Conflict-sensitive Conservation: Field report from Queen Elizabeth National Park

CARE Uganda Office, Kampala

December 2007

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1.0   Introduction

1.1   Project and workshop background

The *Conserving the Peace* project is being implemented by the International Institute for Sustainable Development (IISD) with financial support from the MacArthur Foundation, and with technical support from the Conservation Development Centre (CDC). The project's overall goal is to promote biodiversity conservation and livelihood security in conflict-prone areas of the Albertine Rift. One of the outputs of the project will be a "Conflict Sensitivity in Conservation (CSC) Manual", which aims to provide an analytical and decision-making framework to guide conservation and development organisations to better analyse and respond to conflicts impacting on, or being impacted by, their field interventions. The CSC manual is intended to be a very practical and user-friendly product of direct relevance to field conservation practitioners.

As part of the process of developing the CSC manual, the techniques and approaches outlined in the draft are being tested for a variety of conflict settings and scenarios in the Virunga-Queen Elizabeth protected area complex. In Uganda, the focus is on the conflict situations being addressed by the CARE Rights Equity and Protected Areas (REPA) programme in and around Queen Elizabeth National Park (QENP).

Between 12-16 December 2006, IISD/ CDC undertook consultations with a range of fishing, pastoralist and agricultural communities within and adjacent to Queen Elizabeth National Park, with facilitation provided by CARE REPA programme staff and partners. These consultations provided an insight into the community perspectives and understanding of the conflicts linked to QENP.

This workshop was subsequently convened at the CARE Uganda office, Kampala, on the 18th and 19th December 2006, with the objective to pilot and test the Conflict Sensitivity in Conservation manual with specific focus on the conflicts around QENP. In addition, the workshop provided a useful opportunity to triangulate the findings of the earlier community consultations. Workshop participants included CARE REPA staff as well as community development practitioners and conservationists from other NGOs working in the region. The full list of participants is given in Annex 3, while the workshop agenda is given in Annex 2.

The workshop introduced and presented various conflict analysis techniques, which were discussed in both plenary and working group sessions that used real conflict scenarios from QENP to test and to draw out the key learning points and recommendations for future application of these techniques. The underlying structure of the workshop was primarily based around the first section of the CSC manual, which is introduced in the following section.

1.2   CSC manual and conflict concepts

As stated above, the Conflict Sensitivity in Conservation Manual seeks to provide an analytical and decision-making framework to guide conservation and development organisations to better analyse and respond to conflicts. To achieve this end, the draft manual is structured into three major sections. The first section focuses on **assessing conflict** and provides guidance on how to develop a comprehensive and, as far as possible, objective understanding of the conflicts in the targeted ecosystem. The second section provides guidance on **addressing conflict**, both through designing conflict resolution strategies and incorporating conflict sensitivity into existing conservation strategies and institutional modes of operation. The third and final section provides a framework for **monitoring conflicts** within the ecosystem; firstly, the actual conflicts themselves and secondly, the impact of conservation interventions on these conflicts.

The focus of this workshop was to practically work through and test the first section of this manual, **Assessing Conflict**. Understanding conflicts in a systematic and organised manner is clearly an essential starting point to working in any conflict situation. However, due to limited resources, it is also important that this analysis is focused on priority conflicts of significance to the people living in the target ecosystem and of relevance to achieving the long-term conservation objectives of the organisation. Therefore, the first stage is to identify and prioritise the key conflicts within an ecosystem that a conservation and development organisation agrees must be addressed (see section 2 below). Once priority conflicts are identified, the next stage is to understand the root causes and consequences of conflicts, in particular conducting a systematic problem analysis of the cause-effect linkages of the conflicts (see section 3 below). The final stage seeks to develop an understanding of the conflict parties and their relationships and roles in shaping the conflicts (see section 4 below).

Although the workshop did not look in detail at the other sections of the manual, i.e. **Addressing Conflict** and **Monitoring Conflict**, a preliminary review of the outputs of the conflict analysis was undertaken in order to identify entry points for designing new, or adapting existing, conflict resolution and conflict sensitivity strategies (see section 5).

As way of an introduction to the Queen Elizabeth case study, a few working definitions and concepts were presented. The term *conflict* was broadly defined as a situation where two or more parties (individuals or groups) have, or think they have, incompatible goals and interests. It is important to recognise that conflict is a natural phenomenon that is not necessarily negative and may be a necessary and constructive process of change. On the other hand the term *violence* always carries a negative repercussion and is taken here to refer to actions, attitudes or systems that cause physical, psychological, social or environmental damage.

One general approach to conceptualising conflict is to split it into three major aspects; the **context** or situation, the **behaviour** of those involved and their **attitudes**, as illustrated in the "ABC Triangle" in Figure 1 below. It provides a useful visualisation for both understanding conflict and identifying the factors that might be addressed by an intervention.
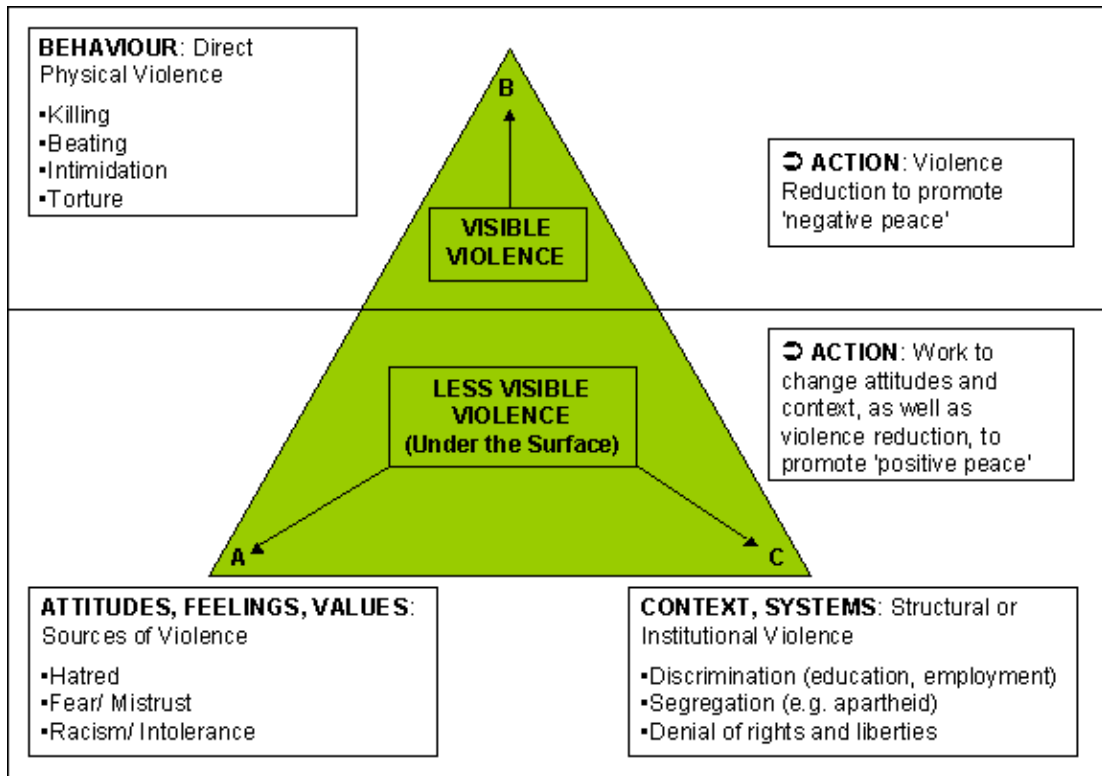
Figure 1: ABC Triangle of the various manifestation of conflict

Another general observation about conflicts is that they tend to change over time, and with time additional layers of causality and complexity are added, as illustrated in Figure 2 below. With this increasing complexity, new parties join the conflict and often for differing reasons. In some cases, the escalation or exacerbation of a conflict is no longer attributable to the original cause but to the inter-party conflicts and the "war economies" that has subsequently emerged and generated a life of their own. This latter point emphasises the importance of analysing the relationships and roles of the various parties involved in the conflict (see section 4 below).
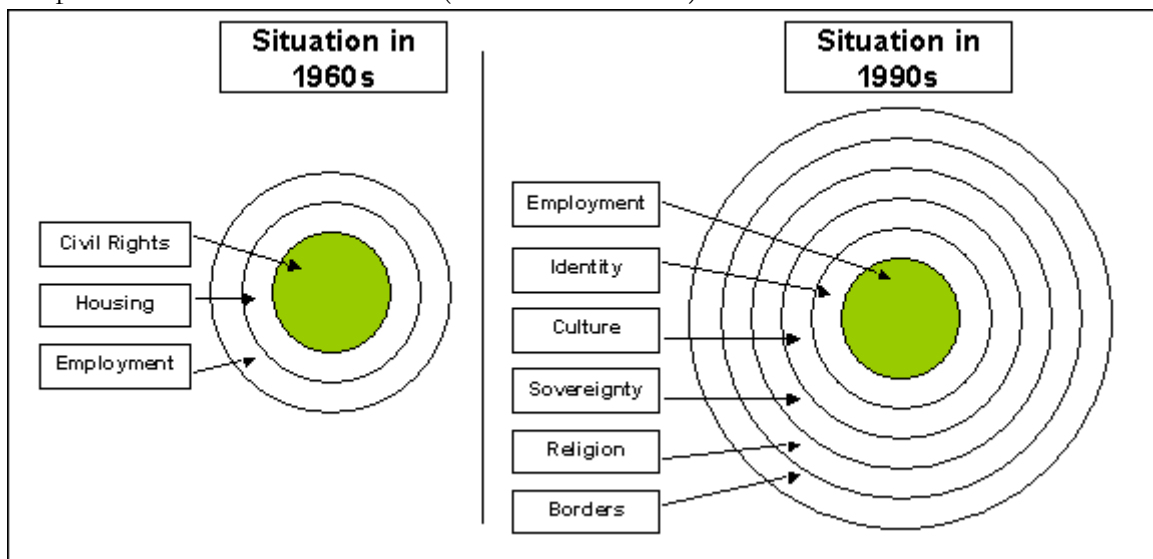
Figure 2: An example of the changing nature and complexity of conflict over time

2.0   Prioritisation of natural resource based conflicts around QENP

This section provides the necessary background to the Queen Elizabeth National Park (QENP) case study and the subsequent outputs of the workshop exercises to identify and prioritise the conflicts emerging from QENP.

2.1   QENP overview and context

As illustrated in Figure 1 above, an understanding of the context is an important foundation to both assessing and addressing conflicts. A brief overview of QENP, its conservation and livelihood values and its historical context (see the box below and the map in Annex 1) was presented and discussed to ensure that there was a shared understanding of the basic context of QENP by workshop participants.

Overview of QENP

Location

QENP covers 1,978 km². It is part of a much larger transboundary grassland-forest-wetland ecosystem. It is located in south-west Uganda and its western border is contiguous with the Parc National des Virunga in the Democratic Republic of Congo.

Conservation values

o   Very high biodiversity, with a particularly high bird population
o   Fourth highest number of species of any protected area (600 plus species). Two species are globally endangered
o   Only wetland in Uganda to be designated as a Ramsar site
o   Famous for its tree-climbing lions and large hippo population

Livelihood values

o   Lake George and Edward are the most productive fisheries in Africa
o   The land is important for both pastoralism and agriculture

Administrative history

The area of QENP was originally the ancestral grazing area of the Basongora pastoralists. Between 1900-1952 game conservation and agricultural development in this area was socially and politically contested, even though there were much lower population densities than today. During this period the Lake George and Lake Edward Game Reserves were created (1925 and 1930 respectively). These two game reserves were combined together in 1952 and formally gazetted as QENP. Between 1952 and 1970 a compromise and control style of management operated, during which time the Game & Fisheries Department initiated revenue sharing and park-people management and cooperation in order to placate opposition to the park. The period between 1970 and 1986 was marred by the collapse of state control and management. The resulting civil unrest had a profoundly detrimental effect on wildlife numbers and park-community relationships. Since 1986 there has been a return to civil law and order, which has been characterised by increasing wildlife numbers and more effective park management, with an emphasis on integrated conservation and development strategies.
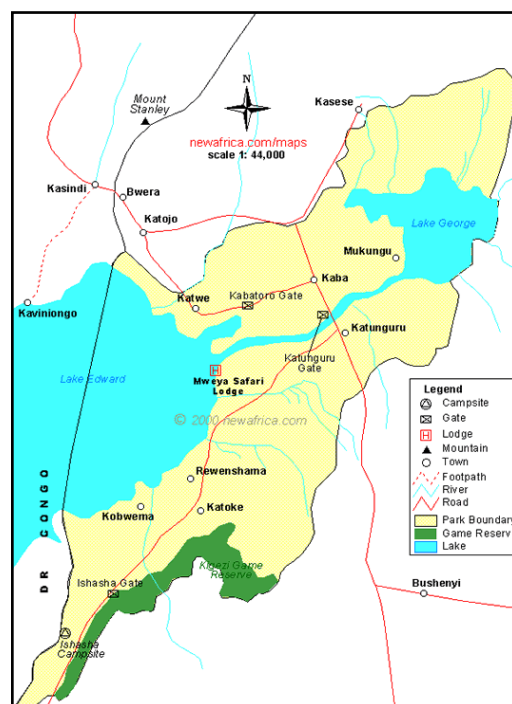
In addition to this background information for QENP, a brief overview of the types and extent of conflicts around QENP was presented, which provided the basis for the identification and prioritisation of conflicts exercise described next.

2.2   Identification, clustering and prioritisation of conflict scenarios

The first stage in the conflict analysis is the identification and prioritisation of the conflicts arising from within the Queen Elizabeth ecosystem. Workshop participants (using the card and pinboard visualisation technique) identified the natural resource-based conflict scenarios around QENP, which were subsequently clustered according to the following emerging conflict categories (see box below).

Conflicts with the Queen Elizabeth ecosystem

Competing land use conflicts
- Competing and conflicting land use practices: cultivation, pastoralism and wildlife protection (x3 cards)
- Increasing competition for incompatible land uses (x2 cards)
- Need for more land for agricultural production
- High and increasing competition for natural resources
- Conflict over grazing land and water sources
- Cattle keeping within fishing enclaves of QENP
- Encroachment due to land scarcity outside QENP
- Illegal extraction of park resources is a source of income, e.g. hippo poaching (x2 cards)

Land ownership conflicts
- Social conflict – perceptions of being marginalised and the right to be on the land
- Claim for ownership of the land
- Settlement of Basongora pastoralists in QENP (x2 cards)

Costs of conservation to communities
- Negative attitudes resulting from human-wildlife conflict, damaging crops, lives and property (x4 cards)
- Do animals have rights?
- Economic deprivation as a result of evictions from park

Inequitable benefits of conservation to communities
- Park revenue sharing not being targeted to local needs/ priorities; e.g. schools versus water
- Park revenue sharing schemes not benefiting target group
- Inappropriate revenue sharing mechanisms
- Disproportionate sharing of benefits and costs of conservation

Policy gaps and inadequate implementation
- No compensation provided for wildlife damage
- Policy is silent on compensation
- Exclusion of some ethnic groups in PA management (e.g. Basongora)
- Inefficiency in policy implementation and practices (good policy versus lack of good will to support implementation)
- Lack of coherence in planning and management between institutions with jurisdiction (e.g. UWA, Fisheries Department, local government, etc.)
- NGO activities not coordinated
- Government economic policies (drive for investment)
- Lack of government support/ resources for Beach Management Units

Transboundary conflicts
- Unsustainable use of transboundary fishing in Lake Edward
- Security concerns spilling over from the chaotic DRC
- Congolese encroachment into Ugandan waters/ Lake Edward
- Resource access and transboundary regulation in regard to fisheries
- Armed civil unrest

The long list of conflicts that emerged from this exercise emphasised the diversity and extent of conflicts within the ecosystem and the need to prioritise the conflict upon which to focus

subsequent efforts. The provisional criteria for ranking these conflict categories were presented as follows:

▸ **Conservation severity:** the level of damage to the conservation status. A high score would mean that the conservation values would be destroyed within ten years. A low score would imply that the conservation values would be slightly impaired within ten years.

▸ **Livelihood severity:** the level of damage to local livelihood security. As with conservation severity a high score would mean that livelihood strategies would be impaired within ten years and a low score would mean that they are only slightly impaired within this timeframe.

▸ **Scope:** the geographic extent of impact within the ecosystem. A high score would be widespread and a low score localised.

The workshop participants split into two working groups in order to further discuss and, if necessary, refine these criteria and then to rank the emerging conflict categories. Although Working Group 2 kept with the above three criteria, Working Group 1 further divided these criteria so as to better capture the various dimensions of the conflicts. The livelihood severity criterion was split into whether the conflict: (1) effected human life and (2) effect socio-economic conditions. The geographic scope criterion was split into whether the impact was: (1) within a Protected Area or (2) outside a Protected Area. Finally the working group introduced a new criterion, which took into account whether the impact of the conflict was reversible. This new criterion captures an important aspect of the conservation severity criterion described above. The results of this prioritisation exercise are shown in Table 1 overpage.

Based on this prioritisation exercise, each working group selected one of the prioritised conflicts, which they subsequently analysed during the remainder of the workshop.

Working Group 1 selected the highest ranked conflict category, namely *competing land use conflicts*. As this is a broad category, the group selected a specific conflict scenario from within this category, which was the ***encroachment into QENP by pastoralists*** conflict scenario. This conflict scenario was not only identified under the *competing land use conflicts* category, but also under the *land ownership conflicts* category.

Working Group 2 elected to further examine the ***policy gaps and inconsistent implementation*** conflict category, which was ranked number two during the prioritisation exercise.

Table 1: Prioritisation of conflicts exercise

	Prioritisation criteria	Competing land use conflicts	Policy gaps and inconsistent implementation	Costs of conservation	Inequitable Benefits of conservation	Transboundary conflicts	Land ownership conflicts
Group 1	Impact on human life	3	2	2	0	2	1
	Impact on socio-economic	4	4	5	5	3	3
	Conservation severity	4	3	1	4	4	3
	Scope of impact inside park	2.5	3	3	4	3	2
	Scope of impact in park-adjacent areas	4	4	5	4	2	3
	Reversibility	3	2	1	1	3	1
	Group 1 score	**20.5**	**18**	**17**	**18**	**17**	**13**
Group 2	Livelihood security	4	5	5	4	4	4
	Conservation severity	5	5	3	3	5	5
	Scope	4	5	5	4	3	3
	Group 2 score	**13**	**15**	**13**	**11**	**12**	**12**
	Overall score	**33.5**	**33**	**30**	**29**	**29**	**25**

Scoring

1=Very low

5=Very high

3.0   Analysis of cause-effect linkages underlying conflict

The first dimension of the prioritised conflicts that was examined in the working groups was the relationships between the underlying causes and the resulting effects of the conflicts. The **Conflict Tree** was introduced as a participatory visualisation tool to support the identification of these cause-effects linkages. The Conflict Tree technique is based on the 'Problem Tree', which is widely used in project design and planning within the conservation and development sectors. The schematic diagram below illustrates the main aspects that are identified through developing a conflict tree; the core problem or 'conflict scenario' (trunk), its underlying causes (roots), and its effects (branches).
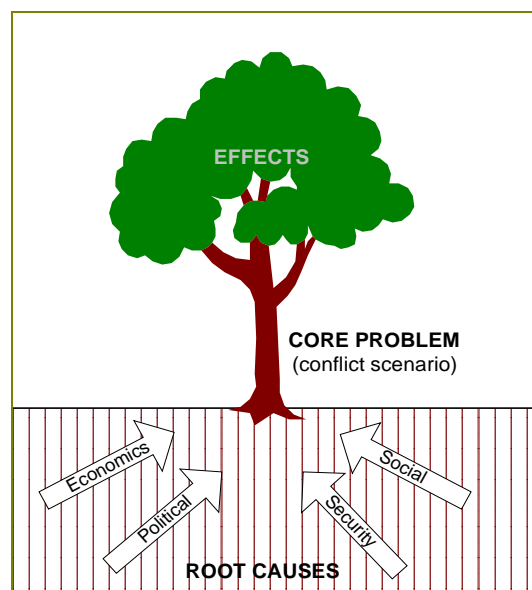
The Conflict Tree exercise involved the working groups brainstorming onto cards the most important conflict factors related to the conflict scenario. These cards were then allocated and organised on the appropriate area of the conflict tree, e.g. the tree's trunk, branches or roots. Particular attention was given to organising these cards according to cause-effect relationships. The results of this exercise are presented in Figures 3 and 4 below.

Effects and Consequences

Poor national precedence set (for other PAs)

Reduced income to government due to poor tourist experience

Loss of revenue from the PA

Loss of biodiversity

Tensions within pastoral community

Further polarization of ethnic identities

Extermination of some wildlife species

Park fires, overgrazing in some areas

Improved profile of the Basongora (they can even demand for a district)

Increased crop raiding due to displacement of wildlife

Discrimination against some groups by UWA

Clash with UWA leading to animosity

Increased attacks by wildlife on livestock

Disease spread between wildlife and livestock

Livestock productivity increased

Core Problem

Encroachment into PAs by pastoralists

Root Causes

Access/ search for water for their cattle

Claim of ownership of land in the PA

Incitement by some influential people

Protracted ethnic conflicts between Bakonzo and Basongora (Rwenzururu)

Non-inclusion of pastoralists in design of PAs

Weak enforcement of laws/ policies by UWA

Civil war in DRC

Lack of water, especially in the dry season

Limited land outside PAs

Central government leniency towards pastoralists

Poor remuneration of UWA staff

Culture of "large herds"

Pressure by agriculturalists/ pastoralists outside PAs

District government leniency towards cultivators

Politicisation of land issues

Ethnicity and rivalry

Disenfranchisement of minority pastoral communities

Population pressure amidst a static resource, "land"

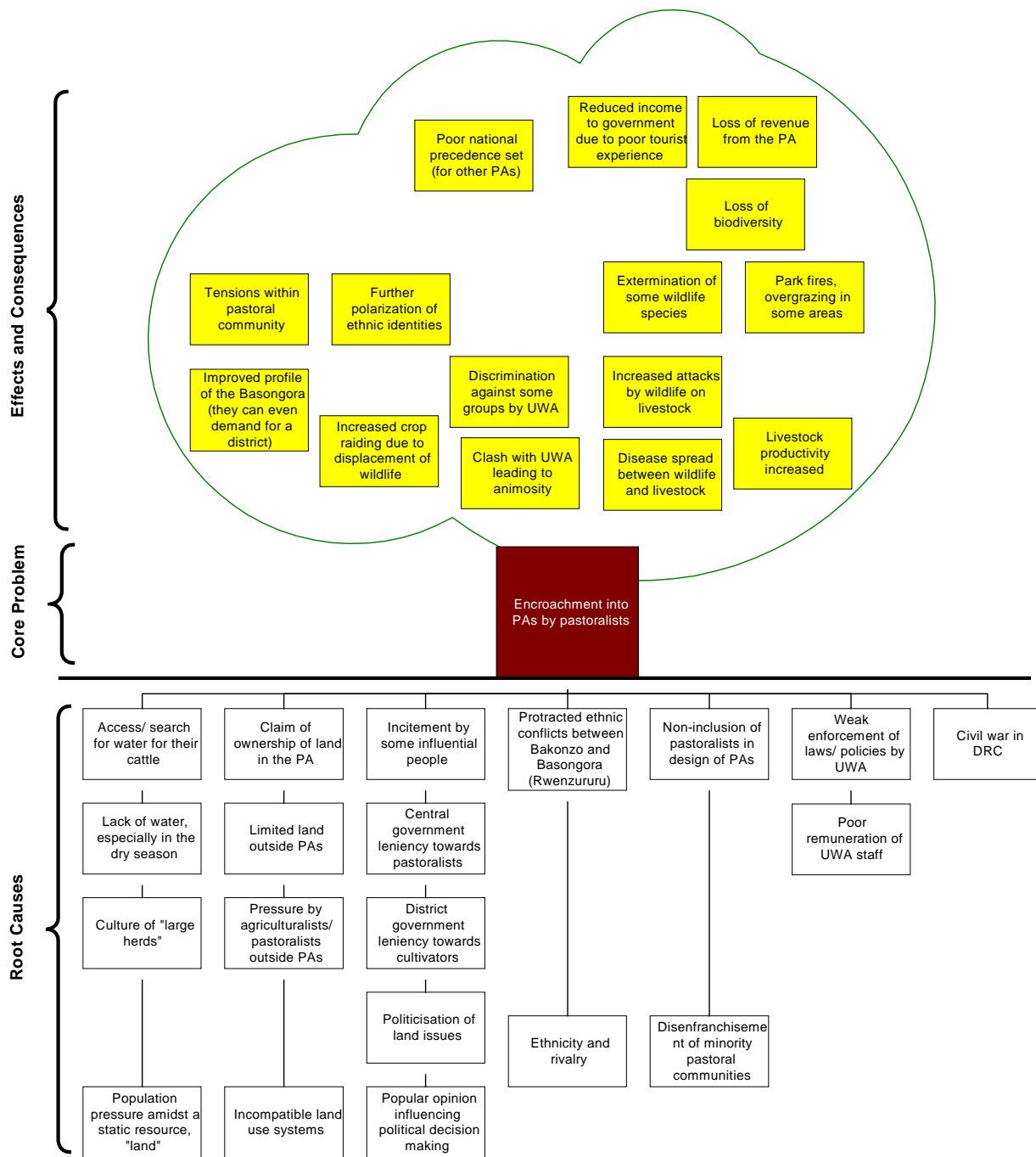Incompatible land use systems

Popular opinion influencing political decision making

Figure 3: Conflict tree for pastoralist encroachment conflict
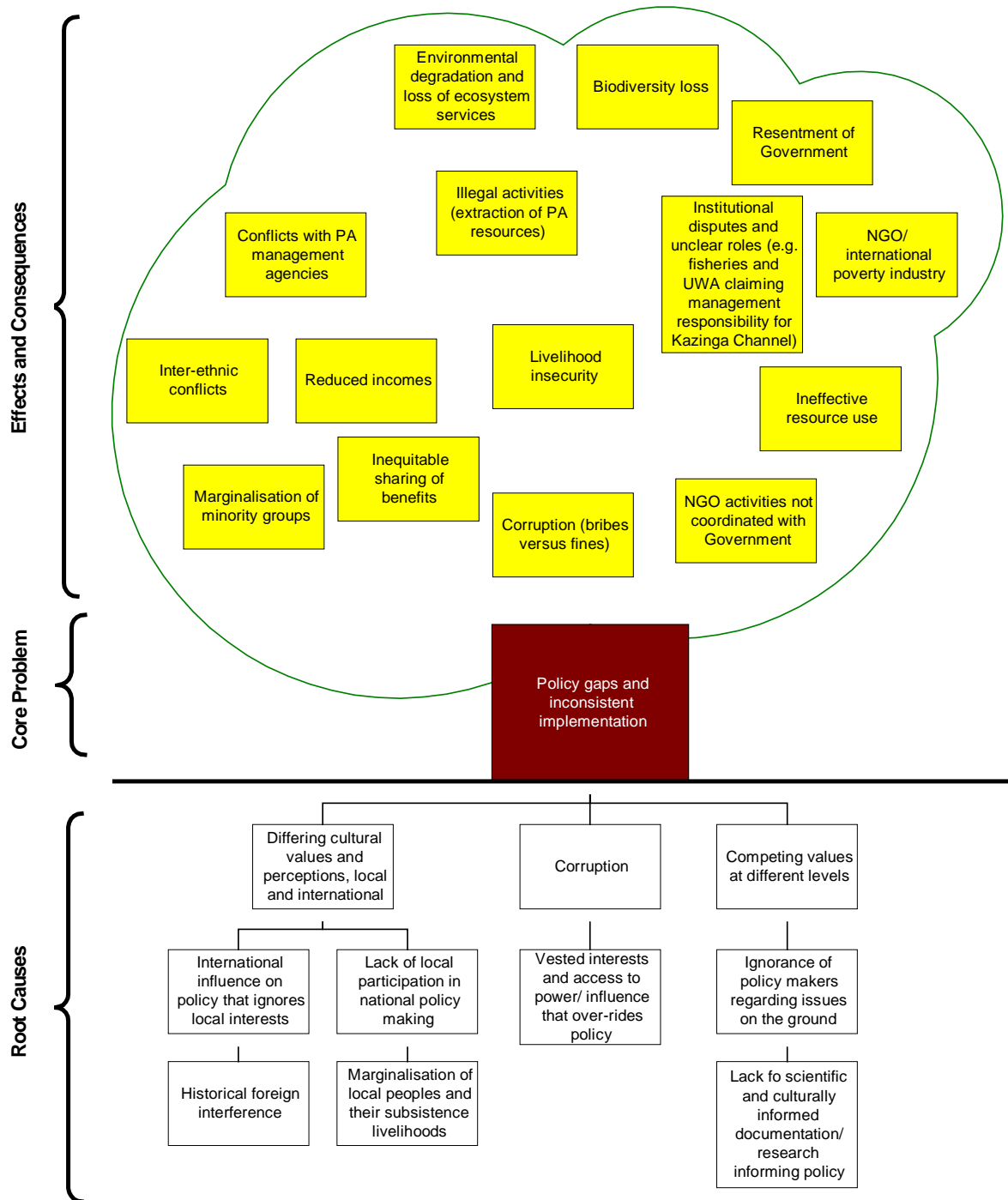
Figure 4: Conflict tree for policy failure conflict

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4.0 Analysis of the parties shaping conflict

The second aspect of assessing the prioritised conflicts concerned developing a better understanding of the conflict parties and their relationships and roles in shaping the conflicts. As mentioned in section 1 (see Figure 2 above), the role of parties in conflicts is central to understanding the complexity of a conflict and to effectively addressing it. This important dimension of the conflict analysis was done in three stages; firstly, each working group identified the parties involved in the specific conflict scenario, secondly, the relationships between these parties were mapped out, and finally, the capacities of the key parties in the conflict were characterised. The processes and the outputs of these exercises are elaborated in the following sections.

4.1 Identification and ranking of conflict parties

A party in a conflict is defined as an individual, group or institution that is contributing to, or being affected by, the conflict in a positive or negative manner. Each working group listed the full range of parties involved in their prioritised conflict and subsequently undertook a provisional ranking of these parties according to their power and influence in the conflict. The results of the working groups' identification and ranking exercise are given in Tables 2 and 3 below.

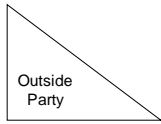Table 2: Parties involved in the pastoralist encroachment conflict
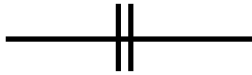
Parties	Ranking
Central Government - Legislature, Office of the Prime Minister	1
Local Government - Resident District Commissioner, MPs	2
Conservation NGOs/ lobby groups o Wildlife Conservation Society (WCS), World Conservation Union (IUCN), Advocates Coalition for Development and Environment (ACODE), Uganda Wildlife Society (UWS)	2
Local CSOs o Basongora Group for Justice and Human Rights o Kasese District Development Network (KADDENET)	2
Pastoralists	3
Uganda Wildlife Authority (UWA) – ranger enforcement	3
International/ National NGOs o CARE o Red Cross Society, Conservation Through Public Health	3
Influential individuals (military men, state house officials)	3
Cultivators	4
"Masqueraders" - individual cultivators who falsely claim to be landless for political ends	6
Media	6
Obusinga Kingdom	6
External parties o Tourists/ tour operators, Congolese leadership, Researchers	7

Table 3: Parties involved in policy failure conflict

Parties	Ranking
Line Ministries/ Agencies o Uganda Wildlife Authority (UWA) o Department for Fisheries and Resources (DFR) o Directorate of Water Development (DWD) o Wetlands Inspection Division (WID) o National Forest Authority (NFA)	1
Parliament	2
Local Government – Districts, who are mandated to make bylaws and monitor	3=
Private sector o Tour companies (Maraja, Jacana) o Hima Cement (lime factory)	3=
Local community interest groups o Cultivators, pastoralists, fishermen and cotton farmers	3=
Judiciary/ Law enforcement - Police	
Donor community - EU, GTZ, World Bank	
NGOs o International (CARE, DAI, WCS) o National (ACODE, UWS)	
Research and training institutions	
Village/ community leaders	
Opinion leaders - area MPs, cultural leaders, President Museveni, Madhavani (golf course investor)	

4.2   Conflict mapping

Conflict Mapping is a visualisation technique that is used to show the relationships of the involved parties to each other and to the problem. The conflicts maps clarify where the power lies and where one's own organisation is situated among the conflict parties. These maps are helpful in determining who may be allies or potential allies and identifying openings for interventions or actions. Each working group developed a conflict map for their prioritised conflict, as shown in Figures 5 and 6 below. The conflict mapping index, shown in the box below, provides a key to the symbols used in the diagrams.

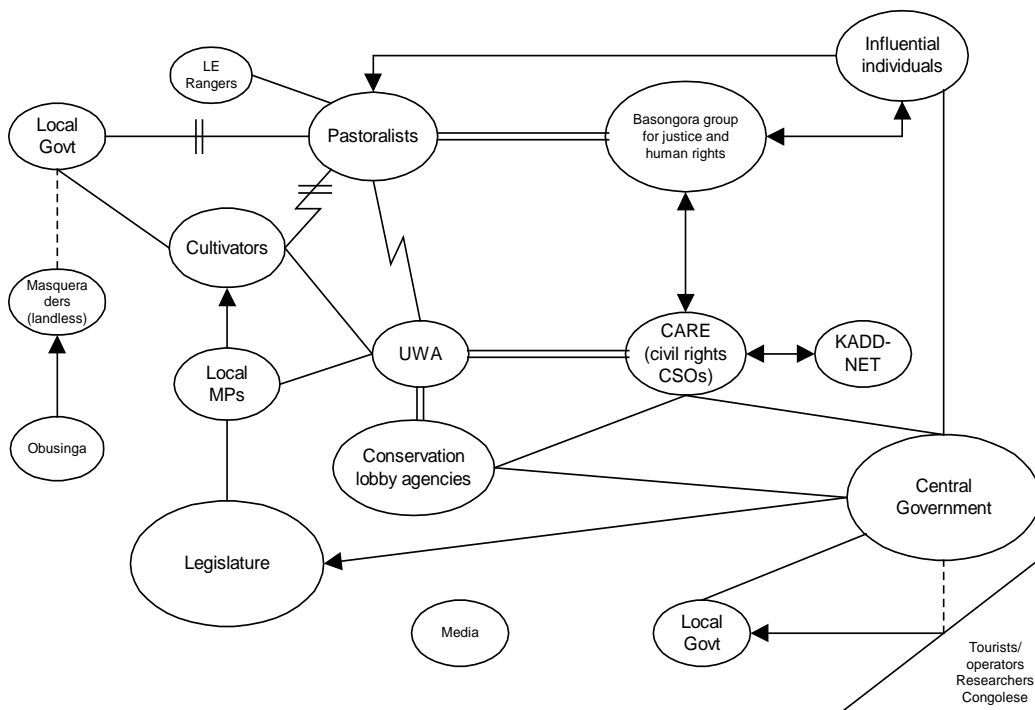| Conflict Mapping Index	
Ellipses indicate parties involved in the situation; relative size equals power with regard to the conflict	Party
Triangles show external parties which have influence but are not directly involved	Outside Party
Shapes and squares indicate issues, topics	Issue
Straight lines indicate regular exchange & contact	————
Arrows show direction of influence	———▶
Double connecting lines indicate an alliance	══════
Broken lines indicate informal, non-regular links	– – – – –
Double lines like a wall across single lines indicate a broken connection	—‖—
Zig-zag lines indicate open conflict and friction	⟍⟋⟍

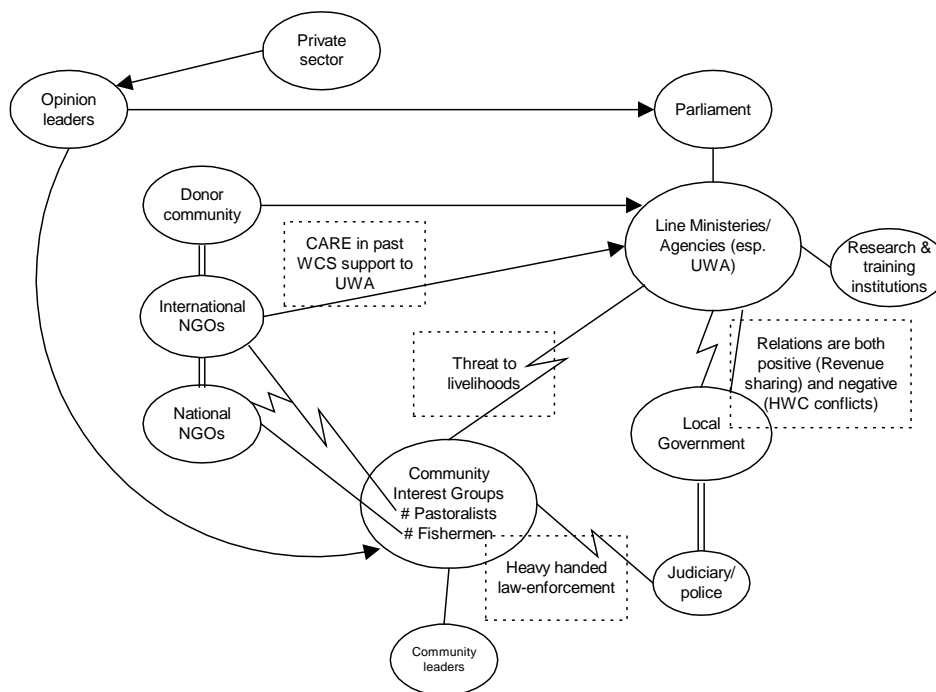Figure 5: Conflict map for pastoralist encroachment conflict

Figure 6: Conflict map for policy failure conflict

4.3 Characterisation of the interests and capacities of key parties in the conflicts

Building on the conflict mapping exercise, a more detailed stakeholder analysis is often necessary in order to understand the perspectives of the conflict parties. The purpose of this analysis is to move beyond the public **position** of key conflict parties and to understand their underlying **interests** – what they want to achieve from a particular situation, their fears and hopes - and, most importantly, their basic **needs**. People are generally more likely to disclose their interests and needs when the level of trust between parties is good. Unfortunately, in conflict situations the levels of mistrust often results in parties taking up and defending a position that is removed from their interests/needs. The stakeholder analysis not only develops a better understanding of the dynamics of a conflict, but it also assesses the **capacities** of a party, i.e. their resources, access, social networks, etc., to affect the conflict both positively or negatively. Overall the stakeholder analysis is helpful in identifying common ground between parties and is a useful preparatory exercise prior to facilitating dialogue between groups in a conflict.

The working groups undertook a stakeholder analysis for four of the parties in their prioritised conflicts, the outputs of which are presented in Table 4 and 5 below.

Table 4: Analysis of key parties influencing the pastoralist encroachment conflict

UWA	Local Government
Position o Respect of PA boundaries o Encroachers should be resettled outside the PA	**Position** o Pastoralists should not be treated as a special group o Pastoralists should leave the PA o Pastoralists should reduce herd size
Interest o Protection of biodiversity o Existence value of the PA	**Interest** o Status quo in the district should remain o The district should not be divided
Needs o Preservation of the ecological value of the PA o Income from tourism	**Needs** o Revenue and land
Capacity o Legal mandate o Technical know-how o Pro-people management approach	**Capacity** o Political mandate o Political backing of MPs o Support from the majority ethnic group
Basongora lobby group	**Civil Rights Lobbyists**
Position o A politically marginalised group o Ancestral land should be returned	**Position** o Government should resettle the Basongora outside the PA
Interest o Political representation o Sustainable livelihoods	**Interest** o Equity in representation and participation
Needs o Identity and land	**Needs** o Respect of rights for all

Capacity	Capacity
o Then can network at national level – political and civil society o Strong lobbying skills o Appealing to human rights groups o Wealthy (cattle)	o Advocacy skills o Resources (finance) o Capacity to network at different levels (local, district, national and international)

Table 5: Analysis of key parties influencing the policy failure conflict

UWA	Local Government
Position o Their mandate is the conservation of wildlife o No compensation for wildlife damage o Partnership building with neighbouring community through Revenue Sharing	**Position** o Harmonisation and clarity on policy and government development plans
Interest o Need to maintain the ecosystem and continue to attract tourists o Fear that communities will spoil the resource o Fear future generations will not benefit from ecosystem service provided by park	**Interest** o They hope for maximum benefits from PA (e.g. UWA to do vermin/ problem animal control) o Fear loss of control over resources and increasing conflicts
Capacity o They have the mandate of government and access to all arms of government o Community Conservation Unit working to improve Park-People relations, but limited capacity o Revenue sharing funds (limited $) o Management plans to guide activities	**Capacity** o Legal, well structured system o Empowered through Local Government Act o Limited capacity in wildlife management
DAI (NGO)	**Fishing Community**
Position o To link biodiversity conservation with economic development in communities	**Position** o There should be properly regulated access to fishing resources
Interest o Conservation and sustainable utilisation of Lake Edward resources o Fear depletion of lake resource and the loss of livelihoods	**Interest** o As the resource is dwindling they fear loss of income/ livelihood o Hope that government/ NGOs will support their institution for management of the resource
Capacity o Provide resources, e.g. patrol equipment o Capacity building and undertaking management planning	**Capacity** o Knowledge and skills regarding fishing in Lake Edward

5.0 Identification of entry points for addressing conflict

Sections 2 to 4 above have described and demonstrated a number of techniques for identifying and assessing conflicts. This section starts to examine how to practically apply this conflict analysis to design and plan responses to address and better manage conflict in areas where conservation and development organisations are working.

There are two basic types of strategies an organisation can use to address and respond to conflict. Firstly, there are **conflict resolution** strategies that seek to address the underlying causes of conflict. A problem analysis that identifies the underlying cause-effect linkages is often the starting point for designing these types of strategies (see Conflict Trees in section 3 above). Secondly, there are **conflict sensitivity** strategies that identify measures that help to avoid negative impacts and maximise positive impacts of organisations operating in a conflict situation. A thorough understanding of the dynamics, relationship and roles of the various conflict parties provides a good starting point for designing these strategies (see Conflict Mapping and Stakeholder Analysis in section 4 above).

This workshop concentrated on identifying opportunities, or **entry points**, for addressing conflicts, utilising both conflict resolution and conflict sensitivity strategies. When identifying entry points the focus was on the CARE REPA Programme and its current and potential responses to these conflicts.

There were two main aspects examined in the identification of **entry points for the conflict trees**. Firstly, to identify the conflict factors that are already being addressed by the CARE REPA Programme. If the existing strategies are successful, there is an opportunity to see if the lessons learnt can be transferred to other issues. If the existing strategies are not successful, it will be important to understand what the barriers are and how they can be overcome in the future. Secondly, to identify the conflict factors that are not being addressed by the CARE REPA Programme/ other organisation and could be. This could include important but overlooked root causes or effects/ consequences that could lead to conflict escalation or new conflicts.

The main aspects examined in the identification of **entry points for the conflict maps** were fourfold. Firstly, the identification of blockages in communication between parties, especially between parties in a dispute where CARE REPA or its partners have access to people on both sides. Secondly, the identification of links that already exist between parties that can be built upon. Thirdly, the identification of marginalised groups that could play a positive role and finally the identification of parties who do not seem to have good contact with anyone. It may be necessary for existing structures to be modified or new ones to be created when developing strategies to address these entry points.

The main aspects examines in the identification of **entry points for the conflict stakeholder analysis exercise** were threefold. Firstly, the identification of common interests, fears, and needs between the parties; secondly, the identification of existing resources and capacities that can be built upon to address the conflict; and finally, the missing capacities that CARE REPA might be in a position to strengthen.

The working groups made a start to identifying these entry points and the initial outputs of this exercise are given in Figures 7-9 below. These identified entry points provide a useful starting point for developing specific strategies that might be used to address the conflict. Key questions that need to be answered in moving forward to strategy development or the modification of existing strategies are:

- ▸ Is it the right time?
- ▸ Are CARE in a position to work on this issue both with respect to their mandate and resources?
- ▸ Who else might be available and willing to work with CARE on this action?
- ▸ What would CARE hope to achieve if it decided to intervene?
- ▸ What are the potential negative impacts of the proposed strategy?

Effects and consequences

Poor national precedence set (for other PAs)

Reduced income to government due to poor tourist experience

Loss of revenue from the PA

Confidence building

Revenue sharing schemes to PA adjacent pastoral communities

Further polarization of ethnic identities

Promoting conflict sensitive programming

Loss of biodiversity

Tensions within pastoral community

Support to Problem Animal Management initiatives

Discrimination against some groups by UWA

Extermination of some wildlife species

wildlife population monitoring

Improved profile of the Basongora (they can even demand for a district)

Increased crop raiding due to displacement of wildlife

Negotiating and establishing structure and framework to ameliorate conflicts

Support to PAM initiatives

Increased attacks by wildlife on livestock

Park fires, overgrazing in some areas

Support communities to establish PAM measures

Promoting dialogue between community and UWA

Clash with UWA leading to animosity

Disease spread between wildlife and livestock

Livestock productivity increased

Promotion of conflict sensitivity and analysis in development work

Core Problem

Identify key people in teh conflict both sides to raise their concerns & to initiate dialogue

Encroachment into PAs by pastoralists

Sensitisation of stakeholders on the importance of CSA

Develop conflict avoidance and resolution skills within parties

Root Causes

Access/ search for water for their cattle

Claim of ownership of land in the PA

Incitement by some influential people

Protracted ethnic conflicts between Bakonzo and Basongora

Non-inclusion of pastoralists in design of PAs

Weak enforcement of laws/ policies by UWA

Civil war in DRC

Lack of water, especially in the dry season

Limited land outside PAs

Central government leniency towards pastoralists

Capacity building of CSO and other partners in CSA

Advocacy of the issues in regard to access to land. Engaging LG, Central Gov & UWA

Poor remuneration of UWA staff

Culture of "large herds"

Pressure by agriculturalists/ pastoralists outside PAs

District government leniency towards cultivators

Capacity building of ethnic CSOs to represent their constituency

Support high-value agriculture (coffee wet processing)

Politicisation of land issues

Ethnicity and rivalry

Disenfranchisement of minority pastoral communities

CSA = Conflict Sensitivity and Analysis

Population pressure amidst a static resource, "land"

Incompatible land use systems

Popular opinion influencing political decision making

Understanding causes & trends of economic & political marginalisation

Figure 7: Entry points for addressing pastoralist encroachment (conflict tree)

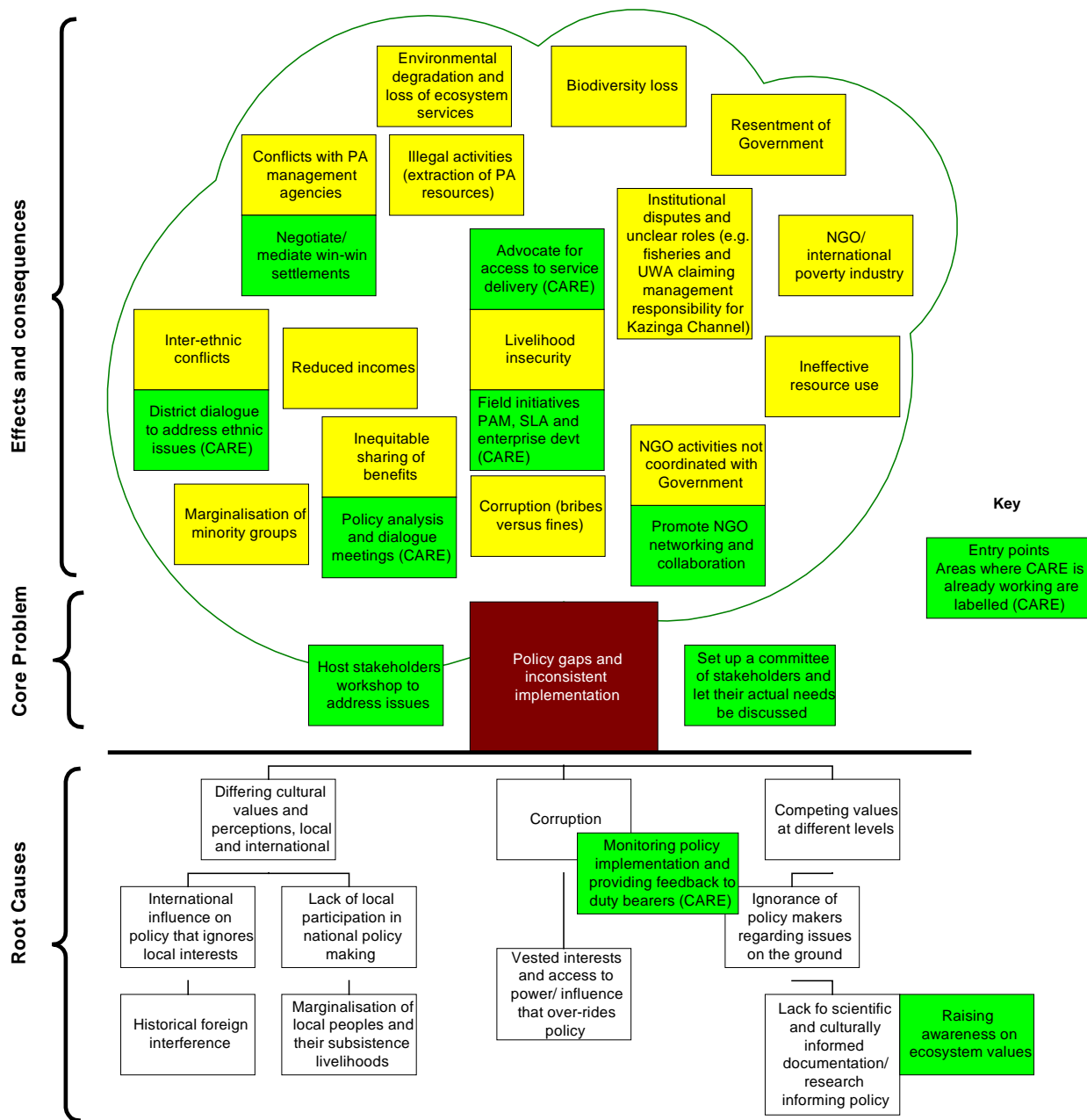Conflict-sensitive Conservation: Field report from Queen Elizabeth National Park

Figure 8: Entry points for addressing policy failure (conflict tree)
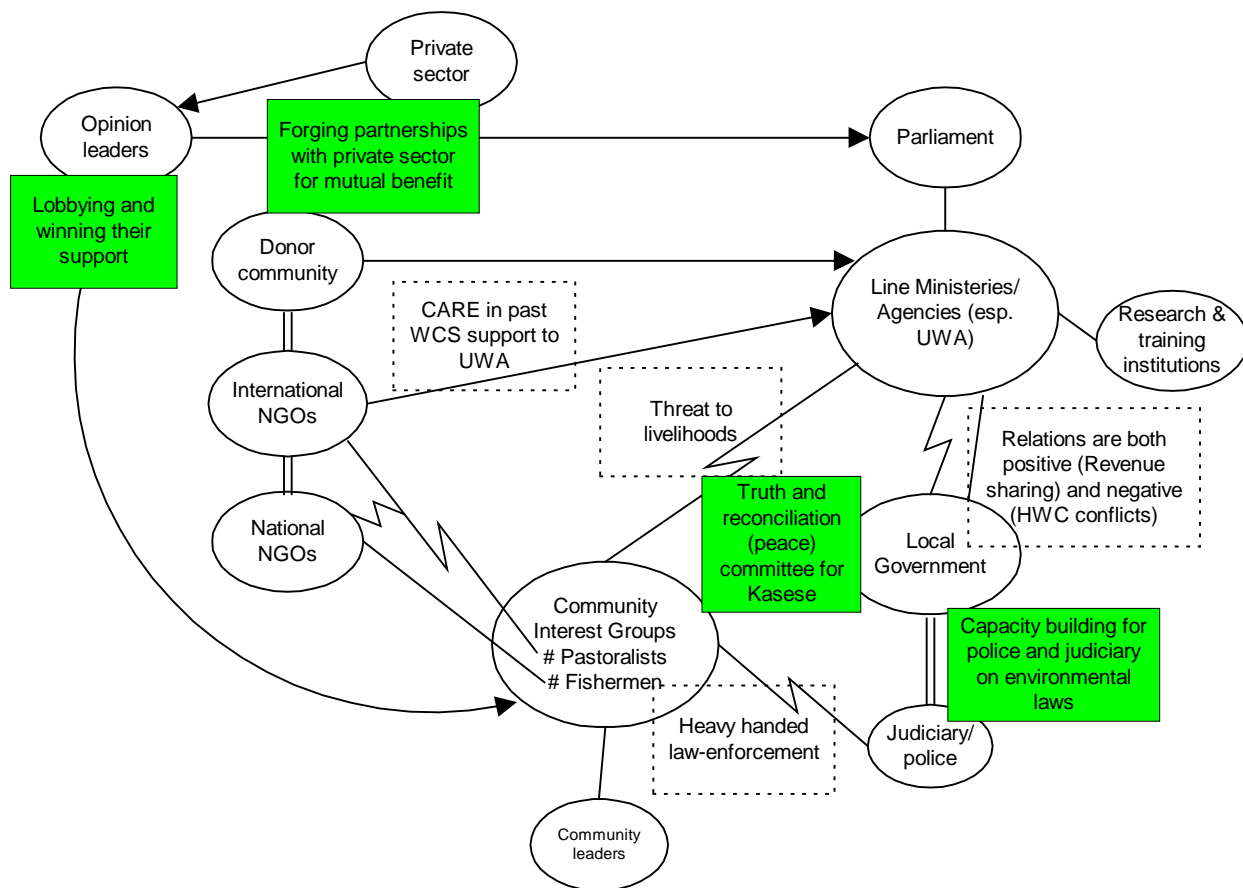
Figure 9: Entry points for addressing policy failure (conflict map)

6.0 Conclusions and next steps

Conflict analysis is the first step in addressing a conflict, because it is essential that an organisation has a thorough understanding of the situation before doing anything about it. However, conflict is complex, dynamic and subjective, and there is no objective (or perfect!) analysis of a conflict. Prioritization exercises are not a science and are also subjective, and ideally, would be done after analysing all conflicts.

Conflict trees have many layers of causes and effects; some issues are both causes and effects. The conflict tree exercise helps to put information related to conflict down on paper and begin organising it. It would be an interesting exercise to compare conflict trees prepared by different parties for the same conflict scenario.

Conflict mapping and stakeholder analysis are important tools to complement the conflict trees, as they enable organisations to better understand the changing dynamics and relationships between parties in a conflict, which are often unrelated to the underlying causes of the original conflict problem.

The next step in the *Conserving the Peace* project will be to use the outputs and feedback from this workshop to further develop and refine the CSC Manual and to develop approaches to utilise this conflict analysis in the programming, implementation and monitoring of conflict resolution and sensitivity approaches around QENP.

Annex 1: Map of Queen Elizabeth National Park

Annex 2: Workshop Agenda

Day 1	
09:00	Welcome and introduction of participants
09.30	Introduction of the project and the workshop
	Identification, characterisation and prioritisation of NR based conflicts
10:00	Overview of QENP and some of the conflicts facing the ecosystem
10.30	*Tea and coffee*
11:00	Exercise 1: Identification and prioritisation of conflict scenarios in the ecosystem
13.00	Lunch
	Understanding root causes and consequences of conflicts
14:00	Presentation: Introducing conflict trees and key conflict attributes
14:15	Group Work. Exercise 2: Develop a conflict tree for a prioritised conflict scenario
16.00	*Tea and coffee*
16.30	Plenary: Reporting back on conflict trees
17.30	End of Day 1

Day 2	
	Understanding the actors and relationships shaping conflicts
08:30	Presentation: Conflict mapping
08.45	Group Work. Exercise 4: Conflict Mapping – showing the relationships between parties in the prioritised conflict(s)
10:00	Plenary: Reporting back on conflict maps
10.30	*Tea and coffee*
11:00	Group Work. Exercise 5: Characterisation of the capacities and interests of key parties in the conflict(s)
12.30	Plenary: Reporting back on conflict parties characterisation
13.00	Lunch
	Developing strategies to address conflict
14.00	Presentation: Conflict sensitivity strategies - entry points
14.15	Group Work. Exercise 6: Identifying entry points for conflict sensitivity strategies
15.30	Plenary: Reporting back on conflict sensitivity strategies
15.45	Exercise 7: Prioritisation of strategies to address conflicts: a financial allocation exercise.
16:30	Wrap up and next steps
17:00	End Day 2

Annex 3: Workshop Participants

Name	Position	Organisation
Richard Businge	Conflict Advisor	CARE Uganda
Helen Bugaari	Programme Manager	CARE REPA
Patrick Ndoleriire	Accountability & Empowerment Technical Manager	
Annet Kandole	Partnership Coordinator	
Violet Alinda	Community Conservation Officer	
Muhumuza Didas	Project Co-ordinator, Uganda	Center for Conflict Resolution/ Saferworld
Agrippinah Namara	Conflict Management Specialist	PRIME West
Stephen Asuma	Programme Officer	IGCP
Bernie Byoona	Administrative/ Liaison Officer	BMCT
Arthur Mugisha	Technical Specialist – Eastern Africa Region	FFI
Charles Kahindo	Project Officer	ARCOS
Barbara Nakangu	Programme Officer	IUCN Uganda Country Office
Anne Hammill	Project Manager	IISD
Rob Craig	Programme Manager	CDC

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