



COMMUNITY BASED RESILIENCE ANALYSIS (CoBRA) ASSESSMENT REPORT

for
Kotido and Kaabong Districts in
Karamoja Sub-Region, Uganda

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1. Introduction

In the last few years, ‘disaster resilience’ has emerged as a key goal for Governments and other development and humanitarian stakeholders in the Horn of Africa (HoA). As a consequence, programmes and funding strategies are increasingly realigning themselves around resilience-building objectives. In parallel, several efforts are being made to develop models that better define and measure resilience. It is in this context that the United Nations Development Programme (UNDP), through the Drylands Development Centre (DDC), developed the Building Drought Resilient Dryland Communities in the HoA project. Since 2012, the project has been facilitating the participatory development of a standardized methodology, i.e. community based resilience analysis (CoBRA), with which to improve the understanding on the building blocks of resilience and changes in resilience levels at community and household levels in the region in the course of facing multiple shocks and stresses. This project is funded by the Humanitarian Aid and Civil Protection Department of the European Commission (ECHO) and implemented under the ECHO’s Drought Risk Reduction Action Plan.

CoBRA aims to address the challenges of measuring resilience by examining the term and concept from a community perspective. More specifically, the methodology has four broad objectives:

- (1) To identify the priority characteristics of resilience for a target community;
- (2) Quantitatively assess the communities’ achievement of these characteristics at the time of the assessment and during the last crisis / disaster;
- (3) Identify the characteristics and strategies of existing resilient households; and
- (4) Identify the most highly rated interventions or services in building local resilience.

A detailed explanation of the conceptual framework that underpins the methodology is contained in the CoBRA Conceptual Framework and Methodology document.¹

The first comprehensive CoBRA assessment in Uganda was undertaken in the districts of Kotido and Kaabong, Karamoja sub-region on the 15th-26th July 2013. This assessment builds on the initial field trial of the draft CoBRA tool undertaken in Karamoja in late 2012. The multi-agency assessment was jointly led by the UNDP DDC and the Office of the Prime Minister (OPM). A wide range of international and local NGOs operating in the area also participated in the assessment by providing local staff as facilitators to undertake CoBRA training and fieldwork. A list of participating agencies in the CoBRA training and/or the field data collection is included in Appendix 1.

This report outlines findings of the Kotido/Kaabong CoBRA assessment. It also incorporates the key feedback and consolidated inputs generated at the joint review and validation workshops of the draft assessment report by the community representatives in Kotido on the 29th October 2013, and the local government and non-governmental technical stakeholders in Moroto on the 31st October 2013. Furthermore, the report summarizes the comments and recommendations made at the National Workshop on Enhancing Community Resilience: Learning from the CoBRA, which was convened jointly by OPM and UNDP on 28th November 2013 in Kampala, Uganda.

1 Available for download on the Drought Online at: <http://www.disasterriskreduction.net/drought-online/documents/detail/en/c/2693>.

2. Approach

2.1. Characteristics of Field Site

The field assessment took place in Kotido and Kaabong districts of Uganda. The population of these two districts represents 49% of the Karamoja sub-region total and all the livelihood zones in the sub-region. This enabled sampling of parishes in pastoral², agro-pastoral, agriculture and urban/peri-urban livelihood zones. A total of 18 parishes were sampled for the assessment (Figure 1).

Kotido and Kaabong districts cover more than 20,100 square kilometre and face a multitude of human development and ecological challenges. They have the lowest development indicators in the country with more than 80% of the population living below the poverty line³. The two districts are sparsely populated with an average population density of 49.97 persons per square kilometre. Resident tribes include the Dodoth, Jie, Minig and Nyagea who practice agro-pastoral and the Napore and Ik who are engaged in agriculture.

Kotido and Kaabong occupy a semi-arid zone characterized by recurrent long dry spells and erratic rainfall. The area is chronically food insecure and often witnesses livestock diseases outbreaks, limited access to agricultural and livestock inputs and markets, persistent cattle raiding and inter-communal conflicts. Acute gaps in access to basic services of health, water and education, poor road infrastructure and trade opportunities are widespread across the districts.

2.2. Data Collection

The CoBRA methodology uses participatory qualitative approaches, i.e., focus group discussions (FGDs) and key informant interviews (KIIs), to identify and prioritize the characteristics of resilience. Field work was undertaken by a team of 15 facilitators and 3 supervisors. The group was divided into three teams of five, comprising a team supervisor and two pairs of facilitators. Table 1 summarizes the number and locations of FGDs and KIIs undertaken for this assessment (see Appendix 2 for complete details). On average, each FGD took 2-3 hours to complete.

Prior to undertaking FGDs, facilitators and supervisors were provided with intensive training on the methodology. Training session took place in Kotido town, including four days of desk-based exercises and one day field testing, where all facilitator trainees undertook one FGD and one KII in pairs. Each team of two facilitators had individual de-briefs with course trainers following the trial field work. Test FGD report sheets were included in the final survey results if they were deemed of adequate quality. Supervisors were responsible for supporting facilitators by maintaining quality and consistency in data collection and data entry during the field work.

2 Pastoral livelihood groups include those households whose income sources are mainly livestock based (i.e., >90%).

3 United Nations Office for the Coordination of Humanitarian Affairs (2011). Uganda Humanitarian Profile.

Figure 1: Surveyed Parishes in Kotido and Kaabong Districts

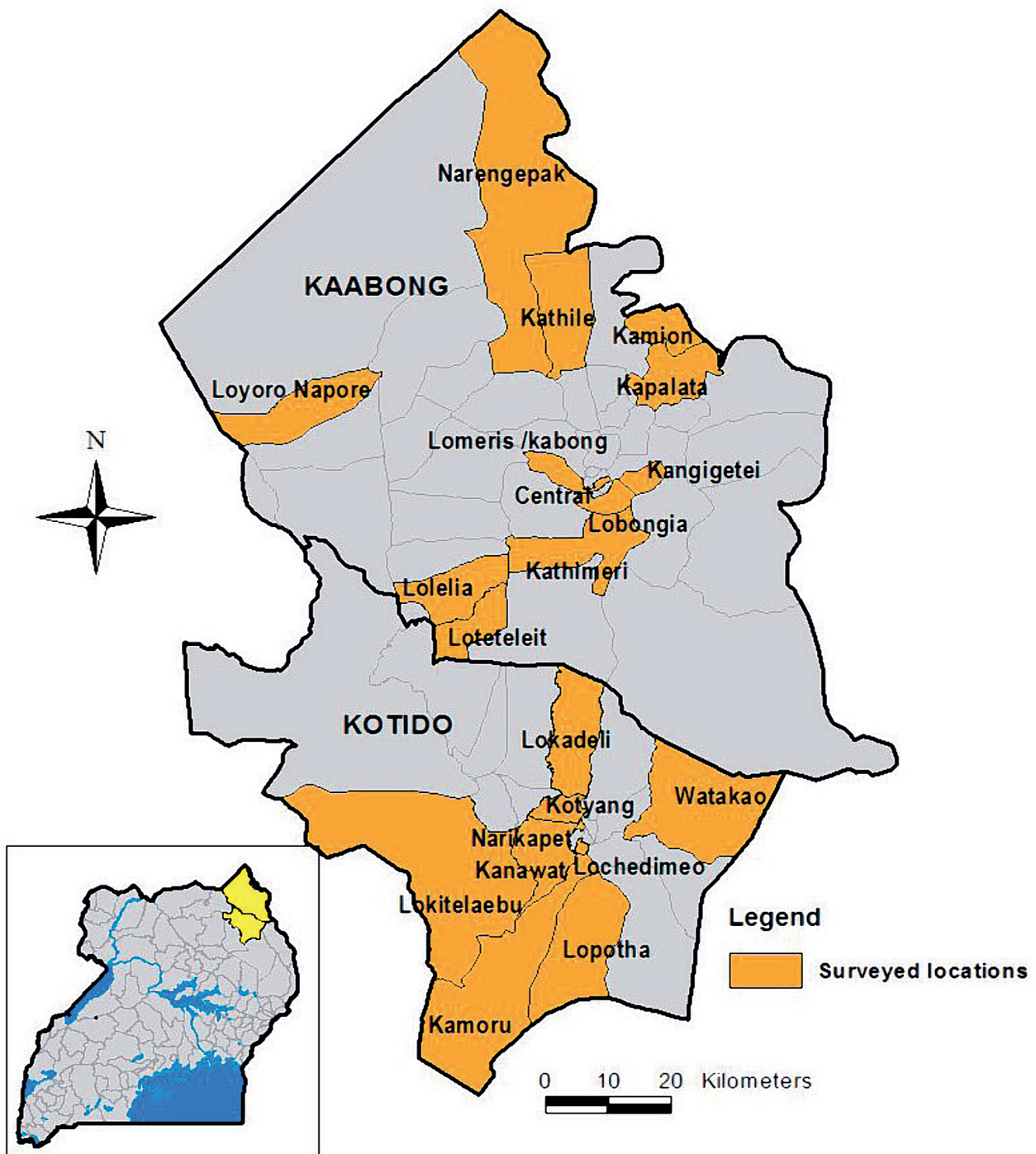


Table 1: FGDs and KIIs Undertaken for Kotido/Kaabong CoBRA Assessment

District	Parish	Population	Livelihood Zone	# FGDs	# KIIs
Kaabong	Kalapata	6,900	Pastoral	2	2
	Kathile	15,900	Agro-Pastoral	2	2
	Lolelia	10,000	Agro-Pastoral	2	2
	Loteteleit	9,800	Agro-Pastoral	2	2
	Loyoro Napore	7,700	Agriculture	2	2
	Narengepak	8,200	Agro-Pastoral	2	2
	Lomeris	13,200	Pastoral	2	2
	Lobongia	12,700	Pastoral	2	2
	Kamion	5,800	Agriculture	2	2
	Kathimeri	6,100	Pastoral	2	2
	Kaabong Central	3,000	Urban	2	2
	Kangigetei	New	Pastoral	2	2
	Kotido	Narikapet	3,700	Peri-Urban	2
Lokitelakebu		9,600	Peri-Urban	2	2
Lochedimeo		New	Agro-Pastoral	2	2
Kotyang		6,000	Agro-Pastoral	2	2
Kamoru		20,300	Agro-Pastoral	2	2
Loposa		21,400	Agro-Pastoral	2	2
Kanawat		17,300	Agro-pastoral	-	1
Kotido Central		2,800	Peri-Urban	-	1
Lokadeli		6,300	Agro-pastoral	-	2
Totals		186,700		36	40

Focus Group Discussions

FGDs are the main method via which CoBRA assessment data is collected. Typically, each FGD is attended by approximately 15 participants. As part of the facilitators' training programme, trainees (who are all local people) are asked to identify the most appropriate approach to FGDs, to ensure that all views on resilience are heard. Facilitators repeatedly recommended that FGDs should comprise separate groups of men (often separating older and younger), women and youth. Youth were generally agreed to be between the ages of 15-30.

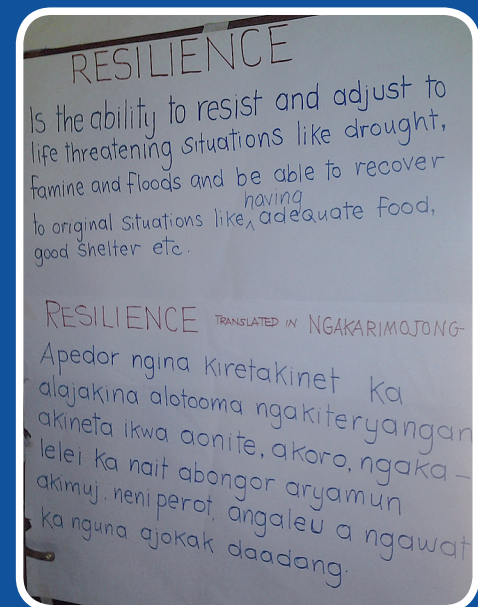
At the start of each FGD, facilitators were encouraged to spend some time explaining the purpose and rationale of the CoBRA assessment to the community participants. This issue was discussed in depth during the facilitators' training as the explanations are essential to manage participants' expectations that the FGDs would lead to some direct intervention or benefit. This is discussed further in the limitations section below.

Another critical issue, which was covered in detail in the facilitators training, was developing a consistent and locally understandable definition of resilience. Resilience is a highly technical term and a direct translation does not exist in most local languages. Consequently, facilitators were requested individually to translate the existing highly technical organisational definitions into plain local languages using terms and examples that ordinary people could easily understand. These contextualized descriptions or definitions of resilience were then refined jointly and translated back into English and the local languages. Box 1 outlines the typical 'plain English' resilience definitions that emerged during the training in Kotido. This exercise ensured that all facilitators were using similar terms and definitions when explaining resilience as a concept to FGD participants and key informants.

After completing the above-mentioned introductory session, the main FGD discussion proceeds by taking community participants through the following discussions:

- 1) The main crises or hazards affecting that community.
- 2) A set of outcome statements that describe what a 'resilient' community in their context would look like.
- 3) Prioritization of statements to identify those that are most important.
- 4) Scoring of the community's progress in attaining the priority statements by estimating the communities' attainment of these statements – in the current (ideally normal) and crisis periods.
- 5) The characteristics of those households already identified as 'resilient'.
- 6) Trends in resilience (whether the number of households considered resilient is increasing, decreasing or staying the same).
- 7) The recent factors/interventions that have improved resilience for some (or all) of the households to date.
- 8) Future or additional interventions participants feel would further build resilience.

Box 1: Definition of Resilience in Plain English and local language



Assessment team leaders and local facilitators jointly selected the FGD locations and composition in each site, using population data and reflecting a mix of the following criteria:

- **Livelihood zones** – i.e., pastoral, agro-pastoral and peri-urban, etc.
- **High and low intervention areas** – i.e., locations that were relatively well or poorly served by basic services, infrastructure and other interventions.
- **Age and gender** – FGD participants were selected to reflect a representative range of the population in terms of age and gender. The balance was agreed following discussions with the trainee facilitators (virtually all local) as part of the training.

Key Informant Interviews (KIIs)

In each location, one to four KIIs were undertaken with households considered to be resilient. FGD participants identified resilient households as part of the group discussion. In some cases, the households were also recommended through discussions with local chiefs or other senior local residents. The KII is a semi-structured interview that examines the following with the respondent:

- The composition, educational level and livelihood/economic activity of each member of the resilient household.
- The extent of the attainment of the FDG-identified characteristics of resilience.
- The factors, in addition to those raised by the FGD members, which have contributed to the households' resilience.
- Pathways to resilience, i.e., steps taken by the household to become resilient.
- Actions or strategies the household takes/took to cope with recent shocks and crises affecting that community.
- Those interventions and support that would best assist others in their community to achieve their overall resilient status.

2.3. Constraints and Limitations of Data Collection Process

Some of the constraints and challenges encountered during the implementation of the comprehensive CoBRA assessment in Kotido and Kaabong districts are listed below together with how they were addressed.

Reluctance to being "Resilient"

By its very nature, knowledge about wealth systems is sensitive, secretive and therefore a culturally guarded enterprise. The timing of the study coincided with the inflated food price and the elevated food insecurity in the area due to below normal crop performance⁴, accordingly, some focus group participants feared to be associated

4 World Food Programme and Food and Agriculture Organization of the United Nations (2013). Karamoja Rapid

with wealth and reluctant to be identified as resilient since such households are at times excluded from food assistance. Nevertheless, the facilitators managed to clear most doubts by organizing prior community mobilization exercises and **explaining** the purposes of the assessment to the participants.

Changing livelihoods

Situated in the green belt, livestock holdings in Kotido and Kaabong districts have generally reduced over the years mainly because of cattle raids, recurrent drought and livestock diseases. The introduction of ox ploughs has increased crop farming in terms of acreage and yields. Thus, some communities that used to be pastoral and have lost their livestock appear to have transited to crop farming, despite the climatic challenges. They have acquired ploughs and opened large crop gardens which made it difficult for the facilitators to identify the appropriate livelihood in some parishes. Consequently limited weight can be given to analysis of findings by livelihood zone as many 'pastoralists' are in reality now agro-pastoralists.

Rain and poor road infrastructure

Rain coupled with poor road infrastructure often restricted the mobility of the assessment team especially in Kaabong District during the exercise. Consequently, timings of some earlier mobilized and planned FGDs and KIIs were disrupted and needed to be rescheduled.

Gender representation

There was poor gender representation in the assessment team. Most of the local partners provided male participants. Out of 15 facilitators, there was only 1 woman and this presented a gender imbalance during the allocation of the tasks.

3. Findings

3.1. Introduction

This section reports on the summarized findings from the CoBRA field work conducted during the month of July 2013 in Kotido and Kaabong districts in Karamoja sub-region. Specifically, the findings are presented according to the following categories:

- What the main hazards or shocks facing the communities assessed (Section 3.2)?
- What are the characteristics of a resilient community (3.3)?
- To what extent has the community achieved those characteristics (3.4)?
- What does a resilient household look like (3.5)?
- What existing interventions contribute to household resilience (3.6)?
- What additional intervention would best build resilience (3.6)?
- Findings from Key Informant Interviews with resilient households (3.7).

3.2. Main hazards or shocks

Overall, drought and associated food shortage/malnutrition/famine was perceived by the FGDs as the most common hazards facing the districts and affecting the large proportion, if not all, of households in the communities. The recent drought of 2010-2011 was cited the most frequently and agreed upon as the main “crisis” period to be referred to for the CoBRA assessment. Other main hazards/crises that were reported included conflict (largely clan-based raiding of livestock) which have been impacted relatively in a smaller scale yet witnessed constantly in the past decade in different parishes. Flood was also reported as the key crisis which is lower in the number of populations affected but high in severity. To a limited extent, the communities also reported livestock/crop diseases, human diseases, animal-human conflict and wild fire as other noticeable hazards.

To large extent, in comparison to the above mentioned crises periods, the current conditions were seen by the communities as a “normal”. Some communities however considered the situations still “bad” due to the dry spell resulting in reduced crop yields and food shortage as well as some reported crop diseases.

3.3. Characteristics of a Resilient Community

FGD participants were asked to describe what they view as the characteristics of a resilient community. In the below sub-sections, the data is first presented for the entire set of respondents to give an overall picture of those statements most highly rated. The results are analysed further by category of respondent – gender/age, livelihood group, and level of intervention in the community are used to disaggregate findings and identify differences across groups.

3.3.1. Analysis – all respondents

FGD participants were asked to identify and rank statements used to describe a resilient community. Each FGD member was given 6 beans to rank the three most significant statements (3 beans for the first, 2 for the second and 1 for the third) in terms of priority for building resilience, and these bean scores were then totalled for each statement. For ease of comparison, the statements were grouped into the five sustainable livelihood framework (SLF) categories.

Table 2 lists the 14 most highly ranked statements used to describe a resilient community within each of the five SLF categories with the bean scores (note that many more statements were included in the ranking, but were given low scores and hence are not reported here). The full list of the statements identified by the communities with scores (and expanded statements) is available in Appendix 3. The table also lists the total scores for all the resilience characteristic statements identified by the FGD participants in each SLF category.

Table 2: Community Ranking by SLF Category

SLF Category	Resilience Statements (Bean scores)	Total Bean Scores per SLF Category
Social	Peace and security (411)	425
Financial	Productive Farms (762) Access to credit (341) Livestock herds(320) Employment (147) Diversified incomes generating activities (IGAs) (120)	1,868
Human	Education (586) Health – human (315) Food security (91)	1,006
Physical	Water for humans (284) Sanitation (127) Access to markets (120) Water for livestock (119)	891
Natural	None – very low scoring	17

Figure 2 shows the highest scored statements used to describe a resilient community by all FGD participants in the two districts in the order of bean scores. Figure 3 presents the total bean score under each of the five SLF categories.

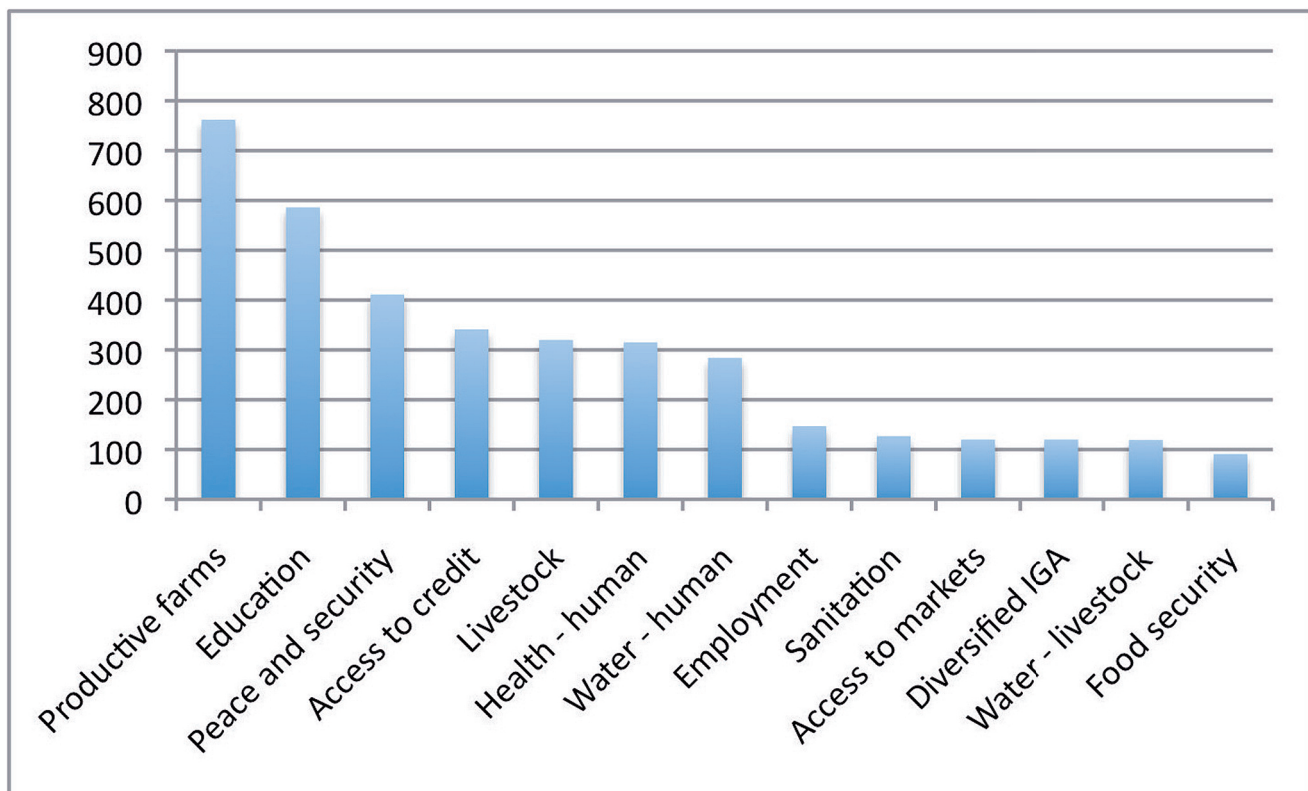


Figure 2: Priority Resilience Statements Scores – all respondent

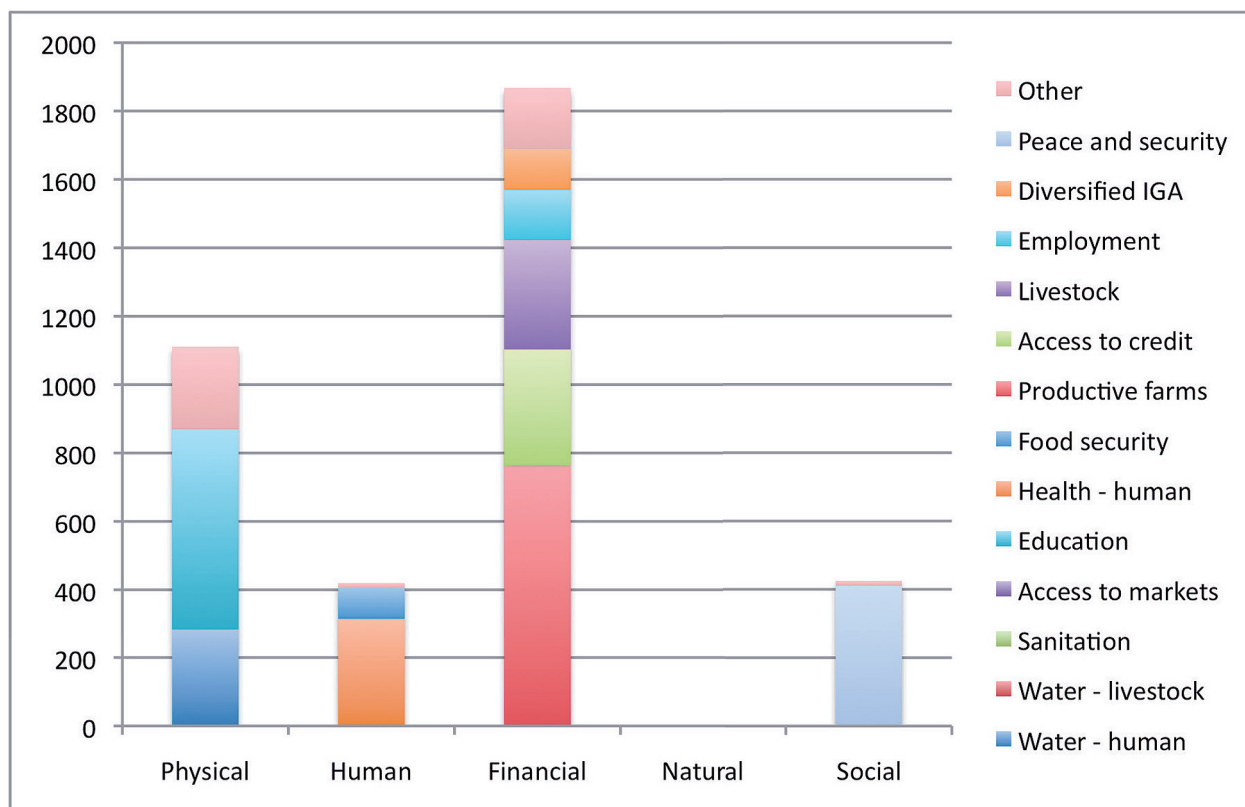


Figure 3: Priority Resilience Statements Score per SLF Category – all respondents

In terms of the statements, **productive farms**, **education**, and **peace and security** received the highest bean scores. In terms of the SLF categories, statements around financial capital and capacity rank most highly, followed by human, and physical. Social and natural categories received lower scores.

The follow-up assessment results review and validation meeting in October 2013 deliberated on these findings and confirmed that the **high ranking of productive farms** as the priority resilience characteristics represents the local reality. It reflects the ongoing diversification of livelihood options in the region, in particular the transition of the communities from pure pastoralism to agro-pastoralism or crop farming for increased food security. In the past, communities in Kotido and Kaabong districts used to put more emphasis on livestock rearing as their main source of livelihoods. However, the situation has been changing due to a number of challenges attributed to livestock sector such as outbreak of transboundary animal diseases such as Peste des Petits Ruminants, Contagious bovine pleuropneumonia, Contagious caprine pleuropneumonia, East coast fever and Brucellosis, which led to the loss of thousands of livestock.

Internal and external conflicts has led to the gradual shift of the communities in Kotido and Kaabong districts to crop production as the main source of livelihoods. With the recent realization of the peace and security in most parts of Karamoja, communities have also expanded settlement to the previously less cultivated areas, including, among others, Lobonya, Karwakol, Lolelia, Moruitit, Nyarkidi, Kottidany and Adual, for the purpose of expanding sedentary farming.

Furthermore, favourable climate patterns, as witnessed by more reliable and frequent rains in the last four years, has also contributed positively to the growing crop production in the green belt areas such as Kaabong and Kotido districts among other districts in Karamoja sub-region. These circumstances account for increased need for agricultural inputs such as improved seeds, drought-resilient plant species and management technology, fertilizers, etc., with which to improve food crop production and hence food security.

High ranking of education was also confirmed as the true representation of the community priority. Education is well understood as a means to provide the local populations with the increased opportunities for livelihood diversifications and better access to various basic services in the long run. This is particularly applicable in view of the shift of pastoralists to other economic activities.

With regard to the **low ranking of food security** in the priority resilience characteristics list, the participants shared the insights that food security is indirectly represented in the other characteristics. Communities consider that the attainments of the other key factors such as having enough productive farms, education, peace and security, health, natural resources, road, market, etc., contribute to overall food security. In other words, having all the above conditions in place could make them more food secure in the long run. In particular, food security depends largely on crop production and productivity. Nonetheless, a recommendation was made to analyse further the food-related community statements in order to better understand the local priorities in food security theme, e.g., access, availability, quality, etc.

3.3.2. Analysis by Gender and Age

The priority resilience statements were also analyzed by gender and age group – specifically women, men and youth (mixed gender) groups. The score allocated to each of the five SLF categories was taken as a percentage of the total bean score, and the results are represented in the bar chart in Figure 4 to demonstrate the differing priorities that men, women and youth place on resilience statements.

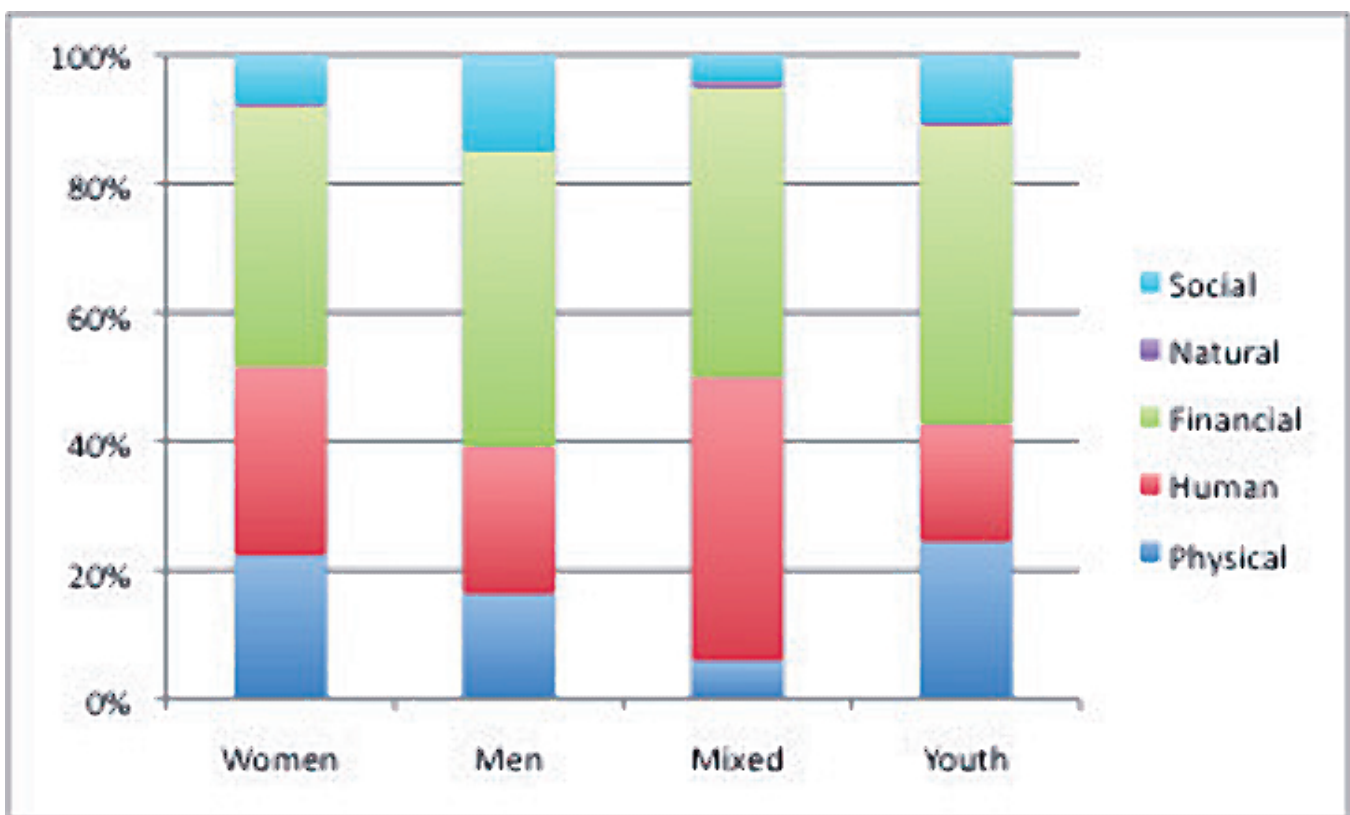


Figure 4: Priority Resilience Statements Score by gender/age group

Further to this, the most highly ranked resilience statements and their scores by gender/age group are presented in Table 3. It shows how highly both women and men rate **productive farms**. Men also rank **peace and security** in their top three, possibly reflecting the fact that men are primarily involved in herding and therefore much more likely to be affected by cattle rustling and tribal clashes. Youth rank **education** and **financial factors** highly. This possibly reflects aspirations that are less linked to pastoral and agricultural livelihoods.

Table 3: Most Highly Ranked Resilience Statements by Gender/Age

Gender/Age	Resilience Statements	Total Score
Women	Productive farms (254) Education (249) Livestock (112)	1,310
Men	Productive farms (142) Peace and security (124) Education (123)	899
Youth	Education (227) Access to markets (119) Access to credit (113)	1,798

The joint review and validation workshop in October 2013 provided the further insights on the results as follows:

Women

- **Productive farms:** This reflects the division of labour where women are involved more in farm work than men. In addition, women have greater access to and control of agriculture produce as they are responsible for feeding the family.
- **Education:** This is well understood among women as a long term characteristic of resilience, leading to better employment opportunities which supplement the entire household livelihoods.
- **Livestock:** Big numbers of livestock is still seen as critical coping strategy in the districts during disasters.

Men

- **Productive farms:** The risk associated with depending solely on livestock is high and the need for transforming and diversifying livelihoods have been strongly felt in the districts. Agricultural crop production is increasingly perceived as a direct source of livelihood both for domestic consumption and commercialization, as a result of the awareness raising campaigns undertaken by the government and NGOs, particularly in recognition of the favourable rainfall patterns.
- **Peace and security:** Men are traditionally fighters/warriors who are directly involved in raiding and fighting with other ethnic groups and in turn direct victims of insecurity, while women tend to remain home to take care of household items and children. In this context, men are better positioned to acknowledge the current relative peace and security in Kaabong and Kotido and stress the importance of maintaining the social stability as a driver for attaining all other characteristics of resilience.

Youth

- **Education:** The youth envisage a brighter future with higher education. It will provide them with alternatives to pastoralism, which may involve them in raiding and fighting. In particular, the educated youth in the districts are seen as role models and the agents of change. Awareness on the importance of education is also increasing with the support of the government and other partners. Additionally, there is a shift from old culture and tradition to modern ways of life in Karamoja. For example, since the independence in 1962, Karamoja has never been with electricity but in May 2013, electricity was brought to Moroto with great impact in the lives of many Karamojong.
- **Access to markets:** Youth are more proactive in commercialization.
- **Access to credit:** Credit is a benchmark for increased commercialization.

3.3.3. Analysis by Livelihood Group

The analysis of resilience statements was also done for a range of livelihood groups – namely, agro-pastoral, pastoral and peri-urban. Figure 5 illustrates the differences in bean score allocation per the five SLF categories among the three livelihood groups.

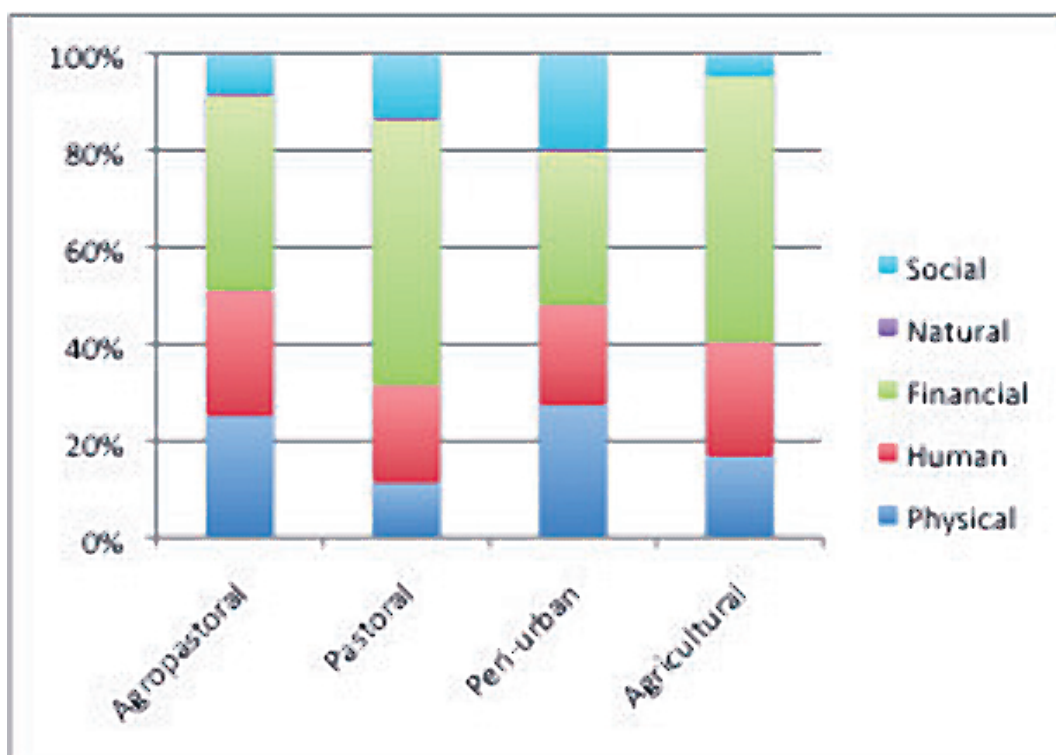


Figure 5: Priority Resilience Statements Score by livelihood group

Further to this, the most highly ranked resilience statements by livelihood groups are presented in Table 4.

Table 4: Most Highly Ranked Resilience Statements by Livelihood Groups

Livelihoods	Resilience Statements	Total Score
Agropastoral	Productive Farms (452) Education (346) Health – human (207)	2,411
Pastoral	Productive herds (200) Livestock (156) Peace and security (120)	996
Agricultural	Productive farms (67) Access to credit (61) Education (49)	400
Peri-urban	Peace and security (78) Education (76) Access to credit (49)	400

The data suggests the following:

- Pastoral and agricultural groups place a far greater weight on **financial characteristics**, whereas peri-urban and agro-pastoral groups place a higher weighting on **physical characteristics** of resilience.
- Agropastoral, pastoral and agricultural groups all rank **productive farms** as the most important characteristic of resilience, whereas peri-urban households focus on **peace and security**,. It is interesting to note that agricultural and peri-urban households rank **access to credit** as the second most important characteristic of resilience respectively, while this does not come up with the other groups.

3.3.4. Analysis by Intervention Level

Based on the consultations with the local CoBRA assessment team and government line departments, was used to map accessibility to/presence of the following basic services and interventions were mapped out in all the surveyed parishes in Kotido and Kaabong districts:

- Number and level of education facilities
- Police, prisons, army barracks
- Number and level of health facilities
- Tarmac road
- Other main road
- Well-functioning livestock market
- Water supply
- Savings and credit programmes
- Cash transfers
- Mobile money services
- Banks / banking services
- Mobile phone coverage

Those interventions that are universally provided in all the parishes, e.g. food aid, or provided only at very low scale, e.g. less than 500 beneficiaries, were excluded from this mapping exercise. The parishes were then divided into three even groups:

- The bottom third parishes representing low intervention areas where up to 4 categories of interventions are implemented.
- The middle third parishes representing medium intervention areas where 5 categories of interventions are implemented.
- The top third parishes representing high intervention areas where 6 or more categories of interventions are implemented.

Figure 6 shows the differences in bean score allocation per the five SLF categories among the three location groups with different services/intervention levels.

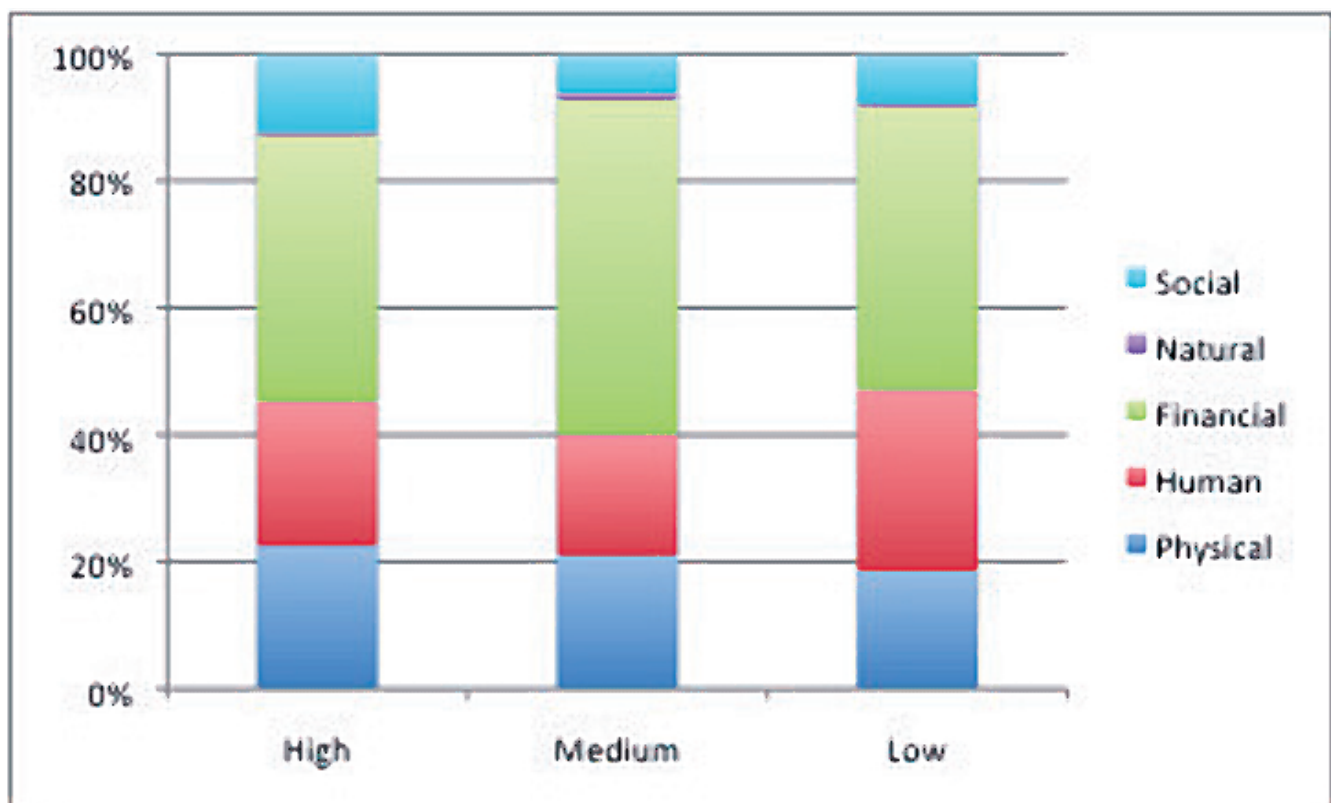


Figure 6: Priority Resilience Statements Score by level of intervention

Further to this, the most highly ranked resilience statements by group are presented in Table 5.

Table 5: Most Highly Ranked Resilience Statements by Intervention Level

Livelihoods	Resilience Statements	Total Score
High	Productive farms (433) Education (332) Health – human (291)	2,406
Medium	Productive farms (123) Education (77) Livestock (77)	1,202
Low	Productive farms (206) Education (176) Health – human (121)	599

The data suggests the following:

- All three groups consistently place the greatest emphasis on **financial characteristics** of resilience.
- The weightings are more or less consistent across intervention groups, though low intervention areas tend to place a greater emphasis on **human characteristics** of resilience than medium and high intervention groups.
- While all three groups rank **productive farms** and **education** as their top characteristics of resilience, high and low intervention groups ranked **human health** in the top three, while medium intervention groups ranked **livestock**.

3.4. To What Extent has the Community Achieved those Characteristics?

Focus group participants were asked to score the extent to which they had achieved their priority characteristics of resilience. They were asked to score each statement twice; firstly for the current period (agreed to be a normal period) and secondly for the last significant crisis period (almost universally identified as the drought period of 2010-11).

Figure 7 shows a spider diagram with several rings. The outer ring represents a perfect or ideal score for all statements in that SLF category. The blue band shows the average attainment of communities of those characteristics in the current period, and the red line represents the last crisis period. The scores are ranked on a scale from 0 to 10, with 10 being perfect attainment of that characteristic (e.g. the entire community has access to sufficient, good quality water at all times during a calendar year), and 0 being no attainment (e.g. no one in the community has access to sufficient, good quality water at all times of the calendar year).

As with the previous section, in the below sub-sections, the findings are presented first for all respondents and then disaggregated by specific livelihood groups. In this section, the analysis by gender is not included. This is because FGDs were asked to rank the attainment of the resilience characteristic statements for the entire community, and therefore any differences between men and women in the same community would be based on perceptions.

3.4.1. Analysis – all respondents

Table 6 presents the scores by SLF category for the top ranked characteristics of resilience. Figure 7 illustrates the spider diagram of perceived resilience characteristics attainment rates per each SLF category. Overall in a normal period, community members rank their attainment of characteristics of resilience on average 4.8 out of 10, as opposed to 1.9 during the crisis period. Clearly, figures should be viewed with some caution, as these scores represent community **perceptions** around attainment with no statistical significance, and could be over or understating reality.

Social characteristics of resilience have the highest score (7.1). In other words, communities ranked social characteristics as the area where they have the greatest degree of attainment of resilience. This category was

dominated by responses in relation to **peace and security**, and the high ranking is because these communities have benefited from the recent period of much higher social stability and safety. However, these scores could quickly deteriorate if the current security situation deteriorates.

Table 6: Community Attainment of Resilience Characteristics – Top Ranked Statements

SLF Category	Statement	Current Period Rank (July 2013)	Crisis Period Rank (2010-2011 Drought)
Overall Average		4.8	1.9
Financial	Productive farms	4.6	2.3
	Access to credit	3.7	1.3
	Livestock	3.6	3.8
	Employment	4.0	1.3
	Diversified IGAs	4.9	2.4
Human	Education	5.6	2.2
	Health – human	4.7	2.0
	Food security	4.2	2.4
Physical	Water for humans	4.6	1.4
	Water for livestock	5.2	1.6
	Sanitation	5.1	1.6
	Access to markets	5.2	2.3
Social	Peace and security	7.1	2.2

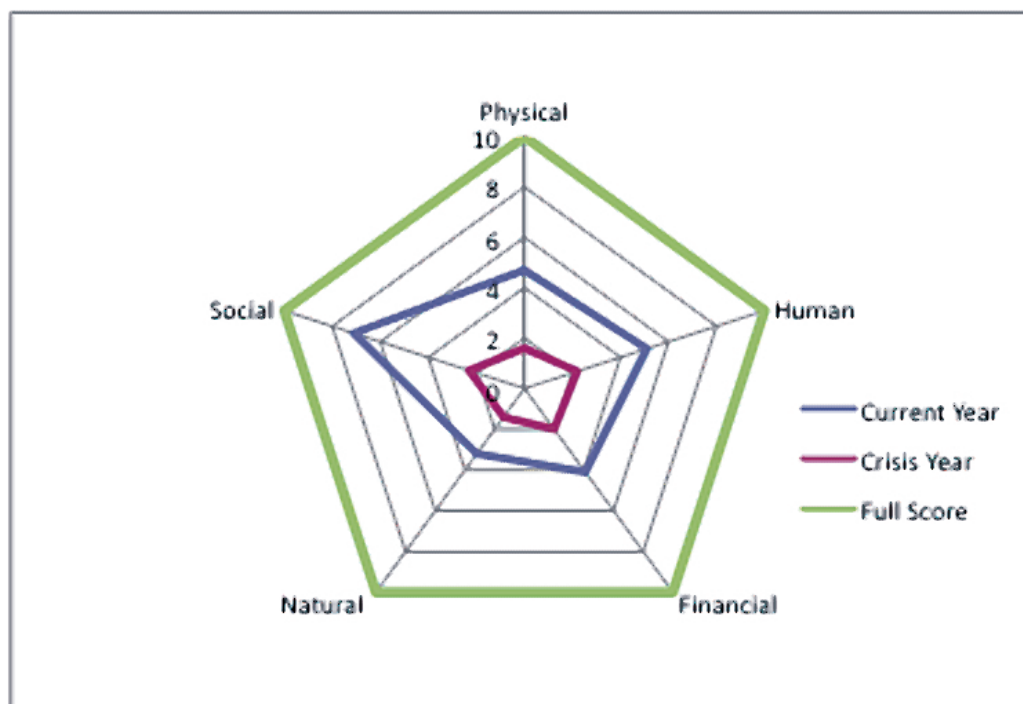


Figure 7: Community Attainment of Resilience Characteristics – all respondents (Score 0 to 10)

On the whole, there are distinct differences in the resilience characteristics attainment scores between current (perceived to be normal) and crisis (2010-2011 drought) periods, indicating that the communities are highly vulnerable to shocks. In particular, the dynamic nature of 2010-2011 drought, which was characterized not only by severe rainfall deficits but also by occasional flash floods and sporadic ethnic clashes, etc., may partially account for the large gaps. The scores may also reflect the need for more timely disaster response support in the districts at the onset of the climatic hazard before the impacts of shocks are transmitted to various volatile resilience characteristics.

After **peace and security**, the characteristics most affected by shocks are **water for livestock, sanitation, education** and **markets**. Drought clearly affects the availability of water for livestock; however sanitation and markets are often more highly affected by floods. Education (scores reflect school attendance) can be affected by all shocks, including price inflation, which reduces households' abilities to meet education fees and other costs.

The characteristics that are least affected by shocks are **livestock herds, food security, diversified IGAs, employment** and **health**. While some of these characteristics may be less weather dependent, the chronically low attainment rates both in normal and crisis periods may imply the need for long-term development support to improve the overall fulfilments of these characteristics in the districts in the future. For instance, livestock herds are now significantly smaller than before with a herd of more than 10 cattle considered large in the area. This leaves little room for mass livestock loss in a drought. Similarly food insecurity is a reflection of chronically low agricultural production and incomes.

The joint review and validation meeting in October 2013 confirmed the accuracy of the current high attainment rate of **peace and security** resilience characteristics (i.e., score 7.1 overall), with the notion that in some areas the perception could be higher. Security deployment with police presence almost in every sub-county and Uganda Peoples' Defense Forces (UPDF) patrolling roads and borders has contributed tremendously to the improved security situation in Karamoja, hence a clear justification for the score. Effective community mobilization led by politicians, local authority and partners for conflict resolutions and peace building was also highlighted as the important driver for the peace. The International Day of Peace was commemorated on 21 September 2013 in Moroto. Former warriors are now engaged in other alternative IGAs, such as bricks making, food for work, cash for work, quarry, apiary and charcoal business, among others.

As for the attainment of **productive farms** characteristics, the concern was raised by the participants regarding the score attained. The participants stressed the need to analyse the scores carefully noting the possibility of bias or dependency syndrome among the respondents, particularly in view of the overwhelming amount of agricultural

support provided to these communities by the government and non-governmental actors such as OPM, the National Agricultural Advisory Services and the Northern Uganda Social Action Fund.

Meanwhile, the participants presented the varied views on the **education** characteristics attainment rates: some noted the increased presence of education facilities all over the districts, while the others pointed out the low education quality such as inadequate teacher-student ratio. Further analysis may be required on what basis the attainment rate should be measured, i.e., access, retention or completion rate.

As for the unique rating of the **livestock** characteristics between normal/current and crisis periods, the comments were made that the increased access to markets created through improved peace and security in the recent past (i.e., normal period) might have encouraged the pastoralists to shift from livestock based livelihoods to other income generating activities, such as agriculture. Such a shift has led to decreased number of livestock overall, hence diminished supply/demand in livestock sector.

Table 7 aggregates the scores by livelihood groups and intervention levels. While it clearly masks differences between SLF categories, it is useful to provide an overall indicator of where different community groups see themselves as per their livelihood activities and locations.

Table 7: Aggregate Resilience Scores (out of a total score of 10)

	Current Year Rank	Crisis Year
All groups	4.8	1.9
Livelihood Groups		
Agro-pastoral	5.3	2.1
Pastoral	3.9	1.6
Peri-urban	5.7	2.1
Agricultural	3.2	0.9
Intervention Level		
High	5.0	1.5
Medium	4.7	2.2
Low	4.6	2.9

Results by livelihood group show some important differences:

- **Peri-urban groups** rank their resilience characteristics most highly (5.7). **Agro-pastoral groups** also gave their resilience a relatively high score in normal periods (5.3) whereas purely **pastoral** or **agricultural** groups rank their resilience much lower even during the “normal” period at 3.9 and 3.2 respectively.

When the scores are disaggregated by the level of services and interventions, **high intervention areas** rank their level of attainment of resilience characteristics more highly than **medium** and **low intervention areas**, though only by a slim margin.

The joint review and validation meeting deliberated on the gaps in resilience scores between agro-pastoral/peri-urban (higher) and pastoral/agricultural (lower) livelihood groups. The participants’ insights are as follows:

Agro-pastoral

- Present favourable climate in Karamoja has improved on food production. Food crisis has been a huge challenge in the sub-region because of drought and insecurity. Food security in Karamoja has a direct link to building resilience.
- The government policy places a strategic focus on crop production. Under this framework, agro-pastoralists are the main recipients of the ongoing increasing support from the government and other partners in Kotido and Kaabong districts as part of the transition from the former pure pastoral practices to more diversified livelihoods. They also largely benefit from free and subsidized farm inputs.
- Improved animal health through vaccination and disease control has been instrumental in Karamoja

sub-region. In addition, restocking interventions have been led by the OPM through Ministry of Karamoja Affairs. Initiatives such as Peace Recovery and Development Plan, Second Northern Uganda Social Action Fund Project, Karamoja Integrated Development Programme and Karamoja Livelihoods Programme by other partners have also improved livelihoods status in Kotido and Kaabong districts.

Peri-urban

- Exploration of alternative livelihoods and diversification of income sources in peri-urban areas was strongly mentioned to be responsible for the high scoring by this livelihood group.
- Better access to basic services such as health centers, schools, transport and markets, relevant information related livelihoods opportunities and various supporting interventions such as credit services like the Village and Saving Loan Association might also account for the positive outlook.

Pastoral

- Limited opportunity for livelihoods expansion through pastoralism in the districts was indicated to be an explanation for the low rating.

3.5. What does a resilient household look like?

Focus group participants were asked to describe the characteristics of households that are more resilient compared to others, i.e., the households that have already attained many (or all) of the resilience statements prioritised. Five characteristics of a resilient household were cited consistently by focus groups:

- *Households with a large herd size (26 out of 36 groups mentioned);*
- *Households earning a certain level of income (19 out of 36 counts);*
- *Households with a large farm (18 out of 36 counts);*
- *Households that have a business or income generating activity (16 out of 36 counts); and*
- *Households in which a member has employment / wage labour (10 out of 36counts).*

Focus groups were asked whether resilient households are increasing, decreasing or staying the same. The findings are presented in Table 8 for the whole group as well as disaggregated by gender/age, livelihood groups and intervention level. It should be noted that the disaggregation is based on a small sample size and therefore should be viewed with this in mind.

Table 8: Is Resilience Increasing, Decreasing, or Staying the Same?

	Increasing	Decreasing	Staying the Same
All respondents	52%	31%	17%
Gender/Age			
Women	62%	23%	15%
Men	40%	40%	20%
Youth	47%	35%	18%
Livelihood Groups			
Agricultural	50%	50%	0%
Agro-pastoral	67%	13%	21%
Pastoral	10%	70%	20%
Peri-urban	75%	25%	0%
Intervention Level			
High	54%	33%	13%
Medium	50%	33%	17%
Low	50%	25%	25%

Overall, 52 percent of the respondents mentioned that their resilience is increasing. Women were more likely to say that resilience is increasing (62 percent) than men and youth.

Peri-urban groups, who ranked their resilience scores the highest, were also the most likely to say that resilience is increasing (75 percent). This is probably because urban dwellers are more likely to benefit from access to employment, markets and IGAs, which are all considered as key characteristics of a resilient household.

Agro-pastoral households, who also scored their resilience relatively highly, were more likely to say that resilience is increasing as well (67 percent). Opinions of agricultural households were divided, whereas pastoral groups were much more likely to say that resilience was decreasing. Pastoralist’s pessimism is possibly due to the significant decline in herd sizes in the last decade, which has undermined the social and financial status that pastoralists once had in Kotido and Kaabong districts.

When disaggregated by intervention group, all groups reported similar findings, with more or less half the group reporting that resilience is increasing.

3.6. What existing interventions contribute to household resilience?

Communities were asked to list all the services and interventions they had benefited from in the last two to five years. A reasonably wide range of interventions was mentioned, which fall into the following categories: i.e., water, education, livestock inputs, agricultural inputs, income generating measures, peace and security measures, roads and environmental improvement. From this long list, each community (through FGDs) was asked to identify jointly the **three current or previous interventions** that had been most beneficial in building their resilience and explain why. Table 9 shows that, of existing interventions, those relating to water, education and health, agricultural inputs, and access to credit were prioritised most regularly.

Table 9: Resilience Building Interventions - Ranking

Type of Intervention	Currently / recently provided	Further or future provision	Total score
Water Water source improvement or improved storage capacity	22	11	33
Education Bursaries, scholarships or construction / refurbishment of school facilities including boarding facilities	19	14	33
Health Improvements to health services, staffing or facilities	19	10	29
Agricultural Inputs Irrigation, greenhouses, oxen, agricultural extension services etc	15	10	25
Access to Credit Particularly village saving and loan schemes	4	14	18

Groups were also asked to list the **three further or additional interventions** they consider would best build their resilience. Many communities restated similar interventions to those mentioned in the first list with the justification that the current provision or scale of intervention is far too limited and should be expanded. The highest scoring interventions are summarised in Table 9 as well.

The repeated and clear priority was given to **water** and **education** interventions, reflecting the high ranking given to these factors as characteristics of resilience by all FGDs. **Water interventions** were prioritised by all livelihood groups given their direct impacts particularly on improving food security and livelihoods. **Education** was seen as a benefit in itself and would lead to improved life chances, i.e., employment in the future. Scholarships and bursaries were seen as essential to help poorer children to access education facilities.

Access to credit, specifically village savings and loans schemes, was also frequently cited, because it opens up the ability of households to access money that can be used to start businesses, and also to buy necessities in

hardship times.

There were no distinct differences in ranking when disaggregated by age/gender, livelihood group or intervention level.

3.7. Key Informant Interviews (KIIs)

A total of 40 KIIs were undertaken with members of households identified as 'resilient'. Between one and three KIIs were undertaken in each sampled parish. KIIs examined the following four areas:

- Composition and characteristics of the household
- Pathways to resilience
- Ability to cope with recent shocks and hazards
- Priority Interventions recommended by resilient households

3.7.1. Composition and Characteristics of Resilient Households

The KII record sheet listed the age, gender, education level and economic activity of all members of the resilient household interviewed.

The resilient households varied in size from 1 to 13 members with an average of 6.2 members which is typical for the area.⁵ The ratio of children to adult members was virtually equal with an average of 3.2 adults and 3.0 children. Households with a higher proportion of adults have more productive labour available, which may a significant factor in their increased prosperity.

The vast majority of households interviewed (65.8 percent) had members that had completed primary education and 34.3 percent had members who had completed secondary or tertiary education. From the Government statistics that the literacy rate in [Karamoja/Kotido] is limited to 21 percent⁶, it would seem that resilient households are still significantly more highly educated than the average.

All 40 KII respondents had household members engaged in one or more of the following:

- business or petty trade (32)
- agriculture (31)
- waged employment or casual labour (21)
- raising livestock (16)

Most households interviewed (38 out of 40 or 95 percent) mentioned a livestock⁷ and/or agricultural income source; however only 1 resilient household interviewed relied exclusively on agricultural income with a combination of large herd size and large land holding. No resilient household interviewed survived on solely on agricultural or pastoral production alone.

All other (39/40 or 98 percent) resilient households reported multiple income sources. Business activities, including grain and livestock trading were mentioned by 32 (80 percent) households. The majority of these households (26/32) mentioned more than one business activity. A wide range of business activities were mentioned as listed below:

- Brewing (20)
- Grain trading (8)
- Shop or retail business (8)
- Livestock trading (7)
- Charcoal or firewood (6)
- Rental of property or land (5)
- Rental of ox or other farm equipment (5)
- Brick production (4)
- Other (9)

None of the 21 household reporting a wage income relied solely on this income. Two households also cited

5 OPM (2011). Karamoja Integrated Disarmament and Development Programme Report.

6 Uganda Bureau of Statistics (2012).

7 Some households mentioned trading in animals but it was not totally clear from the data if that also meant they also produced or held livestock.

remittances from family in employment living elsewhere. Most wage earners were either government employees (e.g., local councilors, teachers or community workers) or involved in casual labour. Gold mining was the most frequently mentioned casual employment. Most of these wages would be low and insufficient to support families alone hence the continued reliance on business and agricultural income streams.

It is clear that the diversification of income sources is a key strategy for resilient households. Multiple small business incomes, in addition to agricultural or pastoral production, are the most common model adopted by the resilient households.

3.7.2. Pathways to Resilience

Most respondents stated that they had always been resilient. It seems that the income generated from the multiple sources mentioned was the key factor in them being deemed resilient. Trading in cereals and livestock, i.e., buying when prices were low and selling when they rose, seems a very common route to raising the capital required for another business activity such as brewing or petty trading. Four households mentioned use of their own savings (often as part of self-help/credit groups) and two cited inheritance or dowry payments as enabling them to expand herds or invest in business activities.

3.7.3. Ability to Cope with Recent Shocks and Hazards

The types and nature of hazards affecting the KII households varied. Some mentioned drought whilst others referred to floods. The most commonly stated response was their ability to rely on business or wage incomes not affected by these natural hazard shocks. Some indicated temporary measures such as charcoal burning and employment in gold mines (out of the area) as the common coping strategies only used at times of the year or when agricultural production was poor.

Three households reported that they stockpiled food and/or reduced consumption/expenditure. One household mentioned a cash transfer from an NGO. Otherwise no other external interventions were mentioned.

3.7.4. Priority Interventions

Key informants were asked for the three most important interventions to improve their communities' resilience. Interestingly, the same five intervention areas emerged for the key informants as for the FGD groups. The priorities were slightly different.

Interventions relating to **agricultural inputs** (24 responses) rated most highly. These included a range of specific actions such as the distribution of oxen and drought resistant seeds, grain stores, agricultural tools and capacity building. The importance of expanding **agricultural production** and hence improving both food security and income is clearly a high priority for this group.

Education (23 responses) interventions were also equally highly ranked. FGD groups also ranked this second. Bursaries and scholarships for secondary or tertiary education accounted for nearly half of the responses. Two responses specified nursery education and one adult education. Education was always justified as an investment in the future and increased chance of employment opportunities.

The expansion of **savings and credit** groups and business training opportunities (11 respondents) were also widely cited. This was seen as essential not only to raise capital for business activities that would increase incomes but also to pay for household expenditures such as school fees. The higher priority given to accessing credit amongst this group is unsurprising given so many are involved in business and trading activities. **Water** (11 respondents) interventions were also frequently cited for a range of health, food security and irrigation reasons.

Other interventions mentioned by more than five respondents included **health** (8) and **security** (5).

4. Summary of Feedback from the CoBRA Findings Joint Review Workshops at Local and National Levels

The findings presented above were presented as part of a feedback session with local stakeholders some months after the assessment. This consultation was undertaken with the community representatives in Kotido on the 29th October and the local government and non-governmental technical stakeholders in Moroto on the 31st October. Furthermore, the findings were discussed at the National Workshop on Enhancing Community Resilience: Learning from the CoBRA, which was convened jointly by OPM and UNDP on 28th November 2013 in Kampala, Uganda (Please see Appendix 4 for the list of the participants to the national workshop).

The main feedback points on the data presented are included here, to help add understanding and context to the findings.

The participants felt that the ranked resilience characteristics resonated with the reality in these communities where the data was collected. Generally speaking, there were no surprises and both the community representatives and technical stakeholders confirmed that the statements prioritized by the communities were what they expected. The increasing number of government and development partners support in the districts contributed to the amelioration of the local living conditions, which can be measured by the reduced human and animal mortality rates and improved health/nutrition situations. It was also noted by the participants that service delivery has improved in Karamoja sub-region generally. For example, there have been the permanent presences of police in almost every sub-county, health and education facilities and veterinary services, which lead to more agriculture and other livelihoods activities. It is important to note that even during the validation workshops both in Kotido and Moroto, there were security officers who were actively involved in the deliberations.

In particular, the assessment elaborated the local contexts very clearly including the ongoing transitions and transformations in the districts from livestock-based to crop farming-based livelihoods. The participants stressed the importance of 1) maintaining the deliveries of basic services continuously both in normal and crisis period; and 2) creating the enabling environment for overall resilience building through the provisions of technical, technological and mechanical/infrastructure support.

The participants also felt that several characteristics were missing/under-prioritized. Some of the key observations and comments made to the priority characteristics and their attainment rates are as follows:

- *Natural Resource Management* (NRM) to protect the critical asset bases on which the local livelihoods largely depend. Natural resources are often misused for short-term economic profits, e.g. charcoal burning, particularly during the crisis periods with reduced income and production without the due consideration on long-term consequences. Natural resources were not captured and prioritized clearly by the communities during the assessment because of difficulty in tracing the link to resilience. The meetings also commented that the community might have incorporated the issue of natural resources including land, water, soil, forest/trees pasture, etc., in the economic, human, physical and social categories rather than environment.
- *Productive pastoralism* with the emphasis on the need for continuous support towards fodder production and livestock health. Kotido and Kaabong districts still host a large number of pastoral populations and nomadic way of living still prevails in the Karamoja sub-region. A balanced support is hence critical both in livestock and agricultural sectors for the improvements in land utilization and food production. For example, there have been inadequate vaccination services in the villages by veterinary department and thus enhanced focus must be placed on animal treatment.
- *Road access* to farm lands, for example Kopor farm land-Kacheri Sub-county in Kotido District. This is meant to facilitate market access, transportation of goods and access to farm land.
- *Land* related issues such as land ownership, including both formal tenure and customary systems, particularly in light of the current shift in the communities to open up land for agriculture. Stronger focus may also be needed on other infrastructure such as electricity and dams, etc.
- *Employment*, which is particularly linked with the youth population. After acquiring education, the next thing they think of is gainful employment to meet their livelihoods and be resilient.

The participants also agreed with the resilience building measures cited. The participants highlighted the importance of incorporating the results into the district development plan for Karamoja as the represented views of the communities.

Importantly, the participants felt that the characteristics of a resilient household, i.e., employment, income generating activities, and large herd size, were accurate, and no particular comments were made.

Participants highlighted the following specific recommendations related to building resilience:

- **Coordination:** There are many agencies supporting activities of disaster risk reduction and resilience in Karamoja, but their interventions are not being coordinated. This has caused duplication of services and less value for money to ameliorate the conditions of the population at-risk in Karamoja. There is need for government from top to bottom to revamp the aspect of coordination at part of the planning and programming process.
- **NRM:** It was felt that the management of natural resources should be included in the ranking and category of resilience building interventions. Limited focus on NRM by the communities may be due to the indirect representation of the issues through other resilience characteristics or the limited awareness of the communities on the role of NRM for the attainment of other resilience characteristics and the overall resilience objectives. As it was mentioned several times in the report, communities in Karamoja are involved in mineral mining such as gold. They also use pasture and trees for charcoal burning on a daily basis and all these are linked to NRM.
- **Continuous assessment:** Need for continuous assessment and monitoring of priority resilience characteristics/indicators is yet another vital recommendation from the validation workshop in Kotido and Kaabong districts. Recommendation was also made to verify further the resilient characteristics and their attainment rates, for example, vis-à-vis other existing quantitative data sets.

The meetings also came up with the recommended way forward for CoBRA:

- **Conduct further analysis on CoBRA methodology and findings:** An in-depth analysis of the CoBRA findings should be undertaken for each of the two surveyed districts to produce more contextualized policy and practice recommendations. This exercise can be led by the Government together with the academic institutions and other interested development/humanitarian agencies. The careful analysis of the assessment can also help address some of the remaining research questions on the CoBRA methodology and provide critical inputs on how the tool can be refined further.
- **Utilize CoBRA recommendations:** The government and other development/humanitarian partners should consider incorporating the CoBRA findings and recommendations into the planning and programming modalities not only at local but also at national level including the Vision 2040. The process of mainstreaming the CoBRA findings should be guided by the National Development Authority as the main government planning unit. National Platform for Disaster Risk Reduction (DRR) could continuously provide technical backstopping support to the process.
- **Complement other DRR works and resilience measurement tools:** CoBRA findings are expected to inform various ongoing DRR and climate change adaptation (CCA) related works in the country. Today many agencies are undertaking critical DRR and CCA interventions, yet they are often not coordinated and thus result in the duplication of services. Multi-agency and multi-sector nature of the CoBRA helps bridge this gap and enhances the local coordination among DRR/CCA interventions under the common visions and understandings of resilience. Further efforts should be made in linking the CoBRA tool to other DRR/CCA related tools, including the existing resilience assessment/analysis related initiatives. These may include, among others the Regional Analysis Unit jointly implemented by FAO, WFP and UNICEF in support of the IGAD Drought Disaster Resilience and Sustainability Initiative.
- **Develop a rollout strategy:** Sustainability of COBRA as a tool was noted as a concern by participants to be addressed. UNDP, Government and other UN/NGO partners should work more closely to explore opportunities to roll out the CoBRA methodology in other drought affected districts in Karamoja and beyond. The assessments should be implemented hand in hand with the ongoing livelihood zone updating exercise in the sub-region led by the OPM and the FAO.
- **Incorporate the missing resilience characteristics:** NRM was repeatedly mentioned as a missing characteristic to be incorporated. Deforestation, mineral mining and bush burning are common destructive and unsustainable practices observed in Karamoja, deteriorating the local ecosystems health. In addition, the recommendations were made to look closely at various community assets derived from pastoralism and crop farming and assess how they contribute to overall resilience building in Kotido and Kaabong districts.

5. Conclusions and Recommendations

4.1. Conclusions

Some of the key findings from the FGDs:

- The top five statements repeatedly used to describe a resilient community by FGD participants in Kotido and Kaabong were **productive farms (bean score 762), education (586), peace and security (411), access to credit (341), and livestock herds (320)**. The extremely high ranking of productive farms may reflect the recent shift in the area away from pastoralism to more settled agricultural and agro-pastoral lifestyles. The community clearly feel a lack of knowledge, skills, tools and equipment in this area.
- **Productive farms are highly ranked by** women, possibly reflecting their primary role as farmers. Men on the other hand rank peace and security higher as men are primarily involved in herding and therefore much more likely to be affected by cattle rustling and tribal clashes. Youth rank education and financial factors highly. This possibly reflects aspirations that are less linked to pastoral and agricultural livelihoods.
- When asked to describe the specific characteristics of resilient households within their community, FGD participants consistently focused on income and assets. **Resilient households were described as having one or a combination/ multiple sources of income generating / business activities, access to employment or a large herd and/or farm size**. Critically, it is the diversity of these income and asset sources that is the critical factor – allowing households to spread risk against a range of crises and shocks.
- This was consistent with the KIIs with resilient households, where access to multiple incomes was cited as the primary reason why they were resilient. **Access to education and credit were consistently described as the direct means to achieve higher income and larger assets and hence key driving factors to reach a resilient status**.
- Overall, the focus groups considered that they were half way to attaining most of the highly rated resilience characteristics, with **an overall resilience score of 4.8 out 10**. However resilience scores were perceived to drop significantly during crisis periods to an average of 1.9 out of 10, showing the high vulnerability of the to drought shocks. Access to credit and sustainable livestock herds were the characteristics showing the lowest levels of attainment in normal periods whilst water for both humans and livestock were scored lowest during crisis periods.
- **Urban and agro-pastoral groups score themselves as the most resilient relative to other groups** (5.7 and 5.3 respectively in the current period). The majority of these groups (75 percent and 67 percent respectively) also believe that the number of resilient households is increasing. Overall groups were optimistic with 52 percent agreeing that resilient households were growing. Women were more optimistic than men or youth.
- There is significant overlap between the interventions that are most highly rated in helping to build resilience and the most highly rated characteristics of resilience. **Education, agricultural inputs and access to credit** were three of the top five highly rated interventions. Water and health were also highly rated as interventions but not so highly rated as resilience characteristics. Interestingly, peace and security interventions were not rated, despite peace emerging as one of the key resilience characteristic. Resilient households cite similar priority interventions with higher priority given to agricultural inputs and savings and credit.

4.2. Recommendations

The high priority given to a relatively small set of livelihood focused issues as the key characteristics of resilience should be used to inform programming in this area.

Households are adapting to a more sedentarised lifestyle by expanding their participation in agriculture and agro-pastoral livelihoods. It was observed that the ability to survive purely on nomadic pastoralism has reduced in the

districts, and households are adapting to this changing environment by increasingly diversifying their livelihood sources. In planning and prioritizing investments in these districts, therefore, priority attention should be given to the following:

- **Support the sustainable expansion of agricultural production**

Comprehensive agricultural extension services are required to enhance the capacity of farming households in sustainable expansion of agricultural production. Rain fed agriculture in semi-arid areas may generate only marginal incomes. Expansion of agricultural activities in these areas should be strategically planned with due consideration given to the type and strains of crops to be grown and the kinds of farming technology (e.g., irrigation) and water and soil conservation techniques to be utilized..

- **Expand education both in terms of accessibility and quality**

Communities recognise the strong link between higher education levels and employment and other opportunities to expand income. Access to secondary and tertiary level education in Kotido and Kaamong districts is still very low. Authorities need to consider how this can be expanded significantly to ensure provision equates to at least the Ugandan average. This is not a cheap option but essential to the districts' long-term resilience and development prospects.

- **Improve access to credit**

Limited access to credit has emerged as a key barrier preventing households from investing in their agricultural (and pastoral) production and other IGAs. This may be a relatively cheap intervention which can be undertaken by multiple actors and should be coupled with business support and advice to enhance the success rate of micro and small business ventures. Implementers must bear in mind that widespread success of such interventions in building resilience is dependent on other longer-term interventions carried out in tandem.

- **Place a strong focus on maintaining peace and security**

Insecurity and social instability have long been a critical factor in Karamoja in exacerbating the impacts of climatic shocks such as drought and flood, and undermining development efforts. It is clear to the communities that peace and security needs to remain a high priority. The long term success of all interventions will depend on establishing and maintaining a peaceful, stable and secure environment in which livelihoods can flourish.

With the clear understanding that the **resilience attainment scores are based on perception, the participants largely agreed that the perceived overall community resilience characteristics attainment rate (4.8) reflects on the improved local situations.** Crop production has increased in the past years because of enhanced peace and security in Kaabong and Kotido and continuous government and development partners support, coupled with adequate and regular rainfall in the region.

One of the key criteria in identifying and prioritising future interventions should be the extent to which they build and diversify incomes and assets either directly or indirectly. Financial security through one or more business incomes, large farms and/or herds and wage employment were consistently and uniformly used to describe resilient households. A resilient community will ultimately be made up of households where the vast majority have achieved this level of financial security. Eventually, this should be the benchmark of a successful resilience strategy.

The community perspective must be incorporated into efforts to plan and implement resilience. The assessment findings show that communities are highly aware of the long and short-term factors contributing to or undermining their resilience. Too often, consultations with communities focus on interventions that are already designed by “technical experts” and approved by “decision-makers” in a top-down manner or for which there is budget available. The critical factors identified by communities in this study must be incorporated into the future planning and programme/project decision-making processes to ensure that these plans, programmes and projects in DRR or other sectors are to have any real impact. Stakeholders involved in building resilience need to be aware of the wider spectrum of factors that affect local community/household resilience and consider how they can re-focus their (or others) efforts (and budgets) in these areas.

On-going monitoring and evaluation will be critical to measure changes in resilience. The priority issues highlighted by communities in the CoBRA assessment can be used by the government and other stakeholders as part of the indicators to track trends in local resilience. Undoubtedly, some of these indicators are already being monitored as part of on-going data collection exercises: e.g., household income levels and/or households with members who complete secondary school, while others may not, e.g. number of household income sources or number of households accessing a savings and credit mechanism. Follow up discussions will be important to reach the consensus among the stakeholders working on resilience building in the districts on an appropriate set of indicators and the methods of monitoring.

APPENDIX 1: List of Participants in CoBRA Kotido/ Kaabong Assessment.

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29	Robert Kennedy Okuda	Kotido District Local Government		
30	Lokwi Calistas Adome	Kotido Local Council V Chair-Person		

APPENDIX 2: FGDs and KIIs Undertaken for CoBRA Kotido/Kaabong Assessment.

DISTRICT	PARISH	POPULATION	LIVELIHOOD	# FGDs	FGD COMPOSITION	# KIIs
Kaabong	Kalapata	6,900	Pastoral	2	Women Mixed youth	2
	Kathile	15,900	Agro-Pastoral	2	Women Female youth	2
	Lolelia	10,000	Agro-Pastoral	2	Women Mixed youth	2
	Loteteleit	9,800	Agro-Pastoral	2	Women Mixed youth	2
	Loyoro Napore	7,700	Agriculture	2	Women Female youth	2
	Narengepak	8,200	Agro-Pastoral	2	Women Mixed youth	2
	Lomeris	13,200	Pastoral	2	Men Male youth	2
	Lobongia	12,700	Pastoral	2	Men Male youth	2
	Kamion	5,800	Agriculture	2	Women Female youth	2
	Kathimeri	6,100	Pastoral	2	Men Male youth	2
	Kaabong Central	3,000	Urban	2	Women Mixed youth	2
Kangigetei	<i>New</i>	Pastoral	2	Women Male youth	2	
Kotido	Narikapet	3,700	Peri-Urban	2	Women Men	2
	Lokitelakebu	9,600	Peri-Urban	2	Women Female youth	2
	Lochedimeo	<i>New</i>	Agro-Pastoral	2	Women and Men Mixed youth	2
	Kotyang	6,000	Agro-Pastoral	2	Women and Men Women	2
	Kamoru	20,300	Agro-Pastoral	2	Women Female youth	2
	Loposa	21,400	Agro-Pastoral	2	Women Female youth	2
	Kanawat	17,300	Agro-pastoral	-	-	1
	Kotido Central	2,800	Peri-Urban	-	-	1
	Lokadeli	6,300	Agro-pastoral	-	-	2
Total		160,300		36		40

APPENDIX 3: Full List of CoBRA Kotido/Kaabong Resilience Statements and Scores.

Resilience Statements	Full Statement	Bean Score	Total Score
Financial Statements			
Productive farms	<i>Farmers would be more productive and profitable (i.e would have inputs like quality tools, oxen, fertilisers and improved knowledge of good farming practices)</i>	762	1,877
Access to credit	<i>People have good access to affordable credit and would be saving money (banks/ MFIs/ community savings and credit)</i>	341	
Livestock	<i>Pastoralists would have large enough herds to sustainably support their families</i>	310	
Employment	<i>There would be many opportunities for jobs/ paid employment through govt/factories/ other businesses</i>	147	
Diversified IGAs	<i>Many households would be involved in other income generating activities / small businesses and trading</i>	120	
Health – livestock	<i>This community has access to quality affordable animal health services whenever they need them</i>	106	
Vehicles	<i>It would be common to own a motorbike or other motor vehicle</i>	49	
Land	<i>Everyone has secure access / ownership of land / property</i>	2	
Human Statements			
Education	<i>All children would be able to complete primary/secondary/tertiary education</i>	576	1,012
Health – human	<i>The community would have access to quality and affordable basic health care locally – specifically for human purposes</i>	315	
Food security	<i>All households would be able to feed themselves well every day</i>	91	
Skills	<i>Community would have the skills and structure to plan and implement solutions to their own problems</i>	13	

Natural Statements		
Natural Resource Management	<i>Local range lands and other natural resources are well managed so that they do not become degraded over time; Trees and forest cover is well and sustainably managed to provide for future generations.¹</i>	11 17
Alternative fuel	<i>Communities would use environmentally friendly / sustainable sources of fuel for cooking</i>	6
Physical Statements		
Water for humans	<i>The whole community would have access to sufficient, good quality water at all times of the year</i>	277 892
Sanitation	<i>Everyone would have good sanitation</i>	127
Access to markets	<i>There would be organised and well-functioning livestock market(s) at a reasonable distance.</i>	120
Water for livestock	<i>Our livestock have access to sufficient water at all times of the year</i>	119
Roads	<i>There would be quality roads to our community</i>	77
Shelter	<i>Everyone would live in good quality housing</i>	60
Telecommunications	<i>There is reliable mobile phone network to all communities all the time</i>	53
Irrigation	<i>Farmers would be irrigating land to improve the production of crops for consumption and sale</i>	21
Electricity	<i>The community would have access to affordable electricity supply</i>	18
Social Statements		
Peace and security	<i>The whole community would enjoy continual peace and security</i>	396 409
Good Governance	<i>Communities would be served by efficient and non-corrupt community leaders and management structures</i>	14
Women	<i>Women would be fully involved in local development and leadership</i>	5

APPENDIX 4: List of Participants in the National Workshop on Enhancing Community Resilience: Learning from the CoBRA.

No	Names	Title	Organization
1	Hon. Eng. Hillary Onek	Minister Of Disaster Preparedness, Relief and Refugees	Ministry of Disaster Preparedness, Relief and Refugees
2	Hon. Akello Rose Lilly	Member of Parliament	Parliament
3	Hon. Aleper Margaret Achilla	Member of Parliament	Parliament
4	Richard Kakaire	P/A Hon. Alaso Alice Asianut	Parliament
5	Menhya Gerald	Assistant Commissioner for Disaster Preparedness	OPM
6	Kibungo Jonas Moses	SAS for Under Secretary P&D	OPM
7	Owaro Johnson	Agriculture Officer	OPM
8	Vincent Woboya	Principal Disaster Management Officer	OPM
9	Lugaizi Isa	Geologist	Ministry of Energy and Mineral Development
10	Olive Nalugo	Civil/ Structural Engineer	Ministry of Lands, Housing and Urban Development
11	SP Kihanda Hassan	Ag. Deputy Director, Fire and Rescue	Uganda Police
12	Bogdan Stefanescu	Head Of Section Rural Development	European Union Delegation to Uganda
13	Nathalie Ann Denjon	Reporting Officer	Acted
14	Thore Karlsson	Country Director	Adventist Development and Relief Agency (ADRA)
15	Booker Ajuoga	Public Relations	ADRA
16	Jasper Okello	Regional DRR Program Assistant	DanChurchAid (DCA)
17	John Musinguzi	Program Officer	DCA
18	Isaac Bwire	Program Manager	IIRR
19	Edyegu Stephen	WASH Project Manager	International Organization for Migration (IOM)
20	Alexander Billings	Project Officer	IOM
21	Christopher i Orach	Deputy Dean, School of Public Health	Makerere University
22	Jeff Mungu	Programme Officer	UN World Food Programme
23	Gerard Omodoi	Chief of Party	ZOA
24	Adam Vinaman Yao	Deputy Representative	FAO

25	James Okoth	National Program Manager	FAO
26	Geoffrey Muhindo	DRR CCAO	Oxfam
27	David Othieno	DRR Coordinator	Plan Uganda
28	Pascal Onegiu Okello	DRR Advisor	UN International Strategy for Disaster Reduction
29	Mawanda Shaban	Senior Programme Manager DRR	Uganda Red Cross Society
30	Safiou Easo Ouro-Doni	Deputy Country Director	UNDP
31	Jose Manzano	DRR Advisor	UNDP/OPM
32	Gilbert Arguyo	DRR Analyst	UNDP
33	Yuko Kurauchi	Program Specialist	UNDP
34	Francis Opiyo	Project Coordinator	UNDP
35	Catherine Fitzgibbon	Consultant	UNDP
36	Lazarus Ocira	Consultant	UNDP

(Footnotes)

- 1 Note that several statements relating to natural resource management were merged for natural capital.

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