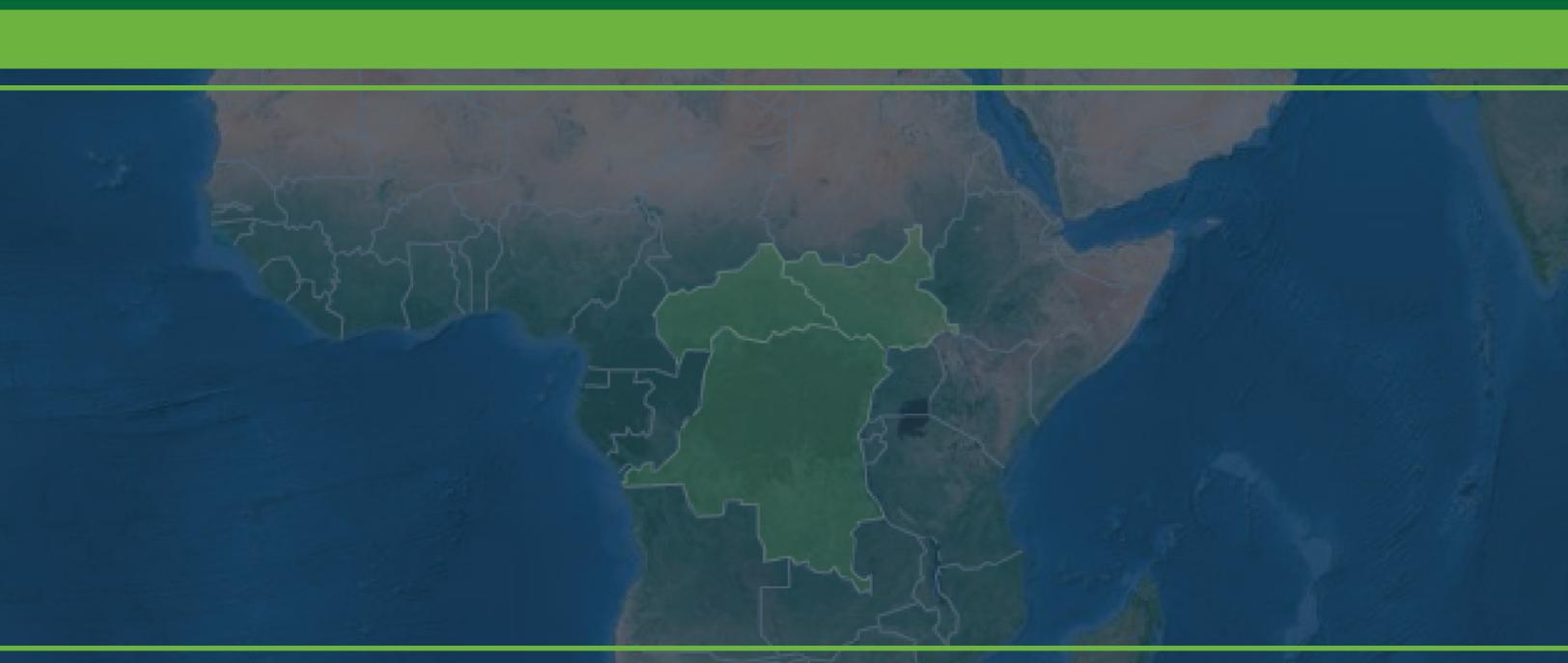# Stabilization and Rehabilitation Needs in the Areas Affected by the Lord's Resistance Army

Democratic Republic of Congo
Central African Republic
Republic of South Sudan

PRELIMINARY ASSESSMENT · MAIN REPORT · EXECUTIVE SUMMARY

June 2013

Executive Summary

Background: The Lord's Resistance Army (LRA) originally hailed from Uganda; but over the years has morphed into a regional menace. The LRA has not been active in Uganda since 2007 when its remaining fighters left northern part of the country as part of a since failed internationally supported peace process. This preliminary assessment covers areas affected since regional military action against the group resumed in 2008. Currently, affected and threatened areas are in the tri-border area of the Republic of South Sudan, the Democratic Republic of Congo, and the Central African Republic.

On 22 November 2011, the AU Peace and Security Council authorized the implementation of the Regional Cooperation Initiative for the Elimination of the LRA (RCI-LRA).

On June 29 2012, the UN Security Council endorsed the regional strategy developed by the United Nations to tackle the threat posed by the LRA, and called for the necessary support to be provided to ensure that it is implemented successfully. The strategy, developed by the UN Regional Office for Central Africa (UNOCA), focuses on five key strategic objectives to address the threat from the LRA (Box 1).

Concurrently with the development of this UN-AU strategy, in May 2012, the African Union Commission (AUC) requested senior management in the World Bank and African Development Bank (AfDB) to support the recovery and development oriented mandates of the RCI-LRA by conducting a regional assessment of the stabilization and rehabilitation needs in areas affected by LRA activity. Goal 5 of the UN strategy provides the entry point for this assessment. This goal highlights AU-UN collaboration in supporting initiatives on peace building, human rights, rule of law, and long- term development. Priority actions under this goal emphasize the importance of attention being given to meeting the needs of affected communities; the return and resettlement of displaced populations;

Box 1: UN Regional Strategy on LRA (June 2012)

Goal 1: The African Union-led Regional Cooperation Initiative against the Lord's Resistance Army is fully operational and implemented

Goal 2: Efforts to promote the protection of civilians are enhanced

Goal 3: Current DDRRR activities are expanded to cover all LRA affected areas

Goal 4: A coordinated humanitarian and child protection response is promoted in all LRA affected areas

Goal 5: Peacebuilding, human rights, rule of law and long-term development support is provided to LRA- affected governments to enable them to establish authority across their territory

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improved basic services and infrastructure to promote economic activity and access, and the establishment of state territorial authority.

Objectives: The specific objectives of the assessment are: (i) to provide a basic understanding of the social, economic and governance conditions in the LRA affected areas, and (ii) to develop a vision, strategy and plan of action to respond to the reintegration, stabilization and development challenges in the area.

Coordination and field missions: In September 2012, the terms of reference for the assessment were agreed with the AU and AfDB and shared with the UN and other stakeholders in the International Working Group (IWG) on the LRA. Senior management tasked the Africa Post-Conflict and Social Development Practice Group (AFTCS) of the World Bank to respond to the AUC request, and teams drawn from AFTCS Transitional Demobilization and Reintegration Program (TDRP) conducted country missions to ROSS, DRC,

and CAR between October and December 2012.[1] The AFTCS/TDRP teams consulted widely and coordinated with other international partners and national stakeholders active in the respective counties.

At AU level, the AFTCS/TDRP coordinates the assessment with the AU Office of Special Envoy for the LRA Issue, Ambassador Francisco Madeira. This coordination is part of an ongoing AU-UN-World Bank partnership on the AU DDR Capacity Program (2013-2015) in the AU Peace and Security Department (PSD). The AFTCS/TDRP supports this program both technically and financially.

The senior point of coordination in the UN is Abou Moussa, the Special Representative of the Secretary-General (SRSG) and head of the UN Regional Office for Central Africa (UNOCA). At Addis Ababa, the UN Office to the AU (UNOAU) acts as focal point for technical coordination between the AU, UN and the AFTCS/TDRP.

Approach: A three-stage assessment process has been adopted to cater for the existing lack of information, limited access to the affected areas, and the need to reconcile the views of multiple national, regional and international stakeholders and programs:

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1   The AU Disarmament, Demobilization and Reintegration Program AU DDRCP (www.peaceau.org). The AFTCS team includes: Abderrahim Fraiji (TTL & Mission Leader, AFTCS) Anton Baaré (Senior Stabilization Advisor, consultant AFTCS), Jorge Gavidia (Senior consultant, AFTCS) (Verena Phipps, AFTCS- ROSS mission), Magali Chelpi-den Hamer (consultant AFTCS- DRC and CAR mission). René Bauman (consultant AFTCS, DRC mission). Benjamin Burckhart (Social Development Specialist, AFTCS) and Doreen Thairu (team assistant AFTCS).

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Box 2: Proposed Geographical Focus

Republic of South Sudan: Western Equatoria State, in the areas bordering DRC and CAR

Democratic Republic of Congo: Dungu, Faradje and Niangara territories in the Haut-Uele district, Ango territory in the Bas Uele district (all Province Orientale)

Central African Republic: Haut Mbomou prefecture; Mbomou prefecture; Eastern part up to Bakouma and Rafai

Source: AFTCS/TDRP, 2013

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A Preliminary Assessment (the current report) that will form the basis for *Consultations* with national and regional partners prior to the *Full Assessment* that will be planned and conducted together with the respective national authorities.

Geographical delineation: The report highlights that at a political level in the AU and the affected countries consensus needs to be reached on what exactly is meant by the term LRA affected areas. At the technical level, the proposed design choice is to focus on areas affected since 2008, when regional military operations against the LRA were initiated. Weighing three main interrelated factors - the security situation, operational access, and administrative divisions and competencies - the preliminary assessment proposes a focus on the administrative areas identified in each country (Box 2).

Findings: Priority needs identified include:

i.   Improving access, security and development through investments in infrastructure in transport and communications;

ii.   Enhancing local capacities for the implementation of stabilization and rehabilitation actions;

iii.   Increasing community cohesiveness and resilience;

iv.   Providing basic services and livelihood support to communities where possible, on a pilot basis;

v.   Concurrent national and cross-border trade and economic development and regional integration;

vi.   Prioritize area-based targeting and ensure equitable funding of strategic priorities, including cross- border coherence.

Ad (i) Addressing infrastructure development. Priority needs identified by the preliminary assessment include: (a) connecting national trunk roads networks and the establishment of cross-border links; upgrading and maintenance of trunk roads connecting the affected areas to markets enhancing opportunities for trade with neighboring countries, including Uganda, as well as with the national transportation networks in DRC (Province Orientale) and CAR (Bangassu-Bangui) (see map of current trunk road (Map 3); (b) Improving access to radio networks (FM and short wave), although there are many ongoing FM initiatives, receiv-

ing support from NGO's overall coverage is still limited (Map2) and radio stations are not economically viable; and (c) Improving mobile telephone coverage, with a need for private sector driven approach.

Ad (ii) Enhancing local capacities and institutions. Given the isolation of the affected areas, program delivery and follow up operation and maintenance has to rely to a large extent on local communities and authorities. A robust program approach is required to enhance the capacity of local authorities and communities to implement "community-driven" of rehabilitation activities. Improved local capacity needs to go hand in hand with an increased presence of the state through its institutions to ensure the protection of the population and the administration of justice and rule of law.

Ad (iii) Strengthening cohesiveness and resilience. There continues to be a pervasive atmosphere of fear in the area. This undermines social cohesion and prevents people from making future-oriented investments in improved livelihoods. In order to address this problem, there is a need to implement activities aimed at increasing community cohesiveness and resilience. Such activities would help create a base on which future recovery activities could be built, both through the improvement of livelihoods and access to services. A key component of this needs to be targeted interventions to help overcome trauma suffered by people directly affected by violence, and to support the effective integration of the displaced population and people formerly associated with the LRA.

Ad (iv) Providing basic services and livelihood support. There is a dire need for basic services and improved livelihoods in the areas. Comprehensively addressing these needs is challenging due to restrictions in access, security, delivery capacity and sustainability. Conditions for the cost-effective implementation of such programs are not currently in place. Implementation of such activities would require careful piloting combined with the mobilization of substantial resources to eventually set up full- scale regional and national program delivery structures in a post-LRA era.

Ad (v) Cross-border trade and economic development and regional economic integration. Concerted operational approaches for the stabilization and rehabilitation of LRA-affected areas is lacking at regional and national levels. This postpones and impedes the development of important national and cross-border strategies on security, reintegration, infrastructure and economic development. Unmarked borders, lack of national and regionally agreed border management strategies, and non-application of continental border management standards characterize the current situation. Moreover, RoSS, DRC and CAR are not members of a single AU Regional Economic Commission (REC): CAR and DRC are members of Economic Community of Central African States (ECCAS), while ROSS and DRC are members of the Common Market for Eastern and Southern Africa (COMESA). However, all three countries are members of the International Conference for the Great Lakes Region (ICGLR) that has a regional peace and security focus. While ICGLR does not have AU REC status, it is officially recognized by the AU as a Regional Mechanism and it is therefore an important potential platform for dialogue and discussion.

Ad (vi) Area-based approach and strategic, coherent and cross-border funding mechanism. There is a need to balance individual targeting including private benefits, with community- and area-based targeting including public goods. Country plans and programs of multiple bilateral and multilateral agencies in principle could be tuned to achieve this. However, there is considerable variation in the specific implementation strategies, processes, institutional arrangements and funding mechanisms to implement such activities. Moreover, current responses are almost all conceived and executed on a 'country-by-country' basis. Whilst national level coordination, development partner harmonization and alignment with national efforts and plans are important, the preliminary assessment finds that cross-border programming and financing is also crucial to ensure a strategically coherent response to stabilization and recovery needs across the region.

Agreements: On February 19, 2013, the AFTCS team met in Addis Ababa with the Special Envoy of the African Union for the LRA issue. Representatives from the UN Department of Peacekeeping Operations (DPKO) and the UN Office to the African Union (UNOAU) also attended the meeting. The purpose of the meeting was (i) to discuss the draft findings of the preliminary needs assessment and receive feedback and comments, and (ii) to discuss with the AU the next steps. It was agreed

to proceed along two scenarios that require concurrent implementation.

Scenario 1: contributing to an immediate early recovery response that needs to occur under the present circumstances where the LRA remains a destabilizing factor and military operations against it are ongoing. This scenario requires close external coordination with the UN plans under preparation by the UN Special Representative (UNSR) for Central Africa and head of UNOCA, Abou Moussa.

Scenario 2: a longer-term development-oriented response premised on the assumption that current regional and international efforts will result in the ending of the security threats posed by the LRA. This scenario would be geared towards the promotion of Regional Economic Integration as an important strategy for addressing systemic state fragility through a cross-border stabilization and trade and economic development (CBSD) initiative based on AU Border Program (AUPB) principles. It would develop a package focused on building social cohesion, institutional development, and trade and economic development and growth based on a vision for stabilization and development shared between the three currently affected countries and Uganda.

These scenarios need to be pursued concurrently and both assume that the governments of DRC, ROSS and CAR are willing to fully engage in the assessment process. The AU Envoy for the LRA stated in February 2013 that African leadership will be provided on national programs and that he personally would take this forward together with the UN SRSG.

This would involve presenting the assessment's preliminary findings at country-level in order to develop a shared vision for development of the affected areas by the governments involved (regional program component), and in order to, where feasible, incorporate LRA related recovery responses in national government programs and country-level portfolios of development partners (national program components).

The full assessment would be implemented once (i) the AU has ensured the required level of endorsement and technical cooperation from the affected countries, including formal identification of ministry-level national focal points who will be engaged in planning the final phase of the assessment. This would (ii) start with a technical planning meeting in Addis Ababa or the capitals of one of the affected countries.

Status: At the time of writing, the above two criteria for moving to the agreed next steps are not yet fully met. However, the AU and UN envoys have reached agreements in principle with the governments of RoSS and DRC that ministerial level national focal points will be appointed. These appointments are reported to be in process.

Unfortunately, the outlook and situation in CAR has significantly worsened during the first quarter of 2013 as a result of the Séléka rebellion and their seizure of power. CAR's AU membership is currently suspended. This means that some of the findings presented in this report may be outdated. However, it is safe to assume that an already dire situation only has further deteriorated, that the needs identified remain fundamentally the same, but that national capacity to respond has waned even further. The current CAR leadership has declared the former national army (FACA) dissolved and its commitment to the RCI-LRA is unclear and the subject of debate.

Next steps: The following immediate next steps are envisioned:

- Consultations with UNOCA,

- Identification and organization of a meeting with national focal points of the DRC, ROSS and CAR under the auspices of the Office of the AU LRA Envoy. Meeting objective: presentation of preliminary findings and preparation of terms of reference for full assessment. The meeting will be supported by the AFTCS/TDRP.

- Implementation of full assessment pending availability of funds and clearance by senior management.