

## CONTEXT ANALYSIS REPORT UGANDA

### Programme: Climate-Proof Disaster Risk Reduction

#### Involvement of Southern partners

*In Uganda the Southern partners of the Partners for Resilience joined each other in a one-week workshop to analyse the context and to design the country programme. The participants collected information and completed the problem analysis. An analysis of the roles and positions of civil society and other stakeholders has been carried out, and this led to a SWOT of the NGO network. The result of the workshop was presented to a group of external stakeholders for validation. The additional information gathered in this way was important to finalise the context analysis. Representatives of the different partner organisations were assigned different parts of the country programme, context analysis and stakeholder analysis, based on the information gathered above. After consolidation of the different chapters the overall result has been presented once more to all partners for comments and additions.*

## I. INTRODUCTION

Uganda is a landlocked country with a population of 32.7 million. Yoweri Museveni, who became president in 1996, introduced democratic reforms and has been credited for substantially improving human rights and bringing stability to the country. Economic reforms in the 1990s have resulted in solid growth. High population growth remains a concern.

For nearly two decades the Lord's Resistance Army (LRA) has perpetrated massacres and mutilations in the North, which has resulted in the displacement of 1.6 million people. The UN estimates that the group has abducted 20,000 children. The cessation of hostilities in the North following signing of different components of a final peace agreement in 2006 and 2007 has had a stabilising effect in the region. Uganda has won praise for its vigorous campaign against HIV/AIDS, the prevalence of which among high-risk groups decreased from 18% in the 1990s to 6.4% in 2008.<sup>i</sup> Uganda is a pioneer in the liberalisation of the media in Africa. There were 2.5 million internet users by August 2009.<sup>ii</sup>

Climate change and natural resource degradation are responsible for increasingly frequent natural hazards, including drought, floods and landslides. For example the semi arid Karamoja region in the North East has experienced repeated and severe droughts over the last five years.<sup>iii</sup> When rains began in the second half of 2007, they were short and torrential, leading to widespread flooding and destruction of property and infrastructure, and loss of lives in many parts of the neighbouring Teso Region, but in Karamoja itself as well.<sup>iv</sup> Early March 2010, more than 300 people were feared dead after heavy rain caused a series of landslides in the mountainous Eastern region of Bududa.

The increased variability of precipitation expected in Uganda due to climate change is likely to impact health negatively. After flood events, diarrheal diseases and vector-borne diseases are more common due to contamination of drinking water with human waste. Stagnant pools of water provide breeding grounds for disease carrying mosquitoes. In times of drought, water quality can decrease, causing diarrhoea. Inadequate access to sufficient amounts of water for personal hygiene can cause diarrheal diseases, intestinal worms and trachoma. The burden of diarrheal disease in Uganda is already high at 30,700 deaths annually due to diarrheal diseases (109 deaths per 100 000 people). Inadequate water and sanitation facilities and poor knowledge of hygiene are the causes. This makes populations vulnerable to extreme events. Only 67% of the population in Uganda use improved drinking water sources (43% in 1990), and 48% use improved sanitation, (39% in 1990). Only 39% of under-fives with diarrhoea are treated with oral rehydration therapy. 10% of under-fives sleep under an insecticide treated bed nets which protect against malaria.

## II. TARGET GROUP ANALYSIS

The Ugandan Partners for Resilience will focus on communities in three areas in Northern and North Eastern Uganda that are directly dependent on natural resources to sustain their livelihoods.

The people living in the Lira and Apac districts of Lango sub-region are primarily subsistence farmers with few options for alternative livelihoods. Supplemental sources of income are often derived from fishing, brick making, charcoal burning and casual labor. These districts, which are prone to flooding and drought, have a high concentration of wetlands in varying states of environmental degradation and part of their forest cover is depleted.<sup>v</sup>

The Karamojong are transhumance agro-pastoralists living in the semi-arid Karamoja region. They rely extensively on livestock rearing, supplemented by opportunistic cropping. Rainfall in this area is very sparse, frequently leading to drought. However, when rain does fall, it often causes flash flooding. The area is characterised by high rates of soil erosion and deforestation. Due to the harsh local environment, the Karamojong traditional way of life is to migrate across the Karamoja border into the Acholi and Teso regions. This has led to a long history of conflict between these communities. Their lifestyle is coming under additional stress due to the

effects of climate change and natural resource degradation.<sup>vi</sup> The Partners for Resilience will work in all districts of Karamoja, i.e.: Kotido, Kabong and Abim in the North; and Moroto, Nakapiripit and Amudat in the South.

The Acholi and Iteso are subsistence farmers living in the low-lying, mostly flat Acholi and Teso sub-regions, which are prone to flooding and drought. Significant environmental degradation can be observed, specifically deforestation.<sup>vii</sup> The Teso region has a high concentration of seasonal wetlands and, sharing a watershed with parts of Karamoja, is at high risk of flash flooding. This watershed connection poses interesting challenges and opportunities for upstream-downstream management between the two communities. Especially the populations in areas bordering on Karamoja region and Lango sub-region are vulnerable to drought and flood. In Acholi sub-region the Partners for Resilience will work in Kitgum, Pader and Amuru districts, and in Teso sub-region in Katakwi and Amuria districts.

These communities have been selected because of their high vulnerability and interdependent environmental hazards. These hazards will only increase as a result of climate change and further environmental degradation. In addition, the common hazards in the target areas provide a unique opportunity for direct knowledge sharing between these communities, who are all critically dependent on natural resources to sustain their livelihoods. The Southern partners of the Partners for Resilience already have extensive experience in working with these communities and their high level of mutual respect will provide a solid foundation for the implementation of the programme.



*Civil society organisations, local and regional government are also target groups; they are described below under “Contextual analysis” and “Multi-actor analysis”.*

### III. PROBLEM ANALYSIS

#### Micro level

Households are extremely vulnerable to natural hazards such as flood and drought, which undermine their food security and often cause a breakdown in the delivery of social services. Most natural hazards are exacerbated by environmental degradation and the effects of climate change. Households possess inadequate understanding of the links between climate change, environmental degradation and increased disaster risks and lack the capacity to reduce risk. Most households have great difficulty recovering economically from disasters. They often have to resort to tree cutting and other forms of environmentally harmful practices to support themselves, especially during the dry seasons.

#### Meso level

At the level of local government, there is hardly any knowledge or capacity, let alone practical experience, regarding an integrated approach to disaster risk management, climate change adaptation and ecosystem management and restoration (EMR). Interest in climate change adaptation (CCA) has only recently begun to develop.<sup>viii</sup> Local government budgets would be inadequate to meet the requirements of an integrated approach. Current enforcement of natural resource policies is generally inadequate, which leads to unnecessary environmental degradation. The central level falls short in facilitating such enforcement. It is not understood that short-term economic benefits do not outweigh the long-term socio-economic losses caused by ecosystem degradation.<sup>ix</sup> Southern partners need to develop their capacity in the integrated approach to Disaster Risk Reduction (DRR), CCA and EMR.

#### Macro level

Following the UN Framework Convention on Climate Change, Uganda has prepared its National Adaptation Plan of Action (NAPA) in 2007.<sup>x</sup> However, decision makers still lack the experience and resources necessary to implement meaningful policies. In line with the Hyogo Framework of Action of the UNISDR, a national platform for DRR has just started up. The Ministry of Water and Environment has formed a Climate Change Unit, which is however not sufficiently funded to be effective at the community level. The national policy for wetlands management is only partially enforced at the local level. There is no early warning/early action system with links to the regional and community level. Overall, there is little awareness about the situation on the ground in respect of the role of ecosystems in DRR.

#### IV. CONTEXTUAL ANALYSIS

The communities in the target areas have been affected by the LRA insurgency for over 25 years. Many families were forced into IDP camps resulting in high rates of environmental degradation in the surrounding areas. Now that the region has been at peace since 2006, families have moved back to their ancestral homes, posing challenges to the delivery of services (health, education and access to safe drinking water). Overall the political situation has improved tremendously and the region is stable and peaceful. The Government has set up several programmes to promote development in the region, e.g. the Northern Uganda Social Action Fund, the Northern Uganda Reconstruction Program, and the Peace, Recovery and Development Program. There is good cooperation between various government stakeholders. Development indicators for Karamoja, such as access to basic social services and malnutrition and mortality rates, compare unfavourably with those for Uganda as a whole. The region is also at a disadvantage in terms of physical infrastructure and this hampers its development. For long, cattle raiding by the Karamojong has affected the people in these districts. Many families, particularly in the Teso region, moved to IDP camps, reducing their ability to farm and increasing their reliance on donor relief aid. In response, the Government has created anti-stock theft units along the Karamoja border. This has made a difference and the situation continues to improve.

Uganda's civil society can be roughly divided in two segments. On the one hand there is a set of traditional CSOs with their roots in the rural areas, consisting of community and other mutual help groups, in which citizens engage extensively in community action on a voluntary basis. Organisations linked to the church belong to this group. Due to the country's repressive political history these CSOs prefer to refrain from politics and focus primarily on social services. On the other hand, there is a group of more recently founded CSOs, often urban-based, such as trade unions and professional associations. This group is vocal on a range of policy issues, including human rights, and its voice is increasingly heard. Most NGOs in the target areas limit themselves to relief work and are not well prepared to approach DRR and CCA from a developmental angle. NGOs must register at the national and district level. They provide services in nearly every sector and act as development partners of the government. NGOs are expected to keep district authorities informed of all activities they are implementing within the district. NGOs are member of the district disaster management committees, where they play a critical role in advocating on behalf of the populations they serve.

Since last year, the Ugandan government has started enforcing the NGO Registration Amendment Act. NGOs need to re-register every three years. They are required to give seven days' notice to the district administration before visiting rural communities – which may hamper fact-finding missions.

On the basis of the SWOT analysis of Ugandan civil society, the following strategies for strengthening civil society were formulated for inclusion in the country programme:

	Strengths	Weaknesses
Opportunities	<ul style="list-style-type: none"> <li>Cooperation at field level between all stakeholders NGO, local government and local institutions</li> <li>NGOs can make a connection between the communities and the local government funds</li> <li>Broad funding base possible, provides the opportunity to diversify funding base for program activities</li> </ul>	<ul style="list-style-type: none"> <li>NGOs and governmental staff should shift role from program 'executor' to 'facilitator', where the ownership comes to the community institutions. Put emphasis on building &amp; reinforcing these institutions</li> </ul>
Threats	<ul style="list-style-type: none"> <li>The NGO community, being present in the Coordination bodies at regional level has a role to play in the support towards development and implementation of government policy</li> </ul>	<ul style="list-style-type: none"> <li>In order to ensure long term sustainability, the programme emphasizes community ownership, building strong local institutions with good links to local government</li> </ul>

*The Partners for Resilience's members will work via the following CSOs:*

- The Uganda Red Cross Society (URCS) is the local partner organisation of the Netherlands Red Cross Society and has a strong presence throughout the country and is well respected in the target communities. URCS is already implementing DRR and CCA activities in the Teso region and has been requested by the Kotido District Disaster Management Committee to coordinate all DRR interventions. As an auxiliary to the Government and a member of the national DRR platform, URCS can play a key role through its access to decision makers;
- Cordaid's partner organisations Caritas Moroto, Caritas Kotido, Caritas Gulu, Caritas Soroti, TPO-Uganda and KADP support community managed disaster risk reduction (CMDRR) in Karamoja, Acholi and Teso (sub)regions, where they have set up networks and have worked on (pilot) CMDRR projects in the period 2007-2010. In the period 2011–2015 they plan to upscale these projects to bigger programmes and to integrate the CMDRR approach in their longer-term development programmes. These CSOs are member of Cordaid's international CMDRR network. Caritas Moroto, Caritas Kotido, Caritas Gulu and Caritas Soroti ('Socadido') are all Catholic development organisations working on longer-term socio-economic development and conflict transformation including lobby & advocacy on those issues, in their respective areas. KADP (Karamoja Agro-pastoral Development Programme) and TPO-Uganda (Transcultural Psychosocial support Organisation) are local NGOs working on development issues. Caritas Moroto and KADP are working in the southern part of Karamoja region

(districts Moroto, Nakapiripirit, Amudat); Caritas Kotido is working in the northern part of Karamoja region (districts Kotido, Kabong, Abim); Caritas Gulu is working in all districts of Acholi subregion but the Cordaid collaboration with them on CMDRR will focus on the districts Kitgum and Pader; Caritas Soroti and TPO-Uganda work in all districts of Teso subregion but the Cordaid collaboration with them on CMDRR will focus on the districts Amuria and Katakwi. The International Institute for Rural Reconstruction is responsible for capacity building of community based Southern partners and documentation of lessons learnt.

## V. MULTI-ACTOR ANALYSIS

The Partners for Resilience will support the following policies and legislation of the Uganda Government: National Development Plan, National Policy on Disaster Management (draft), the National Adaptation Programmes of Action, Uganda National Agriculture Policy, Food Security Policy (draft), National Environment Management Authority Act, Land Use Policy, Wetlands Management Policy, Forestry Act and Wildlife Act. Other initiatives relevant to the Partners for Resilience are the Peace Recovery and Development Program for Northern Uganda and the Karamoja Integrated Development and Disarmament Program.

The Uganda government is signatory to the Hyogo Framework for Action. In 2008 Uganda formed a National Platform on DRR, which include both government sectors and civil society. The Platform is hosted by the Prime Minister's Office. The Partners for Resilience will link up with the National DRR Platform for learning, lobby and advocacy. The Ministry of Water and Environment has set up a climate change unit, with which the Partners for Resilience will closely collaborate. Recently a Parliamentary Forum for Climate Change (PfCC) was set up. The Partners for Resilience will seek close collaboration with PfCC. At the district level the Partners for Resilience's will aim to strengthen the district Disaster Management Committees (DDMC).

Development activities by the Netherlands Embassy focus on education, and justice, law & order. In addition, three crosscutting issues are addressed: Northern Uganda, political governance and taxation & accountability. The assistance is given by means of budget support.

Substantial support goes to the overhaul of the education sector in Northern Uganda by making available a special contribution for education under the Peace, Recovery and Development Program for Northern Uganda. The Netherlands Embassy funds a bursary scheme for the Northern region in order to promote reconciliation and to re-integrate former child soldiers and other vulnerable children. The Embassy manages a Small Projects Programme, meant as an incentive for NGOs and not for profit organisations to implement community development activities that focus on poverty alleviation and improving livelihoods. Priority is given to projects in selected districts including all districts in Karamoja. The support by the Netherlands to Northern Uganda and the work of the Partners for Resilience in Northern and North Eastern Uganda is complementary.

Partners for Resilience will seek to be complementary to the following donor supported initiatives:

- European Union: Karamoja Livelihood Program
- ECHO: Regional Drought Decision
- World Food Programme: Karamoja Productive Asset Programme
- Irish Aid: Karamoja Livelihoods Program
- World Bank: Northern Uganda Social Action Fund
- DFID: African Climate Change Resilience Alliance

The International Institute of Rural Reconstruction (IIRR) developed with Cordaid the Drought Cycle Management and Community Managed Disaster Risk Reduction concepts and related training courses. IIRR will be included in the programme to build capacities of the Partners for Resilience's partners.

The role of private sector actors will be analysed with each target community. The private sector can play a role in, for example, technology development, various value chains, micro credit etc. In such cases the Partners for Resilience seek cooperation. The private sector may be a threat. For example, private investment may encroach on the natural resource base of communities. The Partners for Resilience will then seek to facilitate dialogue to ensure that the interests of the communities are taken into account.

The added value that the Partners for Resilience bring in relation to the interventions of others is the integrated approach to DRR, CCA and ecosystem management and restoration.



## VI. TAILOR-MADE PROGRAMME

The main conclusions derived from the context analysis are the following:

- The target groups increasingly face challenges to sustain their natural environment from which they derive their livelihoods;
- They are caught in a downward spiral of natural resource degradation, loss of assets, poverty and food insecurity, caused by factors related to climate change, natural hazards, population growth, demands for fuel wood etc.;
- In the context of DRR ecosystems are often underutilised, while they are crucial as buffers to reduce vulnerability to the impact hazards;
- Local NGOs are mostly focused on relief and lack capacity in working along developmental lines;
- Appropriate policy support is lacking.

This programme aims to achieve results in: restoration of the ecosystems; protecting, strengthening and diversifying livelihoods; and support advocacy for appropriate and supportive policy and resource allocation; building capacity of Southern partners so that they approach DRR from a developmental perspective.

The activities that will be implemented under this programme may include the following: conduct training in disaster risk reduction, climate change adaptation, and environmental degradation; develop risk reduction plans and early warning tools; conduct hazard/vulnerability/capacity assessments with communities; design and implement with communities livelihood security, water, ecosystem restoration and poverty reduction interventions; enlist organisations with specialist knowledge/resources and link them to communities; building capacity of local CSOs implementing the programme; support communities in their advocacy with local government in support of risk reduction plans; organise local and national workshops and conferences; organise exposure visits community-to-community, NGO-to-community etc. (south-south); and document best practises and innovations. The Partners for Resilience will achieve the desired changes through a combination of direct interventions, capacity building and policy dialogue.

These activities will benefit from the global support component which provides best practice on DRR/CCA/EB to the community resilience activities, specifically including best practices from other countries in Africa (e.g. the Advancing Capacity to Support Climate Change Adaptation project - ACCCA), links to global networks of civil society organisations and knowledge centres that will provide tools and partnerships to the Southern partners; and global policy inputs that will support their engagement with national policy makers, planners and implementing agencies. This specifically includes the UN Framework Convention on Climate Change process, the World Bank, GFDRR<sup>xi</sup> and others.

The programme will take advantage of several arising opportunities. There is growing political recognition of the importance of climate change adaptation and disaster risk management, both in Government and the donor community. Functional networks already exist in relation to the various Government and donor initiatives. Alignment with government policies and donor initiatives will create opportunities for linking and learning, lobby and advocacy. The expertise of the Red Cross/Red Crescent Climate Centre and Wetlands International is another opportunity that will contribute the success of the programme.

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<sup>i</sup> UNAIDS 2008

<sup>ii</sup> Africa Internet Usage and Population Statistics. [internet] Available at: <http://internetworldstats.com/stats1.htm> [Accessed in April 2010].

<sup>iii</sup> FEWS NET, 2009. *Uganda Food Security Update: June 2009* Kampala, UG. [Online] Available at: [www.fewsnet.org/uganda](http://www.fewsnet.org/uganda) [Accessed in April 2010].

<sup>iv</sup> Nataka M., Balfour, N., Mohammed, A., Roche, J., 2007. *Final Report: Uganda Floods* International Federation of Red Cross and Red Crescent Societies.

<sup>v</sup> Ministry of Water and Environment and Wetlands Management Department of Uganda, Uganda Bureau of Statistics, International Livestock Research Institute, World Resources Institute (2009). *Mapping a Better Future: How Spatial Analysis Can Benefit Wetlands and Reduce Poverty in Uganda*. World Resources Institute, Washington DC and Kampala.

<sup>vi</sup> Mirzeler, M. and Young, C., 2000. *Pastoral Politics in the Northeast Periphery in Uganda: AK-47 as a Change Agent*. The Journal of Modern African Studies Vol. 38 No 3 (407-429).

<sup>vii</sup> Bugembe, A., and Kasiita, I., 2009. *23 Districts lose forest cover*. New Vision 18 July 2009.

<sup>viii</sup> Hepworth, N. and Goulden, M., 2008. *Climate Change in Uganda: Understanding the implications and appraising the response*. LTS International, Edinburgh.

<sup>ix</sup> National Environment Management Authority, 2008. *State of Environment Report for Uganda*.

<sup>x</sup> Gwage, P., 2008. *Climate Change: NAPA Implementation Framework*. Ministry of Water and Environment, Kampala, Uganda.

<sup>xi</sup> Global Facility for Disaster Risk Reduction. *Activity Details (ID 1464)*. [online] Available at: [http://gfdr.org/proposal\\_pdfs/1464a.pdf](http://gfdr.org/proposal_pdfs/1464a.pdf) [Accessed in May 2010].