

RIGHTS OF CHILDREN

IN CONFLICT

**AN EVALUATION OF JAPANESE OFFICIAL DEVELOPMENT
ASSISTANCE IN ACHOLILAND, NORTHERN UGANDA**

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PREFACE

As part of Japan's efforts to strengthen dialogue with African countries in preparation for the Fourth Tokyo International Conference on African Development (TICAD IV), the Japanese embassy in Addis Ababa mandated the office of the Institute for Security Studies (ISS) in the same city to conduct an evaluation of one of TICAD IV's core areas of ensuring human security, which includes achieving the millennium development goals (MDGs) and consolidating peace. The assessment aimed at reviewing the achievements of Japanese Official Development Assistance (ODA) in the Consolidation of Peace and Security component in Africa since the inception of TICAD in 1993. Overall, the evaluation aimed to achieve the following objectives:

- Provide feedback to the government of Japan (GoJ) and partner countries' governments on the status of Japanese ODA policies in peace and security for Africa
- Demonstrate the degree of efficiency in management of ODA peace and security policies in Africa while extracting lessons learnt in order to ensure that Japan's ODA policies and those of partner countries are aligned on peace and security issues in future cooperation arrangements
- Create awareness of Japanese ODA peace and security policies in Africa and, by so doing, enhance support from the Japanese public

The ISS conducted two activities, primary research and review, for the achievement of the above objectives.

As part of its primary research, the ISS

- Held meetings with the representatives of government line ministries in Uganda to obtain permission to undertake qualitative analyses and interviews as deemed necessary
- Assessed the impact of Japanese ODA on peace and security policies in Uganda, scheduled meetings with representatives of government officials in the country and recorded their views

- Met with stakeholders such as community leaders and members of the community to solicit their views on the status of Japanese ODA peace and security policies
- Met with beneficiaries of the Japanese ODA peace and security policies and identified their views

As part of its review, the ISS assessed the Japanese ODA peace and security policies in Africa. This review took the form of secondary research whereby the team systematically and objectively located, evaluated and synthesised national policies and programmes in relation to the funding provided by the Japanese Government in relation to peace and security with particular emphasis on northern Uganda. The review process also focused on unpacking the TICAD concept and providing an in-depth analysis with regard to trade and development. The ISS emphasised the economic aspect, highlighting how the politics of different Japanese governments from 1993 to 2007 have impacted ODA and TICAD.

The evaluation of the ISS revealed that the project components were thematically cohesive and remained relevant to the Japanese objectives set out in one of TICAD's core areas of ensuring human security, which includes achieving MDGs and consolidation of peace, particularly given the paucity of basic services rendered to internally displaced persons (IDPs) in the region of Acholi. The project was relevant in the light of the Japanese government's policies on ODA on the Consolidation of Peace and Security component in Africa. As a factor impacting the broader concept of development, human security was evident in the entire project and was a cross-cutting issue from a developmental-aid point of view.

While thanking the ISS for a quality job done, we should admit that the scope of fieldwork undertaken by the institute has been limited in geographical terms even though it covered a wide range of stakeholders involved in the Japan-funded project in northern Uganda. Therefore, in the future, further work will be expected to cover other geographical regions and projects funded by Japan for the consolidation of peace in Africa.

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ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
AU	African Union
ACRWC	African Charter on the Rights and Welfare of the Child (1990)
AVSI	Association of Volunteers in International Service
ADB	African Development Bank
ARC	American Refugee Committee
CHH	Child-headed households
CRC	Convention on the Rights of the Child (1989)
CORP	Community-Owned Resource Person
CPAR	Canadian Physicians Aid and Relief
DFID	Department of International Development of the United Kingdom
DRC	Democratic Republic of the Congo
DDR	Disarmament, Demobilisation and Reintegration
EC	European Community
EU	European Union
HBC	Home-Based Care
FAO	Food Agriculture Organisation
GDP	Growth Domestic Product
GoJ	Government of Japan
GoS	Government of Sudan
GoU	Government of Uganda
HIV	Human Immunodeficiency Virus
IASC	Inter-Agency Standing Committee in Uganda

IDA	International Development Assistance
IDP	Internally Displaced Person
ILO	International Labour Organisation
ISS	Institute for Security Studies
ITN	Insecticide-Treated Net
MDG	Millennium Development Goal
MOFA	Ministry of Foreign Affairs (Japan)
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
NYHQ	New York Headquarters
OAU	Organisation of African Unity
ODA	Official Development Assistance
OECD–DAC	Organisation for Economic Cooperation and Development– Development Assistance Committee
OVC	Orphans and Vulnerable Children
PMTC	Prevention of Mother-to-Child Transmission
TICAD	Tokyo International Conference on African Development
VHT	Village Health Team
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Funds
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Fund for Children
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UPDF	Uganda People's Defence Force
WASH	Water, Sanitation, Hygiene
WES	Water and Environmental Sanitation
WFP	World Food Programme
WHO	World Health Organisation

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CHAPTER ONE

OFFICIAL DEVELOPMENT ASSISTANCE

Getachew Adem

Introduction

The *World Bank African Development Indicators Report 2006* (World Bank 2006) described 2005 as a turning point in the evolution of the sub-Saharan Africa (SSA) region. The report coined 2005 as the year of Africa. If this development could be sustained, the next decade would belong to Africa. Moreover, Africa was on the move and there had been a real shift from the growth trends of the 1980s and early 1990s as reflected by the growth of the whole SSA region: It averaged 2,4 per cent during the 1990s, rose to 4 per cent between 2000 and 2004 and reached an estimated 4,3 per cent in 2005.

According to the report, one of the factors contributing to the economic success since the mid-1990s was the return of peace and security to the continent. The number of conflicts in Africa has declined, and African governments are now more committed than ever before to handle the continent's conflicts on their own. The report referred to African governments' growing awareness of the need to be accountable to their people through the African peer review mechanism (APRM). Peace and security are the sine qua non to meet the millennium development goals (MDGs) and to accelerate growth and development in Africa and elsewhere; as peace returns to most parts of Africa, there is the added challenge of maintaining and consolidating it by addressing the root causes of conflict. These factors culminate in the acceleration of socio-economic development to at least meet the MDGs.

African governments and their development partners increasingly recognise that the consolidation of peace and security will be achieved only when socio-economic and political ills are squarely addressed on the continent *using mostly home-grown solutions*. Wealthy nations' enhancing economic support for their counterparts in the developing world would enable the latter to at least meet the MDGs and would be one important way of addressing the problem.

In this regard, the Monterrey Consensus of 2002 has recognised the essential role of official development assistance (ODA): It complements other sources

of financing for development, especially in those countries that have the least capability to attract foreign private capital flows. ODA refers to official financing or other assistance given by governments to developing countries to promote and implement development. Two major categories of ODA can be distinguished: multilateral and bilateral assistance. Multilateral assistance is channelled through multilateral development financial institutions and United Nations agencies. Bilateral assistance is given directly by one government to another: It is given directly by the donor government to the recipient government without the aid of a third party. Bilateral assistance is divided into two main categories: bilateral loans and bilateral grants. Bilateral grants, in turn, may be divided into two categories: grant aid and technical assistance.

The Organisation for Economic Cooperation and Development–Development Assistance Committee’s (OECD–DAC’s) definition of ODA has been adopted in this assessment work. It consists of net disbursements of ODA which, in turn, are made up of grants and grant-like contributions and development lending on the one hand and contributions to multilateral institutions, such as those through the European Community (EC), International Development Assistance (IDA) and regional development banks, on the other. Thus net disbursement in bilateral and multilateral ODA constitutes overall ODA net disbursements by the OECD–DAC member countries to the developing world. The developing world for which ODA is destined includes SSA, South and Central Asia, other parts of Asia and Oceania, the Middle East and North Africa, Latin America and the Caribbean, and Europe.

ODA can be used to enhance human capital and productive and export capacities, leading to higher output growth and domestic resource mobilisation in a country. In addition, it can be used as a crucial instrument to enhance food security and to support education, health and public infrastructure development; agriculture; and rural development. Despite the increasing importance of foreign private flows, ODA is still a major source of external financing for many developing countries, particularly the least-developed countries, Small Island Developing States (SIDS) and landlocked developing countries. The Monterrey Consensus considers ODA to be critical in achieving MDGs and other internationally agreed targets and advocates a substantial increase in ODA and other resources if developing countries are to achieve the internationally agreed development goals and objectives, including MDGs. It urges developed countries to make concrete efforts to achieve the target of 0,7 per cent of their gross national income (GNI) as ODA for developing countries, of which 0,15 to 0,20 per cent should be allocated to the least-developed countries.

Overview of Japanese official development assistance policy

Japan's medium-term policy on ODA, as clarified by the Ministry of Foreign Affairs of Japan (MOFA) in 1999, identified priority areas and sectors for support in developing countries in Asia, Africa and Latin America. Accordingly, Japan has endeavoured to place greater emphasis on poverty alleviation programmes and various aspects of social and human resource development and policy-related assistance and other soft aid.

According to MOFA, this aid will be determined by balancing it with assistance aimed at economic and social infrastructure development. Moreover, the ministry indicated that Japan would continue to work actively to support global issues such as development, disaster relief, climate change and human security and conflict, besides responding to issues of debt relief. Accordingly, among the sectors/themes that form pillars of Japanese ODA policy are the following:

- Support for poverty alleviation programmes and social development
- Support for economic and social infrastructure
- Support for human resource development and intellectual support
- Response to global issues
- Support for populations and HIV/Aids
- Strengthened support for overcoming the Asian currency and economic crisis and promoting economic structural reform
- Support to address conflict, disaster relief and development
- Response to issues of debt relief

Japan's policy for the African development–TICAD process

According to the Japanese government, its commitment to supporting Africa's development has been revitalised by the international initiative known as the Tokyo International Conference on African Development (TICAD). TICAD is a policy forum for African development initiated by Japan in 1993 in partnership with the UN, the United Nations Development Programme

(UNDP) and the World Bank. It involves various key players in international development, such as African countries; donor countries, including the Group of Eight member countries; Asian countries; international and regional organisations; and representatives from the civil society, such as the private sector and non-governmental organisations (NGOs).

TICAD has been held every five years at the summit level since 1993. Four ministerial conferences and other expert-level meetings are held between the summit-level meetings. So far, three summit-level meetings, those of 1993 (TICAD I), 1998 (TICAD II) and 2003 (TICAD III), have been held in Tokyo. TICAD marked its tenth anniversary in 2003. From the point of view of the Japanese government, the rationale for TICAD has been to refocus international attention on the importance and urgency of Africa's development issues. The Japanese government claimed to have launched TICAD after 'aid fatigue' was witnessed in Africa in the early 1990s following the end of the Cold War.

The First TICAD (TICAD I) held in 1993 adopted the Tokyo Declaration on African Development. The conference advocated political and economic cooperation and, for the first time, clearly stated the fundamental philosophies of the TICAD process: an interrelationship between African self-help efforts (ownership) and international support (partnership), as well as Asia–Africa cooperation. That an international initiative such as TICAD stressed the importance of Africa's ownership of its development and that of the partnership between Africa and the international community has been a welcome development. The term *Africa's ownership of its development* refers to Japanese support aimed at Africa's self-help efforts, while the term *partnership* refers to the renewed view that Africa should not be seen as a continent of 'recipients'. Rather, it needs to be regarded as a place of cooperation among equals in a spirit of mutual global partnership.

The theme of TICAD II, held in 1998, was 'Poverty Reduction in Africa and Integration of African Countries into the World Economy'. It adopted the Tokyo Agenda for Action, which proposed detailed objectives for social, economic and infrastructure development based on the fundamental philosophies of ownership and partnership.

The TICAD Ministerial-level Meeting held in Tokyo in 2001 (three years after TICAD II) was attended by 52 African countries, 26 Asian and Western countries and 32 international and regional organisations. It gave the international community the first opportunity to discuss the New Partnership for African Development (Nepad), which was initiated in October 2001.

TICAD III, held from 29 September to 1 October 2003, provided the opportunity to look back at the ten-year history of TICAD and to examine and carry out the TICAD process.

The Fourth TICAD (TICAD IV) is scheduled for May 2008 and will discuss issues related to the development of Africa under the theme 'Towards a Vibrant Africa: Continent of Hope and Opportunity'.

Two years ago, the TICAD process and its commitment to Africa's development were stressed by former Japanese Prime Minister Koizumi Junichiro in his message to Africa in the context of the G8 summit held at Gleneagles, Scotland, on 5 July 2005. The former Prime Minister outlined the following areas of cooperation between Japan and Africa:¹

- a. Japan will continue to lead international discussions on African development, capitalizing on its experiences with the TICAD process;
- b. Japan intends to increase its ODA volume by US\$10 billion in aggregate over the next five years. The Japanese Government will be doubling ODA to Africa in the next 3 years. Japan has been committed to debt cancellation to African countries on the largest scale among all creditor countries;
- c. Japan will expand its support to protect African people's health. Japan proposes 'Health and Development' Initiative to provide comprehensive assistance amounting to US\$5 billion over the next five years— with African people being major beneficiaries. The Japanese Government will increase its contribution to the Global Fund, with the provision of US\$500 million in the coming years;
- d. Japan will enhance its support to 'Consolidation of Peace and Security' in Africa, focusing on human security;
- e. Japan will support 'Green Revolution' in Africa and rural development;
- f. Japan will provide comprehensive support to promote trade and investment for African countries;
- g. Japan will strengthen Asia–Africa Cooperation to share Asia's experiences.

The reiteration of Japan's commitment in these areas is useful as they address the development problems of the African continent and cut across the socio-

economic and political spheres of Africa. They touch on a range of issues pertaining to global partnership and financing for development (points a and b), human capital development (c), political governance (d), the acceleration of economic growth and the bringing about of food security (e), and the promotion of trade and investment (f and g). These areas of support seem to be tailored well: They re-enforce each other and will address the socio-economic ills of the continent, thereby helping to achieve the MDGs. As peace and security are the *sine qua non* for accelerating socio-economic development, it is interesting to see that 'Consolidation of Peace and Security' is one focus area of Japan's support to Africa.

The message by the then Prime Minister of Japan stressed that in response to the significant progress of the peace processes of many countries in Africa, Japan promised to expand its aid by supporting refugees and internally displaced persons (IDPs); disarmament, demobilisation and reintegration (DDR) of ex-combatants; mine action; collection and destruction of small arms and light weapons; and transition to democracy by, for instance, giving election support. Moreover, Japan will provide continued support from the post-conflict phase to that of reconstruction and development assistance, with an emphasis on human security. Highlights of Japanese support in the consolidation of peace and security in Africa, as outlined in the message by the then Prime Minister of Japan, include the following:

- Japan provides 20 per cent of the total operational cost to eight peace-keeping operations (PKOs) currently operating in Africa. Japan's contribution was US\$550 million in the fiscal year 2004.
- In March 2005, Japan extended assistance of approximately US\$60 million to 14 African countries: those in West Africa and the Great Lakes region, Sudan and Somalia.
- Following the conclusion in January of the Comprehensive Peace Agreement between the Government of Sudan (GoS) and the Sudan People's Liberation Movement (SPLM), Japan announced in April that it would provide a package of ODA assistance to both parties, totalling US\$100 million for the near term, and that US\$10 million had already been disbursed.
- Japan was committed to strengthen its support for mine action in heavily affected counties, such as Sudan, Angola and the Democratic Republic of Congo (DRC), on the basis of its New Policy on Anti-Personnel Mines announced in December 2004.

Pending the overall assessment, one needs to ask what TICAD has achieved so far for Africa. According to MOFA ('Japan's Cooperation for Africa by Figure: Together, Toward the Future'), Japan's expenditure on bilateral assistance for Africa between 1993, when the TICAD process was initiated, and 2001 amounted to US\$11 249 200 000. Consequently, Japan ranks fourth after France, the United States and Germany, the leading Development Assistance Committee (DAC) countries, indicating Japan's significant standing in the international community. As for Japan's contribution to Africa's socio-economic development toward meeting the MDGs, the report claimed that the following had been achieved through Japanese aid programmes implemented since the initiation of the TICAD process in 1993:

- Approximately 244 870 000 people benefited from health-related assistance programmes such as vaccination.
- Approximately 3 000 000 people have been able to secure clean potable water.
- Approximately 2 600 000 children have had opportunities for education as a result of Japan's programmes for the construction and maintenance of schools.
- 'Human security' has become a new perspective because of Japan's assistance programmes in Africa. Japan aims to cultivate problem-solving capabilities on individual and community levels to secure people against threats posed by conflicts and the increasing risk of infectious diseases such as HIV/Aids. With this aim in mind, in March 1999, the government of Japan (GoJ) founded the Trust Fund for Human Security in the UN organisations aiming to eliminate problems such as land mines, refugees and infectious diseases, including Aids. Since August 2003, Japan has spent US\$19 000 000 as aid for Africa through the trust fund.

Role of official development assistance in the consolidation of peace and security in Africa

When one addresses the role of ODA in the consolidation of peace and security in Africa, the focus should not be on individual projects and programmes specifically aimed at addressing peace and security in Africa. Rather, one needs to see the big picture by focusing on the financing needs involved in realising MDGs in Africa. This focus would help bring the ODA

agenda and its role in the consolidation of peace and security into the right perspective and would highlight the budget allocation priorities of wealthy nations and their implications vis-à-vis global peace and security.

Ultimately, the consolidation of peace and security is tantamount to addressing the root causes of the socio-economic and governance malpractices that have plagued the continent of Africa and to addressing the continent's developmental problems concurrently and holistically. Thus, at a minimum, an African way of meeting the MDGs could be considered a rewarding achievement. In rhetoric, at least, Japan's commitment to the development of Africa as outlined in the context of the TICAD process could be considered a step toward the consolidation of peace and security in Africa.

Assessment and impact of Japanese official development assistance to Africa

As shown, ODA data dating back as far as the early 1990s has been used to carry out the review work. According to the 1998 DAC press release (MOFA 1998), in 1997 Japan disbursed bilateral aid totalling ¥793,0 billion (US\$6,55 billion), which was 11,2 per cent lower than that of the previous year. During the same year, disbursement of Japanese aid through multi-lateral institutions totalled ¥340,0 billion (US\$2,81 billion), which was 153,2 per cent higher than the level recorded in the previous year. This major ODA increase disbursed to multi-lateral institutions was attributable mainly to the cycle of capital replenishment to multi-lateral development banks. As a result, overall ODA disbursements in 1997 amounted to ¥1,132 billion (US\$9,36 billion), which was 10,2 per cent higher than its level in the preceding year.

Japan has had the largest economy in the world and still has the second largest after the USA. In terms of overall volume of ODA flows to the developing world, of the 22 DAC member countries, Japan had been the top donor of ODA, followed by the USA for the seven-year period between 1991 and 1997. Japan disbursed an ODA sum equivalent to 0,22 per cent of its gross national product (GNP) in 1997 (compared to 0,20 per cent the year before) and thus ranks nineteenth of the then 21 DAC member countries (MOFA 1998).

An important measure to assess overall ODA track record could be the calculation of the extent to which donor aid bridges financing gaps to meet the MDGs through the fulfilment of commitments by wealthy nations to the

aid recipients of the developing world in line with the Monterrey, Gleneagles and Blair commissions.

This initiative started with the Pearson Report,² which revived the spirit of the Marshal Plan. The latter argued that donors should provide 0,7 per cent of their GNI in development assistance by 1975 and asserted that ‘the fullest possible utilisation of the world’s resources, human and physical, which can be brought about only by international cooperation, helps not only those countries now economically weak, but also those strong and wealthy’ (UNDP 2005). The argument by Lester Pearson (the then Prime Minister of Canada) indicated that the case for the target was driven partly by moral considerations and partly by enlightened self-interest, and it has remained relevant for current debate on aid.

CHAPTER TWO

CHILDREN IN AFRICAN CONFLICTS: THE CASE OF ACHOLILAND IN NORTHERN UGANDA

Lydia Wambugu

Institute for Security Studies mission

The Addis Ababa office of the ISS undertook an evaluation mission to Uganda from 4 to 21 November 2007. The mission was a component of research aimed at evaluating Japanese ODA project Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region in Northern Uganda. This project was identified in line with Japan's Framework on New Measures for Consolidation of Peace in Africa for the year 2007 and is currently coordinated by the United Nations Children's Fund (Unicef). The project aimed at providing basic services to 200 000 returnees in the Acholiland region for the 12-month period February 2007 to January 2008. The affected persons had previously been displaced by the armed conflict; they had been living in camps for IDPs in urban centres for over two decades and were now moving back to their original homes/villages within the Acholi region.

Uganda was chosen for two reasons: its proximity to Ethiopia and the limited funding available for field research. However, the sample from northern Uganda is neither exhaustive nor fully representative. The findings may not, therefore, be generalised to IDPs throughout Uganda or in any other African country hosting IDPs. However, engaging in in-depth conversations with a group of beneficiaries who have benefited from a project funded by Japanese Official Development Assistance (ODA), their experiences and their lives since leaving their original villages and homes has suggested a number of important areas for improved policy and practice, as discussed below. Importantly, the study points to several areas for additional support.

The ISS held consultations with various stakeholders in Kampala and Gulu, northern Uganda. Meetings and interviews were held with officials of the Japanese embassy; representatives of the government and line ministries, including the Ministry of Education, the Ministry of Defence, the Ministry in Charge of Youth and Children Affairs, the Ministry in Charge of Disaster Management and Refugees and the Ministry in Charge of Humanitarian Coordination Including the Situation in Northern Uganda; the local government authority in Gulu District, including the Department

of Health and the District Disaster Management Committee; UN agencies such as Unicef, the United Nations Development Fund (UNDP), the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA); academics; research think tanks; independent researchers; international and local NGOs; ex-combatants and ex-Lord's Resistance Army (LRA) rebel leaders; former child soldiers; young girls who had been abducted and who had served as wives for LRA rebels; stakeholders such as community, religious and traditional leaders and members of the communities; and beneficiaries of the Japanese ODA peace and security policies.

Geographic coverage

Taking its name from the Buganda kingdom, Uganda is a landlocked country on the equator in the Eastern Africa region. Uganda borders Kenya to the east, Sudan to the north, the DRC to the west, Rwanda to the southwest and Tanzania to the south. Kampala near Lake Victoria is Uganda's capital and largest city and the country's intellectual and business centre. Uganda's economy is predominantly agricultural. Lake Victoria covers a substantial portion of the southern part of the country. Only 12 per cent of Uganda's population live in urban areas. Jinja, the most important industrial centre, is located on the Nile at Lake Victoria. Other important towns are Mbale, Entebbe, Masaka, Mpigi and Mbarara.

In conformity with the constitution and the Local Government Act of Uganda, the country is divided into 69 districts, including that of the city of Kampala³. Districts are subdivided into counties, and counties are divided into sub-counties. Each county is governed by Local Council IV (LCIV), and the sub-counties are governed by Local Council III (LCIII). The sub-counties are divided into parishes that are governed by Local Council II (LCII). The village is the smallest administrative unit and is governed by Local Council I (LCI). The districts, which are responsible for much of the local public services, receive funding from the central government and raise some of their own revenue through local taxes. Smaller units within the districts have some autonomous power and the right to retain a portion of the revenue they collect from local taxes.

The Acholiland region is made up of a series of counties spread over four districts, namely Gulu, Lira, Kitgum and Pader. The area was previously inhabited by the Acholi people and was a place in which they thrived. Since 1986, members of this population were affected by violence related to the

LRA, and they have been living in IDP camps in the geographical zone called Lira, Gulu, Kitgum and Pader Districts.

Background to the conflict in Northern Uganda

In 1986, an armed rebellion broke out in northern Uganda, allegedly with the support of the Government of Sudan (GoS). The northern districts of Uganda are affected by a 21-year insurgency by the Lord's Resistance Army Movement (LRA/M). For the past two decades, northern Uganda has been devastated by an armed conflict in which the rebel LRA/M has been pitted against the government and its forces, the Ugandan People's Defence Force (UPDF). This conflict caused large numbers of civilians to flee their homes spontaneously, often seeking safety in the vicinity of local trading centres. In addition, it is reported that as a measure aimed at protecting its citizens against arbitrary attacks and abduction by the LRA, the government of Uganda (GoU), through the UPDF, forcibly moved people into IDP camps on the grounds that the displacement was militarily necessary to combat the LRA and to help distinguish civilians from fighters. The continuing armed conflict remained characterised by sporadic insecurity, large-scale displacement and limited provision of humanitarian assistance to those in remote, isolated sites. According to Unicef (2007), children and women represent 80 per cent of IDPs and have been the direct targets of attacks, sexual violence and abductions perpetuated by the LRA and others.

Internally displaced persons

The end of the Cold War, it was assumed, would bring about a peaceful world where the attainment of economic growth, good governance and respect for human rights would be among the most important challenges. However, the post-Cold War era did not bring about peace, nor was it characterised by widespread economic growth, good governance and respect for human rights. Indeed, this period experienced a proliferation of a wide range of armed conflicts occurring mainly in Africa⁴ and notably in Sierra Leone, Sudan, Somalia, Rwanda, Burundi, the Democratic Republic of the Congo (DRC), the Republic of the Congo, Chad, the Central African Republic, the Union of the Comoros, Ethiopia, Eritrea, Senegal, Angola, Uganda, Liberia and Côte d'Ivoire. The vast majority of these conflicts were internal, with some of them having an ethnic dimension. The nature of these conflicts severely challenged the capacity of the affected countries, as well as the international community, to guarantee human security within the states.

As noted by Bennett (1995:5), the UN's ability to fulfil its mandate to prevent conflict was limited, particularly by its internal traits. The efforts of the OAU/AU in this regard did not fare any better.

The concept of 'displacement' refers to the act of persons being forced to flee from their original homes or normal permanent residence or settlement, suddenly or unexpectedly and in large numbers, because of armed conflict, external strife, systematic violation of human rights or natural or man-made disasters (Cernea 1991:188). The increasing number of IDPs in the continent is largely a result of political instability experienced by many African nations, which has pushed many Africans to take up arms as a result of the post-independence political competition for power. The numbers of refugees and those in refugee-like situations, as well as IDPs, tended to increase as disputes and open conflicts erupted and took time to be resolved.

According to Zwi and Ugalde (1989:633), an estimated 160 armed conflicts and wars have occurred in the Third World since 1945, with 22 million deaths and three times as many people injured. McDowell (1996:77) notes that 90 per cent of the population displaced by conflicts are in Third World countries. In 2007, the UNHCR noted that of the approximately ten million refugees and asylum seekers in the world, five million IDPs of concern to the UNHCR were Africans in the African continent. Armed conflicts distort and redefine social relations. Conflicts threaten the physical and social integrity of communities and put to question their very ability to survive. Social-cultural and economic pressures increase as social norms and family ties are under considerable strain. A lack of formal employment opportunities, an absence of capital to start businesses and a need for basic necessities cause many women, especially younger ones, to adopt sex work as a strategy. Moreover, refugees and displaced persons are at great risk of sexual attacks from soldiers, among whom rates of HIV infection are two to five times higher than among their civilian counterparts (Joint United Nations Programme on HIV/AIDS [UNAIDS] 2003). Conflicts and the attendant violence exacerbate the violation of human rights as communities disintegrate and basic services are destroyed. Diseases spread against the background of lack of food, clean water and proper sanitation. Women and children have to tolerate rape, now increasingly an instrument of armed conflict. Community organisation is destroyed, leadership patterns change both at the micro and the macro level and mechanisms for resolving disputes and property rights disappear, all in a context where law and order and the social codes that held society together are dissolving. Nuclear families split up, thus increasing the number of children who have to take care of their siblings and the elderly without the assistance of parents and

extended families (Agency for Co-operation and Research in Development Community [ACORD] 2001).⁵ Furthermore, unaccompanied and separated children have to take responsibility for younger siblings or other family members.

In addition, health and educational services that are key to family and community survival and development are deeply eroded or destroyed in conflict situations. For example, in northern Uganda, these facilities were used by LRA rebels, UPDF soldiers and members of communities. Furniture in hospitals and schools, such as beds and desks, were vandalised in search for firewood.

According to the Ugandan National Policy for Internally Displaced Persons of 2004,

IDPs are persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence, violations of human rights or natural or human-induced disasters, and who have not crossed an internationally recognised State border.

The number of IDPs in northern Uganda is reported to be 1 270 000 as of November 2007 (Internal Displacement Monitoring Centre [IDMC] 2007). At the height of displacement in northern Uganda, 2 million people were either in camps or in locations other than their areas of origin (Makerere University 2007). Nonetheless, the displacement into camps could not stop abduction rates from increasing further (Survey of War Affected Youth [SWAY] 2007:2). LRA rebels have reportedly abducted children to serve as child soldiers, potters and wives of LRA combatants and rebel leaders. According to Unicef, since 1990, an estimated 20 000 children have been abducted. In 2003 alone, 3 000 children were kidnapped by the LRA. Local children attempted to escape abduction by commuting from their villages to the relative safety of urban centres every night. This gave rise to the 'night commuter' phenomenon that peaked in July 2004 with 52 000 children. It is reported that abducted children who attempted to escape from captivity were killed or maimed by their peers under the command of the LRA. Furthermore, the LRA has reportedly routinely inflicted sexual abuse on female captives and has terrorised communities. The experiences of war often have lasting negative effects, both on individuals and on society as a whole, and particularly on children. The Acholi people in northern Uganda have been the victims of abduction and atrocities committed by the LRA for

two decades in their occupied homeland, and they bear deep scars that are visible even today.

Factors impacting children

Article 1 of the UN Convention on the Rights of the Child (CRC) (1989) defines a child as 'Every human being below the age of eighteen years unless the law applicable to the child, [determines that] majority is attained earlier'. The convention clearly recognises that majority may be attained at an earlier age under laws applicable to the child, and the article thus accommodates the concept of an advancement of majority at an earlier age according to national laws. It has therefore been critiqued as allowing for a loophole. The African Charter on the Rights and Welfare of the Child (1990) is totally unequivocal on the definition of *child*: 'Every person below the age of 18 years', no more and no less. There is no opportunity for contradiction, as in the case of the CRC where a state could declare that a person ceases to be a child at, for instance, 15 years, in which case abuses inflicted on those above 15 years would not fall under the jurisdiction of the CRC.

Wars and HIV/Aids continue to cause unprecedented crises in Africa. As a result of wars, an estimated 6 million children have already been maimed, 2 million have died, 13 million have been internally displaced, up to half a million have been drafted as war soldiers, 10 000 have been victims of landmines and 10 million have been rendered refugees. Aids has created 14 million orphans, a figure that will grow to a foreseen 25 million by 2010. In the Acholi region, it is reported that one in five children has lost either one or both parents (5:1), one in three young men has been abducted by the LRA at some point of his life (3:1), and one in six young women has suffered the same experience (6:1) (Uganda. Office of the Prime Minister 2006:12). Article 4(1) of the Optional Protocol to the Convention on the Rights of the Child (2000) stipulates, 'Armed groups that are distinct from the armed forces of a State should not, under any circumstances, recruit or use in hostilities persons under the age of 18 years.' Article 22(2) of the African Charter on the Rights and Welfare of the Child (1990) asserts the following:

States Parties to the present charter shall take all necessary measures to ensure that no child shall take a direct part in hostilities and refrain in particular, from recruiting any child.

The increasing number of parental deaths resulting from armed conflict and HIV/Aids is stretching the capacity of relatives to fulfil their traditional role of

caring for kith and kin. The number of children being orphaned is increasing rapidly in communities under conflict and with high rates of HIV infections. In the Acholi region, a study conducted by the Agency for Co-operation and Research in Development Community (ACORD 2005) in six IDP camps in the Gulu district revealed that increased numbers of orphans have been created by the death of parents due to HIV/Aids and the on-going armed conflict. Both war and HIV/Aids have been among the major causes of the large number of children orphaned in the Acholi region.⁶ The study identified 4 787 orphans and vulnerable children (OVCs), of whom 2 304 were female and 2 483 male.⁷ As stated before, armed conflicts destroy health care and education services such as hospitals, clinics and schools. Children are thus forced to curtail their education. The curtailment of schooling not only further increases the gap between male and female educational levels⁸ but also contravenes education rights for children, posing serious problems for the long-term development of countries. This situation perpetuates the violation of children rights as recognised in Article 28(1) of the Convention on the Rights of the Child (1989), which states, 'States Parties recognize the right of the child to education.' Children, whether or not they are orphaned, are forced to enter the 'labour market', a term used euphemistically for sex. In northern Uganda, children were reportedly employed to wash dishes in restaurants around the town of Gulu. The phenomenon of working children violates children's rights as provided for under Article 16 of the African Charter on the Rights and Welfare of the Child (1990), which states:

Every child shall be protected from all forms of economic and exploitation and from performing any work that is likely to be hazardous or to interfere with child's physical, mental spiritual, moral or social development.

The vast majority of children residing in northern Uganda have grown up in a war-affected environment and they lack most basic needs, often living in overcrowded and unhygienic conditions. The majority of households lack basic household items and non-food consumables. These factors contribute to the infringement of children's right to an adequate standard of living as provided for under Article 27(1) of the Convention on the Rights of the Child (1989), which recognises the right of 'Every child to a standard of living adequate for the child's physical, mental and spiritual, moral and social development'.

War and conflict constitute direct and indirect threats to the psychosocial wellbeing and development of children. Physical vulnerability is experienced when children are exposed to abuse and rape. The broad term *abuse*

of children includes physical, emotional and sexual abuse, as well as the neglect of children. Hobbs (1993) defines the physical abuse of children as 'any physical injury (or injuries) as a result of acts (or omissions) on the part of his parents or guardians'. The conflict in Acholiland has left children homeless and malnourished and they may become delinquents. It has created the phenomena of child-headed households (CHH), child mothers and early marriages. Furthermore, children have been exposed to defilement, abuse and anti-social behaviours. The rate of school drop-outs is on the increase and, above all, these children lack parental care and love.⁹ Opportunities to develop healthily and lead a normal life in northern Uganda are severely restricted and disrupted with children's psychosocial wellbeing and development being affected in several ways.

The IDP crisis in sub-Saharan Africa has implications for stability and human welfare; they extend far beyond the region, affecting governments and people worldwide. Developed countries must recognise that in the spirit of the Convention on the Rights of the Child and in terms of global interests, they have a vital role to play in accelerating the response to the IDP crisis. They must mobilise substantially increased resources, keep the issue high on the global agenda, provide technical and material support, and ensure that progress towards global goals is monitored and that stakeholders such as states are held accountable. Their commitment and participation are essential to facilitate the realisation of the MDGs. Children of Africa who are affected by armed conflicts are everyone's responsibility.

At a regional level, there is a need for a collective effort among governments, inter-governmental organisations, civil society and all other stakeholders to deal with the root causes of conflicts and manage and resolve existing ones. Such collective action will engender a durable solution to the conflicts on the continent, create an enabling environment for socio-economic development, and strengthen the ongoing efforts towards political stability and regional integration.

CHAPTER THREE

JAPAN'S CONTRIBUTION TO PROTECTING CHILDREN IN ARMED CONFLICT IN NORTHERN UGANDA

Lydia Wambugu

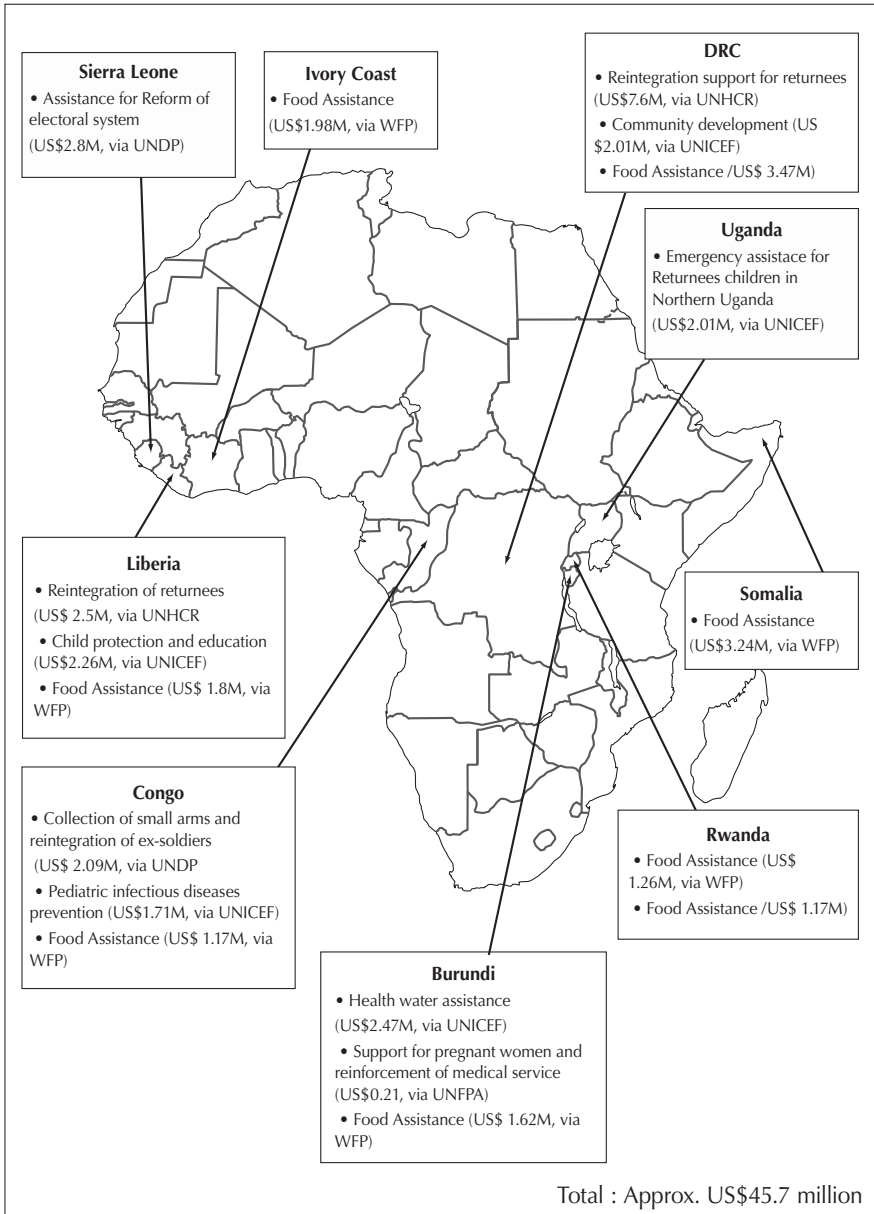
Introduction

In recent years, the international community has come to recognise that conflict management and resolution call for a comprehensive approach in which parties emerging from conflict require assistance not only in negotiating peace agreements but also in building and consolidating peace. These processes entail providing an opportunity for dialogue and humanitarian and reconstruction assistance; ensuring security; improving standards of living in the sense of opportunity; facilitating reconciliation and healing; and restoring normal societal functions. In the light of these factors, Japanese ODA has been used to facilitate the peace processes; it has provided humanitarian and rehabilitation aid, such as assistance to displaced persons and the restoration of basic infrastructure; it has helped to assure domestic stability and security and has enabled the reconstruction of both social and economic structures, as demonstrated by a project supported by donations from the GoJ in northern Uganda.

Northern Uganda: A case study

Development resources seldom reach regions in conflict; thus economic opportunities through trade and investment are rarely used in, for example, northern Uganda. It is necessary to assist African countries' efforts to transition from conflict to reconstruction and to assist refugees and IDPs, who are both the victims of conflicts and possibly the players in future development. On 2 March 2007, the GoJ decided to extend emergency grant aid for five projects, totalling about US\$9,76 million, through UN organisations, to support peace consolidation in four African countries.¹⁰ In Uganda, this was done through Unicef Uganda Country Office, where the GoJ (GoJ) provided US\$2 000 000 to facilitate the implementation of a project, Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region in Northern Uganda. This project was identified in line with Japan's Framework on New Measures for Consolidation of Peace in Africa for the year 2007 and is currently coordinated by Unicef. The project aimed at providing basic services to 200 000 returnees in Acholiland region for a 12-month period, February 2007 to

Figure 2: Japan's New Measure for Consolidation of Peace in Africa: (from January to March 2007)



Source: Japan. Ministry of Foreign Affairs 2007. Assistance for consolidation of peace in Africa

Table 3.1: Budget for project proposal Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region submitted by Unicef Uganda Country Office, January 2007, to the government of Japan

Item	Quantity	Unit Cost	Total Value US\$
Health/Nutrition			675 000
Provision of medical kits for CORPs	2 000	60	120 000
Provision of ITNs	10 000	6	60 000
Rehabilitation of health centres: HC II and HC III	10	45 000	450 000
Provision of basic medical supplies and equipment	10	4 500	45 000
Shelter/non-food items			1 075 000
Households items for 25 000 families (US\$35/family)	25 000	35	875 000
Transport and distribution cost (to area of return)		200 000	200 000
Monitoring and field support to facilitate the monitoring of the situation in Acholiland region and the reporting of results			127 500
Programme support (recovery cost 7%): New York Headquarters (NYHQ)			122 500
Total			2 000 000

Source: Unicef Uganda Country Office 2007

January 2008. The affected persons had previously been displaced by armed conflict, had lived in IDP camps in urban centres for over two decades and were now moving back to their original homes/villages in the Acholi region.

The overall objective of the project was to fulfil the rights of children and women moving to areas of return in the Acholiland region so that they might have access to health, education, safe water, shelter and protection. The specific objectives as stipulated in the Unicef project proposal include the following:

- To provide timely and appropriate treatment against fever, diarrhoea and pneumonia to at least 80 per cent of the children under five years

of age living in IDP camps, resettlement sites and original villages and to prevent malaria through the distribution of long-standing ITNs to malnourished children

- To accelerate increased access to basic health services in areas of return, to render support by supplying and re-equipping health centres and by rehabilitating the physical and water/hygiene structures
- To respond quickly to the urgent need for shelter and household items of families affected by emergency situations, such as fire and storm incidents, by providing a household kit consisting of three blankets, five plates and cups, two cooking pans, two basins, two jerry cans, two bars of soap and assorted items of used clothes and tarpaulins (plastic sheeting). This emergency non-food item support covers the affected population at IDP camps, resettlement sites and original villages.
- To this effect, Unicef Uganda Country Office submitted the following budget to the government of Japan:

Implementation phase: Procedures and modalities

The implementation phase aimed at realising the right to health and nutrition and provision of shelter and non-food items. To this end, Unicef undertook the following activities:

Health/nutrition

- *Provision of long-lasting insecticide-treated mosquito nets (ITNs)*

Unicef cooperated with district health departments with regard to the provision of long-lasting ITNs. This exercise was linked to the provision of anti-natal care and vaccination programmes. The long-lasting ITNs were given to women and children who accessed vaccination programmes and anti-natal care. The exercise targeted malnourished under-five children in communities returning to their villages. At the time of the field mission, Unicef had started working with NGOs on the ground under the project collaboration agreements to support the district health department in the Gulu and Amuru districts. The NGOs were responsible for monitoring stock at health centres/facilities with regard to ITNs: the social mobilisation, the monitoring of the usage process; and the training of health workers and community members on the use

Table 3.2: List of contents supplied to community-owned resource persons (CORPs)

Material description	Quantity	Quantity packed
S1537115 Sulfameth+ trimeth 100+ 20 mg tabs/PAK-100 Package	54 600 PAK	7
S1510000 Tetracycline eye ointment 1%/TBE-5 g Tube	780 000 tubes	100
S4460005 Pen, ball-point, blue/box-10	23400 boxes	3
S1552002 Gentian violet (Methylros) pdr 25 g/PAC-1	7 800 PAK	1
S0504000 Tape, adhesive, ZO, perforated, 10 cm x 5 m	15 600	2
S0746010 Scalpel blade, sterilised, disposable, no 10	31 200	4
S0512111 bandage, gauze, 8 cm x 4 m, roll	23 400	3
S0330011 Gloves, exam, latex, medium, disposable/- boxes 100	7 800 boxes	1
S0521425 Envelope, plastic, 10 x 15 cm PAK-100	23 400	3
S1519500 Benzyl benzoate lotion 25%/ bottles-1000 ml	7 800 bottles	1
S4410096 Book, exercise, A4, 5 mm-square, 96 pages	7 800	1

Source: Modified from Unicef List of Content Number 50034232/0064010915/UGDA060509-1-W

of ITNs. Having NGOs on the ground to oversee the process ensured equitable distribution and avoided duplication, as well as supported capacity building for the district health office and health workers at the health centres.

- *Provision of medical kits for community-owned resource persons (CORPs)*

In this regard, Unicef supported home-based care (HBC) and community initiatives aimed at alleviating reduced mobility caused by malaria,

Figure 3: Maternity wing of a health centre that was reconstructed with partial funding from the government of Japan in the Kaladima area in northern Uganda



Photograph by Lydia Wambugu

pneumonia, diarrhoea and malnutrition in areas of return in the Acholiland region. To this end, Unicef facilitated the training of 2 000 community-based health volunteers/village health teams. The village health teams were provided with basic drug kits containing enough for a period of 12 months. Table 3.2 illustrates the content of the drug kits.

- *Rehabilitation of health centres (HCs)*

Health Centre II (HC II) and Health Centre III (HC III) in the Kaladima area were among those rehabilitated (see photograph below).¹¹ Kaladima HC III was visited and here funds from the GoJ were limited; the Japanese funds of US\$450 000 had to be combined with funding from another source, in this case that of the United Kingdom's Department for International Development (DFID). By the time of the field mission, in November 2007, the construction of the two health centres was still ongoing in some areas and it was anticipated that the project would be completed in January 2008.

Provision of basic medical supplies and equipment

Further to the reconstruction and rehabilitation of health centres, Unicef provided basic medical supplies and equipment such as beds, furniture, shelves and delivery tables. In addition, mothers who had tested HIV positive received medical services such as prevention of mother-to-child transmission (PMTCT) treatment.

Shelter/non-food items

- *Households items for 25 000 families*

After the loss of household items through camp fire or floods, Unicef distributed non-food items, such as family kits, to the victims in the resettlement site, for example in the Mon Roc area. The family kits contained basic non-food items: three blankets, five plates and cups, two cooking pans, two basins, two jerry cans, two bars of soap and assorted items of used clothes and tarpaulins. These items facilitated the re-establishment of homes, particularly those of vulnerable households. Household and non-food items were procured through Unicef Uganda Country Office. In general, distribution was undertaken in conjunction with NGOs, such as the Norwegian Refugee Council (NRC) and the American Refugee Committee (ARC), Association of Volunteers in International Service (AVSI) and private transport companies.

The resettlement sites are also referred to as ‘transition camps’ or ‘transit sites/areas’, and these are locations populated by IDPs who settled outside the boundaries of their pre-displacement villages and outside the camps. From these sites, the great majority of the population has access to its own land. Unicef is the lead UN agency responsible for emergency non-food items, regardless of location. For example, according to a report by the Consolidated Appeals Process (CAP) in July 2007, unusually heavy rainfall led to severe flooding and water-logging across many parts of eastern, central and northern Uganda. The flooding affected an already highly vulnerable area of Uganda where most communities rely greatly on subsistence agriculture and where basic services were already severely overstretched. Many communities were totally isolated by the floodwaters. Among the affected population were 11 000 already vulnerable IDPs, and women and children made up the largest percentage of the overall affected population (CAP 2007). Soroti District is not part of the project in northern Uganda; however, it provides an example of Unicef’s emergency intervention. UNHCR is the lead UN agency in charge of the resettlement cluster and the provision of non-food items for returning families in northern Uganda.¹²

Family kits purchased with funds provided by the GoJ were distributed in over six districts in northern Uganda. These included Gulu, Amuru, Kitgum, Pader, Lira and Amulata Districts.

Transport and distribution cost

Upon receipt of reports of any emergency situation, for example fire or floods, Unicef responds in a specific manner. It undertakes an initial assessment on the ground, which entails a head count of the victims, including the number of victims and the number of non-food items required. This estimation is done in collaboration with the local government authority. One needs to note that the majority of families have more than one hut within the same camp. Therefore, in the event of fire, for instance, the counting of huts is not the most appropriate method to distribute family kits since it would provide opportunities for duplication.

The second step entails undertaking a needs assessment that comprises determining the number of huts, households and people affected, ideally taking into account the gender dynamic. In this exercise, Unicef works with partner NGOs in the camps to determine who requires transport and human resources. NGOs are expected to report back to Unicef regularly via telephone or email with regard to the situation on the ground.

Upon receipt of the information, Unicef delivers the required necessities and items at the affected sites. This process involves the use of hired transportation that has to be paid for by Unicef. Upon receipt of the items on the ground, partner NGOs coordinate the distribution process and procedures. Partner NGOs report back to Unicef with the necessary information, including the number of beneficiaries or households to whom the provided non-food items have been allocated.

Upon completion of the above exercise, Unicef shares the information with UNHCR, a leading agency for the non-food items sub-cluster. According to the Unicef sub-office in Gulu District, the process of providing non-food items is generally costly.

Monitoring and field support

Reportedly, the cost of facilitating the monitoring of the situation in the Acholiland region was in the region of US\$127 500 for the Unicef Country Office–Northern Uganda Region and specific offices in Gulu, Kitgum and Lira Districts. Expenses covered transport and communications, salaries for local staff, and field work (Unicef Uganda Country Office 2007).

*Programme support (recovery cost 7%): Unicef
New York Headquarters (NYHQ)*

The cost of programme support goes to Unicef NYHQ, in accordance to Unicef policy. The cost of this project was estimated at US\$22 500 (Unicef Uganda Country Office 2007).

Implementing partners

In the Acholiland region, Unicef generally collaborates closely with district local government authorities and UN agencies such as the World Food Programme (WFP), UNOCHA, Food and Agriculture Organisation (FAO), UNHCR, UNDP, United Nations Population Funds (UNFPA), United Nations Office of High Commissioner for Human Rights (UNOHCR), World Health Organisation (WHO) and International Labour Organisation (ILO). Unicef's key implementation NGO partners on health matters are the Association of Volunteers in International Service (AVIS) and the Canadian Physicians for Aid and Relief (CPAR). However, in this project, Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region, the key implementation partners were local government authorities and, specifically, the department of health of Gulu District.

Supervision and monitoring

The technical supervision of field activities was done by Unicef staff based in Gulu District, who support on-going activities in the Acholiland sub-region through zonal offices. The Unicef team in each zonal office comprises three international professionals and five national professional/technical officers in areas of health/nutrition; water and environmental sanitation (WES); education; child protection; and emergency/transition. These officers work closely with their district counterparts to develop, implement and monitor programme responses to the evolving context of each district. The technical officers, under the guidance of a senior-level programme coordinator, generally work closely with partners including district health, education, water, and community services. Unicef's Kampala-based technical staff provides technical support through regular field visits.

Monitoring was done through the use of existing indicators and monitoring tools developed by Unicef and other UN partners for the monitoring of humanitarian assistance programmes in line with Inter-Agency Standing

Committee (IASC) responsibilities. The day-to-day monitoring was done by the field office, and periodic joint monitoring was performed by the Unicef monitoring and evaluation section based in Kampala and the district planning office in Gulu District.

CHAPTER FOUR

ENSURING HUMAN SECURITY IN NORTHERN UGANDA

Lydia Wambugu

When the collated data was analysed, the project components were compared against each of the evaluation criteria and questions stipulated in the Terms of Reference. The questions below were designed for the assessment of the project Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region in Northern Uganda. The answers were derived from responses to questions administered during the field study and from literature review of policy and implementation documents related to IDPs in Uganda.

Question One: Does the specific official development assistance project under review meet the requirements of the TICAD component on ensuring human security?

In its report entitled *Human Security Now*, the Commission on Human Security (2003:4) defines *maintaining human security* as 'protecting the vital core of all human lives in ways that enhance human freedoms and human fulfilment'. In the project Protection and Promotion of Rights of Children Affected by Conflict in Acholiland and Acholi Sub-Region in Northern Uganda, the project components were thematically cohesive and remained relevant to the Japanese objectives set out in one of TICAD's core areas of ensuring human security (which includes achieving MDGs and consolidating peace), particularly given the paucity of basic services rendered to IDPs in the region of Acholi. From the Japanese government's perspective, human security as a factor impacting on the broad concept of development was evident throughout the project and emerged as a cross-cutting issue from a developmental aid point of view. The synergies between the project components are evident at several levels. All components of the ODA project under review, such as health and nutrition, shelter and non-food items, are related to the objectives of achieving MDGs and consolidating peace, which are TICAD's core areas of ensuring human security.

Question Two: Is the official development assistance project goal/objective consistent with the country's policy in relation to enhancing human security? What are the achievements?

The ODA project goal/object is consistent with Uganda's policy of enhancing human security as provided for in the Ugandan National Policy for Internally Displaced Persons of 2004. The preamble to the policy establishes the principles that serve as a guide to government institutions and humanitarian and development agencies while providing assistance and protection to IDPs in Uganda. The policy specifies the roles and responsibilities of government institutions, humanitarian and development agencies, donors and members of the displaced community and other stakeholders. Fundamental to the policy is the recognition that IDPs are entitled to enjoy in full equality the same rights and freedoms under the constitution and all other laws that all other persons in Uganda do. In addition, the policy stipulates that IDPs shall not be discriminated against on the grounds that they are internally displaced and that they have the right to request and receive protection and humanitarian assistance from national and district authorities. Furthermore, in the policy, the GoU commits itself to protecting its citizens against arbitrary displacement; promoting the search for durable solutions to the causes of displacement; facilitating the voluntary return, resettlement, integration and re-integration of IDPs; and ensuring that every person internally displaced or otherwise, receive information relating to the policy.

The GoU has attempted to protect IDPs in accordance with its national policy by providing security through the deployment of UPDF troops in the troubled areas and surrounding regions. With regard to promoting the search for durable solutions to displacement, the GoU has been a party to the peace talks in Juba, Sudan, chaired by Dr Riek Machar, vice president of the government of Southern Sudan, in a search for peace in the troubled region of northern Uganda. Furthermore, through the district local authority in northern Uganda, the GoU is working to establish processes and modalities aimed at facilitating the return, resettlement, integration and re-integration of IDPs, through the District Disaster Management Committee (DDMC), in the event that the on-going peace talks between the LRA and the government succeed.

Question Three: Is the official development assistance project well designed/planned and implemented according to the requirements of the beneficiaries?

The project was indeed well designed, planned and implemented according to the requirements of the beneficiaries, as demonstrated by the review of project documents and responses from the beneficiaries who were randomly selected during the assessment. The needs of the internally displaced communities in the Acholi region in northern Uganda were met, particularly

with regard to access to health care, nutrition, shelter and non-food items by the most vulnerable groups, namely women and children. Today, women and children in northern Uganda face acute challenges created by conflict, insecurity, poverty, HIV/Aids and rapid demographic changes. Respondents in the interviews, and particularly IDPs, the beneficiaries of the project, viewed it as useful given the huge gaps that generally exists in the provision of basic services. The beneficiaries reported that the project had facilitated access to health care at the health centres that had been reconstructed or rehabilitated. In addition, the health centres had been provided with medical supplies and equipment such as beds, furniture, shelves, delivery tables, and services such as PMTC treatment for mothers who had tested HIV positive.

Furthermore, 2 000 members of the community had received training as community-based health volunteers/village health teams. This development implied that members of the community did not have to travel out of their residential surroundings to access medication for children since the village health teams were situated in IDP camps and had been provided with basic drug kits, enough to last up to 12 months. Additionally, to facilitate the re-establishment of homes for returning families, with particular emphasis on vulnerable households, families were provided with long-lasting ITNs for, especially, severely malnourished under-five children. Returning families also received non-food items such as blankets, plates and cups, cooking pans, basins, jerry cans, bars of soap, assorted items of used clothes, shelter and tarpaulins. The above achievements are considered to have contributed to the entrenchment of human security.

Question Four: Has the official development assistance project been implemented in coordination with the communities and line ministries?

The ODA project was implemented in coordination with communities and line ministries. Uganda has a decentralised system of government that gives autonomy on legal, administrative, planning and financial matters to district local governments. According to the constitution and the Local Government Act of Uganda, the country is administratively organised as follows: The district is the bigger administrative unit of government and is governed by a Local Council V (LC5). This level of local council (LC) is followed by the county, which is governed by Local Council IV (LC4), and the sub-county, which is governed by Local Council III (LC3). The sub-county is followed by a parish, which is governed by Local Council II (LC2). The village is the smallest administrative unit and is governed by the Local Council I (LC1).

With regard to the ODA project in northern Uganda, the local government authorities were consulted at all levels.

In addition, the 2004 National Policy for Internally Displaced Persons in Uganda provides for ways in which the GoU should prepare for, prevent and manage unavoidable disasters. Chapter Two paragraph 2.4 of the policy stipulates the following:

District Disaster Management Committee (DDMC) of every district will be the lead agency for the protection and assistance of internally displaced persons. The DDMC shall be constituted by all relevant heads of Government Departments, humanitarian and development agencies and the private sector operating in the district. The Chief Administrative Officer (CAO), who is the head of the civil service in a district, shall head the DDMC. The Resident District Commissioner (RDC) in his or her capacity as Chairperson of the District Security Committee shall be in charge of the security of IDPs. One male and one female IDP physically resident in one of the IDP camps in the district shall represent all IDPs of the districts in the DDMC. The mode of selection of these representatives will be determined by the DDMC. The District Chairperson shall be responsible for mobilizing local resources for the welfare of IDPs. The CAO, District Chairperson, (LCV) and RDC shall take necessary measures to strengthen DDMC's response to matters relating to internal displacement. The overall objective is to involve local departments and other stakeholders at the local level in planning responses to internal displacement.

Further to the above, the Office of the Prime Minister in Kampala, which chairs the Inter-Ministerial Policy Committee (IMPC)¹³ and the Inter-Agency Technical Committee (IATC),¹⁴ is consulted in the preparation of the Consolidated Humanitarian Appeal Process (CHAP) Review. As stipulated in the Ugandan 2004 National Policy for Internally Displaced Persons, the IMPC is responsible for policy formulation and oversight of internal displacement matters while the IATC is charged with coordinating and monitoring all sectors' response and ensuring that plans are integrated into the Government National Development Plan. Furthermore, the IMPC may invite the UN resident/humanitarian coordinator, heads of relevant humanitarian and development agencies and representatives of the donor community to participate in its deliberations. CHAP is a strategic plan for humanitarian response in Uganda and includes a common analysis of the context in which humanitarian actions take place. It entails an assessment of needs; a stakeholders' analysis of, for instance, the responsible agents, their

duties and their locations; and a clear statement of long-term objectives and goals. CHAP attempts to prioritise response plans and to provide a framework for monitoring the strategy, and revising it, if necessary (Uganda 2007b).

Question Five: How does the official development assistance project assist in the improvement of the communities livelihood? Take into account that qualitative data will have to be collated

The ODA project assisted in the improvement of communities' lives in the Acholi region in numerous ways. Ten health centres were either rehabilitated or reconstructed at the return sites. Ten sets of medical supplies and equipment were provided to the health centres, including beds, furniture, shelves and delivery tables. In addition, services, such as PMTC treatment for mothers who had tested HIV positive, were offered. Kaladima Health Centre will cater for the population of the entire sub-county, which consists of approximately 60 000 people.¹⁵ In addition, 25 000 families received non-food items such as blankets, plates and cups, cooking pans, basins, jerry cans, bars of soap, assorted items of used clothes, shelter and tarpaulins. Furthermore, 10 000 children under five years of age received long-lasting ITNs. The focus was on severely malnourished children. In addition, 2 000 community-based health personnel were trained and equipped with appropriate medical kits to provide immediate basic and curative treatment. This step implied that members of the community did not have to travel out of their residential surroundings to access medication for children since the village health teams were situated in IDP camps and had been provided with basic drug kits, enough to last up to 12 months.

Question Six: Has the official development assistance project sustained the project outcome/impact?

The ODA project has sustained the project outcome/impact to a large extent. Overall, the deliverables of the project have been met; however, some aspects of the project were still in progress at the time of the field mission in November 2007. These aspects include work relating to the reconstruction and rehabilitation of health centres. This work was partially affected by the floods that hit northern Uganda in 2007, as discussed earlier.

The floods interfered with the implementation of Unicef Country Office programmes, which called for urgent shifts in focus to deal with the emerging calamity. Although Gulu District was not affected by the floods, staff members

in the Gulu Unicef office were redeployed to flood-affected areas such as Soroti District. As a result, challenges and delays were experienced in the planning process of the project. In general, the floods caused disruption in overall humanitarian coordination. However, the disruptions and challenges have been overcome and the outstanding work is expected to be completed by January 2008, at the time the project comes to an end.

Overall, the project was relevant in the light of the Japanese government's policies on ODA within the framework of the 'Consolidation of Peace and Security' component in Africa. In addition, the project was relevant to the needs of the internally displaced communities in the Acholi region in northern Uganda, particularly with regard to access to health care, nutrition, shelter and non-food items for the most vulnerable groups, namely women and children. Respondents in the interviews, particularly beneficiaries of the project in IDP camps and government line ministries such as the Department of Health and the District Disaster Management Committee (DDMC), who were key implementation partners for Unicef in this project, viewed the project as useful given the huge gaps that generally exist in the provision of basic services. The beneficiaries reported that the project facilitated access to health care provided by the health centres that had been reconstructed or rehabilitated. In addition, medical supplies and equipment, shelter and non-food items were provided, as discussed above.

Question Seven: Is there further need to meet the sustainability of the official development assistance project?

As indicated above, certain aspects of the project were still in progress at the time of the field mission in November 2007. However, the constraints and conclusions set out in the following chapter provide answers to this question and suggest the need for continued support to IDPs in northern Uganda.

CHAPTER FIVE

CONSTRAINTS, CONCLUSIONS AND RECOMMENDATIONS

Lydia Wambugu

Constraints

As discussed earlier, the floods that hit northern Uganda had an impact on the project.

Moreover, a lack of coordination and a breakdown in communication were evident in the chains of distribution of the Unicef key implementing partners on this project. The chain of distribution demands that village health teams advise health centres about their requirements and, in turn, health centres communicate them to the district health department. However, delays usually occur in the delivery of required medications or equipment; for instance, health centres have to wait for long periods for the district health department to dispatch the items so that they, in turn, can distribute the medication to village health teams. Quite often, the department would allege that it had not received the requests or was experiencing transport difficulties, such as the breakdown of vehicles or a lack of fuel. In an attempt to bridge this gap, workers at health centres travel to district health departments to collect the medication. However, health centres are sometimes far from the district health department and collecting the medication is not feasible. Nevertheless, one needs to note that district health centres do not encourage the dispatch of huge bulks of medication since they tend to expire before they are taken. There is a need for good communication avenues in terms of the quantity required.

The resources available for the project in northern Uganda were limited, and in some instances Unicef had to combine financial support from Japan with support from other donors to realise the project outcome. For example, the reconstruction of HCs II and III in the Kaladima area was completed with funding from both the government of Japan and the DFID.

Conclusions

When examining the return process in northern Uganda, one needs to highlight the two parallel and somewhat spontaneous dimensions and processes. One dimension of the return process is that of internally displaced communities who

have lived in IDP camps and return to their original homes. The other dimension is that of people within the LRA, including child soldiers, rebel leaders and wives and children of combatants and rebel leaders, who are likely to return from the bush to Acholiland, depending on the outcome of the on-going Juba peace talks. However, this report focuses on processes involving the return of IDPs from the camps to their homes/villages/communities of origin.

The lives of many displaced populations are characterised by uncertainty about the future: for example, when they will return to their homes of origin, if ever. In northern Uganda, the Cessation of Hostilities Agreement (CoHA) has facilitated increased security. The victims of the conflict, many of whom have spent their lives in IDP camps, are eager to return to their land to restart a normal life. A village of origin is a pre-displacement village, and when IDPs return to/settle in an area within the boundaries of the village they inhabited before the displacement, even if they are not in exactly the same spot they used to live, they are considered to have returned. According to the data provided by the Uganda Bureau of Statistics, the average surface of a village in Gulu/Amuru is 25 square km (IASC 2007).

According to a situation report released by UNOCHA in September 2007, the security situation in most areas of the Acholi sub-regions remained calm with no reports of incidents related to the LRA. Further, it was revealed that in the Acholi region, approximately 321 000 persons have moved to 334 new settlement areas, mostly settling in their parish of origin where they have better access to their original cultivated land. The UNOCHA report highlighted that the Gulu District inter-agency return-monitoring exercise revealed that challenges such as lack of thatching materials and inadequate access to clean water, sanitation and health facilities characterised the return process. In addition, given the absence of police posts since the UPDF withdrew from most sites, returnees expressed concern about their security (UNOCHA 2007). The 2007 Consolidated Appeals Process (CAP) mid-term review asserts that an appalling lack of social services in most new sites threatens the prospects for lasting stability. Furthermore, the absence of schools and health facilities in the new sites were forcing families to adopt a pattern of commuting to and from the old camps, which precipitates family separation and increasingly exposes women and children to risks, including those of gender-based violence (GBV) and other forms of abuse and exploitation (Uganda 2007b).

Recommendations

Children need special protection in situations of armed conflict. The resolution of a conflict need not be a prerequisite for taking appropriate

measures to protect children and their families; to ensure their continuing access to food, medical care and basic services; to deal with trauma resulting from violence; and to keep them from other direct consequences of violence and hostilities. Efforts aimed at managing and resolving conflict and certain interventions in favour of vulnerable groups in society need to be undertaken concurrently. In lieu of the above, certain recommendations are proposed.

The GoJ should be commended for prioritising the project in northern Uganda. This project on consolidation of peace and security in Africa is worthy of financial support and has made a major difference in the lives of the affected people in Acholiland, particularly in those of children and women. Furthermore, given the challenges posed by the return process, additional funding is needed to facilitate IDPs' access to basic services upon their return to their homes of origin. As discussed earlier, large gaps exist between the needs of the Acholi people and the currently available service provision. Access to basic services will accelerate the return process and a recovery to normality in Acholiland. Presently, IDPs commute between the IDP camps, where basic services are available, and the transit sites, which are near their homes of origin, since such services do not exist in the latter. Consequently, the process of return may never be completed until IDPs are able to access health centres, water and sanitation and send their children to school in the vicinity of their homes of origin. Greater efforts need to be made to reconstruct and rehabilitate health centres and educational institutions and to retain personnel in the education and health sectors.

Continued support for northern Uganda will enhance one of TICAD's core areas of ensuring human security, which includes achieving MDGs and consolidating peace. Furthermore, it will strengthen dialogue and partnership between the GoJ, African countries and the African Union in support of the TICAD process.

During the field visit to northern Uganda, it became evident that the majority of beneficiaries were not aware of the financial support given by the GoJ, through Unicef. It is therefore recommended that all activities financed by the GoJ should be highlighted to inform beneficiaries of the specific financial aid given by Japan. Visibility may be increased through the media, particularly the local press, through press releases announcing contributions; signs could be placed at selected infrastructure rehabilitation sites and at distribution points, for example health centres; and consultations with other donors and the local government could be publicised.

NOTES

- 1 As cited from the Prime Minister Koizumi's message to Africa in the context of the G8 Summit, 5 July 2005, Gleneagles, Scotland.
- 2 The Commission on International Development was convened by the World Bank under the auspices of former Canadian Prime Minister Lester Pearson at the end of the 1960s.
- 3 Constitution of the Republic of Uganda of 1995 and the Local Act of the Republic of Uganda of 1997
- 4 Between 1980 and 2001 at least 15 African states were engaged in internal civil conflicts or in inter-state wars
- 5 For instance, after the 1994 genocide, children headed an estimated quarter of a million of Rwanda's households (ACORD 2001).
- 6 ACORD community mapping of orphans and vulnerable children (OVCs) in six IDP camps, Gulu District. Unpublished paper.
- 7 It is vital to note that the sample represents only the six IDP camps in which the study was conducted. The number of OVCs might be more, given the diversity of the Acholi region.
- 8 World Refugees ,1995
- 9 Article 19(1) of the African Charter on the Rights and Welfare of Children stipulates: 'Every Child shall be entitled to the enjoyment of parental care and protection and shall, whenever possible, have the right to reside with his or her parents. No child shall be separated from his parents against his will, except when a judicial authority determines in accordance with the appropriate law, that such separation is in the best interest of the child.
- 10 The countries were Uganda, Sierra Leone, Burundi and Liberia (MOFA 2007b).
- 11 In northern Uganda, HC II is equivalent to a health post while HC III is equivalent to a health centre.
- 12 The 'cluster approach' was endorsed in December 2005 by the Inter-Agency Standing Committee (IASC) to ensure a more predictable and efficient response

in cognisance that no single UN agency had the mandate and resources to protect and assist IDPs globally. IASC developed a collaborative approach that called for agencies to pool resources and response capacity. Under the cluster arrangement, various UN agencies assume leadership responsibility and accountability.

- 13 This committee comprises 15 members who represent the Ministries of Internal Affairs; Finance, Planning and Economic Development; Agriculture, Animal Industry and Fisheries; Health; Lands, Water and Environment; Defence; Education; Local Government; Gender, Labour and Social Development; Justice and Constitutional Affairs; Works, Housing and Communication; and Information.
- 14 Members of the Inter-Agency Technical Committee on Internal Displacement consists of senior officials from the following ministries and organisations: Ministry of Internal Affairs; Finance, Planning and Economic Development; Agriculture, Animal Industry and Fisheries; Health; Lands, Water and Environment; Defence; Education; Local Government; Gender, Labour and Social Development; Justice and Constitutional Affairs; Works, Housing and Communication; Office of the President; Department of Information; representative of the Uganda Human Rights Commission; representative of the Amnesty Commission; representatives of the United Nations and major national and international organisations, especially those lead organisations operating directly in affected communities; representatives from the donor technical groups and the Head of United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA).
- 15 Unicef Sub-Zonal Office in Gulu (2007).

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