

**THE GOVERNMENT OF UGANDA MINISTRY OF INTERNAL AFFAIRS**

**Conflict Early Warning and Early Response Unit (CEWERU)**

**UGANDA STRATEGY**

**2023 – 2028**

i **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**FOREWORD**

I am pleased to present the CEWERU Uganda Strategic Plan for the period 2023/2024- 2027/2028. The 5-year Strategic Plan has come at a time when its most needed, as a key milestone of more than a decade of anticipating, mitigating and responding to conflict through a regional and national Early Warning and Early Response mechanism. This is also an opportune moment to reflect, renew and revitalize both the motivation and structures that have contributed tremendously to our peaceful existence as a nation

The process of generating this strategic plan was highly participatory, and, involved a comprehensive review of the current operations and a careful analysis of the opportunities and challenges facing peace and security in our time. We now have a clear vision of where we want to go, and how we will get there.

As we chart a new strategic direction for CEWERU, the entry point is revamping of structures, institutions, at national and local levels, to collect, synthesize and transmit conflict relevant information for timely response to prevent or mitigate conflicts.

At the core of our strategy is an integration of the role of global factors that drive conflicts such as; climate change as well as taking into consideration various cross cutting and salient features (Gender, HIV Issues, Covid19 Pandemic, Human Rights concerns, Election related conflicts, Disability and other minority issues) into core CEWERU programming.

Further, this strategic plan is aligned with, and contributes to, the Internal Affairs Ministry Strategic Plan 2020/2021-2024/2025, the National Development Plan (NDP 111), CEWARN Regional Strategy (2021-2025) for preventing conflict in the expanded mandate of focus on all conflicts and rolling out to the entire country.

Recent peace building frameworks such as the draft National Peace Building and Conflict Transformation Policy, the Transitional Justice Policy frameworks that brings on board the ever increasing Conflict Prevention, Management Resolution (CPMR) Actors and activities have been duly taken into account. International Terrorism and Violent Extremism have also been targeted, necessitating wider and more intensive networking among state and non-state actors, including INGOs, CSOs, FBOs, CBOs and the Private Sector.

I commend this strategy to all Ugandans for wider dissemination and collective implementation.

Maj. Gen. (Rtd) Kahinda Otaffire (MP)

**MINISTER OF INTERNAL AFFAIRS**

i **|** P a g e

**ACKNOWLEDGEMENT**

**CEWERU UGANDA STRATEGY (2023 – 2028)**

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The Ministry of Internal Affairs would like to extend its deep appreciation to the CEWARN Unit for the Partner funding towards the development of this strategic document and its publication.

Special thanks to our partner; Coalition for Action on 1325 (COACT) for shouldering the activities that resulted in the generation of this strategic plan and coordinated the field consultations of the diverse stakeholders that made considerable input into the process.

Particular thanks go to the Leadership at the Local Government levels as well as Members of Civil Society Organizations who participated actively in generating this plan

I acknowledge and applaud the efforts of; ACP Florence Kirabira (CEWERU Head), Joseph Muhumuza, Moses Arinaitwe, John Ssenkumba, and Obed Mugisha, for their support, time, energy and effort to ensure that the strategic plan is complete

I commend the members of the Steering Committee of CEWERU for their relentless efforts in eliciting comprehensive views and recommendations for the proposed strategic document.

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We hope that this Strategic Plan will guide CEWERU to fulfil its Mandate, Vision and Mission and provide clear guidelines in implementing Conflict Prevention, Management and Resolution initiatives at national and sub national levels.

Lt. Gen. Joseph Musanyufu *psu, ndc*

**PERMANENT SECRETARY**

1. **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**TABLE OF CONTENTS**

**FOREWORD** i

**LIST OF ACRONYMS AND ABBREVIATIONS** ii

**GLOSSARY** iii

**1.0 INTRODUCTION** 1

1.1 About CEWERU (What we are) 2

1.2 Continuous Improvement Activities Needed to Realize the Vision 2

1.3 The Concept of Early Warning and Early Response 2

1.4 The process of development of the strategy 3

**2.0 CEWERU INSTITUTIONAL GROWTH AND DEVELOPMENT** 5

2.1 Why a New Strategic Plan? 6

2.2 Major Stakeholders 7

**3.0 THE SITUATION ANALYSIS: WHERE ARE WE NOW?** **WHAT**

**CONTEXT IS CEWERU RESPONDING TO?** 9

3.1 The CEWARN Mechanism 10

3.2 Emerging Context 11

**4.0 STRATEGIC DIRECTION** 13

4.1 Corporate Identity: Vision Mission, Goals Objectives, And Guiding Principles. 13

4.2 Priority Areas and Strategic Interventions 13

4.3 Critical Success Factors 22

4.4 Linkage to Existing Legal and Policy Frameworks 22

**5.0 IMPLEMENTATION ARRANGEMENTS** 23

5.1 Institutional Mechanism 23

**5.0 MONITORING AND EVALUATION FRAMEWORK** 24

i **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**LIST OF ACRONYMS AND ABBREVIATIONS**

|  |  |  |
| --- | --- | --- |
| CBO | : | Community-Based Organisation |
| CEWARN | : | Conflict Early Warning and Early Response Mechanism |
| CEWERU | : | Conflict Early Warning and Response Unit |
| CPMR | : | Conflict Prevention, Management and Resolution |
| CSOs | : | Civil Society Organizations |
| DISO | : | District Internal Security Officer |
| DPCs | : | District Peace Committees |
| IGAD | : | Inter-Governmental Authority on Development |
| INGO | : | International Non-Governmental Organisation |
| KALIP | : | Karamoja Livelihoods Programme |
| KIDP | : | Karamoja Integrated Development Plan |
| NDP III | : | National Development Plan Three |
| LRA | : | Lord Resistance Army |
| NFP | : | National Focal Point |
| NRA/M | : | National Resistance Army/Movement |
| PDM | : | Parish Development Model |
| PRDP | : | Peace, Recovery Development Plan |
| SALWs | : | Small Arms and Light Weapons |

1. **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**GLOSSARY**

**Peace:** A political condition that ensures justice and social stability through formal and informal institutions, practices, and norms. Peace can also be the continuous process of conflict transformation – Positive Peace. It can also be the absence of war or a state of tranquility but in the presence of unharmonious living, injustice and poor services – Negative Peace.

**Peacebuilding involves a multidimensional range of measures to reduce the risk of a lapse or relapse into conflict by addressing both the causes and consequences of conflict and strengthening national capacities at all levels for conflict management** to lay the foundations for sustainable peace and development.

**Security:** A subjective state in which an individual or collectivity feels free from threats, anxiety, or danger.

**Conflict** is the existence of inharmonious relationships resulting from conflicting interests or behaviour. Conflict may be latent or violent.

**Civil Society:** Civil society is a range of institutions, groups, and organisations, separate from the state and the market, which freely group together according to their diverse interests. These include Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), Faith Based Organisations (FBOs), Media Organizations, Professional Associations, Trade Unions, Student Groups, Cultural Societies, Groups and Institutions.

**Violence:** Violence is defined as 'the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or Community, that either result in or has a high likelihood of resulting in injury, death, psychological harm, mal development or deprivation.

**Conflict Early Warning and Early Response:** Processes and structures that collect and analyse information on conflict indicators and provide a Warning on potential violence to stakeholders to organise an early response.

**Conflict Management:** This refers to actions undertaken with the primary objective of preventing the vertical (intensification of violence) or horizontal (territorial spread) escalation of existing violent conflicts

**Conflict Prevention:** These are measures taken to stop a conflict from breaking out, manage the escalation of conflict into violence and stop a violent conflict from re-emerging.

**Conflict Resolution:** This is a more comprehensive term than conflict management, which implies that the deeper-rooted sources of conflict are addressed and resolved. This implies that the behaviour is no longer violent, attitudes are no longer hostile, and the structure of the conflict has been changed

**State Actors** include state institutions/agencies and structures and regional and international organisations to which the state is a partner or signatory, engaged with processes to enhance peace and human security.

1. **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**Non-State Actors:** These include civil society organisations and private sector actors involved in processes of peacebuilding and conflict transformation

**Mediation:** Mediation is a private, usually voluntary, discussion and decision-making process where one or more impartial people, the mediator(s), assist people, organisations, and communities dealing with conflict to work toward a solution to their problems.

**Negotiation:** is a fundamental way of getting what you want from someone else, usually using verbal communication. We all negotiate daily – with a vendor at the market, with our friends or relatives in deciding what to eat or where and how to travel.

**Human rights:** The universal, indivisible, equitable, and indispensable claims and entitlements that are endowed to all persons simply for the sake of being human

**Gender:** Social, historical, and cultural constructions and conditioning indicate acceptable and preferable behaviour and attitudes towards relations between men and women.

**Stakeholders:** Primary, secondary, and external parties to the conflict. These actors represent the groups and/or individuals with a stake in maintaining the conflict and/or building peace.

**Disarmament:** Disarmament refers to the steps taken by the Government to disarm the communities in Karamoja.

**The rapid response** involves an immediate response, while the medium/progressive term response process involves a tactical, well-planned, studied and sustained response that ranges from the mid-long term.

1. **|** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**1.0 INTRODUCTION**

The Conflict Early Warning and Response Unit (CEWERU) of Uganda represent Uganda as the member state of the Inter-Governmental Authority on Development (IGAD) Protocol on Conflict Early Warning and Early Response Mechanism (CEWARN). CEWERU Secretariat was established in 2003/4 with the following objectives:

1. To establish and operate an effective, sustainable sub-regional mechanism that undertakes conflict early Warning and early response and fosters cooperation among member states and relevant stakeholders.
2. To inform and enhance peaceful settlement of disputes and respond to potential or actual violent conflicts in the IGAD region, and
3. to enable the Member States and other actors to identify critical developments of conflicts at early stages and prevent their escalation in the region.

CEWERU's mechanisms for addressing the objectives are a) Creating structural relations with Government and Non-governmental organisations (NGOs); b) Receiving conflict-related information, analysing and disseminating information to the structures of CEWARN within member states; c) Formulating best, worst, and most likely case scenarios, and identify response options for decision-makers, and lastly; d) Communicating recommendations on policy and response options to decision makers through CEWERUs and following up with the implementation, through strengthened institutional linkages between governments and civil society organisations involved in CPMR activities.

To implement the CEWARN in Uganda, CEWERU performs core parallel functions to those stated above, albeit at the national level. It identifies potential conflicts, mitigates escalating conflicts, and develops response options, including short, medium and long-term strategies to address them. With its Secretariat housed at the Uganda National Focal Point (NFP) on Small Arms and Light Weapons (SALWs) in the Ministry of Internal Affairs (MoIA), CEWERU Uganda has, since its establishment, been undertaking monitoring and analysis of data on pastoral and related conflicts, through which it has contributed immensely to the enhancement of internal Peace and Security in the country.

CEWERU Uganda has been undertaking monitoring and analysis of data on pastoral and related conflicts, which has contributed immensely to the enhancement of internal security and enforcement of law and order. In its initial years of operation, CEWERU undertook conflict monitoring in the following districts of the Karamoja cluster: Amudat, Bukwo, Kaabong, Kapchorwa, Kotido, Kween, Moroto, Napak and Nakapiripirit. At that time, the scope was limited to the Karamoja region and Sabiny areas, referred to as the Karamoja Cluster and addressed pastoral-related conflicts. Over time, CEWERU Uganda has progressively been extended to cover the additional sub-regions of Rwenzori, Elgon and the entire northern region of Uganda. Under this new strategic Plan, CEWERU will, following the expanded thematic and geographical mandate, extend its coverage to the entire country by bringing in the remaining regions of Central, Southern and South-Western to align with the expanded thematic and geographical mandate to monitor all types of conflicts under the CEWARN five Thematic sectors; Governance, Economy, Environmental, Security and Social.

**1 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**1.1 About CEWERU (**What we are)

CEWERU Uganda is a multi-stakeholder early warning and early response mechanism comprising state and non-state actors. Our core business is to collect open-source information from communities through field-based monitors in clearly delineated Areas of Reporting. The information collected is verified and analysed to formulate possible future scenarios of best, worst and most likely case scenarios and appropriate response option recommendations on policy decisions and actions to prevent/mitigate conflicts for decision-makers at the local and national levels.

**Therefore, CEWERU's mandate is;**

*"to receive and share information concerning potentially violent conflicts as well as their outbreak and escalation in the country, undertake analysis of the information and develop case scenarios and formulate options for response."*

**1.2 Continuous Improvement Activities Needed to realise the Vision**

Since Its establishment, CEWERU has progressively and steadily pursued its Vision.

The following activities must be done.

1. Gather, verify, process, and analyse information about conflicts in Uganda;
2. Exchange information & collaboration among government & civil society partners on early Warning and response;
3. Build the capacities of Local Peace Committees and other peacebuilding structures through regular training;
4. Undertake ambitious and comprehensive Peace awareness campaigns;
5. Conduct cultural events that promote peace in schools and communities
6. Partner with cultural and religious leaders to spread messages of peace within communities

**1.3 The Concept of Early Warning and Early Response**

Conflict Prevention includes a wide range of actions, interventions, programmes, activities, mechanisms, and procedures that address structural risks to prevent the escalation of tension into violent conflict, the continuation of conflict, or the re-occurrence of armed conflicts in post-conflict situations. This situation, in turn, broadens and diversifies the purpose of early Warning, which is a tool responsible for data collection, analysis and communication of information for conflict prevention.

1. Early Warning and early response do not work in a vacuum. They can only work within a well-structured information-gathering, analysis and dissemination/implementation framework.
2. Essential in this framework or structure are the Field Monitors (FMs) at the bottom of the pyramid-like command and control and the topmost authority (the recipient of the information).
3. Grassroots/community and top/leadership/political ownership of the process
4. Gender-sensitive analysis and response (engendering EW & ER mechanism)

**2 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

The bottom line or basis for judging whether an existing EW and ER mechanism is good or bad is how valuable and practical the information generated by the system becomes. However, this has to do with the quality of the information itself, hence the emphasis that EW and ER are two sides of the same coin. In short, for effective and efficient response, the information emanating from the field must be unambiguously clear, accurate, timely, significant, adequate, valid and reliable.

There is an increasing realisation that if early Warning is to anticipate violent conflict, this cannot be understood without reference to root causes such as poverty, inequality, political representation and the uneven distribution of resources—the link between violence and deep-rooted poverty, inequality, development, governance and other related issues is recognised. For example, the 2001 UN Report mentions that every step towards reducing poverty and achieving broad-based economic growth is a step towards conflict prevention. Therefore, preventive strategies must work to promote human rights, protect minority rights, and institute political arrangements in which all groups are represented. Hence, ignoring these underlying factors addresses the symptoms rather than the causes of deadly conflicts. Early Warning focuses on human security and is different from traditional intelligence-gathering in that all its information is from an open source. Also, it makes all the information accessible to the general public.

**1.4 The process of development of the strategy**

A results-driven strategic planning model was used to make consultations to answer 4 main questions: Where is CEWERU now? Where does CEWERU project to be in a defined future? How will CEWERU travel to that future position? How will CEWERU measure its performance as it travels to its stated destiny?

The four were converted into entry points and points of inquiry using qualitative and quantitative lenses through a cross-sectional design, focusing on districts where CEWERU has concentrated its interventions whilst taking care that each of the five central regions of Uganda was included in the consultations. By this criterion, Moroto, Kotido, Kapchorwa, Iganga, Kampala, Isingiro, Kasese, Hoima, Gulu, and Arua districts were selected to comprise our sample. A mix of political and civil leaders at national and District levels, actors in the security sector, as well as community members were consulted. These included RDCs, DISOs, Chairmen of local district councils, CDO, Civil Society/NGO actors focused on conflict prevention and peacebuilding issues, Kraal leaders, Local Peace Committee members, District Peace Committee Members, sub-county Peace committee members, Field Monitors of CEWERU, Army Liaison Officers, District Police Commanders, as well as cultural and religious leaders.

Purposive sampling was used to select relevant community leaders and stakeholders suitable for in-depth key informant interviews, using a semi-structured schedule based on the core issues on the checklist below. Two focus group discussions were conducted in each of the districts selected, each comprising a mixture of community members representing the different tiers of the Community—the FGDs comprised 10 to 12 participants.

Data collection was carried out at two levels; primary data collection and secondary data collection. Secondary data collection involved a desk review of existing

**3 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

literature, including AU, UN, IGAD, and CEWARN publications. In addition, other relevant past research and evaluation studies have been carried out by the stakeholders, NRI, and academic and civil society sources of information. Systematic reviews from internet databases and websites, and journals were conducted. Other documents reviewed included policies, legal frameworks, and any other source of information that provided insights into conflict prevention and peacebuilding were reviewed. Specifically, the issues on which the consultations concentrated with the various stakeholders included:

* Assessing each actor's knowledge about CEWERU and its work and structures, paying particular note to any possible incorrect facts
* Each actor commented on the work of CEWERU structures, paying particular note to the challenges identified, and proposals to address those challenges
* A listing of the main actors in peacebuilding in each region, separating the internal from the external actors, to develop a relationship map between the actors.
* To discuss the effectiveness of the leading peace actors and appreciate their differential capacities.
* To ascertain the core interests of the actors and their stakes in escalating or dis-escalating conflict situations.
* To identify the security threats in each region/locality and construct historical conflict profiles that can enable a ranking of these based on severity.
* Receive, analyse and synthesise the varied proposals stakeholders have to address the main security threats: (a) at the local level, sub-county to District,

(b) at the regional level, (c) at the national level, (d) at the level between states

In addition to the specific issues/areas of engagement, 4 core areas were focused on:

1. A (re) mapping of the critical stakeholders, confirming those already known, and identifying new actors that have emerged more recently. This approach then became the basis of identifying and investigating, from the perspective of these stakeholders, the ongoing priority issues driving the significant debates and interventions on conflict prevention and peacebuilding in Uganda.
2. We undertook a comprehensive audit of all the institutional structures constituted to gauge whether these were adequately grounded in their mandates, and to understand how well they had, thus far, functioned in supporting each other in a well-integrated and coordinated manner. As it turned out, some gaps were detected, which had to be addressed within this new Strategic Plan.
3. We thoroughly re-examined the link between early Warning and early response, which has been very helpful for instituting measures to improve timely and effective responses to the advisories that CEWERU shares with the relevant decision-makers.
4. An evaluation of the response capabilities, particularly concerning reinforcing the traditional preventive community initiatives and actions by local peace committees, has finally been mainstreamed into the institutional relationships between actors on the ground.

**4 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**2.0 CEWERU INSTITUTIONAL GROWTH AND DEVELOPMENT**

CEWERU Uganda was established in 2003/4 and has since been housed in the Ministry of Internal Affairs, with its Secretariat at the Uganda National Focal Point (NFP) on Small Arms and Light Weapons (SALWs). CEWERU Uganda has monitored and analysed data on pastoral and related conflicts for nearly a decade after its establishment. It has contributed immensely to the enhancement of internal security and enforcement of law and order in Uganda. Before the Committee of Permanent Secretaries CEWARN widened its geographical and thematic mandate, it continued to discharge the following effectively:

* Documenting the extent of violence in the pilot pastoralist areas
* Undertook capacity building in Conflict Prevention Management and Resolution
* Established strong partnerships with Development Partners
* Created confidence and trust between peacebuilding stakeholders
* Generated and shared early warning reports, which have served as a sound basis for developing intervention options and mechanisms for response
* Developing Operational Guidelines for the Peace structures.
* Securing government funding for its day-to-day activities and livestock branding
* Improved government presence in the areas of reporting
* Integrating the traditional conflict resolution systems with modern approaches.
* Managed the Rapid Response Fund for Emergency, short- and medium-term, to address violent situations.
* Has supported Peace dividend Projects in pastoral areas.
* Supporting local peace agreements and dialogues between communities, internally and across the border
* Supporting rigorous research that has informed policy and programming
* Pioneering ICT for Peace initiatives for field actors

After the expanded mandate, CEWERU started covering a wider area of immediate and structural conflict indicators. In its monthly briefing to CEWARN, CEWERU addresses essential issues like natural resources, climate change and natural disasters, which pose direct security challenges to citizens. CEWERU Uganda has been going through an internal process of reflection and soul-searching and discerned some gaps that need to be addressed to operate effectively and optimally. Among these, the following stand out:

* The role of women in peacebuilding and early Warning is yet to be made central to early Warning and early response
* Inadequate infrastructure and inaccessibility of some areas of coverage where insecurity has been intermittently acute
* A weak response side that has not matched the vigorous early warning advisories
* Inadequate capacity in addressing conflicts, with low institutional capacities to mediate the conflicts

**5 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

* Poor coordination between the various actors – No National Framework
* Unpredictable regional socio-political developments, such as episodic economic stand-offs between member states
* Inadequate resources for implementing CEWERU's demanding and ever-increasing activities
* Operating in a volatile and insecure region
* The work of CEWERU remains unknown mainly because we have not had a communication strategy to enhance our visibility
* Management of minor and complex Arms trafficking, especially in fragile states with porous borders

The new Strategic Plan is anticipated to offer a more enabling framework for redressing the above gaps.

**2.1 Why a New Strategic Plan?**

There were pressing imperatives for this undertaking, stemming from the self-reflection in the previous section, as well as compelling push factors below:

1. The need to strengthen CEWERU Structures and Institutions at national and local levels to collect, synthesise and transmit conflict-relevant information for timely response to prevent or mitigate conflicts.
2. To more effectively integrate an analysis of the role of global factors that drive conflict (such as climate change) as well as taking into consideration various cross-cutting and salient features (Gender, COVID-19, HIV Issues, Human Rights concerns, Elections related conflicts, disability and other minority issues) into core CEWERU programming;
3. The opportunity to forge a common direction for CEWERU to ensure that it aligns with the current CEWARN regional strategy for preventing conflict, in addition to pastoralism and arid resource-related conflicts to include the broader conflict reporting areas appended in the 2012/2017 CEWERU Strategic Plan.
4. To guide the harmonisation of CEWERU work with that of other development and peacebuilding frameworks such as the Peace, Recovery Development Plan (PRDP), Karamoja Integrated Development Plan (KIDP), Karamoja Livelihoods Programme (KALIP), and National Development Plan (NDP), Karamoja Integrated Development Plan (KIDP3). In addition, the Parish Development Model, NDP III, the draft Peace Policy, Transitional Justice Strategy, and MLGLSD managed Gender, Youth and Minorities socioeconomic and food security initiatives such as YLP, Emyoga, and OWC, among others.
5. To consolidate the existing coordinating Mechanism for contributing to peaceful conflict management of the ever-increasing CPMR actors and activities. Among others, mindful of those in the GoU tiers of governance, INGOs, CSOs, FBOs and CBOs, and the private sector, e.g. PSOs, comprehensively.

The timing of the making of the new Strategic Plan has also been auspicious because the country has just put in place a National Conflict Prevention and Peacebuilding policy with provisions actively supportive of CEWERU's work through a) mainstreaming of

**6 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

conflict sensitivity; b) developing government capacities for conflict-sensitive planning; c) people's consultations on just peace and sustainable development; and, d) Institutionalising conflict transformation and peacebuilding mechanisms and procedures within the national Government

This approach emboldened CEWERU to strive for a community-centered and sustainable early warning system with modern technology duly anchored in the national peace policy. CEWERU is now, more than ever before, guaranteed ample guidance and support for the formulation of a new strategy for early Warning, as well as for the development of an overall framework and working procedures. On the other hand, CEWERU also seeks to transit to the broader and more holistic dimensions of human security that look beyond mere protection from violence or fear and also extend to other human concerns such as hunger, disease and natural disasters, which kill far more people than war, genocide and terrorism combined.

**2.2 Major Stakeholders**

CEWERU Uganda is a compound multi-stakeholder institution with state and non-state actors. Its steering committee is composed of members from various Government departments and agencies as well as civil society as follows:

Office of the President; Office of the Prime Minister; Ministry of Foreign Affairs; Ministry of Justice and Constitutional Affairs; Ministry of Internal Affairs; Ministry of Local Government; Uganda Police; CMI/UPDF; National Research Institute; Member(s) of Parliament; CSOs; Religious Organisations or Influential Members of Society, and finally Development Partners (as Ex-officio). The National Steering Committee reports to the Committee of Permanent Secretaries of the Member States

The CEWERU National Executive Committee is comprised of the CEWERU (Secretariat) and representatives from the following: Office of the President (ISO); Office of the Prime Minister (OPM); Ministry of Defense (UPDF); CSO Representatives, and the NRI. Below the National, CEWERU are the local peace committees at District and Sub-county levels. These are established in line with Article 11 (2c) of the CEWARN Protocol, which provides that the CEWERUs shall establish local committees to operationalise and effectively undertake early Warning and early response work at the national and local levels. District Peace Committees (DPCs) were created and launched in 2008. The establishment followed the 2011 Peace Committee structures at sub-county levels. These structures bring together state and non-state actors and other practitioners involved in peacebuilding at the respective levels. The Chairpersons of the District Peace Committees are appointed by the Minister of Internal Affairs. The Resident District Commissioners (RDCs) in the districts where CEWERU began its work, Bukwo, Moroto, Kapchorwa, Kaabong, Nakapiripirit and Kotido, have been appointed Heads of DPCs.

Other stakeholders to CEWERU not mentioned in the official documents include religious leaders, cultural leaders, local government council leaders, community-based organisations and civil society organisations. We need to add the private sector, mass media and communications sector, scientists and educational institutions. Therefore, the effective development and operation of an early warning system and its subsequent implementation requires contributions and coordination among a

**7 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

considerable diversity of persons, groups, and organisations. And the framework for their working in harmony vests in the collaborative arrangements in the new Strategic Plan.

**8 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**3.0 THE SITUATION ANALYSIS: WHERE ARE WE NOW? WHAT CONTEXT IS CEWERU RESPONDING TO?**

CEWERU understands that preventing and mitigating conflicts is like shooting at a moving target. The fluidity and swiftness of change are imposing ever greater pragmatism on actors in the sector. Emerging core elements in this context include:

The increasingly cross-border nature of conflicts implies that neighbouring states can feel repercussions. This situation verifies the assumption that security is indivisible nationally and globally. Though geographically far away, the Russia-Ukraine conflict has consequences for almost the entire work, especially regarding food security and spiraling inflation. Expanding the mandate from pastoralist conflicts to 5 thematic areas requires CEWERU to amplify and intensify its interventions. COVID-19 has impacted peace and security, and all programming must consider this factor. Among others, the following contextual factors are also at play;

1. International terrorism and cross-border insecurity have become rampant, expanding the horizons of planning and action
2. Inflation and economic hardship are crucial factors influencing and being influenced by conflicts
3. Looming famine and food insecurity in the IGAD region horn of Africa requires new prisms of programming
4. Acute youth unemployment and radicalisation are fueling and exacerbating violent conflict
5. Ongoing Disarmament in Karamoja has created tensions that complicate the building of bridges across communities
6. A political system that lacks consensus and widens cleavages during election times has become a push factor in precipitating conflicts
7. Rising Cybercrime and social media hate speech have increased the speed and momentum of adverse mobilisation for conflicts
8. Increasing economic integration has eased some tensions but opened some gaps for conflicts
9. Turbulence and change as hallmarks of the international system imply and necessitate very flexible approaches from peace actors
10. Climate change has become more devastating despite global commitments to improve

All the above contextual factors must be factored into the early warning system renewed under this Plan.

**9 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**3.1 The CEWARN Mechanism**

By the 1990s, the different forms of conflicts, internal and cross-border, that afflicted the member states in the IGAD region, coupled with the increased proliferation and availability of SALWs and the subsequent disasters in the IGAD region, informed the need to establish the Conflict Early Warning and Early Response Mechanisms for timely prevention, management and resolution of conflicts. The various endemic conflicts in the Horn of Africa and their subsequent impact on peace and security undermined development and necessitated IGAD prioritising peacemaking activities.

During the IGAD summit held in Khartoum in November 2000, Heads of State and Governments issued the 'Khartoum Declaration of the IGAD Heads of State and Governments of November 2000', in which they directed the IGAD Secretariat to set up an Early Warning Mechanism that was designed to monitor conflicts and make appropriate action recommendations to avert future conflicts. The Mechanism came to be known as CEWARN. A Protocol establishing CEWARN (hereafter the CEWARN Protocol) was signed by IGAD Member States in November 2002 and entered into force in July 2003. The Mechanism is now operational in Djibouti, Ethiopia, Kenya, Somalia, Sudan and Uganda, focusing on cross-border pastoral and related conflicts.

CEWARN was established to enable the countries in the region coordinate efforts to prevent conflicts and formulate response strategies through information collection and analysis. The specific mandate of CEWARN is: "*to receive and share information concerning potentially violent conflicts as well as their outbreak and escalation in the IGAD region, undertake analysis of the information and develop case scenarios and formulate options for response*", started as a pilot programme focusing on themonitoring of pastoral and related conflicts within the IGAD region.

The region was divided into Areas of Reporting (AOR) corresponding to three distinct clusters of pastoralists' communities: Karamoja, Somali and Dhikil Clusters. Each Cluster exhibited shared attributes unique to the respective Cluster. CEWARN is monitoring and reporting pastoral conflicts in two pilot areas: The Somali Cluster (incorporating border areas of Kenya, Ethiopia and Somalia) and the Karamoja Cluster (incorporating border areas of Ethiopia, Kenya, Sudan and Uganda). The Dikhil Clusters (Djibouti and Somalia) are yet to come on board.

The objectives of CEWARN are: (1) to establish and operate an effective, sustainable sub-regional mechanism that will undertake conflict early Warning and early response and foster cooperation among member states and relevant stakeholders to inform and enhance peaceful settlement of disputes and respond to potential or actual violent conflicts in the IGAD region, and; (2) to enable Member States and other actors to identify critical developments of conflicts at early stages and prevent their escalation in the region by: (a) Creating structural relations with Government and non-governmental institutions; (b) Receiving conflict-related information, analyse and disseminate information to the structures of CEWARN within member states; (c) Formulate best, worst and most likely case scenarios and identify response options for decision-makers, and lastly, (d) Communicating recommendations on policy and response options to decision makers through CEWERUs and following up with the

**10 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

implementation, through strengthened institutional linkages between governments and civil society organisations involved in CPMR activities

Today, numerous challenges to peace and security remain, and the following were named during the consultations that informed the making of this strategic Plan:

* Lack of a national Peace policy
* Land conflicts
* Tensions between Issues of refugees and host communities
* Drug abuse and crime in urban slums of the 11 new cities
* The proliferation of small and light weapons
* Economic activities fueling climate change disasters
* Access to justice has highly skewed in some segments of society
* Conflicts around protected areas, reserves and parks
* Mental health after, during, and before the conflict
* Resettlement plans for those displaced by natural hazards, conflict and economic dislocation
* The issue of ethnic, religious and other minorities
* Borderland populations and fragile livelihoods
* Gender-based Violence

**3.2 Emerging Context**

A preliminary analysis indicates that the policy and legal environment is progressively improving. The CEWERU Uganda structures are in place, but their motivation has reduced the incentive structure for the lower-level field monitors stopped. The COVID-19 lockdown negatively impacted the work of the local peace committees. Further, some members of the peace committees have transited to other careers in politics and business—new replacements for these need to be found. The operating guidelines initially issued to guide lower-level actors have been overtaken by changed circumstances and shall have to be revised and adjusted to the new demands of the times.

The problem that the new strategic Plan seeks to address is to balance the twin objectives of just peace and sustainable development, which are the only guarantee for human security. This action shall move the country beyond mere safety from physical harm to citizens to enduring harmony between the state and the citizens.

The current gaps and foreseen challenges, which CEWERU needs to bridge, include the recurrent warning-response gap that was prevalent in the previous Plan, the increasing online presence and mobilisation of conflict entrepreneurs, the increasing radicalisation of youth and their recruitment into activities of violent extremism, and the need to mainstream conflict sensitivity in the over-arching development frames of National Development Plan and the Parish Development model.

**11 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

The justification and/or rationale for this strategic Plan is to establish a coordinated framework through which all actors in the multi-stakeholder mechanism act in unison, with clarified roles for each, mutually reinforcing way

The strategic outcomes from this Plan are 6: an improved legal and policy environment; strengthened CEWERU Uganda structures at the different levels of operation; an effective communication that creates heightened awareness among Ugandans about the CEWERU Uganda activities and mobilisation for embracing and taking an active role in peacebuilding and conflict resolution; a rollout of CEWERU Uganda Presence and work in those parts of the country not yet covered, an adequate resource envelops for CEWERU Uganda activities, both human and financial resources; and effective monitoring and evaluation of all CEWERU Uganda interventions.

**12 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**4.0 STRATEGIC DIRECTION**

**4.1 Corporate Identity: Vision, Mission, Goals, Objectives, And Guiding Principles**

**Vision**

A prosperous, peaceful and free Uganda

**Mission**

To anticipate, prevent, and reduce violent conflicts using a robust early warning and early response mechanism

**Objectives**

Strive for improved policy and legal framework for peace

Establish functional structures for early Warning and response mobilised the citizenry to promote peaceful coexistence actively

**Guiding Principles**

Accurate and objective collection and analysis of information

Peaceful approaches to conflict resolution

Conflict sensitivity

Gender and youth inclusivity

**4.2 Priority Areas and Strategic Interventions**

This strategic Plan is hinged on 10 pillars:

1. Strengthened CEWERU Uganda Structures
2. Improved information collection, analysis and dissemination
3. Engaging the legal and policy framework
4. Conflict Response Framework
5. Response to Violent Extremism
6. Gender and youth mainstreaming
7. Countrywide rollout
8. Communication strategy
9. Resource mobilisation
10. Monitoring and evaluation

These pillars/strategies are detailed in the following logical framework matrix.

**13 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

The matrix below is a set out of the core areas of focus/strategic interventions with activities that shall lead to the outcomes and objectives set above within the next five years.

**Table 1 CEWERU Uganda Logical Framework Matrix**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **STRATEGIC PILLARS**  | **INDICATOR**  | **BASELINE**  | **TARGET**  | **DATA SOURCE**  | **FREQUENCY** | **RESPONSIBLE PERSON**  | **REPORTING**  |
| **Strategic pillar:** | **Strengthened capacity of CEWERU structures and institutions.** |
| **1.1.** Number of capacity assessment done by CEWERU Uganda National Secretariat. | 0 | 4 | Assessment reports  | Annually  | Consultant  | MIA Senior management committee  |
| **1.2.** Number of Capacity building workshops, coaching and mentorship sessions conducted. | 2 | 16 | Training ReportsReports / minutes  | Quarterly  | CEWERU Coordinator and CSO partners  |  PS and CEWARN |
| **1.3.** Number of capacity assessments for district peace committees conducted. | 7 | 40 | Assessment reports /minutes , periodic performance reports for the ministry  | Biannually  | CEWERU Secretariat  | CEWERU Coordinator  |
| **1.4.** Number of capacity assessments for Sub county peace committees and capacity development plan generated.  | 8 | 80 | Partner field reports, situation room reports and monitoring reports. | Quarterly  | Partners and CEWERU | NSC |
| **1.5.** Number of capacity building workshops, coaching and mentorship trainings for district and sub county peace committees.  | 16 | 78 | CEWERU and partner reports  | Quarterly  | CEWERU Head and partners  | NSC |
| **1.6.** Number of orientation meetings on the new reporting tool for the strategy conducted. | 0 | 8 | Reports  | Biannually  | CEWERU | PS, NSC, CEWARN |
| **1.7.** Undertake a recruitment exercise to fill the gaps identified in the needs assessment | \_ | \_ | Departmental reports | Annually | CEWERU/MIA | PS |
| **1.8.** Train and equip recruited staff with the necessary tools. | \_ | \_ | Departmental reports | Annually | CEWERU/MIA | PS |
| **Strategic Pillar:** | **Improved collection, analysis and dissemination of gender disaggregated data on conflict early warning and early response information.** |
| **2.1** Number of ICT Installationsestablished to ease recording and transmission of early warning information at the regional level. | 1 | 4 | Periodic Reports , Website , Newspapers  | Quarterly  | CEWERU HEAD | PS, NSC, CEWARN |
| **2.2.** Number of field monitorstrained on utilisation of the ICT  | 20 | 40 | Periodic Reports , website , | Biannually  | CEWERU Secretariat | PS, NSC, CEWARN |
| **2.3.** Number of conflict assessments on emerging conflict dynamics. | 2 | 8 | Reports. | Biannually | CEWERU Secretariat | PS, NSC, CEWARN and other Partners. |
| **2.4.** Number of Peace committee members trained on use of new ICT | - | 16 | Periodic reports  | Annually  | CEWERU Secretariat | PS, NSC, CEWARN and other Partners. |
| **2.5.** Number of Sub county andDistrict peace committees trained on analysis of early warning information as retrieved from the monitors.  | - | 32 sub county 8 district peace committees  | Periodic reports | quarterly | CEWERU Secretariat and partners  | PS, NSC, CEWARN and other Partners. |
| **Strategic pillar:** | **Improved legal and policy framework** |
| **3.1** Number of policies and laws lobbied on online and offline platforms. | 1 | 4 | Periodic reports , policy briefs  | Quarterly  | CEWERU Secretariat and partners  | PS, NSC, CEWARN and other Partners. |
| **3.2.** Number of MOU’s signed with coalition members working on peace and conflict  | 20 | 40 | Periodic reports , | Quarterly | CEWERU Secretariat and partners  | PS, NSC, CEWARN and other Partners. |
| **3.3.** Number of engagements with parliamentary forum[[1]](#footnote-1) on peace building and conflict resolution. | - | 8 | Periodic reports  | Biannually  | CEWERU Secretariat and partners  | PS, NSC, CEWARN , Internal and Defence Committee Partners, Legal and Parliamentary Committee, TJ Committee  |
| **3.4.** Number of lobby and engagement meetings on enactment of the Draft peace policy  | - | 1 | Periodic reports | annually  | CEWERU Secretariat and partners  | PS, NSC, CEWARN and other Partners. |
| **3.5.** Formation of the national action plan for the peace policy. | - | 1 | Periodic reports | annually | CEWERU Secretariat and partners  | PS, NSC, CEWARN and other Partners. |
| **Strategic Pillar:**  | **A conflict response framework established and implemented.** |
| **4.1.** Number of men women youth children participating in conflict interventions. | -(refer to previous reports  | 1/3 women, youth and persons with disability  | Activity reports Baseline survey reports  | Monthly and quarterly reports  | M and E and partners  | NSC,PS,, partners, CEWARN |
| **4.2.** Number of Transitional justice initiatives monitored. | - | 20 | Activity reports  | Monthly and quarterly reports | M and E and partners  | NSC,PS,, partners, CEWARN |
| **4.3.** Review and develop gender responsive guidelines. | - | 1 | Reports  | Annual | CEWERU HEAD  | NSC,PS,, partners, CEWARN |
| **4.4.** Number of DPC’s inducted on the use of the guidelines and early response framework | - | 40 | Training reports  | Quarterly  | M and E and partners  | NSC,PS,, partners, CEWARN |
| **4.5.** Number of DPC’s using the guidelines. | - | 40 | Monitoring reports | Quarterly  | M and E and partners  | NSC,PS,, partners, CEWARN |
| **Strategic pillar:** | **Violent Preventing and countering extremism national action plan implemented.** |
| **5.1.** Number of national studies (Researches) conducted to assess the dynamics of Prevention and Countering Violent Extremism (PVE) | - | 8 | Reports  | Biannually  | CEWERU HEAD  | NSC, PS & PARTNERS  |
| **5.2.** Number of policy briefs/ issue papers on PVE impacting women and youth developed and disseminated. | - | 8 | Periodic reports  | Biannually  | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **5.3.** Number of PVE features published in print and media  | - | 8 | New paper, Articles, Videos clips and recording  | Biannually  | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **5.4.** Number of regional and national events highlighting the challenge of violent extremism. | - | 4 | Reports  | Annually  | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **5.5.** Number of television and radio talk shows focused on the dangers of violent extremism conducted. | - | 16 | Reports  | Quarterly  | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **5.6.** Number of partners trained on PVE communication strategy.  | 3 | 16 | Training Reports  | Quarterly  | CEWERU HEAD & PARTNERS | NSC & PARTNERS |
| **5.7.** Number of children , youth and elders accessing PVE packages and trained against hate speech. | - | 4000 | Reports  | Annually | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **5.8.** Number of youth interacting on social media platforms on PVE established. | - | 40000 | Social media analysis report  | Annually  | CEWERU HEAD & PARTNERS  | NSC, PS & PARTNERS |
| **Strategic pillar:** | **Gender and youth mainstreamed into CEWERU structures and operational guidelines** |
| **6.1** Number of researches Commissioned on the roles of women and youth in conflict dynamics. | - | 4 | Reports  | Annually | CEWERU HEAD and Partners  | NSC/PS and partners  |
| **6.2.** Number of reports validated, printed and disseminated.  | \_ | 4 | Reports | Annually | CEWERU HEAD and Partners  | NSC/PS and partners  |
| **7 Strategic Pillar:**  | **CEWERU Structures rolled out country wide** |
| **7.1** Number of trainings conducted for CEWERU secretariat on guidelines and Gender mainstreaming and their application | - | 8 | Training Reports  | Biannually  | CEWERU Head  | NSC, PS, and Partners  |
| **7.2.** Number of annual action plans developed and implemented per region.  | - | 4 | Reports  | Annually  | CEWERU Head  | NSC, PS, and Partners  |
| **7.3.** Number of staff appointed to manage the structures. | - | \_ | Reports  | Annually  | CEWERU Head  | NSC, PS, and Partners  |
| **Strategic Pillar:**  | **A robust communication strategy established and operationalized.** |
| **8.1.** Number of communication strategy developed and disseminated  | - | 1 | Report  | Annually  | CEWERU Head  | NSC,PS and partners  |
| **8.2.** Number of people[[2]](#footnote-2) trained on the communication strategy | - | 30 | Report  | Annually  | CEWERU Head  | NSC,PS and partners  |
| **8.3.** Number of IEC [[3]](#footnote-3)and training materials produced. | \_ | 5000 | Reports  | Annually  | CEWERU Head and partners  |  NSC and partners  |
| **8.4.** Number of print and media houses trained on sensitive early warning reporting. | - | 40 | Reports  | Annually  | CEWERU Head and partners  |  NSC and partners  |
| **8.5.** Produce a popular version of the communication strategy. | - | 2000 | Reports  | Annually  | CEWERU Head and partners  |  NSC and partners  |
| **8.6.** Translate and disseminate key messages on conflict early warning and response | - | 4000 | Reports  | Annually  | CEWERU Head and partners  |  NSC and partners  |
| **Strategic Pillar.**  | **A resource mobilisation strategy established and strengthened** |
| **9.1** Undertake a detailed projection costing for the CEWERU Strategy(% of funds raised against the strategy) | \_ | 1 | Reports and budgets  | Annually  | CEWERU Head | PS |
| **9.2.** Develop the resource mobilization strategy  | - | 1 | Reports  | Annually  | CEWERU Head  | NSC and partners  |
| **9.3.** Number of Strategic engagement and lobby meetings with key actors held for resource mobilization.  | 1 | 25 | Reports  | Biannually  | CEWERU Head and Partners  | NSC and partners  |
| **Strategic pillar;** | **Monitoring and evaluation framework implemented.**  |
| **10.1** Recruit and train M& E personnel |  | 10 | Reports  | Annually  | CEWERU Head  | PS, NSC AND PARTNERS |
| **10.2** Number of reports compiled – monthly, incident and quarterly reports. | 4 | 12 | Reports  | Annually  | CEWERU Head  | PS, NSC AND PARTNERS |
| **10.3** Number of Monitoring sessions conducted  | - | 16 | Periodic reports  | Quarterly  | CEWERU Head and M and E Officer  | NSC |
| **10.4** Number of Mid-term and reflection meetings held  | - | 8 | Periodic reports  | Biannually  | CEWERU Head and M and E Officer  | NSC |
| **10.5** Number of midterm evaluations/reviews conducted in the third year of the strategic plan implementation. | - | 2 | Reports  | Periodic  | CEWERU Head and M and E Officer  | NSC, and partners  |
| **10.6** Conduct an end-line to assess the impact of SP implementation. | - | 1 | Report  | Periodic  | CEWERU Head and M and E Officer  | NSC, and partners  |
| **10.7** Complete and print a monitoring report on Strategic Plan impact. | - | 1 | Report  | Periodic  | CEWERU Head and M and E Officer  | NSC, and partners  |
| **10.8** Disseminate the findings of the Strategic Plan objectives. | - | 1 | Report  | Periodic  | CEWERU Head and M and E Officer  | NSC, and partners  |

**CEWERU UGANDA STRATEGY (2023 – 2028) **

**4.3 Critical Success Factors**

For the successful implementation of this strategic Plan, the following assumptions are over-arching:

* Government adopts conflict-sensitive programming
* High stakeholder ownership and commitment
* Decision-makers adopt quick responses to reduce the warning-response gap
* An incentive structure to the lower level Field monitors that is within the means of

CEWERU

**4.4 Linkage to Existing Legal and Policy Frameworks**

This strategy is fully anchored in the existing global, regional, sub-regional and national laws, policies and strategies. This strategy, therefore, speaks to what is laid out in the draft peace policy, CEWARN protocol, on the priority areas of early Warning and early response. The 2021

– 20225 CEWARN strategy emphasises 5 priority areas that align directly with the 10 strategies enunciated in this CEWERU Uganda Strategic Plan:

* 1. Improved information collection, analysis and utilisation
	2. Improved operational capabilities
	3. Response system and structures
	4. Networking and partnership and
	5. Enhanced Research Capabilities

At the regional level also, the strategy resonates with the East African Community protocol on peace and security.

At the national level, this strategy directly fits into the following

The National Development Plan III

The Parish Development Model

Uganda draft peace policy

The National Gender Policy

The National Plan of Action on Youth

The National PCVE Prevention Strategy

The National Transitional Justice Policy

**22 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028) **

**5.0 IMPLEMENTATION ARRANGEMENTS**

**5.1 Institutional Mechanism**

**Roles and Responsibilities of actors'**

Here is an outline of what each stakeholder is expected to do in the implementation of the Plan:

|  |  |
| --- | --- |
| **ACTOR** | **ROLE** |
|  |  |
| Local Communities | provide the basic information on what is happening in their |
|  | community that may lead to conflict |
|  |  |
| Private sector | To provide some resources for activities that add value to |
|  | peacebuilding |
|  |  |
| Media | To create an awareness of the work of CEWERU and mobilise |
|  | the citizen for peaceful coexistence |
|  |  |
| Civil Society | These need to use their clout and credibility to mobilise |
|  | community members towards embracing peaceful methods of |
|  | engagement |
| Central government MDAs | Implement early response and offer strategic guidance to the |
|  | Mechanism |
|  |  |
| Development Partners | To provide technical exercise and resources for peacebuilding |
|  | and conflict resolution |
|  |  |
| Other non-state actors | contribute their experience and skills to the interventions at the |
|  | community level |
|  |  |
| Field Monitors | collecting information and forwarding it to the district and |
|  | national levels |
|  |  |
| Academia and Research | provide the research base and analyses that inform the activities |
| institutes | of CEWERU Uganda |
|  |  |

**23 |** P a g e

**CEWERU UGANDA STRATEGY (2023 – 2028)**

**5.0 MONITORING AND EVALUATION FRAMEWORK**

As alluded to in the Logical Framework, three cascading instruments shall be used to monitor and evaluate the performance of the Strategic Plan, Progress Monitoring, Mid-term evaluation and End-term impact Tracking. These shall be based on gender-sensitive indicators generated to guide data collection

**24 |** P a g e

1. Committee on internal affairs and defence [↑](#footnote-ref-1)
2. Staff, stakeholders [↑](#footnote-ref-2)
3. Popular version of strategy, posters, fliers, T shirts, caps [↑](#footnote-ref-3)