



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels,
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COMMISSION DECISION

of [...]

**on the approval and the financing of a Global Plan for humanitarian operations from
the budget of the European Communities in UGANDA
ECHO/UGA/BUD/2009/01000**

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THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Articles 2, 4 and 15(2) thereof,

Whereas:

- (1) The security situation in the north central regions of Uganda has remained calm despite the fact that the Juba Peace talks have not yet been concluded.
- (2) The return process of the original 1.5 million persons displaced in the north central regions of Uganda has been progressing steadily, albeit with some hesitation in the Acholi region.
- (3) LRRD remains an important challenge in the current context of Uganda.
- (4) Climatic perturbations continue to affect the Horn of Africa region, in Uganda affecting particularly the Karamoja region manifesting as recurrent and severe rainfall deficiencies and floods in other areas.
- (5) As the scale and complexity of the humanitarian crisis is such and it is likely to continue, it is necessary to adopt a Global Plan providing a coherent framework for the implementation of humanitarian action.
- (6) To reach populations in need, aid may be channeled through Non-Governmental Organisations (NGOs) or International Organisations including United Nations (UN) agencies. Therefore the European Commission may implement the budget by direct centralised management or by joint management.
- (7) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months,

¹ OJ L 163, 2.7.1996, p. 1-6

- (8) It is estimated that an amount of EUR 12,000,000 from budget article 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to more than 800,000 displaced persons, returnees and populations affected by natural hazards taking into account the available budget, other donors interventions and other factors. Therefore the activities covered by this Global Plan may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.
- (9) Due to the rapidly evolving situation in the field and the nature of the Actions to be funded under this Global Plan, it is necessary to establish a contingency reserve in order to meet unforeseen events.
- (10) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the Internal Rules on the Implementation of the general budget of the European Communities⁴.
- (11) In accordance with Article 17 (3) of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on 11 December 2008.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a 2009 Global Plan for humanitarian action to assist returning IDPs and other vulnerable population groups affected by insecurity and/or climatic/natural hazards in northern Uganda, of an amount of EUR 12,000,000 from article 23 02 01 of the 2009 general budget of the European Communities.
2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the humanitarian actions under this Global Plan shall be implemented in the pursuance of the following specific objectives:
 - To provide timely humanitarian support, with particular emphasis on extremely vulnerable individuals, to IDP camp populations and returnees, as well as populations affected by climatic hazards, through integrated assistance in an improved humanitarian environment. An amount of EUR 10,900,000 is allocated to this specific objective";
 - To continue strengthening the management and coordination of humanitarian response among multilateral and bilateral agencies and non governmental agencies in Uganda. An amount of EUR 450,000 is allocated to this specific objective;

² OJ L 248, 16.9.2002, p.1.

³ OJ L 357, 31.12.2002, p.1

⁴ Commission Decision of 5.3.2008, C/2008/773

3. An amount of EUR 650,000 is allocated to the contingency reserve.

Article 2

Without prejudice to the use of the contingency reserve, the Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one specific objective set out in Article 1 (2) to the other objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Global Plan and does not exceed EUR 2,000,000.

Article 3

1. The duration of the implementation of this Global Plan shall be for a period of 18 months, starting on 1 January 2009.
2. Expenditure under this Global Plan shall be eligible from 1 January 2009.
3. If the actions envisaged in this Global Plan are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this Global Plan.

Article 4

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. Actions supported by this Global Plan will be implemented either by:
 - Non-profit-making organisations which fulfill the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96;
 - or International organizations.
3. Taking account the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this Global Plan may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

Article 5

1. The amount of EUR 12,000,000 shall be conditional upon the necessary funds being available under the 2009 general budget of the European Communities.
2. This Global Plan shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**Supporting document to the Commission Decision on the approval and financing of a Global Plan for Humanitarian Actions from the budget of the European Communities for Internally Displaced People (IDPs) returnees and populations affected by natural disasters in Uganda.
(ECHO/UGA/BUD/2009/01000)**

Humanitarian Aid Committee - December 2008

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1. EXECUTIVE SUMMARY

The present need for humanitarian aid in Uganda can be attributed to two separate causes: continuation of displacement and the on-going return process in the conflict affected north central regions of Acholi¹, Teso² and Lango³, and the consequences of climatic perturbations mainly affecting the north east Karamoja⁴ region. Each situation has its own characteristics and requires different assistance approaches and tailor-made intervention strategies.

Acholi, Teso and Lango regions: there has been much room for optimism in Uganda since August 2006 following the signing of a formal cessation of hostilities agreement between the Lord's Resistance Army (LRA) and the Government of Uganda (GoU). Throughout 2008, the security situation in the region has remained relatively calm, allowing most of the displaced persons to return to their villages of origin in the Teso and Lango regions. However, in the Acholi region the return process is more cautious, in part due to the stalled Juba Peace talks. This caution is manifested by return movements to intermediate settlements (referred to as return sites/areas) usually located near the local administrative headquarters, known as parishes.

Humanitarian aid in the north central regions continues to face a triple challenge for the immediate future in 2009:

- I. Continue support in IDPs camps while facilitating handing over of services and camp phase out,
- II. Increase support in return sites/areas,
- III. Further consolidate transition assistance in villages of origin.

Humanitarian and transition interventions still need to coexist with a progressive and further increase of the latter as return movements intensify and further consolidate. However, the possibility of new population displacements cannot be excluded, given that the LRA remains active in neighbouring countries.

Karamoja region: the food security of the general population is of concern given the recurrent and severe rainfall deficiencies⁵ that have affected the region for the third consecutive year. Livestock diseases have exacerbated the problem and further reduced the coping capacities of the inhabitants, dependent mainly on agro-pastoralism, in an environment of erratic and volatile security that makes development and humanitarian work difficult. Further to the current food aid and livelihoods approaches being undertaken, other humanitarian interventions may be considered pertinent in order to reduce the impact of food insecurity.

Substantial humanitarian funding will still be needed in 2009 to ensure that basic needs of vulnerable populations are still addressed.

Since 2006, the Commission has channelled more than 70.5 million EUR through DG ECHO⁶ into northern Uganda and is among the main donors for humanitarian assistance.

¹ Acholi region generally considered to consist of Gulu, Amuru, Kitgum, and Pader districts.

² Teso region generally considered to consist of Amuria, Katakwi, Soroti, Kumi, Kaperamaido and Dokolo districts – only Amuria and Katakwi seriously to be heavily affected by the conflict.

³ Lango region generally considered to consist of Apac, Oyam, and Lira districts.

⁴ Karamoja region generally considered to consist of Moroto, Kotido, Abim, Kaabong, and Nakapiripirit districts.

⁵ Ref: http://www.fews.net/docs/Publications/uganda_fsu_2008_08.pdf

⁶ Directorate General for Humanitarian Aid - ECHO

DG ECHO's approach in northern Uganda will be to contribute to supporting IDP populations, with particular regard to extremely vulnerable individuals, while at the same time facilitating camp closure/phase-out where appropriate, creating the conditions for voluntary returns, and supporting populations affected by climatic/natural disasters.. Main sectors of intervention will be water and sanitation, health, protection, livelihoods and food security, reaching at least 800,000 beneficiaries.

This approach in Uganda is consistent with DG ECHO's 2009 strategy (Needs based, LRRD, response to natural disasters, mainstreaming of Children and HIV/AIDS).

The envelope proposed for DG ECHO's Uganda 2009 Global Plan is EUR 12 million. The duration of the Global Plan is 18 months, starting from 1 January 2009. Food aid will be continued to be supported in 2009 under regional ad hoc or emergency Food Aid (FA) decisions.

2. CONTEXT AND SITUATION

2.1. General Context

According to the 2006 Human Development Report, Uganda is ranked 145th out of 177 countries. Whilst Uganda's ranking has risen steadily over the past decade, this advancement has left northern Uganda behind and the needs of this population remain as serious and pressing as ever. With both DG ECHO's Crisis Index and Vulnerability Index equal to 3, Uganda is identified as priority country in the GNA 2008-2009.

Some basic facts about Uganda

➤ Population	28,200,000 persons (UNFPA 2007)
➤ Under 5 mortality	136 p/1,000 (UNICEF 2005)
➤ Life expectancy	51.5 (UNFPA State of World Population Report 2007)
➤ Percentage of population undernourished	19% (UNDP HDI 2006)
➤ Gross national income per capita	USD 280 (World Bank Key Development Data & Statistics 2005)
➤ Percentage of population living on less than USD 1 per day	31% (UNDP 2005/2006)
➤ Proportion of population without sustainable access to an improved drinking water source	40% (UNDP HDI 2006)
➤ IDPs (number and percent of population)	1,100,000 (UNHCR, March 2008)
➤ Refugees	
➤ In-country	206,019 (UNHCR, April 2008)
➤ Abroad	21,752 (UNHCR June 2007)
➤ ECHO Vulnerability and Crisis Index score	3 (most severe rank)
➤ 2006 UNDP Human Development Index score	0.502: 145 th of 177 – medium

Since 1986 the insurgency of the Lord's Resistance Army (LRA), led by Joseph Kony, has produced great suffering in the Acholi, Teso and Lango regions of north central Uganda, including some 1.5 million internally displaced persons (IDPs). Following the formal cessation of hostilities agreement signed on 26th August 2006, these regions have been enjoying relative peace and stability. Led by Dr Riek Machar, vice president of the Government of Southern Sudan (GoSS), these peace talks have been considered by many to offer the best chance to end the civil war that has ravaged the country and spilled into

Sudan and the Democratic Republic of Congo (DRC). However, despite agreement on all agenda items contained within the Juba Peace Process, the Final Peace Agreement between the LRA and the GoU remains unsigned by the parties. Nevertheless, both parties remain publicly committed to the peace process.

The Karamoja region, although not directly affected by the insurgency, has suffered inter-group tensions emanating from the struggle over limited resources in an ecologically fragile zone where agro-pastoral livelihoods predominate. Exacerbating these tensions has been the climatic perturbations of recent years manifested as recurrent rainfall deficiencies in certain areas and flooding in others. Crop failures and limited grazing opportunities and water sources, coupled with livestock epidemics have further fuelled the cycle of violence between groups, sustaining a culture of livestock raiding, even across the Kenyan border. The long history of small arms trafficking through the area has created an environment where weapons are easily available and perceived by the pastoralists as necessary for the protection of their herds.

2.2. Current Situation

North central regions: During 2008 the security situation has remained relatively calm, with no reports of aggressive activity by the LRA. All areas now enjoy freedom of movement since the final restrictions⁷ were lifted in Kitgum District in April 2008. However, the context of the current transition/recovery phase remains complex and challenging in various aspects.

Return monitoring by the Inter Agency Standing Committee⁸ (IASC) in June 2008 indicated that overall 34% of IDPs still remained in the original camps, while 42% were in transit sites/areas, and 24% had returned to villages of origin. In the Acholi region, the most affected by the conflict over the longest period of time, the return process is much more cautious. This reluctance is owed in part to the distrust that accompanies the stalled peace process with the LRA leadership still in hiding. Joseph Kony has several times failed to appear for the signature of a Final Peace Agreement (last attempt dated 6th September 2008), causing serious concern that the peace process is collapsing with little hope of any resumption. Other barriers include the lack of access to basic services in the villages of origin and the existence of land disputes, particularly in Amuru District. This caution is manifested by return movements to intermediate settlements (referred to as return sites/areas) usually located near the parish⁹ headquarters.

Karamoja region: In 2008 the region has been faced with the third consecutive year of deficient rainfall with late and erratic rains resulting in a very poor September 2008 harvest. Livestock epidemics of Peste des Petits Ruminants (PPR or Goat Plague) affecting goats and sheep, and Contagious Bovine Pleuro Pneumonia (CBPP) affecting cattle, continue unabated, while episodes of Foot and Mouth disease (FMD) continue to spread. Poor access to basic services and livestock health support, coupled to increasing prices (50-70% over past 6 months) of basic food staples and deteriorating terms of trade for livestock further undermine food security in the region.

⁷ The conflict-affected areas were subject to restrictions of movements by the UPDF towards the villages of origin as a measure to protect the IDPs.

⁸ Led by UNHCR

⁹ The parish is the lowest level administrative unit, made up of several villages.

Security: In line with the government's strategy of consolidating state authority in the north central regions of Uganda, Ugandan People's Defence Forces¹⁰ (UPDF) presence has reduced and deployment of police officers and auxiliary forces - Special Police Constables (SPCs) and Local Defence Units (LDUs) - is being strengthened. Aggressive cattle raiding activities in districts bordering the Karamoja region have also reduced significantly, mainly due to the strengthening of governance and the establishment of Anti-stock Theft Units (ASTUs). However, the number of regular police remains low leaving poorly trained auxiliary security forces to enforce law and order.

Security within Karamoja continues to be volatile (UN Phase 3) and humanitarian access at times is restricted. Due to the proliferation of arms, inter-group raids, road ambushes and other criminal activities continue with some fatalities reported. The GoU is currently implementing a forceful disarmament programme, often resulting in clashes between the UPDF and the local people.

The GoU has committed itself to the stabilisation and recovery of northern Uganda under the National Peace, Recovery and Development Plan (PRDP). The PRDP, developed with World Bank support, aims to reduce the gap between the north and the south of the country between 2007-2010, and provides a general framework for all actors engaged in the north of the country. This plan has yet to prove its effectiveness.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

North central regions:

Since 2007 the Protection Cluster has strongly advocated for the freedom of movement and safe voluntary return of IDPs to their places of origin. Although very few needs were perceived in the Teso region during 2008 as most IDPs were considered to have completed the return process, the situation was less clear for the Lango region. Therefore, in June 2008 the protection cluster conducted an assessment, based on the criteria for determining the end of displacement as developed in the project on internal displacement¹¹ initiated by the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, Walter Kalin. The assessment confirmed that displacement can be considered to have come to an end in Lango region. Therefore, presently, important humanitarian needs are perceived only in the Acholi region where a balance of assistance is required between the existing camps, the return sites/areas, and the villages of origin. The very pressing needs in the return sites/areas has, however, meant that efforts of humanitarian agencies have shifted largely from the old IDP camps to these new return sites/areas often creating a gap in assistance for IDPs remaining in camps. In addition, some of the focus has began to shift away from camp management toward interventions supporting transformation of old camps into viable communities and/or which facilitate camp closure by addressing environmental concerns, and simultaneously eliminating protection concerns from empty unused structures.

With the return process and the lifting of population movement restrictions, access to land has further increased in 2008 from an average of 2 acres per household to 4-6 acres per household (*WFP Emergency Food Security Assessments (EFSA), May 2008*). However, despite increased access, land utilisation remains low due to limited availability of agricultural inputs (seeds and tools). Presently, food aid is being provided to 940,000 IDPs in the Acholi region with food rations between 40-60% of recommended

¹⁰ Uganda's national army.

¹¹ When Displacement Ends: A Framework For Durable Solutions, June 2007

daily allowance while extremely vulnerable individuals¹² (EVI) receive 100% rations. However, according to the WFP EFSA, about 1/3 of this caseload is considered to be food secure. In order that food aid does not create dependency and become counterproductive, the responsible phasing out of food aid for these food secure populations should be considered.

While population movements out of the camps have resulted in increased access to safe water in the camps (over 12.2 litres/person/day), average latrine access among households is very poor with an average of 55 persons per latrine stance. The overcrowded and poorly planned nature of the camps, coupled with poor sanitation and hygiene practices, has led to frequent epidemic outbreaks. During 2008, an outbreak of Hepatitis E (HEV) has been persisting and appears increasing difficulty to contain.

As a consequence of the large scale return and the slow establishment of basic services in the return sites/areas, a generalised degradation of the nutritional status of the population has been witnessed. An increase in global acute malnutrition (GAM) and severe acute malnutrition (SAM) rates in 2008 were observed in Gulu and Amuru districts (*ACF nutritional survey, June 2008*), where GAM increased to 8.7% from under 5% in 2007. In return areas, water availability and sanitation facilities are lacking, increasing the public health risks for returning populations. Other basic services such as health and education are dilapidated or non-existent. Some attempts have been made towards the re-activation of these services and a certain number of schools and health centres have been re-opened. In addition, community-based services such as community health systems (Village Health Teams) and community protection structures are also being established. Some of the current main protection concerns associated with the return process include family separation, the lack of social safety nets for EVIs, limited access to justice for victims of gender based violence (GBV) and land disputes.

Karamoja region:

Recent nutritional surveys in February 2008¹³ showed an overall GAM rate of 10.9%, with the two southern districts of Moroto and Nakapiripirit standing at 15%. WFP has been distributing between 50 and 70% food rations since April 2007 to some 707,000 people out of a total population of approximately 1 million. FAO estimates that the current harvests stand at 20-40%. With no carryover food stocks following past poor harvests, the hunger season started two months earlier (February 2008) than normal, and was expected to be particularly severe, with increasing numbers of households becoming food insecure. Consequently, WFP estimate that food aid will be needed for some 750,000 in the region next year.

In order to reduce food insecurity in the region a livelihoods approach is considered fundamental. Significant challenges to livestock health include access to veterinary services, the need for increased support for vector spraying to control tick-borne diseases, FMD (food and mouth diseases) and tsetse fly infestations, strategic and timely vaccinations to help the livestock maintain their health and general body condition through a prolonged dry spell, as well as the training and equipping of Community Animal Health Workers as well as support to Farmer / Pastoral Field Schools (F/PFS) in order to help disseminate good practice on basic agricultural/livestock keeping practices.

¹² Protection Cluster led by UNHCR in 2007 agreed upon common standard criteria for EVIs mainly based upon needs. EVIs include child-headed households, female-headed households, people living with chronic and/or terminal illness, disabled - this list is not exhaustive.

¹³ WFP/UNICEF/MoH Nutritional Survey Report (Feb 2008)

4. PROPOSED DG ECHO STRATEGY

4.1. Coherence with DG ECHO's overall strategic priorities for 2009

The strategy proposed under this Global Plan is consistent with the overall DG ECHO strategic priorities in three ways:

1. Linking Relief, Rehabilitation and Development (LRRD): LRRD has been pursued in northern Uganda for the past two years and continues to gain momentum¹⁴. Unfortunately, most of development programs are still to become operational on the ground, such as the recovery and livelihoods programs under the 10th EDF and the Government's Peace, Recovery and Development Plan for northern Uganda. DG ECHO continues to systematically liaise with other Commission services and donors with the aim of encouraging implementation of the Commission policy on LRRD whenever possible. In the interim, significant humanitarian needs remain in the region.

Partners will be required to give due consideration to phase-out strategies in 2009. Exit strategies by DG ECHO partners' have been implemented since 2006 where collaboration with local and sub-county authorities has been continuously strengthened. Hand-over of DG ECHO funded operations at the most appropriate level has been examined and continued in 2008. This will be further strengthened in 2009 during a more consolidated transitional phase.

2. Needs-based approach: Geographic priorities in DG ECHO are defined every year by a combination of field level needs assessments and analyses of aggregated data on relevant humanitarian indicators (insecurity, refugees, IDPs, mortality and morbidity rates, malnutrition rates, disaster proneness, etc). There is also a comprehensive consultation of humanitarian actors and stakeholders. Uganda has been identified as a high needs country.

3. Promoting quality humanitarian aid through systematically mainstreaming cross-cutting issues into its operations: Support to cross-cutting issues such as children, women, environment, domestic violence, HIV/AIDS, etc., will be provided by mainstreaming them into the individual projects. Special attention should also be given to children, formerly abducted persons and single mothers, as they suffer from social stigma and due to their lack of social capital, are often the most vulnerable individuals.

DG ECHO's response will be to focus on an integrated, multisectorial cross-sector package covering water and sanitation, health, livelihoods and food security, non-food items, training and education, protection and coordination.

In order to maximise the impact of its humanitarian aid response, the Commission decides to maintain a DG ECHO support office located in Kampala.

¹⁴ Some of the achievements include: five current and former ECHO partners financed under the 9th EDF Northern Uganda Rehabilitation Programme (NUREP); two projects specifically targeting conflict-affected districts in northern Uganda under the EC Water Facility; a EUR 4 million food security budget line project on 'vouchers for work' gradually moving northwards from Lango region in 2007 to south Gulu and Pader districts in 2008/09 to replace ECHO financed free hand-out of vouchers. The next step in the LRRD contigium in Uganda are two sizeable 10th EDF programmes under formulation, namely the EUR 20 million Northern Uganda - Agricultural Livelihoods Recovery Programme (ALRP) and the EUR 15 million Karamoja Livelihoods Programme (KALIP) where ECHO has already provided initial inputs through a constructive dialogue with the EC Delegation.

4.2. Impact of previous humanitarian response

Since 2004 DG ECHO has greatly contributed to provide a continuous and effective relief response in conflict affected areas; the response to basic needs such as wat/san, health, NFIs, and food security as well as enhancing protection and coordination of humanitarian assistance.

DG ECHO has also continued to reduce dependence on food aid by increasing self-reliance of IDPs through livelihood security programs and income generating activities.

DG ECHO continues to respond to the needs of the Ugandan crisis. During the period 2000-2005, DG ECHO funds made available for Uganda totalled EUR 44,620,000. Funding have been progressively adjusted and increased with a total allocation from 2006 until 2008 of EUR 70,538,182. (see annex 3 for details). This include EUR 49,637,350 allocated for general humanitarian Aid, EUR 16,500,000 for Food Aid (mainly implemented through WFP¹⁵) and approximately EUR 4,400,832 under the Drought Preparedness for Karamoja.

4.3. Coordination with activities of other donors and institutions

DG ECHO office in Kampala plays an active role in co-ordination at various levels (Government – Office of the Prime Minister (OPM), donors, general humanitarian community and individual clusters). The co-ordination structures are centered around four main columns: 1) humanitarian, 2) Government sectors, 3) donor development groups and 4) donor political themes. DG ECHO participates regularly in the Northern Uganda Recovery/Development (NURD) donor development group; Humanitarian Technical Donors group; Inter-agency Contact Group and in the clusters of CCCM (Camp Coordination and Camp Management), Governance, Health/Nutrition, Food Security, WASH & Protection. DG ECHO actively participates in cluster co-ordination.

DG ECHO office in Kampala participates actively in Government co-ordination, even though co-ordination efforts by Government have tended to be sporadic and inconsistent. Currently, the most promising is the OPM lead DRR (Disaster Risk Reduction) platform and the upcoming PRDP Monitoring Committee (PMC).

4.4. Risk assessment and assumptions

Main factors which may have a negative impact on the implementation of the strategy:

- a. Armed banditry and small arms proliferation is on the rise both in LRA affected areas and in Karamoja and can only be countered by increased policing/arms control.
- b. Poor road conditions hamper access to both camps and return areas.
- c. Localised and increased land disputes may hamper access to land for returnees. So far, most reported cases are boundary disputes within families and are often addressed through mediation of NGO partners supporting legal aid.

¹⁵ With the exception of Karamoja, considering the improvement in the food security in the conflict affected areas, WFP is planning to progressively decrease their FA caseload.

- d. Central and local authorities fail to provide adequate support and commitment in order to ensure appropriate maintenance and management of service delivery, especially in return sites;
- e. Slow progress of recovery and livelihood programmes by development partners; longer-term planning and partner actions are increasingly important in the current context of planning for the hand-over of DG ECHO-funded interventions.

Due to the rapidly evolving situation in the field and the nature of the Actions to be funded under this Global Plan, it is necessary to establish a contingency reserve in order to meet unforeseen events.

4.5. DG ECHO Strategy

Geographical coverage will mainly focus on the Acholi region, while focused and timely food security related interventions may be considered for the Karamoja region. Other livelihood shocks and natural disasters in northern Uganda may be also responded to.

1. North central Uganda:

DG ECHO phased-out of Teso region by end of 2005. DG ECHO has only supported food security interventions in Lango region in 2008 and prepares to phase-out of Lango by the end of 2008. ECHO funding for 2009 will, therefore, focus only on Acholi region.

DG ECHO will continue a substantial engagement in northern Uganda in 2009, but on slightly reduced scale as compared to 2008. If there is no radical change in the situation, DG ECHO will continue to progressively phase-down ensuring a responsible exit.

DG ECHO's funding in north central Uganda will continue to focus on creating conditions for voluntary return and contributing to durable solutions, while at the same time acknowledging that significant numbers of IDPs will never return after 20 years of living in camps or de-facto urbanised settings with easy access to services. The risk for the old IDP camps to become the new urban slums of northern Uganda is real and should be mitigated with support to camp phase-out, including camps clean-up, demolition of structures, and some selective rehabilitation of erosion and vegetation cover.

Humanitarian assistance in return sites/areas will concentrate on rehabilitation of social infrastructure or new construction, where considered appropriate, while at the same time continue to enhance food security and livelihoods. Interventions must continue to be in line with the parish approach¹⁶ and should, to the extent feasible be aligned to District Development Plans (which are, in principle, bottom-up from the parish level) provided that the district plans correspond to and capture the needs in the area. Humanitarian focus in the original IDP camps will further concentrate on protection and targeted assistance for vulnerable groups.

DG ECHO recognises that the GoU is primarily responsible for the welfare of its citizens and therefore encourages the progressive integration of clusters into the government co-ordination structures. Close cooperation will be necessary between all concerned humanitarian and development stakeholders and the government at the central and district levels in order to facilitate a smooth transition to sustainable and community based long-term development.

¹⁶ The Parish correspond to an administrative unit, which comprise of a certain number of villages.

Given that future hazards could potentially further undermine the fragile state of northern Uganda's populations, DG ECHO will consider if these risks can be minimised by mainstreaming disaster risk reduction and disaster preparedness components in relief and rehabilitation interventions, as appropriate.

Analysis by sector of intervention:

Water and Sanitation: Increasing coverage in return areas through rehabilitations or new constructions (where appropriate) and water source protection will be continue in 2009. Handover of operations and maintenance of motorised systems in camps must also be a priority.

While recognising hand-over of water systems to local government remains a challenge, partners are encouraged to further explore possible alternatives through an inclusive and participatory process with all stakeholders that would ensure continued water supply. Maximising lessons learnt and good practice should be of added value.

Sanitation activities should, together with water interventions, also lead toward sustainability. A whole package of interventions dealing with hygiene promotion activities, support to returnees in building up their own household latrines, sensitisation to water purification, understanding cultural taboos and coping mechanisms with regards to sanitation, will continue to receive the necessary attention during a further consolidation of the return phase.

Health: Primary health care in return areas will continue to be a priority. A holistic and integrated approach to reactivation of basic health services in return areas through support to existing MoH/DDHS structures has had considerable success and is thus favored. No vertical/stand-alone programs (i.e. support to main hospital) will be supported in 2009.

Community health structures/workers should be an integral part of primary health care support. A harmonised use of community health structures is very important for the sustainability of strengthening community-based health care.

Mainstreaming of HIV/AIDS into health programmes, immunisation and vaccination campaigns, maternal and child health programmes, roll-out of the new malaria treatment protocol and rapid response to epidemics will remain key interventions.

The lack of human resources in Health Centers remains a major concern and an obstacle to reactivation of services at peripheral level. The capacity of the government to address this problem is limited – recruitments are often not successful. LRRD in the health sector appears a very complex challenge. It is difficult for DG ECHO to address human resource problems, as it requires a long-term sector-wide approach for which DG ECHO is not the most appropriate instrument. However, DG ECHO through its partners, together with government bodies, including the districts, and other donors will continue to advocate for improved health service capacity and delivery; improved health information data collection, analysis and dissemination as well as promote a system of joint planning, monitoring and impact evaluation.

Livelihoods and Food Security: Increased food security remains a strategic priority for DG ECHO. Support to Food security has increased both in relative as well as in absolute terms in past 2 years and will be further boosted in 2009.

DG ECHO is in favor of increasing access to agricultural inputs (include support for land opening and livestock restocking) as well as to markets through Cash for Work, voucher

systems and seed fairs. Stimulation of local market, improving productivity, seeds multiplication and limited IGAs should be integral to such diversification.

Protection: DG ECHO support will increasingly shift from camp management to camp phase-out and support to viable communities. The emphasis is on contributing to durable solutions.

Support to community structures and protection frameworks (Child Protection Committees - CPCs) addressing child protection and GBV as well as community-based reintegration (including extremely vulnerable children, widow, elderly, disabled people, etc.) will continue. DG ECHO considers assistance to EVIs an important protection action and will continue supporting better targeting of EVIs based on stricter needs prioritisation/criteria. It is, however, important to address impediments (including land disputes) to the return of EVIs through targeted actions aiming at durable solutions.

DG ECHO is also considering the continuation of minimal support to the education sector. Family separation (an increasing protection concern) is linked partly to lack of education services in return areas. DG ECHO plans for minimal interventions in the education sector such as rehabilitation and staff houses. A clear commitment/contribution from government should be received before investing in government educational structures. Institutionalisation of interventions is relevant and important for long-term sustainability.

2. Karamoja:

DG ECHO will continue a cautious engagement in Karamoja. Currently DG ECHO's Regional Drought Preparedness initiative addresses drought-prone areas within the Horn of Africa region by enhancing the resilience of pastoral communities to monitor and cope with droughts. Key sectors include animal health, water and early warning systems. This initiative remains pertinent and addresses demonstrated needs amongst the pastoral populations of the Karamoja region. A further consolidation of its operation is warranted and would increase overall effectiveness¹⁷.

Warning of an impending humanitarian crisis as a result of the drought, failed harvests and insecurity is emphasised by all concerned actors (including local government, UN and NGOs). DG ECHO is concerned about this situation is planning to complement Drought Preparedness initiative and food aid with other food security measures that can either be financed from the humanitarian aid budget or from the food aid budget. This would give programmatic flexibility. Such activities would include, in addition to the drought preparedness and food aid¹⁸, prevention and treatment of malnutrition, emergency food security inputs, increased livestock support (such as vaccinations against PPR and CBPP, etc.).

In particular, considering the above, the population of the Karamoja region will be in need of food aid assistance most probably until the next harvest in August/September 2009. Like in the Acholi region, food aid will be mainly supported in 2009 under separate Food Aid (FA) decisions.

¹⁷ The current Regional Drought Decision will end in June 2009, and a follow-up funding has been proposed for 2009.

¹⁸ DG ECHO strictly earmarking WFP contributions which is feeding in Karamoja 707,000 people or 70% of the population (on 50% and 70% of RDA). Selection has been done using an IPC methodology at Parish level. ECHO has, for the first time in 2008, included MCHN (Mother to Child Health Nutrition) programs in Karamoja and contribute as well to supplementary feeding program. MCHN is not supported in Acholi region.

In the medium- to longer-term, DG ECHO considers continued food aid problematic and would like to see transfer instruments developed that favor effectiveness and reduces dependency. This possibility is being explored in close dialog with WFP and EC Delegation; alternative transfer mechanisms in Karamoja (such a cash and/or vouchers) could possibly be financed in the medium-term through the 10th EDF by KALIP (Karamoja Livelihood program).

Coordination: There is a continuous need for improvements in the coordination of humanitarian activities. Lack of effective coordination can still lead to the duplication of activities, frustrations on the part of humanitarian actors and unnecessary burdens being placed on those who are seeking to carry out efficient operations. Better data, rigorous analysis, mapping and information-sharing as well as continued support of the UN Cluster approach will be supported by DG ECHO. The OCHA mechanism will maintain an important role in donor fora and in the context of the hand-over of humanitarian operations to development funds.

DG ECHO's objectives are as follows:

Principal objective: To assist vulnerable population groups affected by insecurity and climatic hazards.

Specific objectives:

- To provide timely humanitarian support, with particular emphasis on extremely vulnerable individuals, to IDP camp populations and returnees, as well as populations affected by climatic hazards, through integrated assistance in an improved humanitarian environment.
- To continue strengthening the management and coordination of humanitarian response among multilateral and bilateral agencies and non governmental agencies in Uganda.

4.6. Duration

The duration for the implementation of this Global Plan will be 18 months starting on 1 January 2009. Humanitarian actions funded by this Global Plan must be implemented within this period. Due to the level of insecurity and rapidly changing situation on the ground, the duration of 18 months is necessary to allow DG ECHO's partners to fully implement their projects. Expenditure under this Global Plan shall be eligible from 1 January 2009.

If the implementation of the actions envisaged in this Global Plan is suspended due to *force majeure*, or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations. Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4.7. Amount of Global Plan and strategic programming matrix

4.7.1. Total amount of the Global Plan: EUR 12,000,000

4.7.2. Strategic Programming Matrix

STRATEGIC PROGRAMMING MATRIX FOR THE UGANDA GLOBAL PLAN 2009

Principal objective	To assist vulnerable population groups affected by insecurity and climatic hazards.				
Specific objectives	Allocated amount (EUR)	Geographic area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<p>Specific objectives 1: To provide timely humanitarian support, with particular emphasis on extremely vulnerable individuals, to IDP camp populations and returnees, as well as populations affected by climatic hazards, through integrated assistance in an improved humanitarian environment.</p>	10,900,000	Northern Uganda	<p><u>Health:</u></p> <ul style="list-style-type: none"> - Support initiatives which reduce incidence of common infectious and vaccine-preventable diseases; - Prevention and control of epidemics; - Contribute to the prevention, control and treatment of malaria; - Mainstream HIV/AIDS related components in all DG ECHO-funded interventions in line with DG ECHO guidelines and contribute to analysis of HIV/AIDS levels of infection in the northern camps; - Reinforce capacity of community based health structures <p><u>Wat/san:</u></p> <ul style="list-style-type: none"> - Support initiatives which improve availability of safe water and promote awareness of environmental and personal hygiene both in camps and return sites; - Facilitate hand over of operations and maintenance of motorized systems; <p><u>FS (food security)/Livelihood support:</u></p> <ul style="list-style-type: none"> - Promotion of well-adapted livelihood projects that take into account local conditions and community knowledge; - Increasing of FS interventions targeting returnees as well as IDPs in camps; - Initiatives which further 	<p><u>Health:</u></p> <ul style="list-style-type: none"> - outbreak of epidemics is reduced or prevented - the causes of malnutrition are identified - childhood mortality is kept below emergency thresholds - Community health structures are effectively integrated into the health care system; - incidences of malaria decrease <p><u>Wat/san:</u></p> <ul style="list-style-type: none"> - water coverage in return sites increased; - increased awareness in target population of personal and communal hygiene practices; - increased implementation of the most appropriate latrines, especially in return sites sites; <p><u>FS/livelihood:</u></p> <ul style="list-style-type: none"> - increased availability of self-produced food amongst IDPs and returnees; <p><u>Protection:</u></p> <ul style="list-style-type: none"> - improved rates of reintegration of CAAF (children associated with armed forces or armed groups), FAP (former abducted persons) into society - Enhanced child protection mechanism in both camps and return sites 	<p>ACH – ESP, ACF-FRA, ACTION AID, ACTED, AISPO – ITA, AVSI, CARE – UK, CINS, CONCERN, WORLDWIDE, COOPI, Cordaid, CROIX-ROUGE - CICR- ICRC, CUAMM, DANISH RED CROSS, DANCHURCH AID – DNK, FIDA, GERMAN AGRO ACTION, GOAL, IRC – UK, IOM, MALARIA CONSORTIUM, Malteser International, MEDAIR UK, MEDAIR CH, MSF – CHE, MSF – FRA, MSF – NLD, MSF-ESP, Mercy Corps-UK, NRC, OXFAM – UK, SAVE THE CHILDREN – UK, FAO, UNHCR, UNICEF, UNOCHA, UNDP, WHO, WORLD VISION DEU, WORLD VISION UK, Caritas – DEU, ASB – DEU, ZOA.</p>

			<p>contribute to the prevention and analysis of causes of Malnutrition;</p> <p>Protection:</p> <ul style="list-style-type: none"> - Community based reintegration activities for Children and FAP; - Enhancement of Child protection mechanism through child focused partners; - Rehabilitation of schools. 		
Specific objective 2: To continue strengthening the management and coordination of humanitarian response among multilateral and bilateral agencies and non governmental agencies in Uganda.	450,000	National	<ul style="list-style-type: none"> - Further step-up the coordination of humanitarian aid activities through support to OCHA, with a special focus on information-sharing, transitional emergency and planning. 	<ul style="list-style-type: none"> - Improved technical working groups having an impact on coordination and levels of assessment and response; - consensus shows in data relating to GAM, SAM, mortality rates, water coverage in camps, latrine coverage in camps. 	UNOCHA, FAO
Risk assessment	Security situation has been analysed by partners prior to them channelling aid.				
Assumptions	<p>No major deterioration in the security situation</p> <p>Climate situation remains stable</p> <p>Contingency planning is made in project design phase</p> <p>Sustainability concepts are mainstreamed and applied during implementation</p> <p>Acceptable road access to return sites</p> <p>Increased progress of recovery and livelihood programs by development partners</p>				
Contingency reserve	650,000				
Total cost	12,000,000				

5. EVALUATION

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://ec.europa.eu/echo/evaluation/index_en.htm.

6. MANAGEMENT ISSUES

Humanitarian aid Actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/partners/index_en.htm.

For International Organisations identified as potential partners for implementing the Global Plan, actions will be managed under joint management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

7. ANNEXES

Annex 1: Vulnerability and Crises Index


Annex 2: Map of country and location of DG ECHO operations

Annex 3: List of previous DG ECHO operations

Annex 4: Other donor's contributions

Annex 5: List of abbreviations

Annex 1: Vulnerability and crises Index in the Horn of Africa (2008-2009)

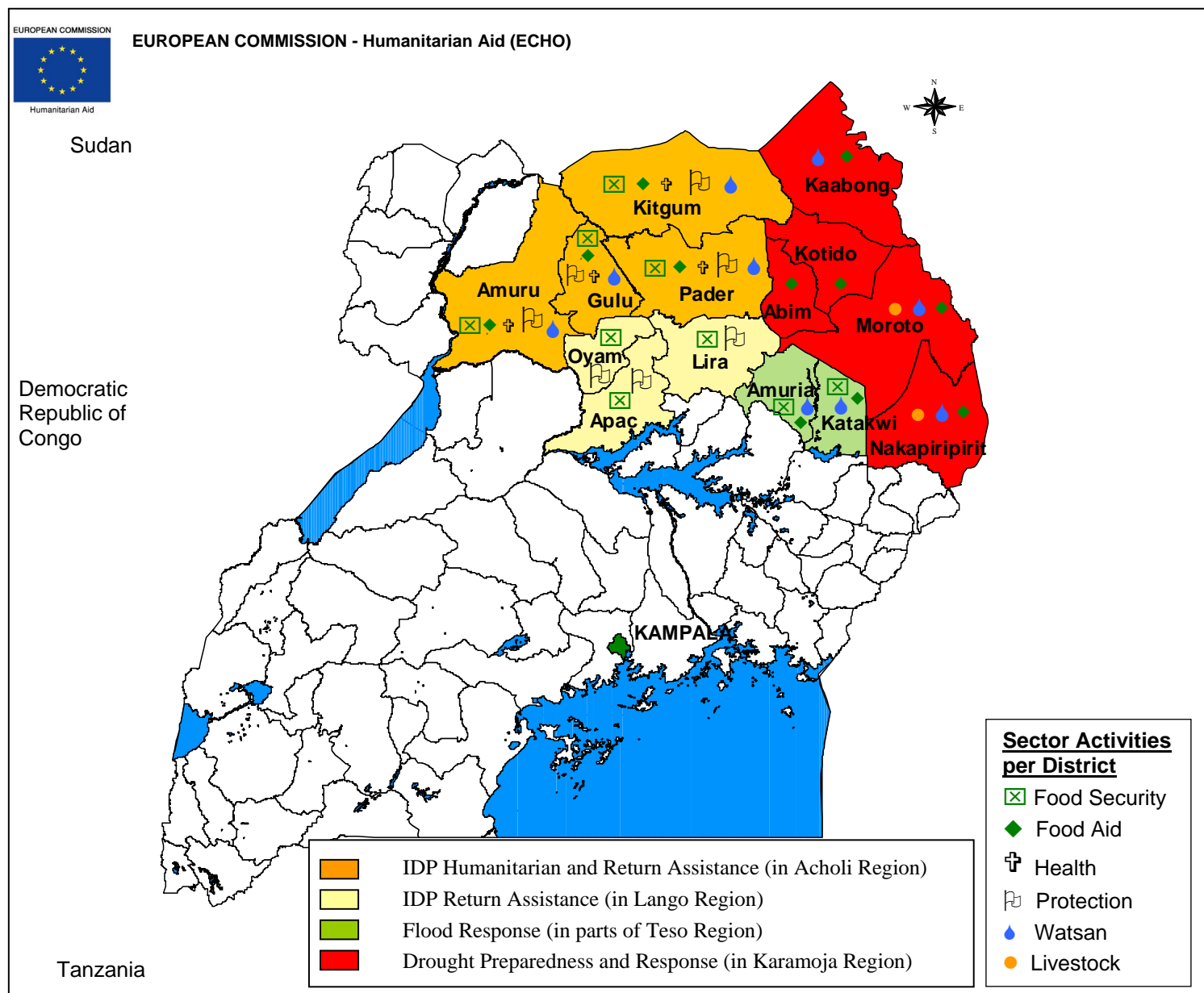
Vulnerability and Crisis index															
 GNA		Vulnerability Index (VI)										Crisis Index (CI)			
		score	aver.	HDI	HPI-1	HDI/HPI	R+I+r	R+I+r / 2	U5UW	U5M	U5	Health + Inequality	C/ND/R	Conflict	ND
<i>Countries - GNA 2007-08</i>															
Djibouti	3	2,25	2	2	2	4	2	3	3	3	2,0	3	0	3	0
Eritrea	3	2,31	3	2	2,5	3	1,5	3	2	2,5	2,8	0	0	0	0
Ethiopia	3	2,31	3	3	3	2	1	3	3	3	2,3	3	3	3	0
Kenya	3	2,25	2	2	2	4	2	3	2	3	2	3	3	3	2
Somalia	3	2,88	x	3	3	6	3	3	3	3	2,5	3	3	3	3
Sudan	3	2,56	2	2	2	6	3	3	2	2,5	2,8	3	3	3	3
Uganda	3	2,50	2	2	2	5	2,5	3	3	3	2,5	3	0	3	3

HDI: Human Development Indicator

HPI: Human Poverty Indicator

R+I+r: Refugees/IDPs/Returnees

Annex 2: Map of country and location of DG ECHO operations



Annex 3: List of previous DG ECHO operations

List of previous DG ECHO operations in UGANDA				
Decision Number	Decision Type	2006 EUR	2007 EUR	2008 EUR
ECHO/UGA/BUD/2006/01000	Global Plan	15,000,000		
ECHO/UGA/EDF/2006/01000	Non Emergency	4,000,000		
ECHO/-HF/BUD/2006/02000 (*)	Non Emergency	1,150,832		
ECHO/-AF/EDF/2007/01000 (*)	Non Emergency		637,350	
ECHO/-FA/BUD/2007/01000 (*)	Non Emergency		5,000,000	
ECHO/-FA/BUD/2007/02000 (*)	Non Emergency		3,000,000	
ECHO/UGA/BUD/2007/01000	Global Plan		13,000,000	
ECHO/UGA/BUD/2007/02000	Emergency		3,000,000	
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency			5,500,000
ECHO/-HF/BUD/2008/01000 (*)	Non Emergency			3,250,000
ECHO/UGA/BUD/2008/01000	Global Plan			12,000,000
ECHO/UGA/BUD/2008/02000	Ad hoc			2,000,000
ECHO/-FA/BUD/2008/03000 (*)	Emergency			3,000,000
	Subtotal	20,3150,832	24,637,750	25,750,000
	Grand Total	70,538,182		

Dated : 26 September 2008

Source : HOPE

(*) decisions with more than one country

Annex 4: Overview of donor's contributions

Donors in UGANDA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	900,000	DG ECHO	25,750,000		
Belgium	1,220,000	DG DEV (A Envelope allocations 9 th EDF** 2003-2008)	271,509,275		
Bulgaria		DG DEV (B Envelope allocations 9 th EDF 2003-2008)***	38,598,740		
Cyprus					
Czech republic	38,364				
Denmark	3,473,695				
Estonia					
Finland	2,150,000				
France	1,168,209				
Germany	4,175,140				
Greece					
Hungary					
Ireland	2,388,499				
Italy	3,090,000				
Latvia					
Lithuania					
Luxemburg	750,000				
Malta					
Netherlands	10,389,525				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain	750,002				
Sweden	11,338,185				
United kingdom	5,000,000				
Subtotal	46,831,619	Subtotal	25,750,000	Subtotal	0
			62,021,603*		
		Grand total	134,603,222		

Dated : 26 September 2008

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>

* A year share out of the 5 years EDF plan

Empty cells means either no information is available or no contribution.

Annex 5: List of abbreviations

ACT	Artemisin combination therapy for malaria
ACF	Action Contre la Faim
ASTU	Anti-Stock Theft Unit
AVSI	Associaizione Volontari Servizio Internazionale
CAP	Consolidated Appeals Process
CPC	Child Protection Committee
CCCM	Camp Coordination and Camp Management
CINS	Cooperazione Italiana Nord Sud
COOPI	Cooperazione Internazionale
DDHS	Director of the District Health Service
DEV	Development Directorate General of the European Commission
DG ECHO	Humanitarian Aid Directorate General of the European Commission
EC	European Commission
EDF	European Development Fund
EFSA	Emergency Food Security Assessment
EU	European Union
FAO	Food and Agriculture Office
EVI	Extremely Vulnerable persons
KALIP	Karamoja Livelihood Program
GAM	Global Acute Malnutrition
GBV	Gender based Violence
GoU	Government of Uganda
GP	Global Plan
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immuno-Deficiency Syndrome
HTD	Humanitarian technical Donor
IASC	Inter-Agency Standing Committee
IRC	International Rescue Committee
IOM	International Organisation for Migration
ICRC	International Committee of the Red Cross
IATC	Inter-Agency Technical Committee
JMC	Joint Monitoring Committee
IDP	Internally Displaced People
ITN	Insecticide Treated Nets
LRA	Lord's Resistance Army
LRRD	Linking Relief, Rehabilitation and Development
LDU	Local Defense Unit
MOH	Ministry of Health
NFI	Non-Food Items
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
NUREP	Northern Uganda Rehabilitation Program
NURD	Northern Uganda Recovery/Development
OCHA	Office for Co-ordination of Humanitarian Aid
OPM	Office of the Prime Minister
PRDP	Peace, Recovery and Development Plan

PMC	PRDP Monitoring Committee
RDD	Regional Drought Decision
SAM	Severe Acute Malnutrition
SPC	Special Polices Constables
UN	United Nations
UNICEF	United Nations Children’s Fund
UNHCR	United Nations High Commissioner for Refugees
UNDP	United Nations Development Program
WFP	World Food Programme
WHO	World Health Organisation