

Humanitarian Aid Decision

F9 (FED9)

Title: Humanitarian aid in favour of the people of Uganda to relieve vulnerable population groups affected by insecurity and climatic hazards.

Location of operation:UGANDA

Amount of decision: 6,620,000 euro

Decision reference number: ECHO/UGA/EDF/2004/02000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Nearly 19 years of warfare have taken their toll on the population of Northern Uganda. The insecurity in the region is mainly due to the LRA (Lord's Resistance Army) insurgency which is one of extreme brutality and ruthlessness in attacking the local population, killing, torching, pillaging and kidnapping, notably children to be abused as porters, fighters or sex slaves, to an extent that has become notorious, and is hardly matched by any other rebel group, even in conflict-ridden Sub-Saharan Africa. Further insecurity is caused by the cattle-raiding in north eastern Uganda by the Karimojong tribe.

In March 2002 the Ugandan army launched Operation Iron Fist I to flush out the LRA rebels from their hideouts in southern Sudan. As a result, the bulk of LRA forces entered northern Uganda, and split into smaller fighting units, which led to a sharp increase of incidents and attacks on the local population, including refugee and IDP camps. This had disastrous effects in humanitarian terms. As a consequence new displacements took place in Teso and Lango regions as the populations in these communities experienced the worst disruption they had ever suffered at the hands of the LRA from June-September 2003. Additional displacement also took place in Acholiland where people continued to flee to the IDP camps. In March 2004 the army announced Operation Iron Fist II, partly in response to the increasing attention paid by the international community to the plight of the Acholis, Langi and Iteso. The aim was for the final defeat of the LRA by UDPF, restoration of peace to northern Uganda and for a plan for resettlement and recovery for the northern region to be launched.

In recent months, the effect of the new military offensive has certainly resulted in fewer attacks on the camps. There have also been more and more rebel surrenders and military defeats by the army over the rebels. Arguably, the rebel force has had to splinter off into even smaller units, carries out fewer attacks and is less effective. However, attacks, despite the military offensive, whilst less intense and frequent, are still as brutal. There is increasing evidence of the planting of landmines on the main roads and civilians continue to be targeted as they try to reach their fields for planting.

Recent reports of government attempts to disarm warring factions in the Karamoja region are now beginning to filter through.. This will inevitably increase levels of insecurity as violent attacks are carried out. The region has traditionally been one of cattle-rustling by the Karimojong tribe within Karamoja and along the Teso and Acholiland borders. Further instability is thus being created in already very volatile areas which have drought problems and where humanitarian needs may increase.

Through the current decision, ECHO will build on its current strategy and fund operations that focus on improving the food security and protection of the vulnerable population.

1.2. - Identified needs:

Nevertheless, the magnitude of the crisis is now at its apogee. This, in terms of geographical spread, long-lasting effects and numbers displaced. The security situation, albeit improved, is not having a direct effect on the humanitarian needs in the camps and towns.

The countryside in Acholiland and parts of Lango and Teso has been vacated. 188 gazetted camps are dotted over the northern Ugandan landscape, housing an estimated 1.6 million IDPs. In Acholiland alone, 91% of the population is displaced in the 3 affected districts of Gulu, Kitgum and Pader. Significant numbers are also affected in Lango and Teso.

An estimated 20,000 children have been abducted since 1990 according to UNICEF and in 2003 alone 3,000 children were abducted by the LRA. The night commuter phenomenon peaked in July 2004 with 52,000 children commuting to the relative safety of urban centres every night. OCHA estimates that 1.6 million people are currently displaced as IDPs. UNHCR has registered a total of 221,319 refugees from Rwanda and Southern Sudan in September 2004.

Water and sanitation: It is widely acknowledged that low levels of water coverage coupled with poor sanitation also can lead to disease prevalence and further weaken the population. The population in the camps is further weakened by compounding factors: poor physical condition leading to a less than able workforce to toil the land.

A poor state of sanitation and unplanned faecal disposal is a major potential risk factor for dysentery and cholera. Inadequacy of water sources accelerates the spread of water-borne diseases and personal hygiene is the first to suffer. Current estimates state that the level of needs covered is <20% for water, latrines and hygiene promotion. In Kalongo, Goal¹ directly relates the high morbidity rates to a lack of improvement in the water and sanitation practices of the population and advocates for improving knowledge, attitudes and practices. In Gulu, MSF-CH informs ECHO of the recent cholera outbreak in one of the largest camps in Acholiland, housing 63,000 people. Improvements to the sanitation of the camp are a precondition for the mitigation of spread of the disease.

Food Security: According to the FEWS (Famine Early Warning System) of July 2004 the estimated food aid gap in Uganda is 14,000 MT from August to December 2004. The same document's climate outlook predicts normal rainfall but a below normal crop performance. As of the beginning of January 2005, the expected situation in the northern districts in terms of food security is likely to be extremely food-insecure.²

¹ Goal situation report August 2004.

² Greater Horn of Africa Food Security Bulletin, August 2004, Issue no. 26. Also, northeastern Karamoja (the arid region in the north) shows that there is also sharp food inadequacy due to poor rainfall. Nationally there

The key issue for food security in Uganda is land access. In a displaced context, limited access to land means limited food production. In northern Uganda, there are many different camp typologies. In order to simplify the analysis, 2 categories can be identified: those with access to land for cultivation either inside or outside the camp and with no access to land. The first scenario allows for crop cultivation; the seeds distributed should take into account ability for timely crop growth and for diversification of crops in line with household needs. In the case of the latter scenario (no land access) alternative forms of food security interventions should be examined.

Such an alternative is livelihood support. Non-food item expenditure makes up a high proportion of household expenditure and limits income expenditure for the purchase of food. The analysis put forward is for items in kind (soap, paraffin) to supplant expenditure on food. The same study states that land access could be improved if issues such as land tenure and rent payments were resolved.

Another alternative to land access is the replenishment of livestock. Acholiland has borne witness to the near total eradication of livestock. Traditionally, dependency on livestock for agricultural practice was central to Acholi culture. The traditional farming practices could be restarted, with livestock also providing an immediate source of food.

Non-food Items: the needs depend on the kind of displacement; the temporary displacement of the night commuters requires shelter; whilst displacement in the camp environment means that plastic sheeting, mosquito nets, blankets, jerry-cans etc. remain essential relief items. One important issue will be the need for resettlement kits in the event that the displaced populations try to access their homes.

Protection: The estimated number of abducted children has risen (10,000 in 2003 to 20,000 according to UNICEF by September 2004). The current context of increased military pressure being placed on the LRA rebels and in the light of the continuing rebel attacks on civilians, is leading to the need for increased resources being placed on protection measures.

More should be done to secure land for the IDP population so that they have equitable access to land for their cultivation purposes. Improved protection could lead to improved food security for the population.

More awareness-raising for landmine recognition is also required, especially in the light of the fact that the placing of landmines has increased in recent months. Camp inhabitants and town-dwellers alike should be trained in recognition and reporting of such devices.

Respect for international humanitarian law is also to be upheld. Former combatants returning from war are to be assured of humane treatment by their interlocutors under the Geneva conventions. Detainees are to be allowed access and family links to be restored. Centres which enable children and adults alike to reassemble and receive necessary care and attention could be supported. Such centres would provide them with adequate food, clothing and psychosocial support to prepare them for reintegration into their communities. Vocational training and livelihood schemes enabling the potential for economic well-being should be at

has been a -25 % to -50% reduction in recording of rainfall precipitation leading to a reduction of yield by at least 30%.

the heart of such reintegration projects. Traditional culture should also be respected in the reintegration process.

1.3. - Target population and regions concerned:

The Internally Displaced and Refugees in Sites: Besides the plethora of IDP camps that are appearing and the attempts by the government to merge some of them for security reasons, the presence of the night commuters is leading to a direct increase in needs in all sectors.

Children are the victims of the conflict. They are recruited and forcibly abducted to fight in the rebel forces, deprived of a civilian life, given little or no hope of an education, exposed to the cruellest acts of brutality, corrupted from a corruptible age, all of which creates a generation of perpetrators of future crimes against humanity. The abductions of the LRA terrorise the population as a whole, and the predominance of children among the night-commuters – many of whom walk for many hours morning and evening to reach this relative security – dramatically underlines the specific threat to them. An alarming total of 20,000 children have been abducted during the 19 year conflict. The problem is further compounded by the fact that children of all ages are becoming displaced, some moving out of areas where their schools are based, to seek refuge in town centres (the “night commuter” phenomenon); others seeking refuge in either closed or poorly functioning schools, affecting the education of the children in those schools as the numbers increase dramatically, leading to poor conditions for effective learning in a climate of make-shift education. Given that some schools almost function like semi-IDP camps, the associated problems of such vulnerability are also prevalent (poor health and sanitary situation). There can be little doubt that schools in the North and Central part of Uganda are not functioning as well as they could be, and, as a direct result of the rebel insurgency, the future of Uganda’s young is directly at stake. The total estimated number of displaced students is 944,000.³

1.4. - Risk assessment and possible constraints:

Humanitarian Access

Access is sporadic and varies on the micro level from one camp to another. Since June 2004, in part due to increased military pressure, there have been less major attacks on the camps although when the attacks do occur, they concern fewer people but their brutality is evident. In such a volatile context as the one in Uganda, it is difficult to predict how long access will last.

‘Window of opportunity’

The nature of relief delivery in Uganda makes it important for ECHO to encourage partners to be flexible in their strategy for implementation of project activities. Partners are encouraged to have well-focused, integrated multi-sectoral interventions, and to be flexible in terms of areas to be accessed as a lull in hostilities could enable a vulnerable population to be reached that had remained cut-off for some time due to the insecurity. This strategy has worked well as a point of entry for some partners. Where insecurity has tailed off (due to the stepping up of the recent military campaign by the army “Operation Iron Fist II”) some partners have spoken about gaining more sustained access to the camps where they are able to channel aid in several sectors on a more regular basis.

³ According to UNICEF, children represent 59% of the IDP population: 0.59 x 1,600,000 IDPs.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. – Principal Objective:

The objective is to ensure mortality and morbidity levels remain below emergency thresholds for those affected by insecurity and climatic hazards in Uganda.

2.2. - Components:

Specific Objectives:

For the current decision, ECHO's response will be to focus on an integrated cross-sector package of water and sanitation, food security, non-food items, protection and coordination, with particular attention being paid to ECHO's strategic priorities, vulnerable groups (covering women and children) and improved water coverage.

Water and sanitation: Water is one of ECHO's priorities in 2004, and given the low water coverage in the camps, will continue to be of importance in 2005. In Uganda, ECHO already works with partners that are aware of the increasing needs of the beneficiaries. In 2004, ECHO will focus on water access for the populations in need. The limited provision of drinking water or adequate sanitation facilities in the camps needs to be addressed. The availability of water and sanitation is essential for the population and inadequate facilities have far-reaching effects on, in particular, health and nutrition. In terms of evaluation of the needs of the population, ECHO will endeavour to ensure that the partners working in the field provide the necessary information that can feed into the wider analysis of evaluation. The problem of establishing water and sanitation provision is compounded by the difficulty of predicting the length of the crisis and, thus, the longer-term requirement for more permanent structures.

Food Security: ECHO interventions will on the one hand reduce the reliance of the affected populations on food aid, and the other, restore the dignity of the people through increasing their self-sufficiency. ECHO's interventions will as such complement WFP's food distributions and possibly lead to a decrease in food distributions.

Food security interventions can improve IDPs' potential for increasing their own capacity for providing food security at household level. The main challenges for ECHO interventions will be how to address the issues relating to lack of land available for farming due to the congestion in the camps and inadequate protection meaning that people fear planting. The focus should be on the possibility of planting more quick yielding crops enabling farmers to shorten the harvest cycle and take advantage of irregular, short rains.

Discussions with partners outlined the basis for future food security interventions to be become successful, such as a bottom-up approach, where localised specifics taking into account land access, the knowledge of agricultural practices of the community and camp typography are emphasised. Good networks of community involvement, involving Field Extension Workers (FEWs), who act as an interface between the partner and the community working on determining land availability, seed types and modalities of distribution, training of the community, should be established. Some form of communal farming can be explored, especially in making land preparation more expedient than if done at household level.

In any case, 'in-camp' gardening should be promoted and extended to the maximum. Gardening would typically include vegetables which can provide both nutritional supplement and monetary income.

Alternative forms of food security which do not focus on land as a prerequisite should also be examined. Interventions should target the most vulnerable and respect the environment. Inevitably, well-adapted agricultural kits, including the right and appropriate balance of seeds and tools, will need to be provided. Also, technical know-how and training, without being imposed on the population, should be provided where the beneficiaries lack such information and skills.

In the event resettlement of the population were to occur there would be a strong need for partners to be able to provide the right kind of implements to enable farming on land that has not been accessed for a long time. This could mean providing appropriate inputs and production modes for agri/horticultural production as well as rearing livestock.

Non-Food Items: Activities will primarily aim at assisting target groups in terms of shelter and household and related assets. ECHO will continue to focus on providing NFIs to the populations. This policy will shift, however, in line with possible changes on the ground. Whilst there is increasing talk of resettlement, partners who are currently providing NFIs will have to examine how best to adapt such NFIs in line with the "window of opportunity" approach in the case where the IDPs felt ready to return home given the conditions permit them to do so in the best way possible.

Protection: In a context of an extended amnesty and where there are more and more reports that government troops are defeating the LRA in southern Sudan, the number of captures and surrenders of former combatants is on the rise. ECHO will continue support to reception centres and psychosocial activities for former child soldiers to help them overcome the traumas they are exposed to and further initiatives will be taken to encourage partners to plan protection measures. Initiatives aimed at the rehabilitation of child soldiers will continue to be supported. The context for humanitarian operators and the population alike continues to be a highly volatile one. The reported increase of landmines in the areas is also of concern and ECHO will continue to give priority to landmine awareness, training courses and reporting methods.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 18 months, starting from 1st December 2004.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1st December 2004.

If the implementation of the actions envisaged in this decision 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 decision.

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 procedures established in the general conditions of the specific agreement will be applied.

4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

During 2000-2002, ECHO funds made available for Uganda total nearly €4 million. An additional €8 million was made available in 2003, to respond to a doubling in caseload of IDPs, all of which has been allocated. In 2004, the caseload of IDPs has tripled so ECHO through this Decision seeks to triple funding accordingly to €12 M to cover unforeseen needs (ECHO has allocated 6 M € so far in 2004). The needs of the IDPs have increased in Acholiland and the newly affected regions of Teso and Lango. Some districts thereof haven't yet been reached and so some funds will also cover these areas. Total funding will amount to **€18.62 million for Uganda in 2004.**

List of previous ECHO operations in Uganda				
		2002	2003	2004
Decision number	Decision type	EUR	EUR	EUR
ECHO/UGA/210/2000/01000	Non-Emergency			
ECHO/UGA/210/2002/01000	Non-Emergency	420.000		
ECHO/UGA/254/2002/01000	Non-Emergency	1.200.000		
ECHO/UGA/254/2002/02000	Non-Emergency	500.000		
ECHO/UGA/210/2003/01000	Non-Emergency		4.000.000	
ECHO/UGA/EDF/2003/01000	Non-Emergency		2.000.000	
ECHO/UGA/210/2003/02000	Non-Emergency		2.000.000	
ECHO/UGA/BUD/2004/01000	Non-Emergency			6.000.000
ECHO/UGA/EDF/2004/01000	Non-Emergency			6.000.000
Subtotal		2.120.000	8.000.000	12.000.000
Total		22.120.000		

Dated: 19/04/2004
Source: HOPE / ECHOSTAT

5 - Other donors and donor co-ordination mechanisms

Up to recently, Uganda traditionally did not attract emergency funding, as it was commonly perceived as a development model. However, the present conflict situation has led to an increased attention among emergency donors to the situation in the North.

Uganda continues to receive significant budget support from a variety of donors including the EC. About 48% of the 2004 national budget is financed by external donors.

Co-ordination among donors is generally good, both through bilateral contacts, and through regularly held meetings of the Donor Group on Development of the North, recovery from conflict and the Amnesty process, both at Head of Mission and technical level (the EC delegation chairs the technical group).

ECHO will follow an LRRD (Linking Relief, Rehabilitation and Development) approach. In the event that the situation on the ground permits, the current decision will link with

rehabilitation activities (planned for the end of 2005) in support of Pillar 3 of the Revised PEAP. It will also enable the phasing in, where possible, of post-emergency aid. In this context, the Commission further to the mid-term review of the Country Strategy is preparing a €20M rehabilitation programme for the larger North.

The EDF funded Acholiland microprojects programme (€4M) will also work closely to compliment ECHO activities.

Donors in UGANDA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	0	ECHO	12,000,000	UNICEF	3,379,610
Belgium	800,000	B-ENV	111,000,000	USAID/OFDA	2,969,016
Denmark	746,945	9 th EDF	246,000,000	USAID/WFP	20,735,210
Finland	400,000			CHRISTIAN AID	626,317
France	0			WVI/CCF	177,298
Germany	4,493,653			UNFPA	422,150
Greece	0			JAPAN	1,226,496
Ireland	623,000			CANADA	283,899
Italy	0			SWITZERLAND	168,389
Luxembourg	0				
Netherlands	5,008,699				
Portugal	0				
Spain	0				
Sweden	2,366,500				
United Kingdom	10,472,727				
Subtotal	24,911,524	Subtotal	369,000,000	Subtotal	29,988,385
		Grand total	423,899,909		

Dated : 05/11/2004
 (*) Source : ECHO 14 Points reporting for Members States. <https://nac.cec.eu.int>
 Empty cells means either no information is available or no contribution.

Source for Sections 2 (European Commission) and 3 (Others): EC services and Reliefweb.

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: 6,620,000 euro

6.2. - Budget breakdown for the Principal objective:

Principal objective: The objective is to ensure mortality and morbidity levels remain below emergency thresholds for those affected by insecurity and climatic hazards in Uganda.			
Specific objective:	Allocated amount by specific objective (€)	Potential partners(1)	Possible geographical area of operation
To relieve the suffering of IDPs, host communities and refugees in Uganda.	6,620,000	ICRC, CINS	Northern, eastern, central and western districts of Uganda (notably Gulu, Kitgum, Pader, Apac, Kotido, Moroto, Katakwi, Soroti, Lira, Kaberamaido, Nebbi and Bundibugyo)
TOTAL	6,620,000		

(1) International Committee of the Red Cross (ICRC), COOPERAZIONE ITALIANA NORD SUD (CINS)

7 –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 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://europa.eu.int/comm/echo/evaluation/index_en.htm.

COMMISSION DECISION

of

on the financing of humanitarian operations from the 9th European Development Fund in Acholiland, Teso and Lango Regions, Uganda

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000, in particular Article 72⁴,

Having regard to the Internal Agreement of 15 December 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Members States signed in Cotonou (Benin) on 23 June 2000, in particular Articles 24(3) and 25 thereof⁵.

Whereas:

- 1) The effects of high insecurity has led up to 1.6 million persons to be displaced in Northern, North-Eastern and more recently, the Central districts of Uganda in the Teso Region (Katakwi and Soroti), including Acholiland (Gulu, Kitgum and Pader) where 91% of the population is now displaced;
- 2) The conflict has led to the creation of an increasing number of IDP camps and caused a rise of 200,000 IDPs since April 2004;
- 3) 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;
- 4) In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement and Article 25(2) of the Internal Agreement it is estimated that an amount of 6,620,000 Euro from the 9th European Development Fund is necessary to provide humanitarian assistance to vulnerable population groups affected by insecurity in Uganda;

⁴ OJ L317 of 15.12.2000, p.3

⁵ OJ L317 of 15.12.2000, p.354

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 6,620,000 euro from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by the armed conflict in UGANDA.
2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To relieve the suffering of IDPs, host communities and refugees in Uganda.

Article 2

1. The implementation of humanitarian aid operations funded by this decision shall have a maximum duration of 18 months, starting from 01.12.2004.
2. Expenditure under this decision is eligible from 1.12.2004.
3. If the operations envisaged in this decision 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 Decision.

Article 3

This decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission