



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels,  
C(2009)

**COMMISSION DECISION**

**of**

**the financing of Emergency Humanitarian aid actions in Uganda from the 10<sup>th</sup>  
European Development Fund  
ECHO/UGA/EDF/2009/01000**

## COMMISSION DECISION

of

### **the financing of Emergency Humanitarian aid actions in Uganda from the 10<sup>th</sup> European Development Fund ECHO/UGA/EDF/2009/01000**

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 Articles 72 and 73 thereof,

Having regard to Council Regulation (EC) No 617/2007 of 14 May 2007 on the implementation of the 10<sup>th</sup> European Development Fund under the ACP-EC Partnership Agreement, in particular Articles 5.4 and 8 thereof<sup>1</sup>

Whereas:

- (1) A rapid food assessment has been done by The Food and Agriculture Organization of the United Nations (FAO) on 12 July 2009 in northern Uganda (Amuria, Katakwi, Amuru, Gulu, Pader and Kitgum Districts) following reports of crop failure. The impact of low harvests on food security is aggravated by the fragile status of the returnees' population.
- (2) The population affected by the food insecurity is estimated at 1.4 million over the whole region. The population at major risk is estimated at 600,000 people.
- (3) Northern Uganda is experiencing a rainfall deficit that is leading to partial harvest/crop failure and thereby negatively impacting on the food security of fragile populations.
- (4) The populations of the Acholi region were already in a precarious situation with regards to food security due to prolonged presence in camps, many just returning to restart agricultural activities in the last year.
- (5) The populations of Teso region were just recovering from the damage caused to agriculture by the 2007 flooding and water-logging<sup>2</sup>, and had also previously been displaced due to conflict. These communities are not yet resilient to shocks.

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<sup>1</sup> OJ L 152 of 13.06. 2007, p. 1

<sup>2</sup> ECHO /UGA/BUD/2007/02000 of EUR 3.000.000 adopted.

- (6) A recent rapid food security assessment in the regions of Acholi and Teso confirms the extent of the damage to agriculture due to the late and sporadic rainfalls.
- (7) To reach populations in need, emergency aid should be channelled through Non-Governmental Organisations (NGOs) or International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management;
- (8) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (9) In accordance with the objectives set out in Articles 72 and 73 of the ACP-EC Partnership Agreement and Article 5.4 of the Council Regulation No 617/2007 it is estimated that an amount of EUR 5,475,000 from Uganda Allocation for Unforeseen Needs (B-envelope) of the 10th European Development Fund is necessary to provide emergency humanitarian assistance to the most vulnerable populations affected by the rainfall deficiencies in northern Uganda. The activities covered by this Decision may be financed in full in accordance with Article 103.3 of the Financial Regulation applicable to the 10th EDF<sup>3</sup>, together with Article 253 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Communities<sup>4</sup>.
- (10) The use of the 10th European Development Fund is necessary as all the funds for ACP countries in the general budget are entirely allocated.
- (11) The Commission will inform the EDF Committee within one month of the adoption of the Decision and this in conformity with Article 8 of the Council Regulation No 617/2007 of 14 May 2007 on the implementation of the 10<sup>th</sup> European Development Fund under the ACP-EC Partnership Agreement.

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 EUR 5,475,000 from the 10th European Development Fund for emergency humanitarian aid actions to provide emergency food assistance to fragile populations affected by harvest/crop failure in northern Uganda.
2. In accordance with Articles 72 and 73 of the ACP-EC Partnership Agreement, the - main objective of this Decision is to provide emergency humanitarian assistance to the most vulnerable populations affected by the rainfall deficiencies in northern Uganda. The humanitarian aid actions shall be implemented in the pursuance of the following specific objective:

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<sup>3</sup> OJ L 78 of 19.03.2008, p.1.

<sup>4</sup> OJ L 357 of 31.12.2002, p.1.

- To provide emergency humanitarian food assistance to the most vulnerable populations affected by the harvest/crop failure in northern Uganda.

The full amount of this Decision is allocated to this specific objective.

#### *Article 2*

1. The period for the implementation of the actions financed under this Decision shall start on 12 July 2009. Expenditure under this Decision shall be eligible from the same date. The duration of individual humanitarian aid actions financed under this Decision shall be limited to a maximum of 6 months.
2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Decision in respect of the Action suspended.
3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

#### *Article 3*

1. In accordance with Article 103.3 of the Financial Regulation applicable to the 10th EDF, together with Article 253 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Communities, and having regard to the urgency of the Action, the availability of other donors and other relevant operational circumstances, funds under this Decision may finance humanitarian aid actions in full.
2. Actions supported by this Decision will be implemented either by Non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No 1257/96 or by International organisations.
3. The Commission shall implement the budget:
  - either by direct centralised management with Non-governmental Organisations;
  - or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 29 of the Financial Regulation applicable to the 10th EDF

#### *Article 4*

The Decision shall take effect on the date of its adoption.

Done at Brussels

*For the Commission*  
*Member of the Commission*



**Emergency Humanitarian Aid Decision  
F10 ( FED 10)**

**Title: Emergency Humanitarian aid actions in Uganda from the 10th European Development Fund**

**Description: Emergency food assistance to vulnerable populations affected by harvest/crop failure in northern Uganda**

Location of Action: Uganda

Amount of Decision: EUR 5,475,000

Decision reference number: ECHO/UGA/EDF/2009/01000

**Supporting Document**

**1 - Rationale, needs and target population.**

1.1. - Rationale:

The below-average precipitation that has been affecting much of the sub-Saharan region of Africa in the last few months has continued to strengthen seasonal rain and moisture deficits in northern Uganda. As a result, crop and vegetation conditions have declined due to insufficient soil moisture and water shortages<sup>1</sup>. A four week delay in the onset of the rains, and sporadic precipitation since then, has had a substantial negative impact on the major cropping season in bimodal<sup>2</sup> areas of northern Uganda<sup>3</sup> that usually generates upwards of 60% of total annual production and is also likely to impact significantly the unimodal region of Karamoja<sup>4</sup>. A rapid food security assessment conducted by the Food and Agriculture Organization of the United Nations (FAO) from 6<sup>th</sup>-12<sup>th</sup> July 2009 found that a large part of the population in the worst-affected sub-counties of the districts of Gulu, Amuru, Kitgum, Pader, Katakwi and Amuria expect a yield of less than 50% compared to normal. It is currently estimated that the food security of some 1.400.000 persons<sup>5</sup> in northern Uganda will be affected, of which some 600,000 will be seriously affected.

<sup>1</sup> See FEWS NET Weather Hazards Impacts Assessment for Africa, July 16-22, 2009 found at [http://www.fews.net/docs/Publications/afr\\_Jul16\\_2009.pdf](http://www.fews.net/docs/Publications/afr_Jul16_2009.pdf)

<sup>2</sup> First rainy season in bimodal system expected March to June/July.

<sup>3</sup> See FEWS NET Uganda Food Security Alert July 7, 2009, found at [http://www.fews.net/docs/Publications/Uganda\\_Alert\\_July%202009.pdf](http://www.fews.net/docs/Publications/Uganda_Alert_July%202009.pdf)

<sup>4</sup> Unimodal rainy season expected April to September/October.

<sup>5</sup> The population affected (at different levels) by the food insecurity is estimated at 1.4 million over the whole region. The population at major risk is estimated at 100,000 households (600,000 people), EC Delegation briefing, 20 July 2009.

The low crop production is exacerbated by the ever-increasing food prices in Uganda as well as the imposition of restrictions of movement on livestock in the Karamoja region. The prices for staple food commodities in Uganda continue to rise, currently well above the previous 5-year average<sup>6</sup> resulting in lower purchasing power for those people reliant on markets for their food needs. The concentration of livestock in protected kraals<sup>7</sup> as part of the on-going disarmament programme in Karamoja and the limited movement permitted of the animals serves to increase competition for limited pasture and water around those locations, as well as increase the risk of disease transmission. Households' access to milk and other livestock products is consequently restricted and the animals weakened, thereby undermining the livelihoods of a significant part of the population in that region<sup>8</sup>.

## 1.2. - Identified needs:

Of particular concern are the IDPs (internally displaced persons) that have been returning to their villages of origin in the last 12 months in the region of Acholi, and the people affected by the flooding and water-logging of 2007 in the region of Teso. Hundreds of thousands of recently returned IDPs have commenced agricultural activities in the last year after spending many years living in camps and dependent on food aid. It is presently estimated that some 75% of the 2005 IDP population<sup>9</sup> have abandoned the camps in order to resettle in their villages of origin. Many of these were already in a very precarious situation due to the discontinuation of General Food Distribution (GFD) by the World Food Programme (WFP) in April 2009 stemming from a lack of funds for their PRRO 10121.3<sup>10</sup>. The PRRO had foreseen a GFD caseload of some 766,000 persons until the second agricultural season of 2009.

The worst-affected populations of Teso had also just started recovering from a succession of shocks, most recently the 2007 heavy rains that led to much water-logging and subsequent loss of production. Many of these people had previously also been displaced by the conflict in northern Uganda and therefore found themselves in a very fragile position with regards to food security.

Given the expected transient nature of this food insecurity, the immediate needs identified by FAO and the FSAL<sup>11</sup> cluster include food aid for the worst-affected and more fragile populations of Acholi and Teso, as well as the provision of seeds and planting materials (early maturing crops and tubers) for the up-coming second agricultural season. Food aid will be required until December 2009 when the second season harvest is foreseen. Land preparation and crop sowing for the second agricultural season should start by mid-August 2009<sup>12</sup>.

In the region of Karamoja a very large part of the population is currently receiving GFD through WFP's EMOP 10811.0<sup>13</sup>. The immediate needs are therefore considered to be less important, although close monitoring of the situation will be necessary in the coming 6-12 months, particularly with regards to livelihoods support.

## 1.3. - Target population and regions concerned:

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<sup>6</sup> See FEWS NET Uganda Monthly Price Bulletin July 2009, found at [http://www.fews.net/docs/Publications/Uganda\\_2009\\_07\\_price%20bulletin.pdf](http://www.fews.net/docs/Publications/Uganda_2009_07_price%20bulletin.pdf)

<sup>7</sup> The GoU policy for Karamoja is protected *kralls* as part of the disarmament programme (KIDDP).

<sup>8</sup> See FEWS NET Uganda Food Security Update June 2009, found at [http://www.fews.net/docs/Publications/Uganda\\_FSU\\_June\\_2009\\_final.pdf](http://www.fews.net/docs/Publications/Uganda_FSU_June_2009_final.pdf); and *Changing Roles, Shifting Risks: Livelihood Impacts of Disarmament in Karamoja, Uganda* By Elizabeth Stites and Darlington Akabwai, July 2009, found at <http://wikis.uit.tufts.edu/confluence/display/FIC/Changing+Roles%2C+Shifting+Risks>

<sup>9</sup> IASC IDP Movement Update, May 2009.

<sup>10</sup> Protracted Relief and Recovery (PRROs), See <http://www.wfp.org/content/targeted-food-assistance-relief-and-recovery-refugees-displaced-persons-and-other-vulnerable-groups>

<sup>11</sup> Food Security & Agricultural Livelihoods (FSAL)

<sup>12</sup> See <http://www.fews.net/pages/timelineview.aspx?gb=ug&tln=en&l=en>

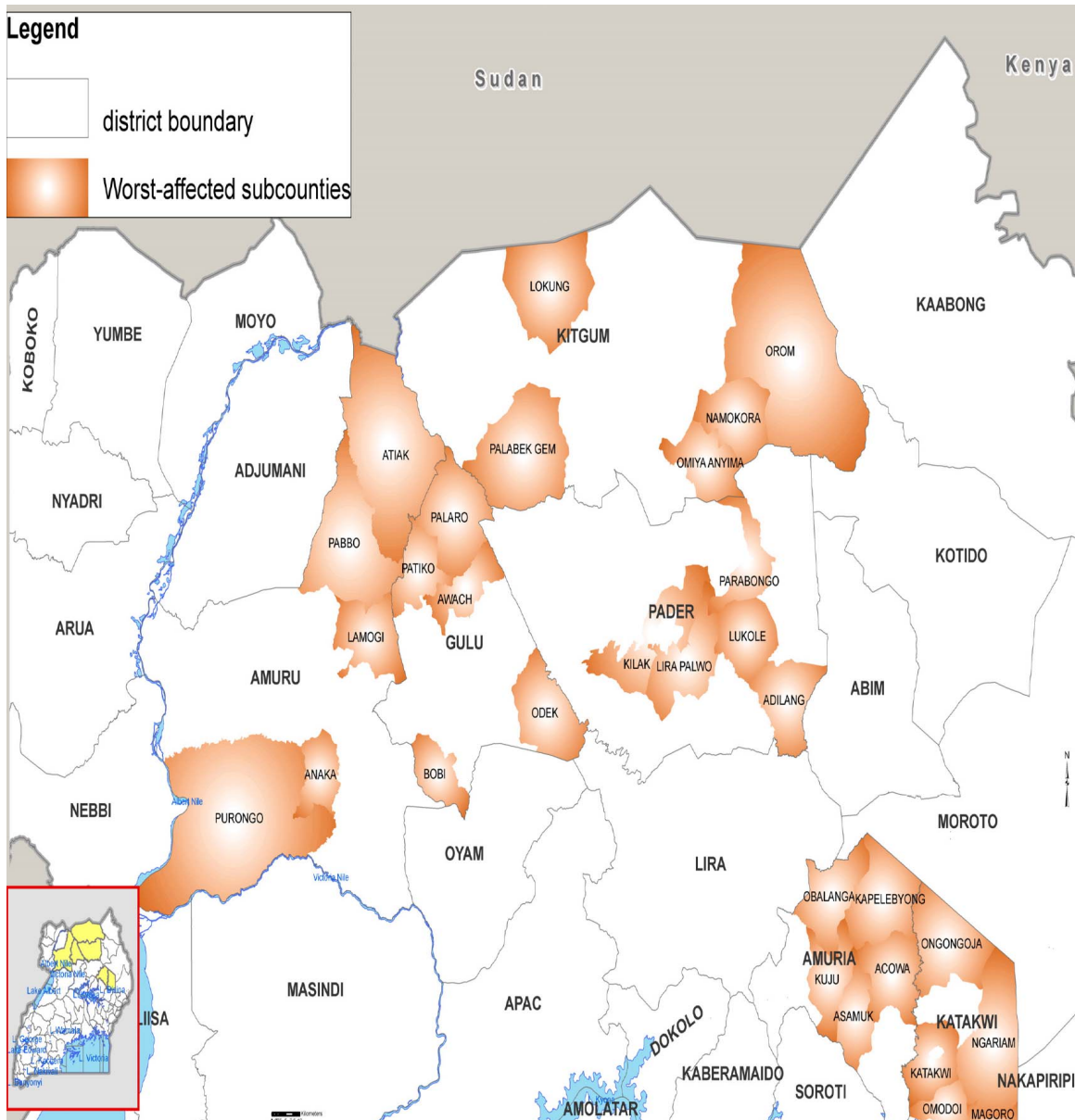
<sup>13</sup> Protracted Relief and Recovery Operation, See <http://www.wfp.org/content/emergency-operation-uganda-108110-emergency-assistance-communities-affected-2008-drought-karamoja-no>

DG ECHO's<sup>14</sup> planning for the humanitarian response to the harvest/crop failure affecting the fragile populations of Acholi and Teso regions is approximately 600,000 people, being the worst-affected by the rainfall deficiencies in northern Uganda. This planning figure may be expected to change as additional and more detailed assessments are undertaken. As of July 2009, FAO had identified 31 sub-counties as the worst-affected in the districts of Amuru, Gulu, Kitgum and Pader of the Acholi region, and Katakwi and Amuria of the Teso region.

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<sup>14</sup> Directorate General For Humanitarian Aid – (ECHO)





#### 1.4. - Risk assessment and possible constraints:

Given the fact that these food-insecure populations are just recovering from years of food aid dependence due to being forced to live in camps as well as other shocks, any food assistance will require a targeted approach so as not to disrupt the emerging self-sufficiency within the region.

Any rain-fed agricultural intervention is at risk of adverse weather, and the effects of climate change in the Greater Horn of Africa appear to be resulting in more unpredictable weather patterns in the region. Should the distribution of seeds and planting materials be possible, drought-tolerant varieties and tubers should be included. However, the second agricultural season is due to commence mid/end-August 2009 in the bimodal areas and any planned assistance in terms of agricultural inputs must ensure that planting materials are distributed by that time. It is unclear if this very short timeframe is feasible at this stage and assistance may therefore also be necessary for the first season of 2010.

## **2 - Objectives and components of the humanitarian intervention proposed:**

### 2.1. - Objectives:

Principal objective:

To provide emergency humanitarian assistance to the most vulnerable populations affected by the rainfall deficiencies in northern Uganda.

Specific objective:

To provide emergency humanitarian food assistance to the most vulnerable populations affected by the harvest/crop failure in northern Uganda.

### 2.2. - Components:

Emergency food assistance:

The decisions will amongst other cover the following main components:

In order to prevent the further deterioration of the already precarious food security and livelihoods of populations that have been most affected by the recent partial harvest/crop failure in northern Uganda DG ECHO will provide assistance to ensure that the immediate needs of the targeted populations are met.

Based on a more detailed evaluation the decision will among other interventions cover WFP's Relief component of the PRRO will be supported in order to make food available to the most affected communities in Uganda.

To address the needs identified, this decision foresees the provision of humanitarian food assistance. Humanitarian food assistance hereby refers to any intervention designed to tackle food insecurity, its immediate causes, and its various negative consequences. Food assistance may involve the direct provision of food, seeds distribution but may utilise a wider range of tools, including the transfer or provision of relevant services, inputs or commodities, cash or vouchers, skills or knowledge, so long as they contribute to improved food intake and/or nutritional status.

### 3 - Duration expected for Actions in the proposed Decision:

The duration of humanitarian aid actions shall be 6 months.

Expenditure under this Decision shall be eligible from 12 July 2009.

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 humanitarian aid Actions.

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 - Previous interventions/Decisions of the Commission within the context of the current crisis

**List of previous DG ECHO operations in UGANDA**

Decision Number	Decision Type	2007 EUR	2008 EUR	2009 EUR
ECHO/-AF/EDF/2007/01000 (*)	Non Emergency	0		
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/-FA/BUD/2008/03000 (*)	Emergency		6,000,000	
ECHO/-HF/BUD/2008/01000 (*)	Non Emergency		4,720,000	
ECHO/KEN/BUD/2008/01000 (*)	Emergency		0	
ECHO/UGA/BUD/2008/01000	Global Plan		12,000,000	
ECHO/UGA/BUD/2008/02000	Non Emergency		2,000,000	
ECHO/-FA/BUD/2009/01000 (*)	Non Emergency			2,000,000
ECHO/-HF/BUD/2009/01000 (*)	Non Emergency			2,000,000
ECHO/UGA/BUD/2009/01000	Global Plan			12,000,000
<b>Subtotal</b>		<b>24,000,000</b>	<b>30,220,000</b>	<b>16,000,000</b>
<b>Grand Total</b>		<b>70,220,000</b>		

Dated : 23 July 2009

Source : HOPE

(\*) decisions with more than one country

## 5 - Overview of donors' contributions

Donors in UGANDA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	300,000	DG ECHO	22,000,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	469,527				
Estonia					
Finland	1,900,000				
France	700,000				
Germany	1,400,000				
Greece					
Hungary					
Ireland	650,000				
Italy	5,641,000				
Latvia					
Lithuania					
Luxemburg	150,000				
Malta					
Netherlands	5,337,009				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain	700,000				
Sweden	1,791,843				
United kingdom	12,682,290				
Subtotal	31,721,669	Subtotal	22,000,000	Subtotal	0
		Grand total	53,721,669		

Dated : 23 July 2009

(\*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>  
Empty cells means either no information is available or no contribution.

## 6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 5,475,000

### 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> To provide emergency humanitarian assistance to the most vulnerable populations affected by the rainfall deficiencies in northern Uganda.			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>15</sup></b>
Specific objective 1:  To provide emergency humanitarian food assistance to the most vulnerable populations affected by the harvest/crop failure in northern Uganda.	5,475,000	Uganda	<u>Direct centralised management</u> - AVSI - CONCERN UNIVERSAL - CONCERN WORLDWIDE - GOAL - IRC - UK - MEDAIR UK - MSF - NLD - OXFAM - UK - WORLD VISION - UK - WORLD VISION IRL <u>Joint management</u> - FAO - ICRC-CICR - WFP-PAM
TOTAL: 5,475,000			

<sup>15</sup> ARTSEN ZONDER GRENZEN (NLD), ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), CONCERN UNIVERSAL (GBR), CONCERN WORLDWIDE, (IRL), GOAL, (IRL), International Rescue Committee UK, MEDAIR UK (GBR), OXFAM (GB), UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, WORLD FOOD PROGRAM, WORLD VISION - UK, WORLD VISION IRELAND, (IRL)

## **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 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/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

## **8. Management issues**

Humanitarian aid actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with 103.3 of the Financial Regulation applicable to the 10th EDF together with Article 163 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Communities. These Framework agreements define the criteria for attributing grant and contribution agreements and may be found at

[http://ec.europa.eu/echo/about/actors/partners\\_en.htm](http://ec.europa.eu/echo/about/actors/partners_en.htm).

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Communities for joint management, actions will be managed by direct centralised management.

For International Organisations identified as potential partners for implementing the Decision, 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.