish and village level targeting <i>karachunas</i>, male and female youth, women, (especially widows), elders, diviners etc.	No. of community mobilisation, sensitisation and education campaigns
		Hold regular sub-county and parish mobilisation, sensitisation and education meetings with initiated elders, kraal leaders and <i>karacunas</i> to persuade them to support voluntary disarmament	No. of mobilisation, sensitisation and education meetings held
	Ensure the political will and commitment that exists at the highest level of government is visible throughout Karamoja	Adequate preparations need to be made to launch interventions under the new programme which will support military operation by the UPDF	No. of Disarmament public rallies held at least in each county and sub-county
	Undertake lobby and advocacy to bring on board all the relevant stakeholders to ensure the successful implementation of the KIDDP	Undertake lobby of all relevant stakeholders to ensure the successful implementation of the KIDDP	No. of lobby events carried out

	Design appropriate framework to ensure the participation of all relevant stakeholders in the planning and execution of the proposed disarmament program	Develop an inventory of all stakeholders in disarmament in Karamoja and identify their interests	No. of inventories of all stakeholders in disarmament in Karamoja developed
		Involve the <i>Akiriket</i> in the implementation of the KIDDP	No. of districts where <i>Akirikets</i> consulted
		Involve religious and faith-based institutions in the implementation of the KIDDP	No. of religious and faith-based institutions consulted
	In collaboration with the Print and electronic media, design a communication strategy to target long-term attitude and behaviour change in Karamoja	Communication strategy designed targeting attitude and behaviour change	No. of communication strategy document designed
		Work with the print media to promote attitude and behaviour change	No. of print media houses supported
		Work with the electronic media to promote attitude and behaviour change	No. of electronic media houses supported
	Formulate a clear and coordinated public mobilisation, sensitisation and education program to encourage popular support for disarmament and stimulate wider participations of all stakeholders	Hold public rallies, campaigns and consultations in the villages, kraals, parishes, sub-counties, as well in every urban centre in Karamoja and other venues such as places of worship	A clear and coordinated public mobilisation, sensitisation and education program formulated
	Formulate radio programs with standardised messages to be aired on the local Karamoja FM radio and other popular radio stations with clear reception in the area	Use Karamoja FM to broadcast disarmament messages everyday	No. of daily one hour radio programmes on disarmament aired
		Involve local people in the Radio programmes	No. of local people involved in Radio programmes
		Promote the use of drama and development theatre to disseminate disarmament and development messages	No. drama and development theatre groups supported
		Purchase and distribute radio for distribution during visits to kraals for disarmament mobilisation activities	No. of radios purchased and distributed
	Involve affected youth, women, widows, <i>karachunas</i>, elders, 'diviners', known notorious raiders and other stakeholders in the communities in the planning and execution of the disarmament program	Hold seminars and workshops in the villages and kraals to get first hand information and build confidence with primary stakeholders	No. of seminars and workshops held in the villages and kraals
Objective 2: Support and foment initiatives that will promote peaceful resolution of conflicts	Strengthen mechanisms of enhancing inter-community dialogue for shared resource management	Hold community consultations on community shared resource management	No. of meetings held on shared resource management
		Support national and international exchange visits for <i>karachunas</i>, elders and community representatives	No. of exchange visits supported
	Organise national events to commemorate the disarmament process in Karamoja	Organise a national event to commemorate the launch of the planned Integrated Disarmament and Programme	No. of national events to commemorate the launch of disarmament held

	▪ Empower individuals and groups/civil society organisations undertaking peace-building activities ▪ Uphold existing alliances for peaceful co-existence (especially where peace treaties have been signed) and encourage the creation of new one to broaden peace	▪ Identify and support the needs of civil society organisation undertaking peace-building activities ▪ Support peace negotiations between different tribal groups in Karamoja and between Karimojong and communities neighbouring Karamoja	▪ No. of CSOs undertaking peace-building activities supported ▪ No. of Peace negotiations between different tribal groups in Karamoja and neighbouring communities supported
Objective 3: Undertake peace education and other peace activities in the communities	▪ Incorporate 'Peace education and Conflict Management' as a unit in any one of the subjects taught at Primary and secondary levels (e.g. Social Studies) in all Schools of Uganda	▪ Contract Curriculum Development Centre to design the unit on Peace and Conflict Management for primary and secondary schools	▪ No. of course units for primary and secondary schools designed and integrated in a teaching subject
	▪ Undertake public peace education and sensitisation to promote voluntary disarmament	▪ Hold community consultations, including public rallies and campaigns, as well as learning centres such as FAL and ABEK	▪ No. of public rallies held to promote voluntary disarmament
	▪ Identify and integrate positive values and traditions as well as customary conflict resolution strategies to strengthen existing conflict resolution mechanisms and promote attitude change towards peace-building for enhanced development	▪ Undertake a study to find the most appropriate ways to integrate traditional values and customs in promotion of peace building	▪ No. of researches undertaken
	▪ Encourage peace activities between rival ethnic groups and appropriate recognise those who excel in such activities	▪ Encourage the district local governments to collaborate with other stakeholders to organise football or athletics competitions between youth from usually warring ethnic groups	▪ No. of football or athletics competitions organised
	▪ Provide audio and visual documentation of all activities relating to disarmament	▪ Undertake video coverage; still photographs and record minutes of all disarmament related meetings	▪ No. of Visual and audio documentation on disarmament available
Objective 4: Create an enabling environment for women, youth and the elite Karimojong to effectively participate in and influence all disarmament activities	▪ Ensure the effective participation and representation of women in the planning and implementation of disarmament activities	▪ Appoint women and youth to working groups at village, sub-county, county, and district levels	▪ No. of Women and youth co-opted onto working groups
	▪ Involve women, youth and the elite in the monitoring and evaluation of progress and outcome of disarmament activities	▪ Involve the <i>akivor</i> in sensitisation and education targeting the women ▪ Elderly women and especially widows, the youth and Karimojong elites consulted on a regular basis	▪ No. of gender issues being monitored in the implementation of disarmament
	▪ Specifically target women and youth in community mobilisation and sensitisation campaigns for voluntary disarmament	▪ Hold consultations with women and widows and youth	▪ No. of women targeted during community mobilisation and sensitisation

	Encourage women and youth from all the different Karimojong ethnic groups to compose and sing songs as well as perform drama which implores their men to surrender weapons voluntarily	Hold Dance and Drama competitions for women and youth groups	No. of Dance and drama competitions between women and youth groups held
	Mobilise and involve Karimojong students in higher institutions of learning in educating the local communities on voluntary disarmament	Students in higher institutions of learning facilitated to participate in disarmament	No. of students facilitated
	Bring on board the Karimojong elite and involve them in disarmament activities	Karimojong elite participating in discussions about Karamoja integrated disarmament and development	No. of elites involved

Objectives	Recommended Activities	Specific Tasks	Progress Monitoring Indicators
COMPONENT 6: ENHANCE THE COORDINATION, MONITORING AND EVALUATION SYSTEMS			
Objective 1: Coordinate and harmonise existing peace building initiatives by all the different stakeholders	Support the Office of the Prime Minister to undertake coordination and monitoring of Integrated Disarmament and Programme activities	Provide logistical support and capacity building for OPM to effectively coordinate and monitor disarmament activities	- No. of capacity building workshops provided for staff in OPM - No. of support field visits to Karamoja held by OPM staff
		Enhance skills of OPM and KRPDS staff to coordinate KIDDP	No. of trainings supported
	Collaborate with the Ministry of Defence in order to coordinate field-level operations in support of disarmament and development in Karamoja	Hold regular coordination meetings with the UPDF	No. of coordination meetings held with the UPDF
	Revitalise and facilitate structures for promoting the efficient coordination of disarmament and development interventions in Karamoja	Revitalise and facilitate the Karamoja National Working Group (KNWG) at the national level	No. of strategic planning meetings and field monitoring visits of the KNWG undertaken
		Support the functioning of the Karamoja Regional Peace and Development Secretariat (KRPDS)	Karamoja Regional Peace and Development Secretariat (KRPDS) supported
		Establish Peace and Development Committees (PDCs) at Regional, district, sub-county levels	- No. of PDCs established - No. of <i>karachunas</i> and women on PDCs
		Support the functioning of the Karamoja Regional, District and Sub-county Peace and Development Committees (PDCs)	No. of PDCs supported
		Hold orientation workshops for Peace and Development Committees (PDCs) at Regional, District and sub-county levels	No. of PDC orientation workshops held

		Identify, train and facilitate Community Peace and Development Animators (PDAs) in every community	No. of community PDAs trained and facilitated
	Facilitate the office of the RDC and that of the LC5 Chairperson to provide political oversight roles	Resources and equipment provided to the office of the RDC and that of the LC5 Chairperson	Amount of resources provided to the office of the RDC and that of the LC5 Chairperson
Objective 2: Define clearly results/output and outcome/impact monitoring and evaluation indicators	Identify appropriate results/output indicators for measuring progress made in the implementation of planned disarmament activities	Identify results/output indicators	No. of results/output indicators
	Identify appropriate indicators for measuring outcome/impact of the disarmament program	Identify outcome/impact indicators	No. of outcome/impact indicators
	Draw lessons from the implementation of the KIDDP	Identify the lessons that will be learnt from implementation of the KIDDP	No. of lessons learnt from implementation of the KIDDP
Objective 3: Define the monitoring and evaluation methods, tools and techniques to be used	Establish fora through which progress in implementation of KIDDP is monitored and evaluated on a regular basis	Use Karamoja Regional Peace and Development Secretariat (KRPDS) and District PDC offices as points of reference	No. of meetings held at KRPDS and DPDCs to review progress made
		Undertake regular disarmament progress review meetings with kraal leaders and <i>karachunas</i>	No. of disarmament progress review meetings held with kraal leaders and <i>karachunas</i>
	Undertake open and transparent information sharing to build trust and confidence among the various stakeholders	Use radio programs to communicate to the community and Village Peace Animators to bring community views	No. of Radio programmes on disarmament being aired on local FM stations
	Improve radio communication system by extending coverage of Karamoja FM to all parts of Karamoja (especially South Karamoja)	Booster and repeater stations placed in South Karamoja to increase signal reception	No. of additional sub-counties picking radio signal
	Promptly address identified shortcomings and constraints in disarmament process	Ensure an appropriate feedback mechanism which is functional, and should involve all the stakeholders	No. of evaluations carried out to draw lesson
Objective 4: Strengthen the capacity for coordination, monitoring and evaluation	Establish the Karamoja Regional Peace and Development Secretariat (KRPDS)	Hire and equip an office for the Karamoja Regional Peace and Development Secretariat in Moroto	One Regional Peace and Development Secretariat equipped and functional
	Provide logistical support to the staff at the Karamoja Regional Peace and Development Secretariat (KRPDS)	Logistical support provided to the Karamoja Regional Working Group Secretariat	Amount of resources provided to support the Karamoja Regional Peace and Development Secretariat (KRPDS)
	Establish and Support an information and technology management unit within the KRPDS to enhance coordination and monitoring of KIDDP activities	An information and technology management unit established and supported	A functional information and technology management unit in place

	Establish District Peace and Development Committee (DPDC) offices to coordinate implementation of the KIDDP	Premises for DPDCs provided by District Local Governments, furnished and staff recruited	No. of DPDCs fully operational
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PART THREE

6 IMPLEMENTATION PLAN FOR THE KARAMOJA INTEGRATED DISARMAMENT AND DEVELOPMENT PROGRAMME

6.1 PLANNED PROGRAMME ACTIVITIES, TIMEFRAMES AND BUDGET ESTIMATES FOR THE FIRST 12 MONTHS

6.2 PRIORITY IMPLEMENTATION ACTIVITIES WITHIN THE FIRST SIX MONTHS

In order to support the current activities of the military, which is already implementing disarmament in Karamoja, the following activities are proposed in order of priority:

1. Establishing, equipping and providing logistical support for the functioning of the Karamoja Regional Working Group Secretariat for supporting integrated disarmament and development interventions
2. Constitution and facilitation of the National, Regional and District level Karamoja Working Groups in order to support their planning meetings; sensitisation, mobilisation and education workshops. This will entail provision of transport, allowances for Working Group members and funds for meeting operational expenses, especially stationery and vehicle maintenance. These Working Group members will also require some minimum re-orientation training.
3. Facilitation of the Office of the Prime Minister, as well as strengthening the capacity of the Department of Karamoja Affairs especially in provision of technical supervision and monitoring of the development-related interventions in support of the planned integrated disarmament and development programme.
4. Procurement, delivery, storage and effective distribution of appropriate individual and community incentives for voluntarily surrendered weapons
5. Stakeholder involvement in community mobilisation, sensitisation and education. This will involve bringing on board all the various stakeholders and determining how the various roles can be harmonised to enhance the overall objectives of achieving sustainable disarmament in Karamoja
6. Supporting the various organs of the state to provide and ensure law and order. This will include undertaking interventions to support the deployment of the military to curb both internal and external raiding; strengthening the capacity of the police; improving the performance of the judiciary, prisons and local administration policing.
7. Emergency water provision in selected sites to support troop deployment and also supply water to the communities near military detachments
8. Emergency construction of 9 out of 12 planned priority security roads in different parts of Karamoja to support troop movement, deployment and re-enforcement.

A way need to be found to make available resources from the respective line ministries for the implementation of the above activities, especially with regard to emergency water provision and security roads construction.

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8 ANNEXES

ANNEX 1:

Table 11.2.F. Schooling status by age category in Northern subregions. Boys and girls ages 6-17.

			Northern Subregion			District cluster			North ern Total	Other Regions	Uganda Total	
			North West	North Cen tral	North East	Acholi	Lango	Kara moja				Teso
Children with known status			2,950	3,069	4,635	1,935	1,134	1,643	2,992	10,654	21,824	32,478
Boys and girls	6-12 years	Currently schooling	90.2%	88.3%	78.8%	92.1%	84.7%	45%	91%	85.6%	93.8%	91.3%
		Left school - completed	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%
		Left school - completed	1.4%	1.7%	.8%	1.4%	2.0%	1.8%	.4%	1.3%	1.2%	1.3%
		Never attended school	8.4%	10.0%	20.3%	6.5%	13.3%	53%	8.3%	13.1%	4.9%	7.4%
	13-15 years	Currently schooling	93.3%	91.0%	81.1%	92.9%	89.0%	45%	94%	88.4%	91.7%	90.7%
		Left school - completed	.9%	1.1%	.5%	1.3%	.8%	.0%	.7%	.8%	1.6%	1.4%
		Left school - completed	4.4%	5.8%	3.2%	4.4%	7.2%	2.6%	3.5%	4.6%	5.5%	5.2%
		Never attended school	1.4%	2.1%	15.1%	1.3%	3.0%	52%	1.5%	6.2%	1.2%	2.7%
	16-17 years	Currently schooling	81.8%	75.2%	66.5%	75.1%	75.3%	39%	80%	74.0%	76.8%	76.0%
		Left school - completed	2.6%	5.7%	2.3%	7.5%	3.7%	.0%	3.4%	3.9%	8.0%	6.9%
		Left school - completed	13.1%	16.9%	11.4%	14.9%	19.0%	1.9%	16%	14.3%	13.5%	13.7%
		Never attended school	2.6%	2.3%	19.9%	2.5%	2.0%	59%	.4%	7.9%	1.6%	3.4%
	Total 6-17 years	Currently schooling	90.1%	87.4%	78.1%	90.3%	84.6%	44%	91%	85.0%	91.3%	89.4%
		Left school - completed	.5%	.9%	.4%	1.2%	.6%	.0%	.5%	.6%	1.4%	1.1%
		Left school - completed	3.3%	4.3%	2.5%	3.7%	5.0%	2.0%	2.6%	3.5%	3.7%	3.6%
		Never attended school	6.1%	7.3%	19.1%	4.8%	9.9%	54%	6.0%	10.9%	3.7%	5.9%
Boys	6-12 years	Currently schooling	91.7%	89.8%	78.3%	92.6%	86.9%	44%	91%	86.4%	93.7%	91.5%
		Left school - completed	.0%	.0%	.1%	.0%	.0%	.0%	.1%	.0%	.0%	.0%
		Left school - completed	.7%	1.3%	1.0%	1.2%	1.5%	1.8%	.7%	1.1%	1.3%	1.2%
		Never attended school	7.5%	8.9%	20.7%	6.2%	11.6%	54%	8.6%	12.5%	5.0%	7.3%
	13-15 years	Currently schooling	96.2%	91.7%	83.1%	94.6%	88.7%	49%	94%	90.3%	91.9%	91.4%
		Left school - completed	.6%	1.3%	.3%	1.5%	1.1%	.0%	.4%	.8%	1.6%	1.3%
		Left school - completed	2.7%	6.0%	3.6%	3.4%	8.8%	1.8%	4.2%	4.4%	5.4%	5.1%
		Never attended school	.5%	1.0%	13.0%	.5%	1.4%	49%	1.1%	4.5%	1.1%	2.1%
	16-17 years	Currently schooling	90.7%	82.5%	70.3%	80.3%	85.4%	39%	84%	80.8%	78.3%	79.0%
		Left school - completed	2.4%	3.9%	2.1%	7.0%	.0%	.0%	3.0%	3.0%	6.1%	5.2%
		Left school - completed	6.2%	10.6%	9.9%	10.8%	10.4%	1.6%	13%	9.3%	14.0%	12.7%
		Never attended school	.8%	3.0%	17.7%	1.9%	4.3%	59%	.0%	6.9%	1.6%	3.1%
	Total 6-17 years	Currently schooling	92.7%	89.4%	78.6%	91.5%	87.2%	44%	91%	86.7%	91.5%	90.0%
		Left school - completed	.4%	.8%	.3%	1.3%	.2%	.0%	.4%	.5%	1.1%	.9%
		Left school - completed	1.8%	3.5%	2.5%	3.0%	4.1%	1.7%	2.7%	2.8%	3.8%	3.5%
		Never attended school	5.0%	6.3%	18.7%	4.3%	8.4%	54%	6.0%	10.0%	3.6%	5.6%
Girls	6-12 years	Currently schooling	88.6%	87.0%	79.3%	91.6%	82.6%	46%	92%	84.8%	93.9%	91.1%
		Left school - completed	.0%	.0%	.0%	.1%	.0%	.0%	.0%	.0%	.0%	.0%
		Left school - completed	2.0%	2.0%	.7%	1.5%	2.4%	1.9%	.2%	1.6%	1.2%	1.3%
		Never attended school	9.3%	11.0%	20.0%	6.8%	15.0%	52%	8.0%	13.6%	4.9%	7.6%
	13-15 years	Currently schooling	89.9%	90.2%	79.3%	91.1%	89.2%	42%	94%	86.4%	91.4%	89.9%
		Left school - completed	1.2%	.9%	.7%	1.1%	.6%	.0%	.9%	.9%	1.6%	1.4%
		Left school - completed	6.4%	5.5%	2.9%	5.5%	5.4%	3.3%	2.7%	4.8%	5.5%	5.3%
		Never attended school	2.5%	3.4%	17.1%	2.2%	4.8%	54%	1.8%	7.9%	1.4%	3.4%
	16-17 years	Currently schooling	72.2%	67.5%	62.8%	68.5%	66.7%	39%	76%	67.0%	75.3%	73.0%
		Left school - completed	2.7%	7.5%	2.4%	8.2%	6.9%	.0%	3.8%	4.7%	9.9%	8.5%
		Left school - completed	20.5%	23.4%	12.8%	20.1%	26.4%	2.1%	19%	19.3%	13.1%	14.8%
		Never attended school	4.6%	1.5%	22.0%	3.3%	.0%	59%	.7%	8.9%	1.6%	3.7%
	Total 6-17 years	Currently schooling	87.2%	85.5%	77.6%	89.1%	82.0%	44%	91%	83.2%	91.1%	88.7%
		Left school - completed	.6%	1.0%	.4%	1.2%	.9%	.0%	.6%	.7%	1.6%	1.3%
		Left school - completed	5.0%	5.1%	2.5%	4.4%	5.8%	2.2%	2.5%	4.2%	3.7%	3.8%
		Never attended school	7.2%	8.3%	19.6%	5.3%	11.3%	53%	5.9%	11.8%	3.7%	6.2%

NSDS 2004 Household Survey Questions 2A.3, 2A.4, 2B.3 and 2B.4 Counts of children unweighted.

All percentages are weighted and based on total children in each column.

Subregions: NW =West Nile; NC = Acholi and Lango; NE = Teso and Karamoja. Northern region total in this table includes Teso.

[illegible]