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UGANDA:

Need to focus on returnees and remaining IDPs in transition to development

A profile of the internal displacement situation

24 May, 2012

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Through its work, the Centre contributes to improving national and international capacities to protect and assist the millions of people around the globe who have been displaced within their own country as a result of conflicts or human rights violations.

At the request of the United Nations, the Geneva-based Centre runs an online database providing comprehensive information and analysis on internal displacement in some 50 countries.

Based on its monitoring and data collection activities, the Centre advocates for durable solutions to the plight of the internally displaced in line with international standards.

The Internal Displacement Monitoring Centre also carries out training activities to enhance the capacity of local actors to respond to the needs of internally displaced people. In its work, the Centre cooperates with and provides support to local and national civil society initiatives.

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Internal Displacement Monitoring Centre

Norwegian Refugee Council

Chemin de Balexert 7-9

1219 Geneva, Switzerland

Tel.: +41 22 799 07 00

idmc@nrc.ch

www.internal-displacement.org

CONTENTS

OVERVIEW	6
NEED TO FOCUS ON RETURNEES AND REMAINING IDPs IN TRANSITION TO DEVELOPMENT	6
BACKGROUND AND CAUSES OF DISPLACEMENT	11
CHRONOLOGY OF THE LRA CONFLICT AND ITS AFTERMATH (1986-2012)	11
CONFLICT DYNAMICS, PEACE EFFORTS IN THE NORTH AND REGIONAL ASPECTS	13
FORCED DISPLACEMENT BY THE LRA AND BY THE UGANDAN ARMY	15
FORCED DISPLACEMENT BY OTHER ARMED GROUPS	16
OTHER CAUSES OF DISPLACEMENT	17
IDP POPULATION FIGURES	19
NUMBER OF IDPs, DISAGGREGATED BY AGE AND SEX WHERE DATA ARE AVAILABLE	19
SOME 30,000 IDPs IN UGANDA (DECEMBER 2011)	19
IDP ESTIMATES BY YEAR (1987-2011)	20
LOCATIONS OF IDP POPULATIONS	22
LOCATIONS OF IDP POPULATIONS	22
PHYSICAL SECURITY AND INTEGRITY	24
PHYSICAL SECURITY, DIGNITY, MENTAL AND MORAL INTEGRITY	24
POOR OVERALL HUMAN RIGHTS RECORD (2011)	24
BASIC NECESSITIES OF LIFE	25
FOOD AND WATER	25
FOOD PRICES NEGATIVELY IMPACT IDPs AND RETURNED IDPs	25
MEDICAL CARE AND SANITATION	25
MEDICAL CARE OF IDPs AND RETURNED IDPs REMAINS UNSATISFACTORY	25
PROPERTY, LIVELIHOODS, EDUCATION AND OTHER ECONOMIC, SOCIAL AND CULTURAL RIGHTS	28
LAND AND PROPERTY	28
CONFLICT RESOLUTION MECHANISMS FOR LAND DISPUTES	28
SECURITY OF TENURE OF IDPs IN CAMPS AND ACCESS TO LAND	30
LAND DISPUTES IN RETURN AREAS	31
EDUCATION	33

EDUCATION IN THE NORTH	33
<u>FAMILY LIFE, PARTICIPATION, ACCESS TO JUSTICE, DOCUMENTATION, AND OTHER CIVIL AND POLITICAL RIGHTS</u>	35
ACCESS TO JUSTICE	35
UGANDA'S TRANSITIONAL JUSTICE	35
<u>PROTECTION OF SPECIAL CATEGORIES OF IDPS (AGE, GENDER, DIVERSITY)</u>	36
GENDER - WOMEN AND MEN	36
LIFE IN IDP CAMPS IMPACTS GENDER ROLES	36
BOYS, GIRLS AND ADOLESCENTS	36
BOYS, GIRLS AND ADOLESCENTS	36
OLDER PERSONS	38
OLDER IDPS	38
PHYSICALLY AND MENTALLY DISABLED	38
IDPS WITH DISABILITIES	38
<u>DURABLE SOLUTIONS</u>	40
DOCUMENTED RETURNS, SETTLED LOCALLY AND SETTLED ELSEWHERE	40
RETURN MOVEMENTS	40
PROSPECTS FOR AND OBSTACLES TO VOLUNTARY RETURN, LOCAL INTEGRATION AND SETTLEMENT ELSEWHERE	40
PROSPECTS FOR DURABLE SOLUTIONS	40
SUPPORT FOR RETURN INTEGRATION AND REINTEGRATION	41
NATIONAL AND INTERNATIONAL SUPPORT FOR DURABLE SOLUTIONS	41
<u>NATIONAL AND INTERNATIONAL RESPONSE</u>	43
NATIONAL RESPONSE	43
NATIONAL RESPONSIBILITY BENCHMARKS	43
NATIONAL RESPONSIBILITY BENCHMARK 1 - PREVENTION OF INTERNAL DISPLACEMENT	43
NATIONAL RESPONSIBILITY BENCHMARK 2 - RAISE NATIONAL AWARENESS OF THE PROBLEM	44
NATIONAL RESPONSIBILITY BENCHMARK 3 - DATA COLLECTION	45
NATIONAL RESPONSIBILITY BENCHMARK 4 - TRAINING ON THE RIGHTS OF IDPS	45
NATIONAL RESPONSIBILITY BENCHMARK 5 - NATIONAL LEGAL FRAMEWORK UPHOLDING THE RIGHTS OF IDPS & BENCHMARK 6 - NATIONAL POLICY OR PLAN OF ACTION ON INTERNAL DISPLACEMENT	46
BENCHMARK 7 - INSTITUTIONAL FOCAL POINT FOR IDPS	46
BENCHMARK 8 - SUPPORT NHRIs TO INTEGRATE INTERNAL DISPLACEMENT INTO THEIR WORK	47
BENCHMARK 9 - FACILITATE IDPS' PARTICIPATION IN DECISION MAKING	47
BENCHMARK 10 – ESTABLISH THE CONDITIONS AND PROVIDE THE MEANS FOR IDPS TO SECURE DURABLE SOLUTIONS	48

BENCHMARK 11 - ALLOCATE ADEQUATE RESOURCES TO THE PROBLEM & BENCHMARK 12 - COOPERATION WITH INTERNATIONAL AND REGIONAL ORGANIZATIONS	48
INTERNATIONAL RESPONSE	49
INTERNATIONAL RESPONSE	49
<u>LIST OF SOURCES USED</u>	<u>51</u>

OVERVIEW

Need to focus on returnees and remaining IDPs in transition to development

Since the 2006 signing of a cease-fire agreement between the government of Uganda and the Lord's Resistance Army there has been significant return of those displaced by conflict in northern Uganda. The overwhelming majority of the 1.8 million internally displaced people (IDPs) who lived in camps at the height of the crisis have returned to their areas of origin or resettled in new locations. Driven by their cultural ties to the land and the region, most have opted for return. The majority of the 30,000 still confined to camps lack financial resources to move home, are aged, disabled or unwell or have no land to return to. Support for recovery and development in areas to which IDPs have returned has been insufficient. Returnees have faced continuing difficulties due to inadequate basic services and limited support to rebuild their livelihoods. The return process has been marred by land conflicts, sometimes leading to violence.

Uganda has forged policies to respond to internal displacement and foster durable solutions. The government's Peace, Recovery and Development Plan for Northern Uganda sets out a comprehensive approach to support reconstruction and IDP return. In practice however, this, and other ambitious recovery and development programmes in northern Uganda, have suffered protracted delays. Considerable resources have been invested but positive impacts to enable IDPs to find durable solutions remain limited.

Now that international humanitarian agencies have scaled down their activities development actors must focus efforts on ensuring that remaining IDPs and returnees are helped to pursue durable solutions.

Background: War and displacement in northern Uganda

A history of antagonism and distrust between the Acholi (a people of northern Uganda and South Sudan) and politically-influential tribes of southern Uganda contributed to the formation of the Lord's Resistance Army (LRA) in 1987. Led by Joseph Kony, the LRA sought to overthrow the government of President Yoweri Museveni, protect Acholi culture and rule Uganda in accordance with the Ten Commandments (LIU, 30 October 2003, p.33; RLP, 28 February 2004, p.5; CSOPNU, 10 December 2004, p.28).

Large-scale displacement in northern Uganda resulted both from LRA attacks on civilians and government strategy, started in 1996, to forcibly relocate civilians into IDP camps, officially described as "protected villages". By the end of 2005, a total of about 1.8 million people had been moved into IDP camps (UNHCR, 2012). An unknown number fled to urban areas in other parts of Uganda. Clashes between a variety of rebel movements and the government, as well as inter-tribal violence and general banditry, also caused displacement in the 1990s and early 2000s in other regions of Uganda. No significant conflict-induced displacement has been reported since 2006 (Government of Uganda, 26 December 2011; Uganda Clusters, 2010).

Graph: Conflict- induced displacement in Uganda



Security improved and many IDPs returned home following the 2006 signing by the government and the LRA of the Cessation of Hostilities Agreement (CHA). While the CHA ended LRA attacks inside Uganda it did not lead, as anticipated, to a conclusive peace agreement. The LRA shifted operations to South Sudan, the Democratic Republic of the Congo (DRC) and to the Central African Republic (CAR). The LRA reportedly killed at least 1,500 people and abducted 2,300 in these countries between 2009 and 2011. It has also forcibly displaced at least 465,000 people, the majority in the DRC (OCHA, January 2012).

In May 2010 the U.S. government enacted The Lords Resistance Army Disarmament and Northern Uganda Act. It aims to support stabilisation of areas affected by LRA violence, protect civilians, allow for humanitarian relief and reconstruction and foster reconciliation and transitional justice (US Congress, 5 January 2010). In December 2010, the U.S. launched a comprehensive strategy to address LRA activity across the region (Resolve, 3 December 2010).

In March 2012, Uganda, CAR, South Sudan and the DRC, with the backing of the United Nations and African Union, assigned 5,000 soldiers to hunt for the LRA and its elusive leader. They are supported by 100 United States Army Special Forces personnel. Previous offensives failed to end atrocities by the LRA or capture its leader. Joseph Kony and other commanders were indicted by the International Criminal Court (ICC) in 2005. As of May 2012, they were either dead or at large as fugitives whose whereabouts were unknown.

Museveni was elected for a fourth presidential term in 2011.

Displacement due to natural disasters

With 90 per cent of its population depending on income earned from agriculture, Uganda is particularly vulnerable to the impact of natural disasters and climate change, leaving populations of the most vulnerable regions at risk of repeated reliance on humanitarian assistance. In 2011, heavy rains in many parts of Uganda resulted in flooding, water logging, landslides, death,

displacement and destruction of property and crops. Over 80,000 people were affected, mostly in eastern Uganda. In many districts, local governments were unable to cope with the impact of torrential rains and required assistance from Kampala and humanitarian agencies (Government of Uganda, 26 December 2011).

Durable Solutions

Return has been the settlement option preferred by most IDPs in northern Uganda (FMR, October 2011). Thanks to improved security, most of the 1.8 million IDPs who lived in camps at the peak of the conflict have returned. Most have gone back to areas of origin while a minority has resettled elsewhere.

Recovery and development efforts in areas of return have not been sufficient. Returnees, together with other residents, have dealt with continuing difficulties in the face of inadequate basic services and limited support to rebuild their livelihoods (Government of Uganda, 26 December 2011).

Decades of war have substantially eroded the traditional Acholi commitment and capacity to care for vulnerable and elderly family members. With many additional burdens, especially tilling new land to re-establish livelihoods, many returnee families cannot offer shelter. Today the majority of the 30,000 IDPs remaining in camps - most of which have been officially closed - either cannot manage the return process on their own (due to their age, illness or disability) or have no land to go back to (UNHCR, December 2011; Government of Uganda, 26 December 2011). Many widows and orphans are denied access to land of deceased husbands and fathers.

The process of closing camps has been led by the government and facilitated by the Office of the UN High Commissioner for Refugees (UNHCR). Following the 2008 government promulgation of Camp Phase Out Guidelines (OPM, May 2008) some owners of land on which IDP camps had been established started pressuring IDPs to leave. Those holding land title to IDP camps have received no compensation for the protracted use of their land, although there are provisions in Ugandan law to do so (WRI, December 2010).

In 2010, UNHCR and District Disaster Management Committees in the north carried out a Northern Uganda Durable Solutions Assessment with the support of the Joint IDP Profiling Service (JIPS) to inform the planning of recovery activities. As of May 2012, the assessment had not been shared publicly.

Access to basic services

Access to basic services has remained elusive for the majority of people in return areas, as well as those who stayed. There is no evidence whether returning IDPs have additional challenges in accessing basic services greater than those faced by other poor Ugandans. Inadequate health care infrastructure has left populations susceptible to epidemics, such as Hepatitis E and polio. Many middle-aged people are affected by HIV/AIDS, particularly women (The Daily Monitor, 22 February 2012). Water and sanitation coverage has remained poor: in several areas of return in northern Uganda only some 30 per cent of the population has access (OCHA, 10 December 2010). Several districts in northern Uganda are also affected by nodding disease syndrome, an untreatable mentally and physically disabling disease that typically affects children between the ages of five and 15. It is thought to have killed over 200 children and affected several thousand children in recent years (Daily Monitor, 2 May 2012). Some IDPs have reportedly gone back to camps to access basic services.

Land issues

The return process has been marred by land conflicts, sometimes leading to violence and secondary displacement. An academic survey estimated that 65 percent of land disputes occurred on land abandoned by IDPs (Mabikke, S., April 2011).

Finding solutions to land disputes must involve returning IDPs. Their livelihoods depend on their ability to farm their land and sell their harvest, yet, increasingly, domestic and foreign investors are seeking to purchase arable land, a tendency spreading throughout Africa (IFPRI, November 2011). Thousands of people have been expelled as a result of transfer of land to investors, reportedly in violation of legally-defined consultation and compensation mechanisms (Oxfam, September 2011). Many people are also reported to have lost plots of land and crops during preliminary tests to search for oil (Associated Press, February 2012).

Effective dispute resolutions have been hampered. Clan elders who generally decide on land disputes have been overloaded with cases. Increased land shortages strongly limit their traditional capacity to issue new plots of land to those in need. Displacement has weakened elders' authority: traditions and customs are less known and adhered to. In addition, the state court system intended to mediate disputes is underfunded and overwhelmed by a backlog of cases (UN HABITAT, December 2007). Many IDPs cannot afford the fees charged for official assistance in settling land disputes (Brookings/IDMC, June 2011). Some of those returnees who have managed to regain their land have been secondarily displaced by incorporation of their land within national parks. This was the fate of returnees living in a village of Amuru District who were left with no choice other than to return to their former IDP camp (IRIN, February 2012).

National and international response

National Policies

In May 2011, Uganda adopted a National Policy for Disaster Preparedness and Management with the aim of streamlining disaster management (Government of Uganda, 26 December 2011). The Office of the Prime Minister and the UN Office for the Coordination of Humanitarian Affairs (OCHA) have assisted Acholi and Karamoja districts to develop district-based contingency plans.

Uganda has an elaborate policy framework for responding to internal displacement. One of the first countries to develop a formal policy on IDPs, its 2004 policy guarantees the right of IDPs to freely choose between return, local integration or settlement elsewhere in the country. Subsequent government policies and practices have focused on return. In January 2010, Uganda became the first state to ratify the African Union Convention for the Protection and Assistance of IDPs in Africa (also known as the Kampala Convention). Uganda has also ratified the Pact on Security, Stability and Development in the Great Lakes Region (the Great Lakes Pact), including the Pact's IDP Protocol and the Protocol on the Property Rights of Returning Persons.

Promoting the national ownership of humanitarian coordination

The last UN Consolidated Appeal Process (CAP) for Uganda was in 2010. In place of the CAP an inter-agency working group developed a humanitarian profile paper to guide decisions on humanitarian action (for the latest version, see: Government of Uganda, 26 December 2011, Uganda Humanitarian Profile - 2012).

The cluster system for coordinating humanitarian action was established in 2006, after the peak of the conflict, and was phased out so that by the end of 2011 all humanitarian coordination functions had been handed over to the government. Responsibility for the protection of IDPs was then transferred to the Uganda Human Rights Commission (UHRC/IASC Protection Cluster, 29

October 2009). To facilitate effective coordination in northern Uganda, the UN Country Team in April 2010 devolved coordination to Area Coordinators (UNACs) who report to the Humanitarian/Resident Coordinator (HC/RC). In the Acholi region, the UNAC is led by one of the UN Development Programme (UNDP). UNHCR closed its office in the north at the end of 2011.

Recovery and Development Plans

The government assumes primary responsibility for recovery efforts in northern Uganda. At national level these are led by the Office of the Prime Minister, locally by district administrations.

In October 2007, the government launched the Peace, Recovery and Development Plan (PRDP) for Northern Uganda. Intended as a three-year framework to enable development and restore law and order in conflict-affected areas, it has four strategic objectives: consolidation of state authority; rebuilding and empowering communities; revitalising the economy; peace-building and reconciliation. Lack of funding and oversight mechanisms delayed the PRDP's commencement until mid-2009. The PRDP is expected to run until at least mid-2012 with a total budget of around \$600 million (OCHA, November 2010). A mid-term review judged aspirations to raise regional social and economic indicators to national levels within three years to be unrealistic (Government of Uganda, June 2011).

The UN launched a three-year Peacebuilding and Recovery Programme (UNPRAP) in June 2009 to align UN interventions with the PRDP and other government frameworks for northern Uganda (UN, 22 June 2009, p.4). According to UNHCR, important development initiatives, such as the Recovery and Development Initiative for Northern Uganda, have focused primarily on commercial agriculture and manufacturing and have had little immediate impact for IDP returnees (UNHCR, 25 July 2010, p.63). The national poverty reduction strategy enacted in 2010 aims to lift the population out of poverty in 30 years and could potentially assist returnees (IMF, May 2010).

Large recovery and development programmes in northern Uganda have been delayed for long periods. There is ongoing confusion about funding between the government and development partners and lack of coordination between the government, donors and the UN. Development actors' impact in terms of fostering durable solutions for IDPs has been limited, given their considerable investment. The government and its development partners have so far focused on such 'visible' recovery and development activities in northern Uganda as rebuilding of infrastructure and consolidating state authority.

There is increasing recognition of the need to foster peace-building activities between communities, between northern Ugandans and between the region and the rest of Uganda. Communities in northern Uganda have expressed great need for reparations and reconciliation. Linking consolidation of state authority and peace-building with service provision would help address strongly-held regional perceptions of being marginalised – a factor which in part explains the rise of the LRA (USAID, October 2010, p.5).

Two additional government programmes promoting recovery in northern Uganda are the National Agricultural Advisory Services (NAADS) and the Northern Uganda Social Action Fund (NUSAF). The latter is managed by the World Bank and entered its second three-year phase in 2011 with an annual budget of \$100 million. Other programmes include USAID's Northern Uganda Development of Enhanced Local Governance Infrastructure and Livelihoods (NUDEIL), a \$30 million three-year programme operating in three districts and the European Union's \$20 million Agricultural Livelihood Recovery Project (ALREP), a two-year programme in ten districts. The African Development Bank is contributing to rural infrastructure. The Japanese government is working with the Ugandan government to improve infrastructure, while Denmark, Norway, Sweden and Ireland are giving direct budget support to the government in addition to supporting NGOs (IDMC interview with UNDP, November 2010).

BACKGROUND AND CAUSES OF DISPLACEMENT

Chronology of the LRA conflict and its aftermath (1986-2012)

- 1986 President Yoweri Museveni takes power in Uganda and installs a no-party system. The Uganda People's Democratic Army (UPDA) is formed regrouping Uganda's national army, the Uganda National Liberation Front/Army (UNLA), and Museveni's guerilla, the National Resistance Movement/Army (NRA).
- 1987 A self-proclaimed Acholi priestess, Alice Lakwena, mobilises uneducated youth and forms the Holy Spirit Movement.
- 1988 When the Holy Spirit Movement is defeated, Alice Lakwena flees to Kenya and remnants of the Movement regroup under the command of Joseph Kony (in Gulu) and Severino Lokoya (in Kitgum). This marks the start of the Lord Resistance Army (LRA)'s insurgency – which name will be adopted in 1993.
- 1991 NRA launches a military campaign. From April to August it seals off the northern districts of Apac, Lira, Gulu and Kitgum from the rest of Uganda. The rebels begin the practice of maiming and mutilating civilians.
- 1993-1994
Peace talks are initiated between the LRA and the government. In February 1994 the LRA rejects President Museveni's seven-day ultimatum to surrender. The LRA launches armed attacks against Ugandan army units and civilians and plants landmines of main roads and footpaths in the north of the country. The LRA is reportedly supported by the Sudanese government.
- 1995 A new constitution legalises political parties but maintains the ban on political activity. The NRA is renamed the Uganda People's Defence Forces (UPDF). Sudan and Uganda cut diplomatic ties. Meanwhile, violence escalates: the LRA kills more than 200 people and carries out the first large-scale abduction of children in northern Uganda.
- At the end of the year, a joint offensive by the UPDF and the Sudan People's Liberation Movement (SPLM/A) dislodges the LRA from its base in southern Sudan. The fighting continues well inside Sudan.
- 1996 Museveni is re-elected President. Over 90% of the Acholi people vote for opposition leader Paul Ssemogerere. The year sees some of the worst atrocities committed by the LRA. Mass displacement begins, caused both by LRA attacks and the government's new policy of moving people into "protected villages" in Gulu – Pabbo camp for the internally displaced is opened in Gulu.
- 1997 In January, 400 people are killed in Lamwo County and Kitgum district, and thousands more are displaced. A parliamentary commission of inquiry about the war in the North passes a recommendation to pursue a military solution and not engage in peace talks with the rebels.
- 1999 Uganda and Sudan sign a peace accord on 8 December. The return of all abductees and the restoration of diplomatic relations are pledged.

Uganda's parliament passes an amnesty bill that offers immunity from prosecution to rebels who denounce the rebellion and voluntarily surrender to the government. Hopes for peace collapse as LRA attacks Gulu at the end of December.

2001 Museveni is re-elected President. Again, the majority of the Acholi people vote against him.

2002 In March, Sudan and Uganda sign an agreement aimed at containing the LRA.

In June, LRA field commander Vincent Otti sends a letter to the government seeking peace talks.

In October, the army evacuates more than 400,000 civilians caught up in a fight against LRA which continues its brutal attacks on villages.

2003 Sudan allows the Ugandan army to pursue Kony inside Sudanese territory.

In April, the LRA abduct 290 people in Lira. In June, it launches attacks in the eastern region, hitting Katakwi and then Soroti districts, causing the displacement of thousands.

Museveni refers the LRA to the International Criminal Court (ICC).

2004 In February, nearly 30,000 people are displaced and 4,000 huts burned in Pabbo IDP camp in Gulu District, Uganda's largest IDP camp, during a UPDF operation. Later in February, the LRA attack Barlonyo IDP camp in Lira, killing over 200 civilians.

In July, the army captures Kony's training commander, Brig Kenneth Banya. He is the first high-profile rebel captured by the army since the rebellion started.

Peace talks take place but a government ceasefire ends unsuccessfully when the LRA refuses to sign the government's draft peace agreement.

2005 The LRA intensifies attacks on civilians, killing and maiming several IDPs in Kitgum, Gulu and Pader districts.

In October, the ICC issues arrest warrants for five LRA commanders, including Joseph Kony.

2006 President Museveni is re-elected President. Peace talks between the government and the LRA in southern Sudan lead to the signing of a truce and a ceasefire agreement.

2008 Joseph Kony fails to turn up for the signing of the Final Peace Agreement. Ugandan, South In May, Uganda sets up a war crimes court to deal with crimes committed during the 20-year rebellion.

Sudanese and DR Congo armies launch offensive against LRA bases in both countries.

2009 Ugandan army withdraws from DRC where it had been pursuing LRA rebels during a three-month military offensive.

2011 In July, the US deploys 100 special forces to help Uganda combat the LRA. This follows the adoption by the US Congress of the Lord's Resistance Army Disarmament and Northern Uganda Recovery Act 2009.

In September, the Ugandan Constitutional Court orders the release of LRA commander Thomas Kwoyelo because other LRA fighters have been granted an amnesty. Thomas Kwoyelo's trial was the country's first war crime trial.

2012 In February, Uganda announces it will lead African Union forces of 5,000 to fight the LRA in the DRC and Central African Republic. They will be based at the UPDF headquarters in Nzara, South Sudan, and will include UPDF, South Sudan, Central African Republic and DRC forces. The operation is launched in March.

Conflict dynamics, peace efforts in the North and regional aspects

Conflict dynamics

The Acholi sub-region, or Acholiland, is a region of northern Uganda constituted by the districts of Gulu, Kitgum, and Pader. The Acholi have lived in this part of Uganda and areas of southern Sudan for centuries traditionally as subsistence farmers. The Acholi were the target of massacres during Idi Amin's time in power. While the Acholi have not been actively discriminated against by the Museveni government, the region remains economically neglected (*for more details, see Assessment for Acholi in Uganda, University of Maryland*). Most LRA rebels are Acholi but they do not reflect the views of the majority of Acholi people who have been the primary victims of the LRA's attacks. When the LRA attacked a village, they usually killed most of the adult population and abducted the children. They were accused of forcing boys to kill their parents as an initiation rite. Girls were shared out among the commanders as sex slaves. The LRA has practiced mutilation as a tool of terror, cutting off the lips, noses and ears of its victims, which discouraged resistance (The Guardian, 8 March 2012).

When President Museveni took power in 1986, all the main functions of the state came into the hands of southerners (socio-economic, political, and military). Soon after his arrival in power, soldiers of the National Resistance Army (NRA) – then the national army - committed atrocities in a move to crush a nascent rebellion in Acholiland. Over the following years profound distrust rose between Lord Resistance Army (LRA) leader Joseph Kony and President Museveni. The complex regional and international context and the enigmatic nature of both the Lord Resistance Army (LRA)'s ultimate purposes and Joseph Kony's personality have so far made an end to the conflict impossible and resulted in the failure of the Juba peace talks, which took place between 2006 and 2008. The talks had resulted in a cease-fire by September 2006, but Kony refused to sign the peace agreement in April 2008.

Acts of extreme violence by the LRA are coupled with the fact that the movement has no political wing with which it is possible to engage into resolute and lasting negotiations. The LRA's political goals have varied between defending the people of northern Uganda, overthrowing President Museveni's government and installing a system of governance based on the Ten Commandments (Conciliation Resources, January 2012). The Juba peace talks still ameliorated the security in northern Uganda, enabling the vast majority IDPs to return home. Renewed peace talks were not on the table as of February 2012 since the failure of the Juba negotiations in April 2008. Most parties to the talks, including the Government of Uganda, consider that Joseph Kony had his chance to sign the Final Peace Agreement and does not deserve renewed diplomatic efforts (The Guardian, March 2009; Conciliation Resources, January 2012). Affected populations in the region are however reportedly sceptical about the success of the military strategy that is currently being lined up (Conciliation Resources, October 2011).

Peace, justice and reconciliation efforts

In July 2005, the International Criminal Court (ICC) issued arrest warrants for five LRA commanders, including Joseph Kony, on the charges of crimes against humanity and war crimes. Negotiations between the LRA and the Uganda government took place in Juba the following year, under the mediation of the Government of Southern Sudan. Joseph Kony demanded that the ICC arrest warrants be lifted as a pre-condition for his signing of the Final Peace Agreement. This demand was not met by the ICC and one month after Joseph Kony failed to sign the Final Peace Agreement drafted in April 2008, Uganda set up the International Crime Division of Uganda's High Court, a war crimes court tasked to prosecute genocide, war crimes, and crimes against humanity, in addition to crimes such as terrorism. the human rights violations. It is not clear

whether the International Crime Division will be able to render credible justice to the victims of crimes committed in northern Uganda, since the perpetrators of crimes could benefit from amnesty. According to the Uganda Amnesty Act of 2000, Ugandans involved in acts of a war-like nature in various parts of the country may benefit from amnesty (HRW, 16 January 2012; BBC News, 26 May 2008).

The ICC has been criticised by people from northern Uganda for not charging members of the Ugandan army who also committed atrocities in the north (Institute for War and Peace Reporting, June 2010). In 2009, the Ugandan government said it would not engage in further peace talks with the rebels until the LRA sign the Final Peace Agreement. On 13 and 14 October 2010, an African Union meeting took place in the Central African Republic to address the ongoing LRA rebellion. Representatives of Uganda, South Sudan, Central African Republic and the Democratic Republic of the Congo agreed on the strengthening of their military efforts against the LRA. In February 2012 Uganda announced it would lead a joint force of 5,000 to fight remaining LRA rebels (Daily Monitor, February 2012).

For more information on the start of the International Criminal Court's investigations on the LRA, see:

International Criminal Court (ICC), January 2004, President of Uganda refers situation concerning the Lord's Resistance Army (LRA) to the ICC

<http://www.icc-cpi.int/menus/icc/press%20and%20media/press%20releases/2004/president%20of%20uganda%20refers%20situation%20concerning%20the%20lord%20s%20resistance%20army%20lra%20to%20the%20icc?lan=en-GB>

Regional aspects

The LRA rebellion originally started in Acholiland but its commanders established their military bases in southern Sudan in 1993-1994. The Ugandan army (UPDF) said this was a way for the LRA to shield itself from the army's operations. According to various sources, the LRA also moved into southern Sudan, following Sudan's national government offer to host and assist the LRA in exchange for its help against the South Sudan's rebellion by the Sudan People's Liberation Army (SPLA) supported by the UPDF (Small Arms Survey, September 2007). While it is not clear when Sudan's government stopped backing the LRA, it allowed in 2002 the UPDF to pursue LRA fighters onto Sudanese territory. The signing of the 2005 Comprehensive Peace Agreement between northern and southern Sudan accelerated the end of the partnership. The same year, the LRA moved into the Democratic Republic of Congo (DRC) and groups of fighters crossed the border into the Central African Republic in 2007.

LRA attacks against civilians have been committed in all five countries: Uganda, Sudan, South Sudan, Central African Republic and the Democratic Republic of the Congo. The LRA is constantly on the move and in hiding and it benefits from the lack of state presence and authority near borders.

In total, 306 attacks were reported in 2010 and 278 attacks in 2011. Still in 2011, OCHA has estimated the number of LRA-induced displacement at more than 465,000 in all four countries. Among those, more than 347,300 were internally displaced in DRC. Since 2009, more than 1,500 people were reportedly killed and 2,300 abducted (UN OCHA, January 2012). The country most affected by LRA attacks is DRC, where new attacks and population displacement were reported early 2012 (VOA News, March 2012).

For more information, see:

International Crisis Group (ICG), 28 April 2010, LRA: A Regional Strategy Beyond Killing Kony

<http://www.crisisgroup.org/~media/Files/africa/horn-of-africa/uganda/157%20LRA%20-%20A%20Regional%20Strategy%20beyond%20Killing%20Kony.pdf>

LRA Crisis Tracker, 2011 Annual security brief, accessed 5 March 2012

<http://www.lracrisistracker.com/media/report/annual-security-brief-2011>

Forced displacement by the LRA and by the Ugandan army

The Lord Resistance Army (LRA) rebellion caused massive displacement in the Acholi region, particularly between 1996 and 2005. In 1994 the LRA rejected President Museveni's ultimatum to surrender and the scale of violence increased dramatically thereafter.

Forced displacement was used as a tactic by the LRA and by the Ugandan armed forces (UPDF). Since its inception, the LRA had targeted the civilian population in the Acholi region in northern Uganda, also known as Acholiland, killing, raping, looting, burning, destroying crops and abducting people, especially children, both girls and boys. The LRA targeted civilians to reportedly frighten them, to ensure that they did not offer resistance or cooperate with the Ugandan government or military. It often accused its civilian targets of supporting national authorities (Institute for National Strategic Studies, July 2011). In February 1996 the LRA issued an edict banning settlements within four kilometres of roads and prohibiting the use of bicycles. The ban was supposed to tighten its control of the local population far from government troops, which would provide cover and supplies for the rebels. To enforce the edict, hundreds of people were killed, villages and food stocks were burned. As a result, thousands found shelter in the relative safety of Gulu town. By September 1996 the Gulu District Council announced that 100,000 people were now displaced in the District.

The UPDF also caused displacement, shelling villages they thought harboured LRA units in northern Gulu District. In 1996, the Ugandan government moved people into "protected villages", thereby causing large-scale displacement. By November 1996, the number of IDPs had reached 200,000, and three months later, 270,000. While some people moved into "protected villages" spontaneously, others were strongly advised to do so, if not physically forced. By displacing people from villages, the UPDF aimed to gain control of strategically important areas where the army was unable to prevent LRA activity. The government also removed people from strategic areas (Mulumba, D. and Mlahagwa, W., 18 September 2009, p.13)

In 2003 and 2004, the LRA also caused displacement in Katakwi district, Teso region and Lira district, Lango region. In 2003, the LRA also caused the displacement of over 200,000 people in Katakwi District . Teso Region, i.e. close to 75 per cent of the district's population. By late 2003, the LRA had almost completely left Teso region and entered into Lira District in Lango Region. Peaks of violence took place in November 2003 and February 2004, causing the displacement of another 200,000 people. On 21 February 2004 the LRA massacred more than 300 people in Barlonyo IDP camp in Lira District.

Two other major military operations in 2002 and 2004 caused large scale displacement. At the peak of the crisis, in 2005, 1,840,000 people were living in 251 official camps in northern Uganda (UNHCR, 2012). In the Acholi region alone, 1.1 million people were living in 150 camps. Following the signing of the 2006 Cessation of Hostilities Agreement, security improved in northern Uganda, enabling a great majority of IDPs to return home. As of December 2011, some 30,000 IDPs lived in four remaining camps and former camps transformed into trading centres and transit sites.

For more information on the situation of current IDPs or returnees, see for example:

The Guardian, 24 January 2012, Northern Uganda's displaced people are left to fend for themselves

<http://www.guardian.co.uk/global-development/poverty-matters/2012/jan/24/northern-uganda-displaced-people-out-in-cold>

Forced displacement by other armed groups

West Nile Conflict

The West Nile region, in the north-western corner of Uganda, was the region of origin of former dictator Idi Amin, in power between 1971 and 1979. The Ugandan Army was formed by officers and soldiers also originating from West Nile, while Amin was President. When he was overthrown, the entire army fled to West Nile. Revenge killings took place by the new force in power, resulting in the fleeing of former Ugandan soldiers into Sudan and eastern DRC. From 1980 onwards, remnants of the Ugandan Army reorganised into several armed groups - and carried out a series of violent attacks in West Nile (Refugee Law Project, June 2004). A peace agreement was signed in 2002 between the Government of Uganda and one of the remaining armed groups from West Nile, the Uganda National Rescue Front II (UNRF II). The evolution of IDP numbers due to the conflict in West Nile is not clear. In 2005, there were still an estimated 54,000 IDPs in the region, while in 2010, their number had reduced to about 7,300 (Uganda Clusters, 2010). The West Nile armed groups have suffered significant losses, both because of the Ugandan army offensives and because of President Museveni's offer of amnesty for rebels in 2004. As of 2012, although many have accepted it, there still remain a small number of rebels in the West Nile but they are not currently active.

Allied Democratic Forces (ADF) attacks in the West

The Allied Democratic Forces, whose leaders portray themselves as religious crusaders against the government, attacked areas of western Uganda and eastern DRC from 1996 up to mid-2001. Violence escalated in 1997 and 1998 when the ADF targeted civilians, private homes and trading centres in both rural and urban areas, resulting in hundreds of killings and abductions. The ADF also used landmines and bombings. In February 2002, there were 87,000 people displaced in Bundibugyo District, at the border with DRC, because of the attacks. A joint operation by Uganda and DRC in 2004 strongly reduced its forces and capacities. The ADF has since carried out other attacks in 2007 and 2010 and around 500 fighters remain in eastern DRC (VOA News, 2010; MONUSCO, accessed March 2012).

Conflict in the Karamoja area in the North-East

The Karamoja region is a dry and poor region of north-eastern Uganda where pastoralism is dominant and numerous cattle-raids are the cause and manifestation of inter-tribal violence. This practice has become much more devastating for the people in Karamoja since firearms have been introduced in the region and used by traditional Karamajong warriors. At the source of cattle-rustling is the need for food and milk and traditionally grooms need cattle to offer to their wives to be. Tensions are exacerbated during dry seasons. Violent cattle raids have caused displacement, deaths and the disruption of economic and social activities. In 2001, it was estimated that this practice had caused the displacement of 88,000 people into IDP camps, which was the year with the highest number of IDPs in the region (IRIN, 2001). Insecurity forces other households to relocate in areas where there is little opportunity to engage into economically viable activities. While few raids occurred from 2008 to 2010, new raids happened in 2011, but new displacement was not publicly reported (Daily Monitor, 2011).

Colonial and post-colonial governments had policies to settle pastoralists to free up some of the land they used for dwelling and cattle grazing. This has long been a source of social conflict over the allocation of resources (Centre for Conflict Resolution, June 2011).

In 2006 the Ugandan army began its most recent programme to disarm cattle-rustlers as it estimated that more than 30,000 weapons were circulating in Karamoja (Republic of Uganda, 2007). As of February 2012, the Karamoja Integrated Disarmament and Development Programme (KIDDP) continued and the Uganda Human Rights Commission reported human rights violations committed mainly by the national army (Office of the Prime Minister for Uganda, 2011; Uganda Human Rights Commission, 2010).

See also:

Daily Monitor, 28 June 2011, Katakwi residents demand guns to fight cattle rustlers
<http://mobile.monitor.co.ug/News/-/691252/1190310/-/format/xhtml/-/1341ui2/-/index.html>

Safer World, March 2010, Karamoja, A literature review
<http://www.saferworld.org.uk/Karamoja%20A%20literature%20review.pdf>

Causes of displacement of Teso region and Lira District

For decades Karamajong cattle-rustlers have attacked Teso inhabitants, killing them, stealing their cattle and destroying their crops, and causing small-scale displacement in Teso region. Violence peaked between 1986 and 1990 when militias which had been controlling the border between Teso and Karamoja regions were dismantled by President Museveni (The Guardian, February 2009).

Other causes of displacement

Slow and rapid onset natural disasters in the North and the East

Uganda, in particular the east of the country, suffers periods of severe drought while livestock numbers decrease. Natural disasters caused by climate change are increasing in intensity and frequency (Oxfam, June 2008).

Heavy rains in many parts of Uganda have resulted in flooding, water logging and landslides resulting in death, displacement and destruction of property and crops. Over 80,000 people were affected by floods in 2011, mostly in eastern Ugandan. In many districts, local governments are unable to cope with the impact of torrential rains and require assistance from Kampala and humanitarian agencies (Government of Uganda, 26 December 2011).

According to the Emergency Events Database (EM-DAT), Uganda experienced from 1993 to 2012 major floods (16) but Uganda also experienced droughts (6), storms (4), wet mass movements (3) and one earthquake (www.emdat.be).

The Natural Disasters Risk Index (NDRI) reflects the likelihood of an event occurring by measuring the human impact of natural disasters in terms of death per annum and per million of population, plus the frequency of events over the last 30 years. According to NDRI the likelihood that Uganda will experience a natural disaster event is at a medium level.

See: <http://www.preventionweb.net/english/countries/africa/uga/?x=13&y=10>

The Climate vulnerability factor in turn provides a global overview of the vulnerability to climate change. The Climate Vulnerability Monitor ranks Uganda's overall vulnerability to climate change to acute and the change in vulnerability over the period 2010-2030 to increase.

See: <http://daraint.org/climate-vulnerability-monitor/climate-vulnerability-monitor-2010/>

Land and property issues

In several regions of Uganda, people are at risk of being displaced for the first time or to be the victims of secondary displacement due to land conflicts.

Since the start of the peace process between the Ugandan government and the LRA, the security has improved in northern Uganda, allowing the vast majority of IDPs to leave the camps and go back home. There are still approximately 30,000 IDPs in Acholiland and people remaining in camps are often those who are most vulnerable and were not able and assisted to return home. While those who have returned face the risk of finding their homes and lands looted, IDPs still living in camps face the risk of eviction by private land owners whose lands were used to host hundreds of "protected villages" during the LRA conflict. Over 3,000 IDPs still live in one such camp in Soroti municipality, Teso region. They are now facing eviction after the owner asked them to vacate the land (The New Vision, February 2012). Many other land disputes are affecting return of resettlement and the achievement of durable solution for IDPs. Some of the IDPs' land has been illegally occupied by neighbours and relatives. Another type of challenge concern former IDPs. Although they were able to return home and resettle, they are now being evicted because their lands were integrated into national parks. Evictions have taken place in February 2012 in Apar village, Amuru District, and former IDPs have no choice but to return to the camps where they lived in dire conditions during the conflict (IRIN, February 2012).

It is also feared that concessions attributed by the Ugandan state to companies for exploitation will cause further displacement. At least 22,500 were expelled between 2006 and 2010 in Mubende and Kiboga districts after the Ugandan government granted concessions to a British forestry company. According to Oxfam, people expelled are "desperate, having been driven into poverty and landlessness. In some instances they say they were subjected to violence and their property, crops, and livestock destroyed. They were reportedly not properly consulted, offered no adequate compensation, and received no alternative land" (Oxfam, September 2011). Many people are already reported to have lost plots of land and crops during soil exploration phases for oil production (Associated Press, February 2012).

IDP POPULATION FIGURES

Number of IDPs, disaggregated by age and sex where data are available

Some 30,000 IDPs in Uganda (December 2011)

The last survey on IDP figures by the UNHCR sub-office in Gulu reported that there were still 29,776 IDPs in four sub-regions of Uganda as of December 2011 (UNHCR, December 2011).

Among these, 21,435 people were displaced within the Acholi sub-region in northern Uganda alone. It is estimated that 1,301 IDPs remained in Adjumani district in the West Nile, 6,500 in Masinsi district in Bunyoro sub-region, and 720 IDPs in Katakwi and Amuria districts in Teso sub-region. No IDPs were reported in Lango sub-region. In all four sub-regions where IDPs remain, the vast majority of them were living in camps which had officially closed (67 percent). 31 percent of IDPs were in transit areas, i.e. sites located near their homes and land and where services set up by the government and organisations are still accessible, while less than 2 percent of IDPs lived in the remaining four camps which were still officially opened in the Acholi sub-region.

Sporadic cattle-raids in Karamoja are reported but there are no estimates of the number of people recently displaced in the region. In addition, extensive floods and landslides resulting from extremely heavy rains have caused internal displacement in the east of the country over the past few years but there are no global estimates on the number of people currently displaced due to natural disasters.

Finally, IDP estimates do not take into account new patterns of displacement caused by land disputes which often arise after attempts to return. Furthermore, reported cases of people evicted from their homes after land deals between the government and a forestry company could amount to at least 22,500 newly displaced persons according to Oxfam (Oxfam, September 2011) (for more information, see *Land and property* section).

IDP data disaggregated by age and sex

A 2005 FAFO (Institute for Labour and Social Research) profiling study of IDPs in northern Uganda indicated that more than 50 percent of IDPs were under the age of 15. Among them, 9 percent had lost both parents. The study also established that many men in their 20s had lost their life, resulting in a high proportion of widowed women (FAFO Institute for Applied International Studies, September 2005). An IOM profiling study in 2005 and 2006 in Teso and Lango sub-regions also found that a majority of IDPs were below 14 years old (55% and 54% of the in Lango and Teso sub-regions respectively) (IOM/Office of the Prime Minister, April 2006).

More recently, the Uganda Human Rights Commission's 2010 report showed that IDPs who remained in camps in 2010 were extremely vulnerable individuals and persons with specific needs (EVIs/PSNs) who do not have caretakers and are unable to return home without appropriate and tailored assistance. Persons concerned are the elderly, persons with serious medical conditions or disability, single parents, women at risk, child-headed households or unaccompanied minors. Furthermore, the report indicates that 75% of EVIs/PSNs were women (Uganda Human Rights Commission, 2010).

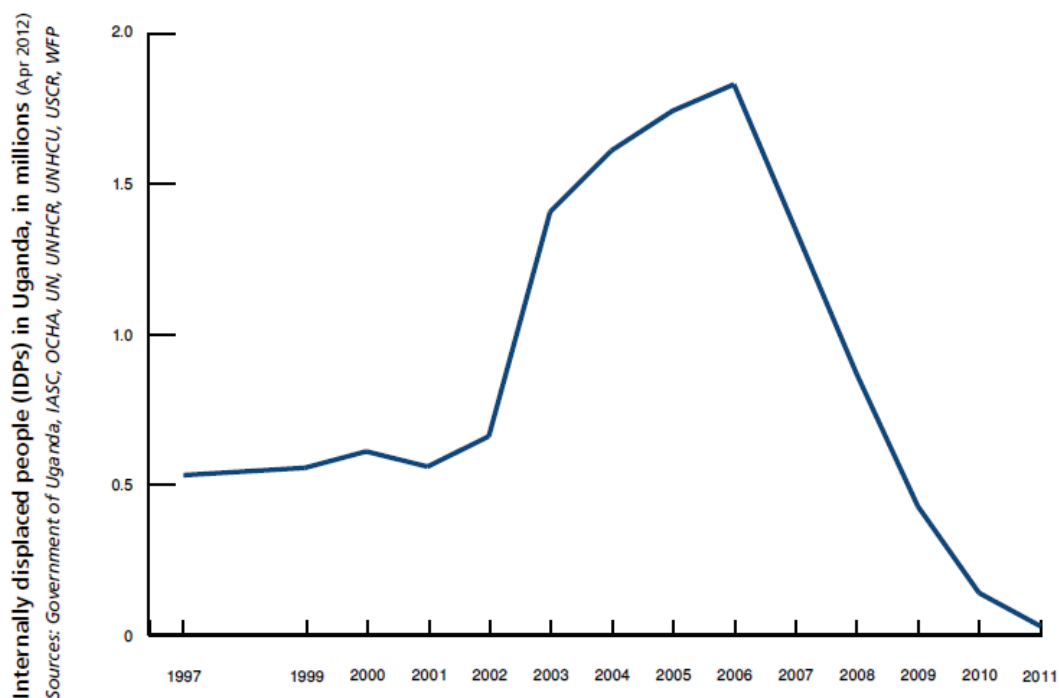
Also in 2010, a comprehensive durable solutions assessment was organised in Uganda by the government and the international community, with the support of the Joint IDP Profiling Service (JIPS). The assessment's results were not public as of May 2012.

IDP estimates by year (1987-2011)

IDP estimates represent a collection of data by several humanitarian organisations and national authorities in IDP camps, settlements and transit areas. For this reason, estimates do not take into account IDPs staying with host communities in rural areas and IDPs who fled to urban areas. The latter category has only recently started to gain recognition but at the height of the crisis in Uganda, urban IDPs were not taken into account as “traditional” IDPs living inside IDP camps: “Despite lack of research on the subject, urban IDPs were frequently believed to be better off than their encamped counterparts and were commonly portrayed by humanitarian agencies as well as government as either economic migrants or former IDPs who have reached a durable solution.” (Oxford Journal of Refugee Studies, December 2011). It is estimated that between 300,000 and 600,000 fled to urban areas but no comprehensive profiling study was implemented except in Lango and Teso sub-regions (see IOM/Office of the Prime Minister, April 2006).

Numbers collected by the World Food Programme reflect the number of IDPs who received food assistance but not necessarily the total number of IDPs in a particular area. The UNHCR sub-office in Gulu, which collected data between 2006 and 2011, closed in January 2012. The Ugandan Human Rights Commission is now in charge of monitoring issues met by IDPs while IDP-oriented actions fall within the government's development and recovery programme (UNHCR, 6 January 2012).

While conflict induced-displacement has been a recurring issue in Uganda due to frequent insurgencies, large-scale displacement caused by several simultaneous rebellions in northern and western parts of the country began in 1996, when violence related to the LRA insurgency intensified in the north. At that time, the Ugandan government forced thousands of people to move into newly created IDP camps. At the peak of the crisis in 2005, some 1,840,000 people were internally displaced in camps in Uganda (UNHCR, 6 January 2012). The signing of a truce and a ceasefire agreement between the LRA and the Ugandan government the following year improved security in northern Uganda and enabled 98 percent of IDPs to return home between 2006 and the end of 2011.



Year	IDP Estimate	Source
2011	29,776	UNHCR, December 2011
2010	140,000	UNHCR, November 2010
2009	428,589	UNHCR, December 2009
2008	869,000	IASC Working Group in Uganda, November 2008
2007	1,3 to 1,4 million	IASC Working Group in Uganda, May 2007
2006	1,830,000	OCHA, November 2006
2005	1,742,062	OCHA, November 2005
2004	1,609,744	WFP, April 2004
2003	1,405,976	Government of Uganda, November 2003
2002	660,373	OCHA, July 2002
2001	559,561	OCHA, January 2002
2000	610,240	UNHCU, December 2000

1999	555,668	UNHCU, January 2000
1997	532,000	UN, February 2008
1988	350,000	USCR, 1988
1987	100,000	USCR, 1987

Locations of IDP populations

Locations of IDP populations

People were displaced because of armed conflict in eight sub-regions, mainly agricultural, of western, northwestern, northern and northeastern Uganda. These regions share borders with South Sudan (Sudan at the time of the LRA conflict) and the Democratic Republic of the Congo and most armed groups which operated in Uganda had rear bases in neighbouring countries. Each group suffered significant losses and were no longer active in Uganda in 2012. The LRA stopped carrying out attacks in Uganda in 2006 but was still operating in DRC, South Sudan and CAR in 2012. The Allied Democratic Forces (ADF) then had a group of fighters located in eastern DRC. At that time, cattle-raids in northeastern Karamoja was ongoing and the region remained generally insecure.

The West Nile conflict which broke out in the 1980s caused displacement in northwestern districts of the country. There were 54,000 IDPs in Adjumani district in 2005. Significant losses in the armed groups' ranks were followed by peace talks and President Museveni's offer of amnesty to the rebels. Security then improved, allowing the majority of IDPs to return home.

South of the West Nile region, the ADF insurgency caused massive displacement in the districts of Bundibugyo, Kasese and Kabarole. The group caused displacement between 1996 and mid-2001. Internally displaced persons are reported to have returned home in 2002 and 2003.

Fighting between the LRA and the national army, as well as targeted attacks and specific government policies have led to massive displacement in northern and eastern Uganda. An estimated 100,000 people were displaced in 1987, raising to 350,000 a year later (U.S. Committee for Refugees, 1987 and 1988). Many IDPs were displaced for short periods of time and were able to return home within a few months. The conflict between the LRA and the Ugandan armed forces (UPDF) escalated substantially after the failure of peace talks in 1993-1994. As a result, several hundred thousands of people were displaced in the Acholi sub-region in 1997, both because of the extreme violence of LRA attacks against civilians and the Ugandan government's decision to move people into IDP camps, referred to as "protected villages". At the peak of the crisis in 2005, 1,840,000 people were living in 251 official camps in northern Uganda (UNHCR, 2012). Districts affected in the Acholi sub-region comprised Amuru, Gulu, Kitgum and Pader. Apac and Lira districts in Lango sub-region were also affected by LRA attacks. Camps phase-out in Lango sub-region started in 2007 and was completed in 2008 (UNHCR, September 2007). In the rest of Acholiland, as of 6 December 2010, there were 29 camps still opened while 161 had closed (UNHCR, December 2010).

Table 1: IDP estimates between 2000 and 2005 disaggregated by district

	2000	2001	2002	2003	2004	2005
Acholi sub-region						
Amuru*						
Gulu	370,000	292,000	368,417	419,258	438,639	462,280
Kitgum	82,645	82,645	125,000	281,372	267,078	310,140
Pader**				229,115	279,526	319,506
Bunyoro sub-region						
Kibaale						
Masindi	5,000					
Lango sub-region						
Apac						98,193
Lira				79,097	293,996	351,020
Rwenzururu sub-region						
Bundibugyo	105,000	63,000	87,396			
Kasese	16,000	18,000	1,600			
Teso sub-region						
Amuria						
Kaberamaido				97,561	97,560	2,203
Katakwi	15,000	88,500	77,000	104,254	144,945	150,260
Kumi				59,207		
Soroti				136,112	88,000	7,455
Toro sub-region						
Kabarole	14,595	15,416	960			
West-Nile sub-region						
Adjumani	2,000					41,005
TOTAL	610,240	559,561	660,373	1,405,976	1,609,744	1,742,062

Sources: UNHCU, December 2000; OCHA, January 2002, July 2002; Government of Uganda, November 2003; WFP, April 2004; OCHA, November 2005.

Table 2: IDP estimates between 2008 and 2011 disaggregated by district

	2008	2009	2010	2011
Acholi sub-region				
Amuru*	183,000	97,628	47,672	6,779
Gulu	223,000	43,699	15,992	3,512
Kitgum	164,000	121,654	22,091	4,287
Pader**	196,000	89,664	17,476	6,677
Bunyoro sub-region				
Masindi	55,000	55,000	20,000	6,500
Teso sub-region				
Amuria	14,000	5,000	5,000	120
Kaberamaido				
Katakwi	7,000	4,500	4,500	600
West-Nile sub-region				
Adjumani	27,000	11,444	7,365	1,301
TOTAL	869,000	428,589	140,096	29,776

Sources: UNHCR, November 2008; IASC, September 2009; UNHCR, November 2010, December 2011.

PHYSICAL SECURITY AND INTEGRITY

Physical security, dignity, mental and moral integrity

Poor overall human rights record (2011)

IDPs and former IDPs who recently returned home have been subject to serious human rights violations and abuses like the rest of the Ugandan population, including arbitrary killings; mob and ethnic violence; violence and discrimination against women and children, including female genital mutilation (FGM), sexual abuse of children, and the ritual killing of children; trafficking in persons; violence and discrimination against persons with disabilities; and forced labour, including child labour.

In 2011, there were reports of increased cattle raids and societal violence in the Karamoja Region. According to the UPDF and human rights groups, cattle raids and the UPDF's forced disarmament campaign resulted in the deaths of at least 90 civilians and 32 UPDF soldiers during the year (US DOS, 8 April 2011).

See also:

HRW, 22 January 2012, World Report 2012: Uganda
<http://www.hrw.org/world-report-2012/world-report-2012-uganda>

BASIC NECESSITIES OF LIFE

Food and Water

Food prices negatively impact IDPs and returned IDPs

Principle 18, Guiding Principles on Internal Displacement

1. All internally displaced persons have the right to an adequate standard of living.
2. At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide internally displaced persons with and ensure safe access to:
 - (a) Essential food and potable water.

In December 2011, the UN officially ended its assistance in northern Uganda. Some 30,000 people still remained in camps, many of whom do not have access to adequate food. According to UNHCR, their need for assistance and protection has diminished as the communities work with aid agencies and the local government to develop and stabilize the region (The Guardian, 24 January 2012; UNHCR, 6 January 2012).

Food prices increased in 2011, partly due to a prolonged dry season in most part of the country which contributed to reduced agricultural outputs. Domestic commodity prices have also increased due to the depreciation of the national currency, the Ugandan Shilling, and the general increase of global commodity prices (Government of Uganda, 26 December 2011). This particularly impacted gandans under the poverty line who have to spend a large share of their income on food, including many of the returned IDPs.

In 2009, the World Food Programme (WFP) found that over one million Ugandans were highly food insecure in northern Uganda (Famine Early Warning System Network, August 2009, p.1). There is no recent IDP-specific information on the food needs of IDPs still in camps.

Medical Care and Sanitation

Medical care of IDPs and returned IDPs remains unsatisfactory

Principle 18, Guiding Principles on Internal Displacement

1. All internally displaced persons have the right to an adequate standard of living.
2. At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide internally displaced persons with and ensure safe access to:
 - (d) Essential medical services and sanitation.

Access to health care and services remains a challenge for northern Ugandans, including for the over 1.5 million IDPs who have returned to their areas of origin, and for some 30,000 IDPs still in camps as of the end of 2011.

Some IDPs have reportedly partly based their decision on whether to remain in camps and transit sites due to the presence of health centres there (Brookings/LSE, June 2011). While IDPs in

camps generally have better access to clean sources of water than those who have returned, there are similar rates of child morbidity among internally displaced and returnee children (MICROCON, May 2010).

Access to basic services has remained elusive for the majority of people in return areas. Many IDPs have returned to their areas of origin before basic services were established near their home places and services are often overstretched and unable to meet demands. Inadequate health care infrastructure has left populations susceptible to epidemics, as demonstrated by the persistence of the Hepatitis E outbreak in Kitgum and the re-emergence of polio in Amuru women (The Daily Monitor, 22 February 2012). Water and sanitation coverage has remained poor, with latrines only accessible to 31 per cent of the population in Pader and Gulu, and even fewer in Lamwo and Amuru (OCHA, 10 December 2010, p.9; UHRC, 2010).

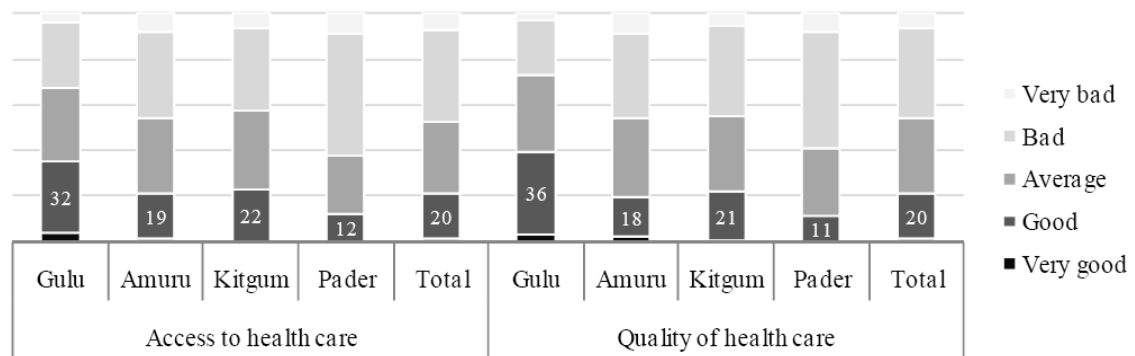
Government health services are free of charge for everyone but the lack of available drugs often forces people to purchase them on the private market, which most IDPs cannot afford. Another obstacle for IDPs to access health care is the fees charged privately by many health workers (The Guardian, April 2009). Many hospitals, including the ones in northern Uganda are reported to function poorly due to lack of funding, staff and drugs. As of October 2011, there was only one doctor in Kitgum hospital instead of five in the 1980s. There were eleven doctors in Arua hospital whereas close to forty are needed. In Gulu, the hospital is dilapidated and there were four doctors instead of forty, of which two were due to retire. Some hospitals lack fuel to run generators and ambulances (The Daily Monitor, October 2011). Many IDPs and returnees often have to travel long distances to reach the nearest hospital in case of serious condition and have to pay for fuel and sometimes medical supplies and services. The Ugandan Human Rights Commission visited Onwyelo Pangak village in Amuru district, where people have to walk 14 miles to reach Amuru Health Centre (UHRC, 2010).

IDPs and returnees are particularly affected by malaria, especially pregnant women and children, diarrhea and their nutritional situation is generally poor. Several districts in northern Uganda are also affected by nodding disease syndrome, an untreatable mentally and physically disabling disease that typically affects children between the ages of five and 15. It is thought to have killed over 200 children and affected several thousand children in recent years (Daily Monitor, 2 May 2012).

HIV among IDPs and returnees left unaddressed

A 2005 survey found that HIV rates were higher in northern Uganda than in the rest of the country. At the time, HIV prevalence in northern Uganda was 8.2 percent while the national average was 6.2 percent. In Gulu district the percentage rose to 11.9 percent (IRIN/Plus News, March 2011). A preliminary survey released in 2012 found that HIV rates had decreased to 5.7 percent in the north. People in their 30s and 40s are the most affected, especially women (The Daily Monitor, March 2012).

Figure: Perception of Acholi residents on access to and quality of health services in Acholi sub-region in percentage (Spring 2010)



Source:

Human Rights Centre, University of California, Berkeley School of Law, December 2010, Transitioning to Peace, A population-based survey on attitudes about social reconstruction and justice in northern Uganda

http://www.law.berkeley.edu/HRCweb/pdfs/HRC_Uga2010final_web.pdf

For more information on epidemics outbreaks, see:

Integrated Regional Information Network (IRIN), 23 March 2012, Uganda: Meningitis outbreak kills 16 in north

<http://www.irinnews.org/Report/95139/UGANDA-Meningitis-outbreak-kills-16-in-north>

Radio Netherlands Worldwide (RNW), 13 March 2012, Uganda: North Fears “Nodding Disease”, Not Joseph Kony

<http://allafrica.com/stories/201203131240.html>

PROPERTY, LIVELIHOODS, EDUCATION AND OTHER ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Land and Property

Conflict resolution mechanisms for land disputes

Uganda National Policy for Uganda Internally Displaced Persons, 2004, Article 3.6.2:

Local Governments shall to the extent possible, endeavour to protect property and possessions left behind by IDPs against pillage, destruction, arbitrary and illegal appropriation, or occupation or use.

There are four main forms of land tenure in Uganda recognised by the 1995 Constitution and the 1998 Land Act:

Customary: between 80 and 93 percent of the land in Uganda are estimated to be held under the customary tenure system (IFPRI, November 2011; WRI, December 2010). Landowners do not have deeds recognising their ownership rights and land is run according to rules and practices generally accepted as legitimate and binding by a particular community. Customary laws vary according to regions but most systems are based on the same general principles. Ownership rights are recognised by the community through inheritance, purchase, or by settling on a plot of land which was previously vacant. Under Ugandan customary legal systems, particularly in northern and eastern Uganda, land is usually communally owned by the clan but it can also be owned individually. Rights and responsibilities that derive from communal ownership are shared among various members of the clan according to traditional practices. Usually, the head of the clan or family, the “custodian”, has the responsibility to look after each member’s land rights and to allocate land fairly to all (LEMU, June 2007). Under this system, disputes are heard and settled by clan elders. Customary land tenure is the most common system governing IDPs and returnees’ land rights.

Freehold: owners have a formal and indefinite ownership title with all the associated rights.

Mailo: now similar freehold ownership and is found in central and central Western Uganda.

Leasehold: enables owners to grant tenants exclusive rights to use the land for a specified period of time, usually long.

Overlapping and confusing dispute resolution mechanisms

In practice, however, the relationship between customary law and the formal legal system is blurred, complicating the settling of disputes that IDPs face (Prettitore, P., 2008, draft). The land reform in Uganda initiated with the 1995 Constitution, the 1998 Land Act and followed by instruments such as the Land Sector Strategic Plan 2001-2011, sought to transform land held under customary tenure into freehold tenure while recognising customary law. Under this system, owners are given formal titles, called customary certificates of ownership (CCO), and formally registered land is still governed by customary principles. However, no CCO had been issued in northern Uganda as of end of 2010, as many applicants are illiterate and need legal assistance, district land boards are delaying the process and some lack resources to go ahead with the issuing (IOM/NRC/UNDP, October 2010).

Those involved in a land dispute traditionally go before the clan elder but massive returns of IDPs since 2006 have challenged the capacity of customary resolution mechanisms to settle disputes

fairly, especially in areas where available land is scarce, strongly limiting the ability of IDPs to receive new plots of land. While the land reform created special land tribunals in each district, they were never established. Displacement has also weakened the role and authority of clan elders, as elders may have died, and traditions and customs are less known by the younger generations (UN HABITAT, December 2007).

Apart from traditional institutions, several mechanisms are set up to solve land disputes. Local councils and courts exist at different levels and they are the first instances where land disputes can be heard. They function in parallel with customary institutions. Ruling institutions do not function well in rural areas. They are generally underfunded and are reported to often be corrupt and overloaded with cases. Bringing one's dispute to court is in most cases not a reasonable option because the court is generally far away and the process is too costly.

LC2 Courts: local councils at the parish level which are the first instances where land disputes can be heard;

LC3 Courts: local councils at the sub-county level which hear appeals against LC2 rulings;

The Chief Magistrates' Courts: they usually have to execute the rulings of LC2 and LC3 courts, which put an additional step for land dispute resolution. They also hear appeals from LC courts. Magistrates' courts are not present in all districts, and those which function are overloaded with cases, making land dispute resolution a long and uncertain process;

The High Court in Kampala: last appeal court for land disputes. Few IDPs have the resources to appeal to the High Court.

Lasting difficulties for IDPs

In practice, the rate of land dispute resolution for IDPs is extremely low. The Norwegian Refugee Council (NRC) found that only 2 percent of IDPs who had sought legal assistance through NRC's Information, Counselling and Legal Assistance (ICLA) programme between August 2003 and October 2009 in northern Uganda, had their case solved. 15 percent had their case closed but not solved; 28 percent were still active but 56 percent were completely inactive. The parishes most affected by land disputes between late 2008 and late 2009 were situated in Amuru, Pader and Kitgum districts (IOM/NRC/UNDP, October 2010).

Certain categories of IDPs face particular difficulties for the recognition of their land rights. This is the case for women in general and widows in particular even though the 1995 Constitution recognises full equality between men and women and the 1998 Land Act renders void any provision of customary practice that denies women – as well as children and disabled people – the right to own and use land. However, the Land Act does not make any provisions regarding widows and Uganda inheritance law only grants a widow 15 percent of her late husband's property in the absence of a will. If the family opposes the widow, there is no effective enforcement mechanism. In Acholiland, customary law recognizes both ownership and inheritance rights to women but in practice there remains many barriers. Young people also experience difficulties, as they may be more reluctant to openly challenge traditional authority and senior members on land property issues.

As many IDPs cannot afford to wait several years for a ruling which can or cannot be in their favour, they seek other and sometimes overlapping dispute resolution mechanisms, including traditional, legal and illegal practices such as bribery or violence (IOM/NRC/UNDP, October 2010).

Land disputes in Uganda severely impact the processes of settlement or resettlement of former IDPs and peace building efforts in areas affected by war. Because land disputes are not solved effectively, they can turn into violent intra or inter-clan conflicts, affecting thousands of people. On

6 March 2012, 200 huts were burnt down in Nwoya district following a land dispute between two individuals in which members of another clan got involved (IWPR, 2012). People were reportedly killed in Lango sub-regions (The New Vision, October 2010) and vulnerable persons and women are sometimes assaulted following land disputes (IRIN, February 2011).

For more information on land disputes, see:

IWPR, 26 March 2012, Uganda: Contested Land Ownership in North
<http://allafrica.com/stories/201203270139.html>

IRIN, 19 April 2012, Uganda: Land disputes threaten northern peace
<http://www.irinnews.org/Report/95322/UGANDA-Land-disputes-threaten-northern-peace>

For more information on customary law in northern Uganda, see:

Principles and Practices of Customary Tenure in Acholiland, June 2008

[http://www.internal-displacement.org/8025708F004CE90B/\(httpDocuments\)/CAE3A5EA03C6B812C1257A07002AD773/\\$file/NRC+customary+rules.pdf](http://www.internal-displacement.org/8025708F004CE90B/(httpDocuments)/CAE3A5EA03C6B812C1257A07002AD773/$file/NRC+customary+rules.pdf)

Security of tenure of IDPs in camps and access to land

The Ugandan government decided to move people into protected camps in 1996 when the conflict with the Lord Resistance Army (LRA) escalated. Most of these camps were established on private land (individual- or church-owned), but some were also on public, or school-owned land. In most cases, no discussion took place between the government and private owners prior to establishing the camps. Where the government requisitioned land to settle IDP camps, it was reported not to have followed required legal procedures during the land acquisition process, and notably it did not compensate owners for their land (WRI, December 2010). Camps hosted IDPs who were generally originating from villages situated between 5 and 20 km away (UNHCR, May 2010).

Access to land is vital for the populations of northern Uganda where agricultural activity is the primary source of livelihood and land is traditionally viewed as a sign of wealth. Life in camps offered minimal access to land or employment opportunities for IDPs who became dependant on food aid as displacement became protracted (Microcon, November 2011). Most IDPs returned to their areas of origin following the 2006 Cessation of Hostilities Agreement between the government and the Lord Resistance Army (LRA). However, a minority said they preferred to integrate locally and others, in particular extremely vulnerable individuals (EVIs) - older people, orphans, widows, disabled persons, were unable to return and needed tailored assistance. Others EVIs did not want as of 2012 to return as services in remaining camps are more accessible than in return areas, or because they did not want to burden to their relatives in zones of origin. Other IDPs were prevented from returning as land disputes arose or because they were not welcomed with their clan. Others simply had nowhere to return to.

Because most of the land where camps were established was privately owned, IDPs remaining in camps – whether out of having no other reasonable choice or preferring to integrate locally – risk being evicted by the camps' landowners (Brookings/LSE, June 2011). While arrangements with landowners have been possible in a few instances, some reports indicate that landowners have pressured IDPs to leave the camps in a number of cases.

With the improvement of security and the 2006 government's decision to allow IDPs to freely enter and leave the camps rather than keeping them confined there as was the policy until then,

some landowners evicted or threatened to evict IDPs. Some hired young men to intimidate IDPs into moving, others were given two days to move. There were also cases of landowners who started charging renting fees even though most IDPs could not afford it (WRI, December 2010). In some instances it was reported that local authorities also tried to evict IDPs for development purposes (The Brookings Institution/LSE, June 2011). In September 2011, the remaining 150 people of Bibia IDP camp, Amuru district, reportedly faced eviction after the landowner decided to demolish what was left of the camp (Uganda Radio Network, September 2011).

IDPs living in camps established on public land are also under threat and it was reported in 2009 that 585 IDPs were forced out Rackoko camp in Pader district (WRI, December 2010). It is not precisely known how many people in total were pressured to leave the camps.

Land disputes in return areas

In 2004, Uganda was one of the first countries to adopt a National Policy for IDPs. It states that local governments must to the extent possible assist IDPs to return and resettle and that when land recovery is not possible IDPs shall be helped to acquire or be allocated plots of land (Article 6.2.3).

Many returnees or IDPs who would like to return to their villages experience land property disputes which are widespread in some districts. A 2010 survey in four districts of Acholiland (Amuru, Kitgum, Gulu Pader) indicated that 35 percent of interviewees reported having experienced a land dispute since the truce and cessation of hostilities agreement signed by the LRA and the Ugandan government in 2006 (Human Rights Centre, University of California, Berkeley School of Law, December 2010). Another assessment by Mercy Corps indicated that land disputes are a widespread issue in Uganda and affect 33 percent to 55 percent of landholders (Mercy Corps, June 2011). This assessment noted that Amuru district in Acholiland was particularly prone to land disputes as oil had recently been discovered there. The government has sold large tracts of land to private companies without consulting the land's customary owners. Finding solutions to the land disputes involving returning IDPs, whose livelihoods depend on their ability to farm their land and sell their harvest is urgent, in a context where domestic and foreign investors increasingly seek to obtain land as well (IFPRI, November 2011).

Main issues for IDP returnees: land marks and competing claims of ownership

Many land disputes arise as original land marks have disappeared over time – people displaced in Uganda were often so for a long time, a part for over ten years – and traditional knowledge was largely lost because of the conflict. In Acholiland, ties to one's ancestral clan land remain very strong for cultural and economic reasons. Thus, IDPs who grew up or were born in camps and lost their parents chose to integrate locally but some still wished to return to their ancestral areas of origin. In most cases, they never saw their ancestral land or did not remember it, seriously impeding their prospect of return and the reestablishment of forgotten land marks (MICROCON, November 2011).

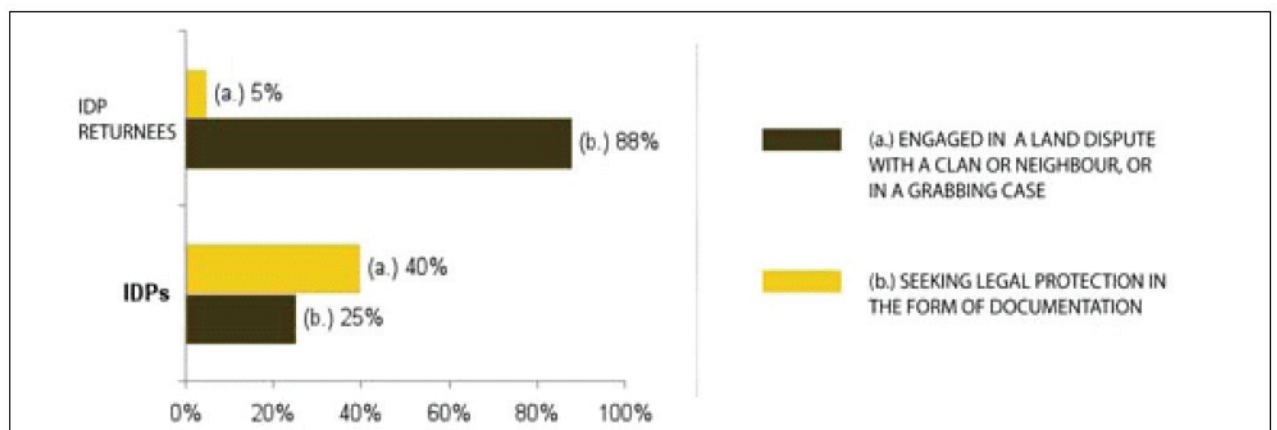
The most common disputes experienced by the Acholi since a major wave of return in 2006 were the boundaries of land parcels and competing claims to ownership (Human Rights Centre, University of California, Berkeley School of Law, December 2010). 65 percent of land disputes occur on land that was left behind by IDPs and the rest occur on inherited land or land which was given as a gift (Mabikke, S., April 2011).

Vulnerable IDPs face obstacles to return

Some IDPs are prevented from returning because their family or community will not allocate them land to farm and cultivate. This can be the case for vulnerable individuals whom the community will in some cases not accept back: widows, single mothers, orphans. This is despite the fact that legally, on the death of her husband, a widow becomes a head of household and has the responsibility to manage the land which had been allocated to her, and to allocate land to her male children when they become adult and get married (The New Vision, 7 August 2010). In 2002, orphans counted for as much as 10 percent of the total population of northern Uganda, and 20 percent of all children (UN Habitat, December 2007). Other categories of IDPs can also be prevented from resettling, such as ex-combatants or persons who were abducted and managed to escape from the bush, especially girls who were forced to “marry” rebels and bore the rebels’ children, and who may be shunned by their community.

IDPs engaged in a land dispute often try to secure their right to their land before returning to their area of origin by obtaining documentation, as the graph below shows. Those who have returned and are engaged in disputes with family, clan members or neighbours are less often reported to try to register their land, since their right to ownership is disputed.

Graph: Disparities between IDPs and IDP returnees from November 2008 to October 2009



Source:

IOM/NRC/UNDP, October 2010, Land or Else, Land-Based Conflict, Vulnerability, and Disintegration in Northern Uganda

Internet: <http://uganda.iom.int/documents/Land.Or.Else.Oct.2010.FINAL.pdf>

Returned IDPs face new evictions

Many of the returnees who were able to settle on their land are at risk of eviction because of the requisition of land by the state from owners who are expropriated to make way for land deals by the government, politicians and military officers for economic and infrastructure development. This practice is usually legal under strict rules and procedures, including fair compensation to owners, but in many of the reported land grabbing cases in Uganda, these procedures are not being followed by authorities, causing arbitrary displacement. Some of the people at the origin of land deals were entrusted by national authorities to be in charge of land tenure in northern Uganda. Several waves of eviction have been reported without following legal procedures and rules. In February 2012, 6,000 former IDPs were expelled from their village in Amuru district

(IRIN, February 2012). At least another 22,500 people were expelled between 2006 and 2010 in Mubende and Kiboga districts after the Ugandan government granted concessions to a British forestry company. These people, now landless and driven to poverty, are reported to not having been properly consulted, not been offered adequate compensation, and not receiving any alternative land. Some reported to have been subjected to violence and had their crops, livestock and homes destroyed in the course of their eviction (Oxfam, September 2011). Local and international media occasionally report that entire villages face eviction because their land has become part of the public domain or to make way for oil exploration and later exploitation in areas such as Amuru district in Acholi sub-region or oil-rich Hoima district in Bunyoro sub-region. The Guardian for example highlighted the case of 30,000 people in Hoima district who risked being evicted (The Guardian, December 2011).

For more information on oil exploitation in Hoima district, see:

The Observer, 19 October 2011, Oil evictions stir up rural Hoima

http://www.observer.ug/index.php?option=com_content&view=article&id=15521:oil-evictions-stir-up-rural-hoima&catid=38:business&Itemid=68

Education

Education in the north

Principle 23, Guiding Principles on Internal Displacement

Every human being has the right to education.

To give effect to this right for internally displaced persons, the authorities concerned shall ensure that such persons, in particular displaced children, receive education which shall be free and compulsory at the primary level. Education should respect their cultural identity, language and religion.

Special efforts should be made to ensure the full and equal participation of women and girls in educational programmes.

Education and training facilities shall be made available to internally displaced persons, in particular adolescents and women, whether or not living in camps, as soon as conditions permit.

Primary school in Uganda consists of grades 1 through 7, with pre- school being extremely rare, especially in rural Uganda. In 1997, Uganda enacted a national policy of universal primary education (UPE), enabling four children per household to access free primary education. The government quickly abandoned this eligibility criteria and extended free primary education to all school-age children in 2002 (Adelman, S., Gilligan, D. and Lehrer, K, 1 March 2010). In practice, however, many barriers continue to restrain young north Ugandans' access - including returnees' - to effective education.

At least one primary school existed in each IDP camp, and some had several. Some of the classes of the original schools were preserved in the new learning centres, while in other cases pupils from different displaced schools were together in classes. The quality of education in the camp schools was poor, as classes were overcrowded and it was difficult to find qualified teachers willing to teach in IDP camps. Very few IDP camps had secondary schools (Adelman, S., Gilligan, D. and Lehrer, K, 1 March 2010).

Several factors affect access to education in return areas as well:

Destruction of schools in return areas

Acholiland is the region most affected by the 20 years of conflict/ and many of its schools were destroyed during the fighting. Prior to the conflict, the education system in northern Uganda had received fewer resources than the other parts of the country (IDMC, 2011). Government and non-governmental organisations established basic services and schools in IDP camps, and such services were perceived by many IDPs as better than in their areas of origin (The Brookings Institution/LSE, 2011). For this reason, some returnees decided to leave their children in former camps so that they could attend school, often on their own, or with elderly grandparents, while education programmes were still available in the camps.

Overcrowding of schools and insufficient government spending

In return areas, schools have not all been refurbished by the government, which has neither prepared for rapid re-enrolment of returning children nor allocated sufficient means to enforce its universal primary education policy and respond to large needs. Although government expenditure on education has increased in recent years, its share of the total government expenditure has decreased (IOB, April 2008). Schools often lack necessary materials and infrastructures (including drinking water and latrines) and classes are overcrowded. Access to school is also impeded by the distance children have to walk; in return areas schools are often several kilometers away from the children's homes.

Economic obstacles for returning IDPs

The vast majority of returnees have had to rebuild their sources of income gradually and although primary education is free in principle, some government-run schools charge fees to pay for parent-teacher associations. Families also have to pay for children's uniforms and books. In addition, many children miss school to farm their families' land alongside their parents as their help is often crucial to recreate sustainable livelihoods.

Lack of qualified teachers in rural areas

Lack of qualified teachers in rural return areas is a serious issue, which impacts the quality of education, and the number of classes taught. Teachers often have to walk long distances, as they lack housing near their school. Recruiting teachers is difficult, as salaries are lower in rural than in urban areas, and those in town often do not want to live in remote areas (IDMC, 2011). Absenteeism of teachers is frequent in some schools, reportedly prompting children to stop going to school since it is likely that their teacher will not be there (UHRC, 2010).

Lack of specific policies for orphans, formerly abducted children and teenage mothers

It is estimated that 25,000 children were abducted in Uganda during the LRA conflict (Coalition to Stop the Use of Child Soldiers, 2008). Thousands of children have therefore returned and missed years of primary education. In many cases they are too old to be included in the universal primary education policy. The numerous orphans and other children who were abducted during the war do not benefit from a specific government policy to be reintegrated into the education system (IDMC, 2011). Some programmes targeting displaced orphans and vulnerable children have been implemented by local authorities but in some cases these programmes did not benefit the intended beneficiaries due to corruption, as the people in charge reportedly put down the names of their own children (ODI, 2008).

Young mothers often have to look after their children and cannot attend school.

In northern Uganda, some internally displaced children were reported to be sent to town or to stay with neighbours to pursue an education. Girls were in a particularly vulnerable position, as some were reported to have been victims of sexual abuse away from their family (Office of the Special Representative of the Secretary-General for Children and Armed Conflict, September 2010).

FAMILY LIFE, PARTICIPATION, ACCESS TO JUSTICE, DOCUMENTATION, AND OTHER CIVIL AND POLITICAL RIGHTS

Access to Justice

Uganda's transitional justice

Uganda's transitional justice has focused on granting amnesties to those who had committed crimes during the conflict under the condition that they give up their arms. Uganda's amnesty law (Amnesty Act) has been in force since 2000, granting 'blanket amnesty' for all crimes committed during rebellion if the reporter agrees to renounce armed struggle. It was passed with strong civil society pressure from northern Uganda, as many northern Acholi see the LRA rebels as their abducted children and want them to lay down arms and return home. At the same time, its International Crimes Division (ICD) at the High Court is able to try crimes, including war crimes, crimes against humanity and genocide.

A government working group, the Transitional Justice Working Group of the Justice Law and Order Sector (JLOS) is tasked with developing a coherent concept for transitional justice in Uganda, but had not made its results public as of April 2012 (Wegner, P., 22 April 2012).

Joseph Kony and other commanders were indicted by the International Criminal Court (ICC) in 2005. As of May 2012, they were either dead or at large as fugitives and their whereabouts were unknown.

The killings of IDPs by various perpetrators have been sentenced by military and civilian courts. In 2011, government security forces and Local Defence Units were punished for killing IDPs in previous years. In January, the UPDF's fifth division court martial sentenced to death a UPDF soldier for the 2006 killing of seven civilians in the Laguti IDP camp. In February, the High Court in Lira District sentenced five former members of the Amuka militia to 25 years' imprisonment for the 2006 murder of a person at the Otwal IDP camp (US DOS, 8 April 2011).

PROTECTION OF SPECIAL CATEGORIES OF IDPS (AGE, GENDER, DIVERSITY)

Gender - Women and Men

Life in IDP camps impacts gender roles

Women in IDP camps or back in their areas of origin face particular challenges to resume a normal life. Women in rural Uganda traditionally have a lower status than men and even though the law prohibits discrimination on grounds of sex, women struggle in some cases to access their land and buy livestock in return areas, making them economically weaker (UHRC, 2010).

Although the situation varies depending on the districts, displaced or returned women heads of households are generally poorer than their male counterparts and have more trouble raising money when needed. A FAFO survey released in December 2007 showed that close to 50 percent of female-headed households reported no income in the previous month, compared with 35 percent of male headed-households (FAFO/UNDP/Office of the Prime Minister of Uganda, December 2007).

Upon return, access to land for cultivation was generally not an issue in districts such as Oyam and Lira where the length of displacement was shorter than in Acholiland. In this region, men-headed households often returned before families headed by women, particularly widows, who then struggled to access their land. Customary law in Acholiland recognises both ownership and inheritance rights to women but in practice there remains many barriers, as neighbours or relatives had extended their own land boundaries or grabbed other plots of land. Some young widows have been prevented from accessing their husbands' land, due to a custom of blaming a young man's death on his wife. In the case of land disputes, women are generally less likely than men to obtain justice, as local courts are reported to often be corrupt and to favour men. In any case, few women can afford the expenses to bring their cases to the lower or higher courts (FAFO/UNDP/Office of the Prime Minister of Uganda, December 2007).

Displacement disrupted the functioning of traditional society structures. In camps, women often became the main breadwinners, as few families had access to land for cultivation from the camps, which is traditionally a man's activity. Reportedly because of such a shift, gender-based violence in the household as well as rapes in communities have reportedly increased. Some displaced women, lacking livelihood opportunities, had no other choice but to turn to prostitution with those who had the most money in the camps. Life in camps reportedly increased women's vulnerability to the spread of sexually transmitted diseases and unwanted pregnancies (MICROCON, November 2011).

Boys, girls and adolescents

Boys, girls and adolescents

According to UNICEF, in 2007, children and women accounted for 80 percent of IDPs in camps in Uganda (UNICEF, 2007). Many children were born and grew up in the camps and have never

seen their parents' homes and known outside life and field work. According to a December study by the government and partners, these children got used to basic services being nearby and many adults, especially women, feared that return would prove difficult and that they might not adapt to rural life. Adults also said they feared that the girls' sexual behavior would increase the spread of sexually transmitted diseases. The study also noted that the traditional social order and the authority of clan leaders had been weakened by protracted displacement and that the youth were forming a different society from the one which existed prior to the war, with all the challenges that this entails in rural areas governed by customary rules (FAFO/UNDP/Office of the Prime Minister of Uganda, December 2007).

Several categories of displaced children and adolescents are facing considerable difficulties returning to normal life, as per the following information.

Formerly abducted children. The LRA is known to have abducted children during the 20-year conflict with the Ugandan government. Some 25,000 children were abducted in Uganda, including 7,500 girls (UNICEF, 2007). They went through severely traumatic experiences. Girls were often coerced into sex slavery and bore children, while boys were used as child-soldiers. Some children managed to escape from neighbouring DRC and CAR where they were held captive by the LRA. Others reportedly want to return home but fear for their safety on their way home. Conditions for a successful return and rehabilitation are often not met. Many children face difficulties reuniting with their families and communities because of the social stigma associated with children who were with the LRA. In addition, the necessary health care and psychological support are insufficient and inadequate. Another major obstacle to these children's reintegration is the fact that most of them had no access to education while in the bush and have few prospects to make up for those missed years (*for more information, see Education sub-section*).

Thousands of girls were abducted by the LRA and many were forced into sexual slavery and were given as "wives" to rebels. Those who became mothers have suffered great trauma and face many difficulties to reintegrate to normal life. They are often stigmatised and rejected by their families and communities upon return. Some had no other choice but to join "their husbands" if the latter left the bush. In some cases, young mothers who participated in reintegration programmes reported that their situation was improving and that community members were increasingly considering them as integral part of the community (WRC, June 2007). Because they have to take care of their children, teenage mothers usually cannot attend school, and few can participate in non-formal education programmes designed to provide basic literacy, numeracy and livelihood skills. NRC implemented such a programme, the Youth Education Pack (YEP), but there are not enough of these programmes to address the needs of many teenagers. (IDMC, June 2011).

Orphans. Many children in northern Uganda lost their parents during the war or due to HIV/AIDS. While many of them are taken care of by host families, many others can only rely on themselves. Among the latter, some stay in camps as relatives prevent them to access their parents' land or because, born in displacement, they do not know the location of their original homes. Orphans face protection issues and are vulnerable to sexual abuse and forced labour (Oxfam, September 2008). Many children drop out of school after the loss of one or two parents. The children's caretakers often face financial hardship and cannot pay for their school fees. This is especially the case for families who have to provide for their own children in addition to the orphan(s) they have taken in. Orphans with younger siblings often cannot attend school as they have to take care of them (IDMC, June 2011).

Children left in camps or sent to towns. Some returnees made the choice of leaving their children in camps so that they could pursue their education in schools perceived as better than those in return areas. These children then de facto become heads of households despite their often young age. Many of them return home on the weekends to assist their parents to work their

land (Brookings/IDMC, June 2011). Other children were sent to towns or to stay with neighbours to pursue their education. Girls are in a particularly vulnerable position, as some become victims of sexual abuse by extended family members or neighbours and others are forced into survival sex (Office of the Special Representative of the Secretary-General for Children and Armed Conflict, September 2010).

Older persons

Older IDPs

Older people have greatly suffered from the weakening of traditional family ties and support mechanisms, a collateral consequence of the war and life in camps. Before the war, older people were seen as pillars of their communities and they were usually taken care of by their close or extended family. While returnees had to rebuild their lives from scratch in their home areas, including through the rebuilding of homes, many older IDPs were left behind in the camps. A 2008 study among older IDPs in camps of northern Uganda found that many of those who had not returned were experiencing multiple disadvantages through isolation, abandonment, mental and physical disability, psychosocial trauma, malnutrition, and poverty (Erb, S., June 2008). Many older IDPs were unable to rebuild their house or perform other necessary tasks such as fetching water and therefore represented an extra 'burden' on their families. Some were just physically unable to travel back home. Those whose children were abducted during the war cannot benefit from that direct support and other relatives will often not take them in. Many families have limited means during an often critical return process and some cannot manage to take care of an older person. For the elderly, remaining in camps also means better access to basic services such as health care which are largely inexistent in return areas. In 2009, UNHCR estimated that the elderly formed 30 percent of remaining IDPs, the largest group of people still living in camps (UHRC, 2010).

Physically and mentally disabled

IDPs with disabilities

According to the Uganda Human Rights Commission, disabled persons formed 25 percent of IDPs still living in camps in 2009. Many became disabled during the war. The ICRC and some NGOs estimated that some 2,000 people may have been victims of landmines and unexploded ordnance between 1999 and 2004, while the Ugandan government reported 900 casualties in the north and 200 casualties in the west. Others were wounded by gunshots, mutilated by rebel groups or were never vaccinated for disabling illnesses such as polio. Victims of landmines generally face a range of difficulties to reintegrate into normal life, as they often receive inadequate medical support, and depend on others for their livelihoods (IRIN, 2008).

With the erosion of traditional family support mechanisms, IDPs with disabilities are often rejected by their families who see them as a burden. They have limited access to food, water, adequate health care and sometimes shelter. The Ugandan government's Peace, Recovery and Development Plan (PRDP) has ignored the specific needs of IDPs with disabilities. The Disabled Persons Union of Gulu reported that about 20 percent of IDPs with disabilities in Nwoya district were not able to return home. According to the National Union of Disabled Persons of Uganda, 46 percent of persons with disabilities in Uganda live in extreme poverty, and the figure is

probably even higher in rural areas. This includes IDPs as well as people who have not been displaced (Uganda Radio Network, August 2011).

Although not prevalent, there were reported cases of IDPs with disabilities being discriminated against by some government programmes such as those implemented by the National Agricultural Advisory Services (NAADS) to support the improvement of rural livelihoods through efficient agricultural activities. Most IDPs with disabilities were able to freely participate in electoral processes but IDPs with visual or hearing disabilities stated that the Electoral Commission had not made any specific arrangements to accommodate their needs (UHRC, 2010).

Among IDPs with disabilities, women face additional difficulties and are isolated, as they are often the victims of stigmatisation, sexual violence and lack the financial means to access justice. According to Human Rights Watch they suffer major discriminations by the community as well as government services and programmes, including in health centres. The national response to IDPs has not taken into account the needs of women with disabilities and many have decided to stay in camps which offer better access to basic services than return areas (HRW, August 2010).

DURABLE SOLUTIONS

Documented returns, settled locally and settled elsewhere

Return movements

In Uganda, return has been the preferred option for the majority of IDPs and there is little information on those who chose to integrate locally or to settle elsewhere in the country. Major return movements occurred in 2006 and the following years, upon the signing of the truce and ceasefire agreement between the Ugandan government and the LRA. Between 2006 and 2009, some 1.4 million people left the IDP camps on their own. UNHCR and partners did not organize return, but helped create conditions to ease their reintegration in areas of return. UNHCR had also successfully lobbied the government to allow the IDPs freedom of movement rather than confinement in camps, and for camp management to be transferred to civilians from military control (UNHCR, 27 July 2009). The government also organised “go and see visits” so that IDPs could ascertain the conditions in return areas (RLP, July 2008).

Camps in Lango sub-region were closed in 2008. In the Acholi sub-region, significant returns took place at the end 2008 and by August 2009, 86 percent of IDPs had returned (Brookings/IDMC, June 2011). Late February 2010, the following 14 camps were closed in Amuru district: Pabbo, Atyak, Amuru, Awer, Keyo, Parabongo, Pagak, Guru-Guru, Lacor and Pawel in Kilak county and Anaka, Alero, Purongo and Aparanga in Nwoya county (The New Vision, 2 March 2010). As of December 2011, all camps in Acholiland were officially closed but 4 located in Gulu district (1), Kitgum/Lamwo districts (2) and Pader/Agago districts (1) (UNHCR, December 2011).

Prospects for and obstacles to voluntary return, local integration and settlement elsewhere

Prospects for durable solutions

In return areas, available land and economic opportunities in general are scarce, poverty is widespread and there are few basic services. Many returnees experience land disputes, as land marks have often disappeared during their long absence. Land scarcity has been exacerbated by Uganda’s policy of economic development where large plots of land are sold to private companies for exploitation.

The prospect for durable solutions for the 9,000 IDPs still living in transit sites as of the end of 2011 is also limited (UNHCR, December 2011). These IDPs have left the camps to settle in transit areas to be closer to their homes and their land, while accessing basic services still available in the camps.

Because only the return movements have been monitored, there is little information on the possible local integration and settlement elsewhere in the country of IDPs. Some agencies reported that those who chose local integration often had sufficient means to do so through agricultural activities or the creation and running of small businesses which enabled them to rent or buy the land on which they were settled. The 30,000 IDPs still in camps generally live in a

precarious situation and need support to achieve durable solutions, as they are often vulnerable and count on the basic services still available in the camps.

Landmines and unexploded ordnance represent an additional barrier for those who would like to return as they were laid on certain roads. Although not exclusively, the most affected locations were Pader district and Kitgum and demining operations by the Ugandan army and organizations are continuing. Some IDPs also feared to return to districts close to areas where violence was taking place or could resume. This is the case for districts bordering Sudan, now South-Sudan, where the LRA was still active as well as districts neighbouring Karamoja sub-region where cattle-raids still take place sporadically (Brookings/LSE and IDMC, June 2011).

Support for return integration and reintegration

National and international support for durable solutions

In 2007 the Ugandan government launched a Peace, Recovery and Development Plan (PRDP) to support the process of resettlement for IDPs in northern Uganda and to be implemented by UNHCR. One of the Plan's objectives was to "facilitate the voluntary return of IDPs from camps to their places of origin and / or any other location of their preference as peace returns" (Government of Uganda, 2007). For IDPs wishing to return or to settle elsewhere than in the camp, the PRDP made provision for the distribution of return kits to 70 percent of IDPs upon return, including food and other household items. It also planned livelihood support on a needs basis. Several accounts indicated that this help had not materialised despite IDPs' needs, including cultivation tools and iron sheets for houses. Early 2010, IDPs in Gulu and Lira districts said that unless receiving the return kits from the government they would not, and often could not, go back home (The Daily Monitor, 25 March 2010; The New Vision, 9 March 2010). While some returnees were given kits including tools, iron sheets and seeds, they complained that district authorities had given them poor quality material (The Guardian, January 2012). The PRDP is expected to run until mid-2012 (Brookings/LSE, November 2011).

In its 2008 Camp Phase-Out Guidelines, the office of the Prime Minister of Uganda identified three settlement options for durable solutions as per the Uganda national policy on IDPs: voluntary return, settlement in the former camp (local integration) and resettlement in another part of the country (Office of the Prime Minister, May 2008). The adoption of the national IDP policy was an important step by the government. In practice, return has been the option favoured by many IDPs both for cultural and economic reasons. However, despite the official stance making all three durable solutions options available and the assertion that return was voluntary, some local officials have reportedly pressured IDPs to return through various means including the threat to demolish huts (*For more information, see Land and property sub-section*). In some cases, deadlines were set to complete camp phase-out even if not all IDPs had alternative solutions and were willing to leave.

Some 'pull factors' may have impacted the decision of some IDPs to return, as the government and international agencies gradually sought to shift the availability of services from camps to return areas. To this end, feeding programmes terminated, prompting many IDPs to return home to improve their livelihood options (Brookings/IDMC, June 2011).

The government's policy framework on IDPs does not include those estimated 300,000 to 600,000 people who had fled to urban areas (The Monitor, 17 December 2007). Urban IDPs were not targeted in profiling studies except in Lango and Teso sub-regions whereas an unknown number of people fled to urban areas in northern Uganda but also in places like Masindi,

Kampala and Jinja. Urban IDPs are generally seen to require less needs and assistance than IDPs living in camps. However, urban IDPs often settle in poor areas adjacent to cities and need assistance to achieve durable solutions, which could differ from the ones designed for rural IDPs. Specific assistance could include urban job-oriented training or help to return home for those who wish to do so as urban IDPs are generally far away from their original homes (RLP, December 2007).

NATIONAL AND INTERNATIONAL RESPONSE

National response

National responsibility benchmarks

In 2005, the Brookings-Bern Project on Internal Displacement outlined twelve benchmarks for national responsibility for internal displacement (SOURCE). Each benchmark represents a step that governments should consider taking to assume their obligations toward their internally displaced populations. They are not an exhaustive list of the state's obligations to IDPs, but suggested areas of action that reflect and are consistent with international human rights and humanitarian law. This section is organized according to these benchmarks and draws on a case study published by the Brookings-LSE Project on Internal Displacement on the Ugandan government's adherence to the benchmarks (Brookings-LSE, November 2011).

The twelve key steps for governments to take towards fulfilling national responsibility for internal displacement are:

- Prevent displacement and minimize its adverse effects
- Raise national awareness of the problem
- Collect data on the number and conditions of IDPs
- Support training on the rights of IDPs
- Create a legal framework upholding the rights of IDPs
- Develop a national policy or plan of action on internal displacement
- Designate an institutional focal point for IDPs
- Encourage national human rights institutions to integrate internal displacement into their work
- Ensure the participation of IDPs in decision-making
- Support durable solutions
- Allocate adequate resources to the problem
- Cooperate with the international community when national capacity is insufficient.

In Uganda, OHCHR staff worked with the Ugandan Human Rights Commission to promote use of the Framework for National Responsibility, including through seminars, supported by OHCHR, UNHCR and OCHA, aimed at raising national awareness about IDPs in international and local NGOs and amongst internally displaced communities.

National responsibility benchmark 1 - Prevention of internal displacement

National authorities have taken measures to prevent arbitrary displacement and to minimize the adverse effects of unavoidable displacement, particularly with respect to disasters, although some efforts regarding conflict-induced displacement also are evident.

Measures include those outlined in Uganda's 2004 National Policy for Internally Displaced Persons as well as disaster risk-reduction efforts outlined in the Ugandan Disaster Preparedness Plan, which lists progress on the draft of the Uganda Disaster Risk Reduction and Management Policy as its first priority (Government of Uganda, August 2004; Government of Uganda/OCHA, 2008). The policy establishes "institutions and mechanisms to reduce Uganda's vulnerability to disasters, effectively manage existing risks, and enhance preparedness and response capability to likely disasters." (Brookings-LSE, 30 November 2011).

Uganda is also a member of the Great Lakes Pact, and one of the pact's ten protocols, the Protocol on the Protection and Assistance to Internally Displaced Persons, emphasizes the responsibility of member states to protect individuals from displacement (ICGLR, June 2008). Uganda has ratified the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) which prohibits internal displacement in situations of armed conflict and of generalised violence as well as due to natural and man-made disasters and development projects (AU October 2009). The Kampala Convention had not entered into force as of May 2012.

In 2011, the government of Uganda developed a five-year resettlement plan due to start in 2012 to relocate 10,000 people per year who were living in disaster-prone mountainous regions. About 2,500 people had moved with government assistance to the Western province of Kiyriandongo since August 2010, mainly living in makeshift shelters or tents. Construction of another 300 houses there is due for completion at the end of 2012 (IRIN, 11 April 2011).

Despite Uganda's commitments to prevent internal displacement, many returning IDPs may be forced to leave again as land is requisitioned by the state, politicians and military officers for various development projects. While this practice is legal under strict rules and procedures, some of these procedures are not being followed, which has already caused the arbitrary displacement of thousands of returning IDPs (IRIN, February 2012), *see also the sub-section on Land and Property for additional information.*

The report by the IDMC and the RLP, "Only Peace Can Restore the Confidence of the Displaced" (October 2006) contains a detailed discussion of the implementation of the National IDP Policy.

In May 2011, the government adopted the National Policy for Disaster Preparedness and Management, in its efforts to enhance disaster management in the country (Government of Uganda, 26 December 2011). This policy reflects a shift of focus from disaster response to disaster reduction, and could therefore help preventing internal displacement due to natural hazards. The Office of the Prime Minister and OCHA have assisted all districts in Acholi and Karamoja in developing district-based contingency plans against natural hazards.

National responsibility benchmark 2 - Raise national awareness of the problem

The government of Uganda has recognised its national responsibility to address internal displacement politically, legally, and operationally. It was the first country in the world to request and receive, in March 1999, training on the Guiding Principles on Internal Displacement, by IDMC and the Office of the UN High Commissioner for Human Rights (OHCHR) at the request of and in collaboration with the Office of the Prime Minister (IDMC, March 1999; Brookings-LSE, November 2011).

The 2004 National Policy for Internally Displaced Persons recognises IDPs' specific protection and assistance needs. In section 5.1, the National Policy designates the Department of Disaster Preparedness and Refugees as the conduit for IDP-related information and obligates the Ministry of Information to provide "free broadcasting of information relating to assistance to IDPs." (Government of Uganda, August 2004).

Uganda is one of the countries at the forefront of advancing IDPs' rights through regional legal frameworks. It is a member of the Great Lakes Pact, and one of the pact's ten protocols, the Protocol on the Protection and Assistance to Internally Displaced Persons (ICGLR, June 2008). Uganda played a leading role in the negotiations which led to the AU Convention for the

Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), hosted the African Union Special Summit at which the convention was signed in 2009, and among its early ratifying states. (AU, October 2009). The Kampala Convention had not entered into force as of May 2012.

National responsibility benchmark 3 - Data collection

The government of Uganda collects data on IDPs, but there is no standardised system for data collection across districts (Brookings-LSE, November 2011). Ugandan IDP estimates are not usually disaggregated by age and sex. Until the end of 2011, UNHCR compiled IDP statistics, at which time it handed over its responsibilities for IDPs to Uganda's National Commission for Human Rights (UNHCR, 6 January 2012).

In 2010, a comprehensive durable solutions assessment was organised in Uganda by the government and the international community, with the support of the Joint IDP Profiling Service (JIPS). The assessment's results were not public as of May 2012.

National responsibility benchmark 4 - Training on the rights of IDPs

Following the visit of RSG Francis Deng and UN Emergency Relief Coordinator Jan Egeland to northern Uganda in mid-2003, several training workshops on IDP rights were held in Uganda. In November 2003, OCHA's IDP unit held two seminars on IDP rights for representatives of authorities at the district level and representatives of the Ugandan army as well as humanitarian personnel of international and national humanitarian organisations. IDMC held together with NRC's office in Uganda several trainings one week later for IDPs and local authorities on IDPs' rights in order to complement the seminars for national and international actors (IDMC/NRC and Oxfam, December 2003). These training sessions were influential in developing the National Policy on Internal Displacement in 2004 and building support for its adoption (Brookings-LSE, November 2011).

A series of further trainings were organised, including:

IDMC/NRC, May 2005, Application of the UN Guiding Principles on Internal Displacement, and the National Policy on Internal Displacement. A training-of-trainers workshop for NRC-ICLA, Gulu 10-12 May 2005

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National responsibility benchmark 5 - National legal framework upholding the rights of IDPs & benchmark 6 - National policy or plan of action on internal displacement

Benchmark 5

Uganda has ratified the Great Lakes Pact and its protocols (ICGLR, June 2008). Uganda played a leading role in the Kampala Convention negotiations, hosted the African Union Special Summit at which the convention was signed in 2009, and was among its early ratifying states (AU October 2009). The Kampala Convention had not entered into force as of May 2012.

Benchmark 6

The government of Uganda adopted the National Policy for Internally Displaced Persons in 2004 (Government of Uganda, August 2004). Based explicitly on the Guiding Principles, the policy covers all phases of displacement due to conflict as well as displacement caused by man-made and natural disasters (Brookings-LSE, November 2011).

Inadequate funding, problems in coordination and accountability impeded the policy's proper implementation (IDMC/RLP, October 2006). In 2007, the Joint Monitoring Committee tasked to oversee the implementation of an action plan for the IDP Policy developed a transition strategy at the parish level, the "Parish Approach." Endorsed by the IASC country team in August 2007, this approach shifted the focus on humanitarian assistance in IDP camps to the provision of basic services in all parishes for original villagers, returnees and IDPs. Clusters assisted in the implementation of the Parish Approach (Julia Steets, J. & Grünewald, F., April 2010). In the current phase of searching for durable solutions, full and effective implementation of the policy is hindered by limited funding and coordination between districts and the central government (Brookings-LSE, November 2011).

Benchmark 7 - Institutional focal point for IDPs

The government entity which has been leading the response to internal displacement is the Department for Disaster Preparedness and Refugees (DDPR), which is more broadly the one responsible for disaster management. It is part of the Office of the Prime Minister. DDPR has led the response to internal displacement since 1998, as part of a strategy to deal with IDPs at the time. Its responsibilities in regard to IDP protection and assistance, including the prevention of arbitrary displacement, as well as central and local coordination mechanisms, were further detailed in the 2004 Uganda National Policy for IDPs. At the time, DDPR was also designated as the responsible agency for coordinating and monitoring the implementation of the IDP policy. DDPR also has offices outside the capital (Government of Uganda, 2004; Brookings-LSE, November 2011).

In addition, there is an Inter-Ministerial Policy Committee on Internal Displacement, chaired by the Minister of the Department for Disaster Preparedness (DDPR) in the Office of the Prime Minister (the national focal institutional point for IDPs), and an Inter-Ministerial Technical Committee, chaired by the Permanent Secretary in the Office of the Prime Minister. The latter serves as the forum for the government and international organisations as well as local groups engaged in responding to internal displacement. The District Disaster Management Committee serves as "the lead agency for the protection and assistance of internally displacement persons" at the district level. There are two IDPs on the Committee, one woman and one man, who are residents in the

camps in the district, and whose selection has been determined by the Committee (Brookings-LSE, November 2011).

Coordination between Kampala and districts hosting IDPs is not always easy, and municipal authorities complain that bureaucrats in the capital are removed from the day-to-day realities they are facing, and that they do not receive sufficient financial support for action (Brookings-LSE, November 2011).

Benchmark 8 - Support NHRIs to Integrate Internal Displacement into Their Work

The Uganda Human Rights Commission (UHRC), established in 1997, has a broad mandate to promote and protect human rights, including by monitoring and reporting on the government's respect for human rights standards, investigating human rights violations, resolving complaints of human rights violations through mediations and tribunal hearings, providing human rights education, and engaging in research. Since 2003, the UHRC has visited IDP camps, reported on the IDPs' situation to Parliament and to government officials, advocated for and provided input to the 2004 national IDP policy (including to advocate for funds on IDP protection), conducted trainings and outreach campaigns on IDP rights (targeting primarily security forces, local and district government officials, and IDPs). The UHRC has received capacity strengthening support through training by IDMC (in 2009 and 2010) and by UNHCR and partners in the Protection Cluster. Despite its success, the UHRC also pointed that inadequate funding and number of field offices close to vulnerable populations has prevented it to fulfil its mandate (Brookings-LSE, November 2011).

At the end of 2011, UNHCR closed down its programme for IDPs, and handed over its protection responsibilities to the UHRC (UNHCR, 2012)

Benchmark 9 - Facilitate IDPs' Participation in Decision making

Uganda's 2004 National Policy on Internal Displacement includes extensive provisions promoting and guaranteeing the participation of IDPs in its implementation.

In each district, the District Disaster Management Committee (DDMC) - the lead mechanism for protection of and assistance to IDPs, includes in its membership two IDPs, one man and one woman, who reside in one of the IDP camps in the district and who "shall represent all IDPs of the district in the DDMC. The National IDP Policy places special emphasis on consultation with and participation of IDPs in the search for durable solutions. DDMCs have to include IDP representatives in the planning and management of return and resettlement, and representatives of IDPs, along with the DDMCs and other local authorities, are to ensure that the return and resettlement of IDPs is voluntary. Further, IDPs are to be consulted on the design of the resettlement assistance kits (Brookings-LSE, November 2011).

IDP committees were also established in each of the camps in northern Uganda, which is an important mechanism for facilitating consultation with IDPs and their participation in the design and implementation of programs (Brookings-LSE, November 2011).

In parallel, efforts were made to involve IDPs in Uganda in drafting the Peace, Recovery and Development Plan for Northern Uganda in 2005 (Brookings-LSE, November 2011).

Two years after its adoption, the National IDP Policy was found to be little known among IDPs and local officials (IDMC/RLP, October 2006; RSG Walter Kälin and the Brookings-Bern Project, 4 July 2006).

Benchmark 10 – Establish the Conditions and Provide the Means for IDPs to Secure Durable Solutions

The 2004 National Policy for IDPs has provisions to secure durable solutions to displacement (para 3, 4) (Government of Uganda, August 2004). Many IDPs started to return in 2006, following the signing of the Cessation of Hostilities Agreement. Following the agreement, the government conducted demining campaigns in return areas and introduced guidelines on the return process and camp phase-out operations (Brookings-LSE, November 2011; Brookings/LSE and IDMC, June 2011).

The government phase-out guidelines include protection measures against eviction, and support to the most vulnerable IDPs (Office of the Prime Minister, May 2008).

The government's Peace, Recovery and Development Plan for Northern Uganda (PRDP), which became operational in July 2008, also included as a strategic objective the facilitation of the voluntary return and resettlement of IDPs from camps (Government of Uganda, September 2007).

Government policies focused on return, rather than all three settlement options for durable solutions. The vast majority of IDPs have returned home, but, returns outpaced recovery planning in practice (IDMC, 19 August 2009). The lack of basic services and economic opportunities as well as prevalent land disputes in return areas jeopardises the sustainability of returns in northern Uganda (Brookings/LSE and IDMC, June 2011).

The Joint IDP Profiling Service supported the Ugandan government to conduct a study on the achievement of durable solutions for IDPs in northern Uganda and related priorities. But as of May 2012, the study had not been published.

Benchmark 11 - Allocate Adequate Resources to the Problem & Benchmark 12 - Cooperation with International and Regional Organizations

The budget of the Peace, Recovery and Development Plan for Northern Uganda (PRDP) does not specifically earmark funds for IDP projects, but it does fund projects that benefit IDPs by improving conditions in return areas, including livelihood creation improved social services, and access to health services. The government has committed itself to funding 30 percent of the overall cost of the PRDP and requested that the remaining 70 percent of PRDP costs be covered by development partners and international donors (Bbumba, S, 11 June 2009; Brookings-LSE, November 2011).

District authorities hosting IDPs have complained that they do not receive sufficient financial support for action (Brookings-LSE, November 2011).

Although the Ugandan government has developed a comprehensive approach to support reconstruction and IDP return efforts in its Peace, Recovery and Development Plan for Northern Uganda, development actors have not yet fully engaged to support the plan (Brookings-LSE, November 2011; IDMC, 19 August 2009).

International Response

International Response

2010 was the last year for a UN Consolidated Appeal Process (CAP) in Uganda. In place of the Consolidated Appeal, an inter-agency working group developed a humanitarian profile paper to guide decisions on humanitarian action (see the latest humanitarian profile for 2012, Government of Uganda, 6 December 2011, Uganda Humanitarian Profile - 2012).

The cluster system for coordinating humanitarian action, established for the Acholi region in early 2006, came to an end on 31 December 2010. With government responsible for leading recovery and continued but decreasing humanitarian needs, all humanitarian coordination functions were handed over to the government. IDP protection was handed over by UNHCR to the Uganda Commission for Human Rights (UHCR/IASC Protection Cluster, 29 October 2009; UNHCR, 6 January 2012). An evaluation of all clusters found that while Clusters had made efforts to include national actors, ownership remained low and there was a recovery gap (IASC, April 2010). To facilitate effective coordination in northern Uganda, the UN Country Team in April 2010 devolved coordination to Area Coordinators (UNACs) who report to the Humanitarian/Resident Coordinator. In Acholi, the UNAC is operational under the leadership of UNDP.

UNAC and the government coordinate the implementation of a number of recovery and development initiatives by development partners. The World Bank is set to implement the Northern Uganda Social Action Fund (NUSAF) with a budget of \$100 million over three years, plus roads. The British government is contributing financially to NUSAF and investing \$150 million over three years in the Post Conflict Development Programme in northern Uganda. USAID's Northern Uganda Development of Enhanced Local Governance Infrastructure and Livelihoods (NUDEIL) is a \$30 million three-year programme operating in three districts. The European Union's \$20 million Agricultural Livelihood Recovery Project (ALREP), is operating in ten districts for two years. The African Development Bank is contributing to rural infrastructure. The Japanese government is working with the Ugandan government to improve infrastructure, while Denmark, Norway, Sweden and Ireland are giving direct budget support to the government plus direct NGO assistance (IDMC interview with UNDP, November 2010).

The UN launched the three-year Peacebuilding and Recovery Programme (UNPRAP) in June 2009, to align UN interventions with the PRDP and other government frameworks for northern Uganda (UN, 22 June 2009, p.4). According to UNHCR, important development initiatives such as the Recovery and Development Initiative for Northern Uganda have focused primarily on commercial agriculture and manufacturing and have had little immediate impact for IDP returnees (UNHCR, 25 July 2010, p.63). The national poverty reduction strategy enacted 2010 aims to lift the population out of poverty in 30 years and could have a positive impact on returnees as well (IMF, May 2010).

Large recovery and development programmes in northern Uganda have been delayed for long periods; confusion about funding between the government and development partners has persisted, and there has been a lack of coordination between the government, the donors and the UN. In practice, their impact on enabling durable solutions for IDPs has been limited given the considerable investment. The government and its development partners have so far focused on "visible" recovery and development activities in northern Uganda, including rebuilding of infrastructure and consolidation of state authority. However, there is increasing recognition of the need to foster peace building activities between communities and between northern Ugandans and the rest of the country. Communities in northern Uganda have expressed great need for reparations and reconciliation, and links between essential service provision and the

consolidation of state authority and peacebuilding would also help to address strong perceptions of marginalisation and lack of government responsiveness (USAID, October 2010, p.5).

In addition to the PRDP, two government programmes of importance to the recovery of northern Uganda are the National Agricultural Advisory Services (NAADS) and the Northern Uganda Social Action Fund (NUSAF). The latter programme is managed by the World Bank and entered its second phase in 2011 with a \$100 million budget over three years. Other programmes include USAID's Northern Uganda Development of Enhanced Local Governance Infrastructure and Livelihoods (NUDEIL), a \$30 million three-year programme operating in three districts; the European Union's \$20 million Agricultural Livelihood Recovery Project (ALREP), a two-year programme in ten districts. The African Development Bank is contributing to rural infrastructure. The Japanese government is working with the Ugandan government to improve infrastructure, while Denmark, Norway, Sweden and Ireland are giving direct budget support to the government plus direct NGO assistance (IDMC interview with UNDP, November 2010).

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