

Food Security and Agricultural Livelihoods Cluster

Plan of Action for Northern Uganda

2008–2009

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ACRONYMS

ACF	Action Contre la Faim
ADAN	Apac District Agricultural Network
ASB	Arbeiter Samariter Bund
ASTU	Anti Stock Theft Units
AVSI	Asozatione di Voluntary per il Sivelupo Internationale
BXW	Banana <i>Xanthomonas</i> Wilt
CAHW	Community Animal Health Worker
CAP	Consolidated Appeal Process
CARE	Cooperative for Assistance and Relief Everywhere
CBO	Community-Based Organisation
CBPP	Contagious Bovine Pleuro Pneumonia
CBSD	Cassava Brown Streak Disease
CCPP	Contagious Caprine Pleuro Pneumonia
CERF	Central Emergency Relief Fund
CEWARN	Conflict Early Warning and Response Mechanism
CFSAM	Crop and Food Supply Assessment Missions
CFW	Cash For Work
CMD	Cassava Mosaic Disease
CMR	Crude Mortality Rates
COU	Diocese of Kitgum-Church of Uganda
CPA	Concern Parent's Association
CRS	Catholic Relief Services
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
EACMD-UG	Eastern African Cassava Mosaic Disease – Ugandan variant
ECHO	European Commission Humanitarian Aid Office
EFSA	Emergency Food Security Assessment
EU	European Union
EVI	Extremely Vulnerable Individual
FAO	Food and Agriculture Organization of the United Nations
FEWS NET	Famine Early Warning System Network
FFA	Food For Assets
FFS	Farmer Field School
FFW	Food For Work
FHI	Food for the Hungry International
FSC	Food Security Cluster
FTS	Financial Tracking System
GAA	German Agro Action
GAM	Global Acute Malnutrition
GDP	Gross Domestic Product
GIEWS	Global Information and Early Warning System
GOU	Government of Uganda
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HoA	Horn of Africa
ICPAC	IGAD Climate Prediction and Applications Centre
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IK	Indigenous Knowledge
IRC	International Rescue Committee
KDFA	Kitgum District Farmer's Association
KIDDP	Karamoja Integrated Disarmament and Development Programme
LEWS	Livestock Early Warning System
LRA	Lord's Resistance Army
LWF	Lutheran World Federation
M&E	Monitoring and Evaluation

MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MoH	Ministry of Health
NAADS	National Agricultural Advisory Services
NCA	National Competent Authority
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
OECD	Organisation for Economic Co-operation and Development
OCHA	Office for the Coordination of Humanitarian Affairs
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PLWHA	Person Living with HIV/AIDS
PoA	Plan of Action
PPR	Peste des Petits Ruminants
PRDP	Poverty Reduction Development Plan
PRRO	Protracted Relief and Rehabilitation Operation
RALNUC	Rehabilitation of Agricultural Livelihoods Component
RDA	Recommended Daily Allowance
RDP	Recovery and Development Programme of the World Bank
REIN	Reintegration, Employment and Income Development for the North
UFNS	Ugandan Food and Nutrition Strategy
UN	United Nations
UNAIDS	The Joint United Nations Programme on HIV/AIDS
UNHCR	United Nations High Commission for Refugees
URCS	Uganda Red Cross Society
USAID	United States Agency for International Development
VSF	Vétérinaires Sans Frontières
WFP	World Food Programme
WHO	World Health Organization
WVI	World Vision International

EXECUTIVE SUMMARY

The Northern region, which is identified by official statistics as trailing behind the central, western and eastern regions in terms of poverty reduction, has experienced multiple and severe shocks including drought, civil war lasting for over 10 years and loss of cattle to Karamojong raids. The signing of a peace agreement between the Government of Uganda (GOU) and the Lord's Resistance Army (LRA) and initial implementation of terms bears hope for Northern Uganda.

It is in this context that the 2008/09 Cluster Plan of Action (PoA) for Northern Uganda has been developed. The PoA is the result of a three month process of field consultation and analysis on food security and livelihoods with national and international NGOs, UN agencies, government representatives and civil society.

In terms of scope of interventions, the PoA aims to create and promote the conditions for addressing root causes of livelihood erosion by linking short term/immediate actions with longer term measures and considerations. Thus the Plan proposes a set of balanced responses that aim to protect, rehabilitate and diversify the livelihoods of pastoralists, agro-pastoralists and farmers in northern Uganda. In that respect, the document is meant to complement long-term development strategies and focuses on the range of emergency, recovery and rehabilitation interventions needed for the whole of the North (Karamoja, Teso, Lango, Acholi and West Nile). Implementation of the PoA will be through partnerships between government, UN agencies, NGOs, civil society and the private sector.

The selected option is based on a pro-poor and community self-reliance approach as the most sustainable way to achieve productivity growth and improve use and access of natural capital. In areas with low agricultural potential (Eastern Uganda – Karamoja), livestock systems are the basis of livelihoods. In areas with higher agricultural potential (Northern and Nile provinces), where farmers could pursue high-value livelihood opportunities, use of improved technologies will be supported to raise productivity growth.

The **goal** of the PoA is to improve the livelihood security of rural households in Northern Uganda.

The anticipated **outcome** sets the medium-term scenario on which the programme is expected to make an impact and is to support and stabilise food security of rural households in Northern Uganda.

The **outputs** of the PoA were designed to have a rapid impact, building on existing and successfully implemented approaches and systems.

Output 1 – *Increased food availability*

Output 2 – *Reduced vulnerability to food security risk*

Output 3 – *Better access to food through safety nets*

The outputs of the PoA will be achieved through **three pronged and regionalised programmes**.

Programme 1 - **Karamoja**: *Diversifying and strengthening of pastoral and agro-pastoral livelihoods*

Programme 2 - **Teso, Lango, Acholi**: *Support to the return process*

Programme 3 - **West Nile**: *Improving self-reliance of refugees, IDPs and host communities*

In addition to this narrative section, the Food Security and Agricultural Livelihoods (FSAL) cluster has developed a 20-minute video document to illustrate the main activities undertaken to implement the above identified programmes.

1. INTRODUCTION: OBJECTIVES AND ORIGINS OF THE PLAN OF ACTION

The Plan of Action (PoA) is a planning tool conceived to concretely and efficiently set a technically appropriate framework for interventions by the Uganda FSAL agencies in Northern Uganda in the 2008/09 period. It is a 'live' and dynamic document reflecting the premise, progress, and results of a crisis management programme cycle.

Conceptually, the PoA aims to contribute to the formulation of the Consolidated Appeal Process (CAP) in terms of information and targeting. Alternatively, in the absence of an institutional tool, the PoA can sustain the appealing process as well as advocate for a 'connectedness' between the emergency and development assistance.

Operationally, the realisation of the PoA is achieved through the existing food security and agricultural livelihoods interagency cluster and this framework have the buy-in, ownership and support of local and central Government, communities, national and international NGOs, UN agencies and donors. The interagency cluster - co-chaired by the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), FAO and WFP - provides a forum for information exchange and consensus building, ultimately leading to an enhanced response and a more balanced allocation of resources.

The PoA's structure follows the sequence of a logical framework progressing from Situation Analysis to Response Options Analysis, Response Planning, Response Implementation, and Monitoring and Evaluation. In order to effectively reflect the changing context of the North, the PoA will be periodically updated to incorporate additional information and adjust the response to the new situation whenever required. Additional video documents will be developed to detail implementation methodologies for specific activities selected on best practices considerations.

The 2008/09 Plan of Action for Northern Uganda has been designed to tackle some key aspects of food insecurity for rural-poor communities in post-conflict situation areas (Northern Uganda) and marginal productive areas (North-Eastern Uganda), by using and building on existing bottom-up and community-based approaches.

Furthermore, the document has been developed as a complementary livelihood, food security and vulnerability reduction tool to link the 2008 Uganda CAP with longer-term strategic documents. In particular, the 2008/09 PoA links to the Poverty Eradication Action Plan (PEAP), the Poverty Reduction Development Plan (PRDP), the National Agricultural Advisory Services (NAADS) strategy for Northern Uganda, the Uganda Food and Nutrition Strategy the Karamoja Integrated Disarmament and Development Programme (KIDDP) and the draft transition strategy for the LRA-affected North.

Finally, the PoA also complements the UN consultative process for the Horn of Africa initiative which was initiated at the request of the UN Special Humanitarian Envoy for the Horn of Africa, Kjell Magne Bondevik, in November 2006. As an expression of its commitment to the Horn of Africa process, GOU has given its support to the development of this PoA for the Food Security Cluster, and the PoA itself draws on the recommendations and proposed actions provided by the Uganda Horn of Africa Report¹.

¹ Horn of Africa Consultations on Food Security, Uganda Country Report (Ministry of Agriculture Animal Industry and Fisheries, June 2007).

2. SITUATION ANALYSIS

Northern Uganda in national context

Compared to the rest of sub-Saharan Africa, Uganda has performed better since 1990 in reducing the percentage of its people under the poverty line. There has been a significant decline in absolute poverty between 1992 (56%) to 2003 (38%). Further to Uganda's credit, at the end of 2005, the adult national HIV/AIDS prevalence rate was estimated at 6.7%, a huge reduction from the peak of 30% in 1988.

In general terms, Uganda is regarded as self-sufficient in food production. However, at any given time, 40% of Uganda's population (median age 14 years) lacks reliable access to sufficient healthy food and 39% of children under age five are stunted. Agricultural and population statistics available indicate that per capita food production in early 2000 was over 40% less than what it was in 1970. Uganda's rapid population growth (2.5% per annum) presents a continuing challenge to future economic growth and poverty reduction efforts. Moreover, the country suffered massive terms of trade shocks when international coffee prices fell. As a result, per capita incomes fell sharply during the 1980s and early 1990s.

Key facts
<ul style="list-style-type: none">• Population: 28.2 million• GDP (PPP) per capita: US\$1 800• Population below poverty line: 35%• Labour force by occupation: agriculture 82%, industry 5%, services 13%• Total land area: 236 040 sq km, bordering Democratic Republic of the Congo, Kenya, Rwanda, the Sudan, and Tanzania• Total arable land: 21.6%• Life expectancy: male: 52 years, female: 54 years• Literacy rate: male: 79.5% , female: 60.4%• Human Development Index: 144/177 <p>(Source: UN; World Bank)</p>

In comparison to the rest of the country, the Northern districts lag behind in terms of human development indicators. Most welfare indices are poor in the North largely because of the presence of conflict and weak state institutions. The PRDP gives the following comparisons:

- **Income poverty:** Income poverty has declined less than in other regions of the country. The proportion of poor people in the North (defined as those unable to meet their basic needs) declined from 72% in 1992 to 60% in 1997, but increased again to 64% in 2002.
- **Literacy:** There are wide regional disparities in literacy rates. In the Central region, 80% of adults are literate whilst in the Western region the figure is 74%. In Eastern region, the figure is 63%, and in Northern region it is 56% (with 42% of adult females being literate).
- **Primary education:** The majority of Northern districts are lagging behind in terms of pupils' ability to complete primary education and service provision is worst of all in the Karamoja sub-region.
- **Water and sanitation:** Depending on the season, in Kotido, Pader and Yumbe districts, between 20% and 40% of households are estimated to have clean water supplies whilst the majority of the other districts in the North have an estimated coverage of 40% (rainy seasons) and 60% (dry seasons) which is close to the national average.
- **Health:** Infant, child and maternal mortality remain high nationally having increased between 1995 and 2000. Disaggregated by region, the mortality rates were much higher in the North. The rates for Gulu, Kitgum, Pader are crude mortality rates (CMR) of 1.54/10,000 and U-5 MR 3.18/10000 (July 2005 MoH) and CMR for Karamoja is 3.9/10,000 (MoH August 2004).
- One of the factors affecting poor health and income indicators is the increase in female fertility rates
- **HIV/AIDS:** Although Uganda has seen HIV prevalence fall from an average of 18% in 1992 to 6.4% in 2005, HIV/AIDS prevalence in conflict-affected areas of North-Central Uganda (Acholi, Teso and Lango) is still high at 8.2%. Prevalence amongst women is higher than men, 9% and 7.1% respectively (Source: PRDP – second draft page 12).

Regional situation, problem and scenario analysis

2.2.1 Introduction

Using a conflict analysis framework, Northern Uganda can be divided into three broad situations, as shown in the following table:

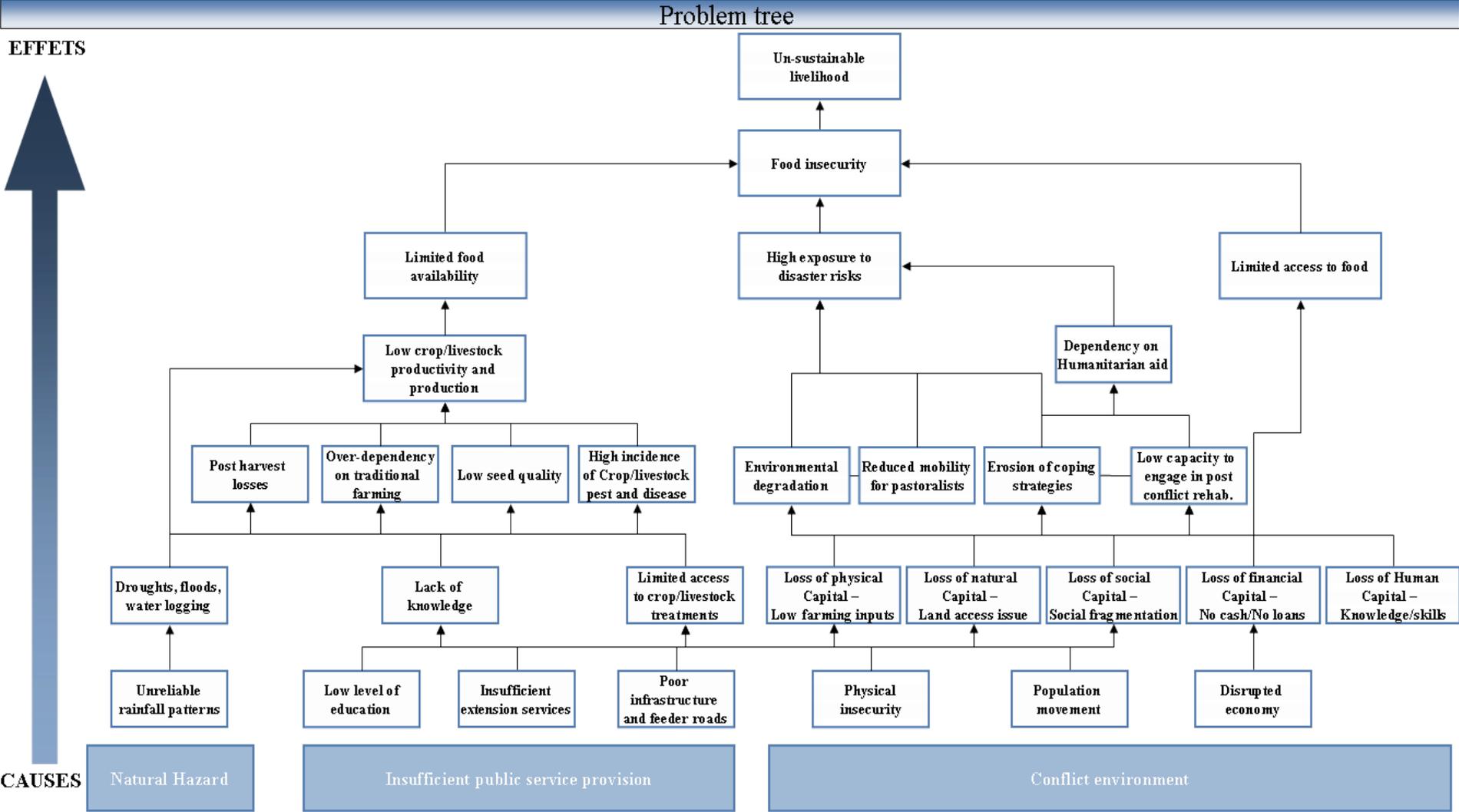
Table 1: Northern Uganda districts in a conflict framework

Conflict status	Sub-regions and districts
Post Conflict: <i>armed rebellion ended, resumption of normality and stabilisation/ development investments needed</i>	North West - West Nile sub-region: Arua/Koboko/Maracha, Adjumani, Moyo, Nebbi, Yumbe
Cessation of hostilities/early recovery: <i>whilst peace agreement yet to be signed, situation largely stabilised, investments needed to support social, economic and political rebuilding</i>	North Central – Lango, Acholi, parts of Teso sub-regions: Gulu/Amuru, Kitgum, Pader, Lira/ Dokolo/ Amolatar, Apac/Oyam, Soroti, Kaberamaido
Lawlessness and underdevelopment: <i>armed civilian population and destruction of property through inter-ethnic conflicts with spill over effects, stabilisation and development investments needed</i>	North East - Karamoja and part of Teso sub-region: Moroto, Kotido/Abim/ Kaabong, Nakapiripirit, Katakwi/Anuria.

Source: Adapted from PRDP second draft (March 2007)

The details of the food security and livelihood situation analysis for the three regions targeted by the PoA are provided in the following regional situation analysis section. However, a summarised visualisation of the key food security problems in Northern Uganda is presented below in form of a diagram, called a “problem tree”. The objective of the problem tree is to help analyze and clarify cause–effect relationships.

Figure 1: Problem Tree outlining food security and livelihood problems in Northern Uganda

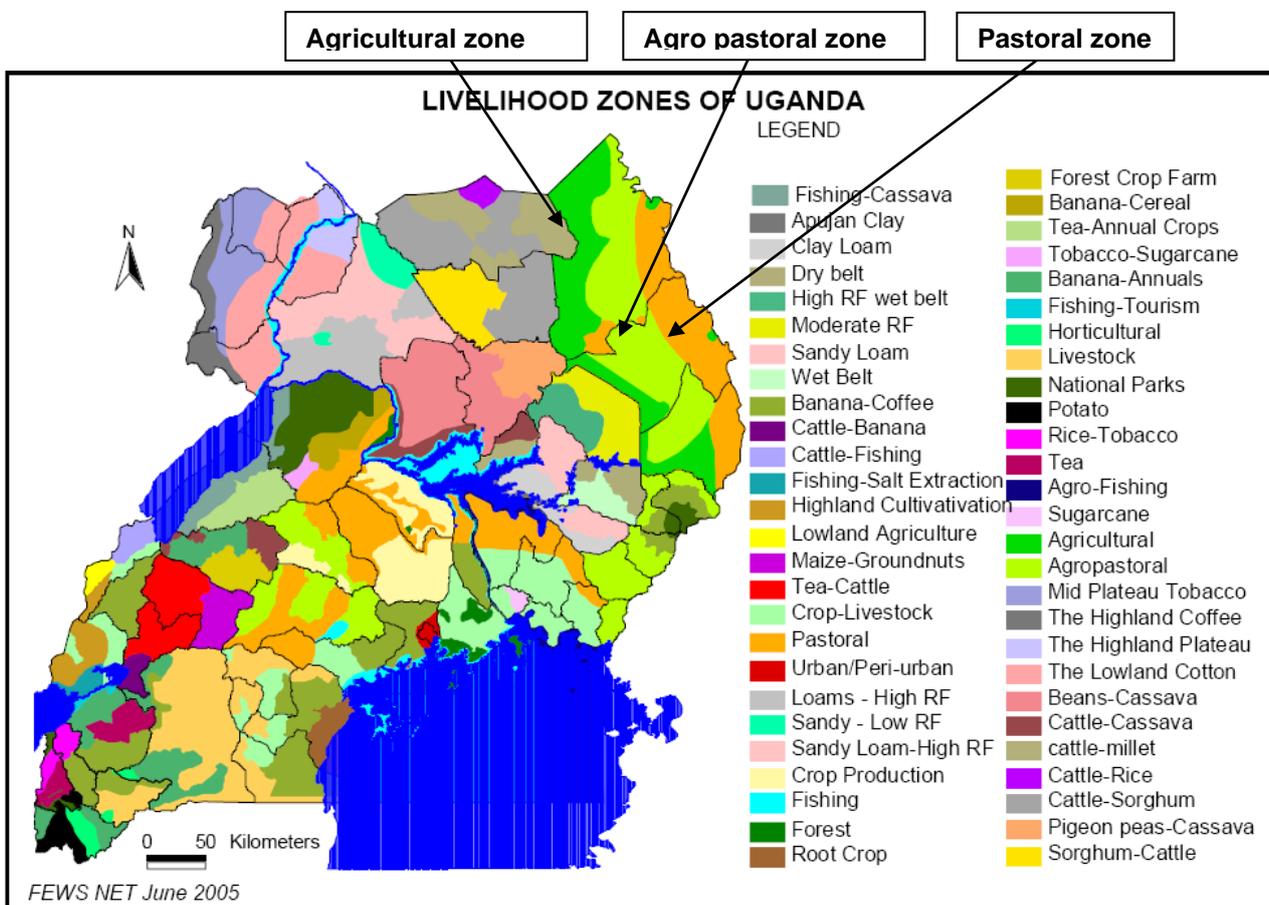


2.2.2 Karamoja region

2.2.2.1 Food security situation

Karamoja can be broadly divided into three main agro-ecological zones - running north to south - which cut across the main ethnic groups in the region. The zones are delineated with reference to a spectrum in which settled farming is at one end and pure transhumance pastoralism at the other. In between, there is a zone which is commonly described as "agro-pastoral", although in reality - with the possible exception of the Pokot ethnic group² - all farming systems in Karamoja are agro-pastoral to some degree. The following map shows where these three zones lie:

Figure 2: Karamoja Livelihood Zones



The 2002 census gave a total population of 957,245 for the region (50% female). The problem of food insecurity in Karamoja has been dissected and measured many times and the latest studies confirm its persistence in the region.

An Emergency Food Security Assessment (EFSA) undertaken by WFP in Karamoja in April this year classified 27% of the sample as "food insecure", with a further 47% as "moderately food insecure". The assessment was undertaken in all five districts of the region. The highest levels of "food insecurity" were found in the Dodoth and Jie counties in Kotido and Bokora County in Moroto. Taken together, the "food insecure" and "moderately food insecure" categories accounted for 70% or above of the sample in six of the nine counties surveyed (and over 80% in three of them).

² The Manyattas of the Pokot are located in the South Eastern corner of the region.

Using a different methodology, a survey commissioned in October 2006 and published in June 2007 also found very high levels of food insecurity in the three districts of Abim, Kaabong and Kotido³. Using a combination of a household dietary diversity index and a household grain availability index, the study classified households into four groups:

1. Households with adequate dietary diversity and grain availability = Food Secure
2. Households with inadequate dietary diversity but adequate grain availability = Vulnerable
3. Households with adequate dietary diversity but inadequate grain availability = Vulnerable
4. Household with inadequate dietary diversity and grain availability = Food Insecure

Depending on the district, between 47% and 64% of the sample were classified as "food insecure" with a further 42-29% classified as "vulnerable".

Underlying these figures is a complex picture of conflict, poverty and environmental factors. Over the centuries, the pastoral peoples of these areas have developed a highly sophisticated approach to sharing scarce water and grazing land in an unstable, ecological system. Cattle raiding, to restock decimated herds, was a traditional part of this system, but so was shared land use between different ethnic communities. Today, however, violence in the region has reached unprecedented proportions. It has changed in nature, scale, and dimension due to a number of factors, including: the proliferation of automatic weapons, policies of neglect and interference for political gain, high youth unemployment, increased demand for and decreased productivity of land, a long-term pattern of desiccation, and reduced respect for traditional rules governing cattle raiding and warfare. "Traditional" cattle rustling is increasingly being transformed into organized criminal violence, perpetrated by a new generation of warriors between 15 and 35 years of age (karachuma) who do not follow the advice and lead of traditional elders. Many commentators argue that the resumption of the Government policy of forced disarmament in 2006 has increased, not decreased, the levels of insecurity in the region.

2.2.2.2 Food security problem analysis

Against this background of conflict and instability, consultations undertaken in the course of developing the PoA confirm the findings of several studies that the underlying causes of food insecurity in Karamoja revolve around the relationship between physical insecurity, poverty, cultural factors, public service provision and environmental factors – particularly rainfall patterns and water scarcity.

Historically, the Karamojong have adapted to the unfavourable climatic conditions in the central and eastern parts of the region by focussing on livestock rearing, with crop cultivation taking a more subsidiary role. This, according to the PRDP, is the "only rational way and most viable form of livelihood". Reliance on livestock carries risks even in the absence of conflict or drought. One of the most important in the region is livestock diseases. One recent example of this is the outbreak of Peste des Petits Ruminants (PPR) which is estimated to have killed fifty thousand sheep and goats in the region since it was identified earlier this year. Disease problems are compounded by the poor physical security situation which limits access to drugs and advice.

In the western part of the region, conditions are more suitable for agricultural cultivation, and this is reflected by the historical crop production output and the social organisation of the people (in settled villages as opposed to Kralls and Manyattas). However, like the rest of the region, food security is seriously affected by poor security, poverty and poor service provision.

Physical insecurity has a number of damaging effects on food security. These include loss of livestock, property and human life due to periodic raids. In addition, security concerns also reduce access to land for cultivation, and lead to a sense of de-motivation. These factors increase the reliance on food aid as the only reliable source of food.

³ Sserunkuuma D, Omiat G, Kikafunda J "Baseline Study on Household Food Security and Nutrition Status of Poor Communities of Eastern Uganda: Executive Summary" (June 2007).

High levels of poverty relate to environmental and insecurity factors in a vicious circle. One key element behind the high levels of poverty has been historic under investment in Karamoja by the central government. Education levels are the poorest in the country for both boys and girls and literacy rates are the lowest. The region is poorly served by government services such as health, education and agriculture. Low incomes reduce the ability to purchase food, and to acquire livestock and assets needed to cultivate and market food. Poor infrastructure severely hampers market access and general movement, particularly in the rainy season.

Gender issues

Whilst HIV/AIDS is the main cause of orphanhood nationally, in Karamoja it is the conflict and cattle rustling. Many men (married and unmarried) have lost their lives during raiding (both during offence and defence). Whilst accurate figures are difficult to find, the prevalence of widows is believed to be higher than any other part of the country⁴.

Traditionally, the Karamojong women's role is to take care of the children, to build and repair homes, to fence stockades, and to produce all the food eaten in the home. Men's role is to look after livestock, including the conducting of cattle raids (cattle rustling), as well as security of life. Women have very limited access to sources of income and lack control over productive resources. Even in cases where women are engaged in small-scale business, the husbands decide how to spend the money. Though women cultivate land, they do not own family land. Men own and control productive resources in the society and are the main decision makers.

Both women who accompany the warriors to grazing camps and women who remain in the traditional settlements (manyattas) are extremely vulnerable to insecurity which results from raids. Women whose husbands, brothers or sons have raided become very insecure because homesteads where raided cattle are hidden become potential targets for revenge raids.

"Enemies" (from another tribe) who raid Karamojong settlements may rape women. Many women in Moroto have been raped whilst collecting water and firewood, and during charcoal burning. Karamojong warriors may do the same when they raid the neighbouring districts (Katawki in the Teso sub-region). This pattern of abuse can contribute to the spread of HIV, as a warrior who rapes an HIV positive women may be infected and transmit the virus to his wife or wives who may be inherited by his brother who could then also infect his other wife or wives.

A woman is married by a clan, whose members contribute to the payment of the bride price. The practice of bride price is a major factor contributing to raiding cattle. Courtship is sometimes associated with rape of the potential bride. The wife from a marriage sanctioned by the clan belongs to the entire clan. Some women have been "inherited" between five to ten times because of high adult male mortality due to raiding. It is the male clan members who decide who is to marry the widow. It is normally a brother of the deceased, but owing to high mortality of men, this is not always possible. The property of the deceased is inherited by the man who marries the widow. Widow inheritance and polygamy has led to increased risk of contracting HIV. Early marriages persist, with girls being generally married between 14 to 18 years old.

The Pokot and Tepeth groups practice female genital mutilation as part of the initiation into adulthood.

Cases of domestic violence are particularly high in the four districts of Karamoja. The guns which are intended to ensure security of home from raiders are sometimes used during domestic feuds. The warriors, often under the influence of alcohol, will easily batter their wives and may accidentally use their guns. Younger women who refuse to take off their husband's shoes are usually battered including by their parents and brothers. Women who don't properly store arms and ammunition may be whipped. Women who refuse to sing may be beaten.

⁴ Source: "Summary of Oxfam's activities on empowerment of pastoral women in Kotido district", a paper prepared for Kotido Sustainable Livelihoods Project (October 2002)

As most households have lost livestock, the indirect consequence of the conflict on girls is that they are forced to look for casual employment to earn some income for the household whereby their employers exploit them. With regard to education, preference is given to boys whilst girls are required to assist their mothers with domestic chores. Only 6 % of the women are literate and 81% of the girls who should attend school are in charge of domestic chores at home.

HIV/AIDS issues

At 1.7%, reported rates of HIV/AIDS infection are the lowest in the country⁵. Although prevalence rates are relatively low, the lack of access to services compromises the needed prevention, care, support and mitigation of HIV. The gender issues mentioned above, combined with a low level of awareness, create the potential for an increasing number of infections.

2.2.2.3 Scenarios

During consultations with district level key informants, a number of possible food security scenarios for 2008/09 were discussed. The consensus amongst informants was that the most likely scenario for 2008/09 is that the security situation will improve, although much will depend on how the disarmament process is handled. It is felt that greater emphasis needs to be put on voluntary, not forceful, disarmament and that this will not happen without concomitant improvements in law and order enforcements and incentives such as improved livelihood prospects. One important issue that cannot be predicted at this stage is rainfall. Emergency food security needs will clearly increase if rains fail. This reinforces the need for early warning systems and contingency planning and livelihood diversification, all of which are part of the PoA programme for Karamoja (see section 4 below). The number of NGOs undertaking food security interventions is expected to continue to increase during the 2008/09 period. This means that the capacity for catalyzing positive change will increase. Translating this potential into food security improvements will be heavily influenced by the security situation in the region.

2.2.3 Teso, Lango and Acholiland sub-regions

2.2.3.1 Introduction

Since the start of hostilities between the LRA and the GOU in 1986, about 1.8 million people have been internally displaced into various IDP protected camps, spread all over the Acholi (Kitgum, Gulu, Amuru and Pader districts), Lango (Lira, Apac, Oyam districts) and Teso (Amuria, Soroti, Katakwi, Kaberamaido and Kumi districts) sub-regions of the country. During the past 20 years, the livelihoods of the IDPs have been severely affected by the security situation, which has restricted their access to land and has decimated livestock holdings. In addition to the LRA, the population of the region has been affected by Karamojong raids. These have caused particular problems in the eastern districts of Katakwi and Amuria in Teso (where there were about 130,000 IDPs in camps as of the end of June 2007) and also Soroti and further north in Pader.

The cessation of hostilities between GOU and LRA in August 2006 and the related peace talks in Juba, Sudan have dramatically improved prospects for most of the IDPs in the "central north". Whilst the process of healing and restoration of productive livelihoods in this region may be long and precarious at times, rapid improvements in food security are possible with appropriate support.

For the majority of LRA-related IDPs, the return process has already started. Still, as of the end of June this year, over 900,000 IDPs still lived in "mother" camps, or main camps, and a further 381,000 in new "transit" sites. Out of 539,550 IDPs who have fully returned to their villages of origin, only 55,000 were in Acholi. The vast majority of full returnees (431,000) have been in Lango⁶. The following table gives the details.

⁵ Source: Uganda Sero-Behavioral Survey (March 2006)

⁶ IASC Working group figures for end June 2007, released in August

Table 2: IDP population groups as of the end of June 2007

Categories	Sub-Regions and Districts					
	Acholi			Lango		Teso
	Gulu/Amuru	Kitgum	Pader	Lira	Apac/Oyam	Katakwi/Amuria
IDPs in camps	317,000 (70%)	231,000 (74%)	150,000 (43%)	16,000 (5%)	19,000 (16%)	110,000 (77%)
IDPs in transit sites	88,000 (19%)	77,000 (25%)	194,000 (56%)	-	-	22,000 (15%)
Returned to village of origin	48,000 (11%)	2,000 (1%)	5,000 (1%)	335,000 (95%)	96,000 (83%)	5,550 (4%)

Source: IASC Working group / OCHA Uganda

When interpreting the table, it is important to bear in mind two points:

- The IDPs in Katakwi and Amuria have been doubly displaced, first by the LRA and more recently by the Karamojong. For this group, the two key factors for current and future food security prospects are the weather and the security situation in Karamoja.
- As seen from the table above, the return process in Lira and Apac/Oyam in Lango sub-region is much more advanced than in the Acholi sub-region (Gulu, Amuru, Pader, Kitgum). The numbers of people in camps is much smaller in Lango, and there are no settlement camps (people leave the main camp and go directly back to their home areas).

Because of these differences, for the purposes of food security analysis, it makes more sense to classify the Central Northern districts into three groups, and then look at different populations within each group as required. The three groups are:

- Katakwi and Amuria in Teso sub-region
- Lira and Apac/Oyam in Lango sub-region and Soroti and Kaberamaido in Teso sub-region
- Gulu, Amuru, Pader and Kitgum in Acholi sub-region

2.2.3.2 Katakwi and Amuria districts (Teso region)

As of June 2007, 37% of the population in Amuria and 59% of the population in Katakwi were displaced. A recent WFP EFSA (April 2007) found that about half of the households in mother camps in Amuria and Katakwi were food insecure to some degree. 24% were classified as "food insecure" and 27% were classified as "moderately food insecure"⁷. During PoA consultations, district level stakeholders cited insecurity, climate and low investment in infrastructure and services as being the key underlying factors behind continued high levels of food insecurity in these districts. The two most pressing immediate problems for the IDP population are the security situation and waterlogging/flooding of fields.

Poor security restricts the time which people can spend in their own fields or in rented fields – currently the average is less than 4 hours per day⁸. In a recent assessment of the sub-counties bordering Karamoja, the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) found that for 64% of communities, access to land was restricted to a 2 km radius from the camp⁹. One other feature of the insecurity has been depletion of livestock through LRA and Karamojong raids, particularly cattle with consequent knock-on effects for availability of animal traction. This combined with restricted access to land has significant consequences for productivity, and hence food availability, at the household level.

Waterlogging of crops is a recurrent problem for the IDPs owing to the location of the camps, which are in a crescent shaped area of about 150 km in length, with a concentration in the south

⁷ "Food Insecure" = households with very poor or poor food consumption that accessed their food mainly through the market but with little cash availability both for food and non-food basic needs and households with poor food consumption that declared to have borrowed food/money for food (again with little cash availability). "Moderately food insecure" = households that were vulnerable to deeper food insecurity due to limited cash, and/or heavy reliance on food aid with little cash to improve food access by themselves.

⁸ Source: Pers. Com with Harriet Atim OCHA Katakwi.

⁹ Source: Humanitarian situation Katakwi and Amuria Districts (January – June 2007) Briefing Notes – UNOCHA July 2007.

eastern part of Katakwi district. This is a low lying area which is often flooded. In addition, the area is also affected by extended droughts and hailstorms.

Low investment in the area by central government combined with the topography of the area has resulted in a very poor road network. According to UNOCHA, an astonishing 59 communities out of 139 are not accessible by road during the rainy season and 10% of these communities have no access roads at all. This, combined with the scarcity of markets, makes access to food markets for buying and selling food problematic in the area. This is important because, on average, 60% of food consumed in the districts comes through the market¹⁰. On the food production side, cassava mosaic virus normally presents significant problems in the area owing to the lack of virus resistant varieties.

2.2.3.3 Lira, Apac/Oyam (Lango region) and Soroti, Kaberamaido (Teso region)

These districts have been characterised by very high rates of returnees to villages of origin. Since 2004, the rate of returnees arriving in Soroti and Kaberamaido has been 99% (a total of about 130,000 people). In Lira, about 335,000 people have voluntarily and spontaneously returned to their homes since the end of 2005, with the majority returning in the last 9 to 12 months. In Oyam/Apac, the return process has been slower, although it has increased recently. Currently, the number of people estimated to have returned since the end of 2005 is estimated at about 96,000 (83%).

Due to increased access to land in these areas, there is now clear potential for improvement in food security in comparison to previous years. However, A number of problems remain. The key food security problems for returnees centre around three main issues. First, there are constraints in terms of land utilisation and productivity. Underlying this are other problems which include: inadequate quantities and/or poor quality of seeds, other inputs and tools; crop pests and diseases; and insufficient animal traction. The amount of land utilized (i.e. ploughed and then planted with crops) is limited to 2 to 4 acres per household. Given the types of crops planted and the low yields, food insecurity is still a problem. Second, returnees have limited purchasing power, as incomes are low and food prices have risen significantly in some areas¹¹ since people have returned. Finally, service provision by the state has not kept pace with the return process, specifically poor health and sanitation coverage and poor road and market infrastructure.

It is because of these factors that, despite receiving resettlement rations, food insecurity and under-nutrition in the areas of return in Teso are higher than what might be expected. The WFP EFSA of April 2007 estimated that the proportion of households classified as “moderately food insecure” or “food insecure” were higher in the areas of return in Lira (74% of all households) than most of the transit or resettlement camps. Moreover, surveys undertaken by Action Contre la Faim (ACF) in May 2007 found that rates in Lira have risen since 2006, and were higher than in Pader, Gulu or Apac/Oyam¹².

2.2.3.4 Amuru, Gulu, Kitgum and Pader (Acholiland region)

These four districts have by far the highest number of IDPs in the country and the lowest number of returnees. There has been a lot of movement, however, between the old camps and transit camps that are closer to home.

The districts of Amuru, Gulu, Kitgum and Pader have over 20% of Uganda’s arable land. Before the armed conflict, these areas used to produce surplus food crops that were sold in other parts of Uganda, as well as cash crops (notably cotton). The length of displacement (up to 20 years) and the high levels of underlying poverty have left the majority of the IDP populations in these districts with very limited assets and correspondingly poor ability to cope with shocks such as

¹⁰ Source: Katakwi and Amuria Mid-year CAP review 2007 (FAO June 2007).

¹¹ For example, average prices for cassava and sorghum sold in local markets in Soroti municipality is more than 30 % higher in 2007 than in 2003 (Source: Foodnet market information systems reports: 2003 – 07) –

¹² Nutritional survey, ACF Uganda (May 2007)

crop and livestock diseases and droughts. One of the biggest changes in comparison with the pre-war situation has been the decimation of livestock¹³, which changed the farming systems so that farmers currently rely heavily on hand hoes for tillage. This will constrain increases in agricultural production.

The improvement in the security situation this year and the movement to transit camps has led to an increase in land access. Figures from the latest FAO/WFP land access study indicate that, on average, access to land per household in Gulu, Kitgum and Pader was 4.4 acres, an increase from the 3.2 acres estimated in June 2006¹⁴. In the past, restricted land access was seen to be a key impediment to household crop production and food security. However, it appears that now other factors are becoming more important, principally access to agricultural input and drought power in particular.

Levels of food insecurity in main camps and transit sites appear comparable across the districts. The WFP EFSA found that between 8 and 14% of households were "food insecure", and between 52 and 70% of households were "moderately food insecure". When interpreting these figures it is important to note that food aid contributes to between one-third and 40% of the average household food basket¹⁵. It is reasonable to conclude, therefore, that without food aid, households would be significantly more food insecure than they are at present.

Some of the key reasons for this state of affairs can be interpreted from the following table which presents some of the preliminary findings from the FAO/WFP land use study.

Table 3: Agricultural Production Constraints

Constraint	Non-displaced	New camps	Mother camps	Overall
Rainfall	67.9%	74.2%	68.1%	70.1%
Seeds	64.1%	67.7%	52.2%	61.3%
Pests	54.4%	52.5%	59.4%	55.4%
Tools	56.6%	60.7%	44.9%	54.1%
Crop diseases	47.4%	53.2%	37.7%	46.1%
Insecurity	39.7%	46.8%	40.6%	42.4%
Labour	37.3%	48.4%	39.1%	41.6%
land access	19.0%	51.6%	36.2%	35.6%
Storage	25.0%	35.0%	24.6%	28.2%
Markets	28.6%	32.8%	20.3%	27.2%
Knowledge	19.7%	35.5%	21.7%	25.7%
Fertility/soil productivity	20.5%	37.7%	15.9%	24.7%

Source: FAO/WFP (2007)

Interestingly, the patterns of responses across the three population groups are broadly similar, suggesting that a "parish approach" to intervention would be appropriate in terms of addressing food security constraints. Not surprisingly, rainfall problems were the most commonly cited problem. Seeds, crop pests and tools were also highlighted by over 50% of respondents in each group. Although about 52% of respondents in transit sites said it was a constraint, land access was less of an overall problem than these other factors. A further interesting finding was the low percentages citing soil fertility as an issue, although again, considerably more transit site respondents mentioned it as a constraint than the other respondents.

¹³ In Gulu, prior to the conflict there was an estimated 130,000 cattle, and today there is an estimated 6,000-12,000. Prior to conflict (2002) in Lira, the estimated numbers of livestock in the district were; cattle: 80,000 (800 exotic), goats: 240,000, and chickens: 900,000. Today, however, it is estimated only 5-10% of the households have livestock. Dorsey and Opeitum estimate the value of lost livestock and livestock products in the Acholi region to have averaged approximately US\$ 5.48 million per annum. Livestock make a disproportionately high contribution to the livelihoods of the poor (MAAIF, 2006).

¹⁴ Land Access and Land Use Mapping in Northern Uganda: Intermediate Report on Land Access Mapping, July 2006

¹⁵ Source: WFP EFSA: page 19

Climatic factors

The recent extensive flooding in Teso and other parts of the North¹⁶ demonstrates that whilst the security situation may be improving, the region is still equally subject to extreme climatic shocks such as flooding and drought. The current flooding is thought to be affecting about 50,000 households or 250,000 individuals. Such major climatic hazards can wipe away the gains from post-conflict food security recovery interventions such as seed fairs, cash for work (CFW) and food for work (FFW) programmes. It is therefore vital that contingency planning and surge capacity is factored into food security programming for the region.

Land tenure issues

One of the most debated issues for the central north is the possibility of disputes over rights to land use amongst returning populations. The available evidence suggests that there is no consensus on this issue. Some commentators feel that there will be major problems. For example, research conducted by the Refugee Law Project last year found that many IDPs interviewed expressed serious concerns that land disputes will emerge as the return process continues. It was believed that the death of a large number of elders during the course of displacement was likely to complicate identification of traditional lands and hamper return and restitution. Other sources take a very different view. For example, in "Impact of Land Access and Ownership on Livelihoods: Short, Medium and the Long Term Perspectives in AcholiLand"¹⁷, the authors conclude that, for the most part, there will not be serious problems in land access and ownership, and that the majority of problems that do occur should be resolved under traditional and more modern dispute mechanisms. Certainly, anticipated escalation in land claims and conflicts in the aftermath of return in Teso have not been observed¹⁸. However, this may not be an accurate guide to what happens in those parts of Acholi, where communities and clans have been displaced for periods of up to 10 years or more.

Extremely Vulnerable Individuals (EVIs)

Approximately 10% of current camp populations are classified as EVIs. People falling into this group include People Living with HIV/AIDS (PLWHA), orphans, frail elderly persons, and physically and mentally disabled persons. There has been much speculation on the extent to which EVIs will be able and willing to return back to ancestral lands. It is likely that many will wish to remain in the camps as they empty. Therefore, special provision will need to be made for them in food security programming.

Gender

Gender-based violence is prevalent in the region, ranging from sexual violence (including marital rape) to sexual abuse of children, and other physical and psychological forms of violence. Sexual exploitation by armed forces and humanitarian workers is also a concern in the region. All these issues contribute to increased vulnerability of women and have consequences on their mental and physical health as well as on the school attendance of the youngest survivors. In all regions of Uganda, the prevalence rate of HIV is higher amongst women than amongst men. In fact, for a combination of biological, traditional, economical, as well as social reasons, women have higher susceptibility to the infection.

HIV and AIDS

The North Central region has the second highest prevalence rate of HIV in Uganda. This is estimated at 8.2%, with 9% amongst adult women and 7.1% amongst adult men¹⁹.

¹⁶ An estimated 50,000 households have been affected by the unusually heavy rains and associated flooding that have fallen in Eastern and Northern Uganda since July. The rains have damaged homes, crops, water sources, sanitation facilities, health centres, school buildings, key roads and bridges. This has severely limited the extent to which households are able to meet their food security needs.

¹⁷ Source: Land Solutions-Uganda (February 2007)

¹⁸ Source: Post conflict land policy and administration: Lessons from return and resettlement of IDPs in Soroti district: Implications for PRDP, national land policy, land act cap 227 and NPIDPS 2005 – For the World Bank Northern Uganda Recovery and Development Program (RDP) January, 2007

¹⁹ Uganda Sero-Behavioral survey (March 2006)

The breakdown of family structure, social values and networks, the increase of rape cases, the presence of military and aid workers, poor camp facilities, poor health services, less disposable income, sexual abuse and exploitation have all contributed to an increased vulnerability to HIV/AIDS. Ultimately, food insecurity is both a cause and a consequence of HIV. In fact, the nutritional and financial needs of affected and infected households increase whilst labour availability and quality decreases. In this situation, the use of risky coping strategies, such as engagement in sexual relationships in exchange for material goods or money, amplifies the risk of infection. Furthermore, the poor nutritional status of PLWHA favours the progression of HIV towards AIDS.

This situation calls for the promotion of better nutrition for PLWHA and their households. In designing interventions to support the return process, it is important to take into consideration the diminished labour force of the affected households and to consider promoting adapted methods such as labour saving technologies. For instance, affected and infected households tend to have diminished crop portfolios and less acreage cultivated. The promotion of vegetable production has proven to be an effective activity for these households. On the other hand, the support to the production of small livestock has proved to be a difficult activity to implement in camps. However, it could be advisable in the return process.

The loss of indigenous knowledge (IK) is impacting the agricultural sector, as adults die before passing their agricultural knowledge on to their children.

2.2.3.5 Scenarios

Looking ahead to 2008/09, what are the prospects for food insecurity in Teso, Lango and Acholi? During district level consultations, stakeholders were asked to develop best case, worst case and most likely case scenarios, together with triggers for these and explanations of probabilities. From this process, projections were made of population numbers falling into different categories.

In all LRA-related IDP areas, the worst case scenario would be the breakdown of the Juba peace talks. This would lead to a worsening of the security situation and a movement back from return sites to main camps in Acholi and from home areas back into main camps in Teso and Lango. Most district level stakeholders felt that the probability of this happening was low, as more than 50% of the peace agenda items have now been agreed and the balance of probability is that there will be agreement on the remaining parts.

The best case scenario would be the successful conclusion of the Juba talks by the end of 2007. This would lead to an accelerated rate of return to home areas, and access to land. One risk in this scenario is an increase in the problems of serious under-provision of basic services for returnees and land disputes.

The most likely case scenario would be that the Juba talks drag on into 2008, with a successful conclusion sometime during that year. The result of this would be a continuation of the current rates of movement to transit sites and return to villages of origin. Main camps followed by transit sites will gradually empty, although there will be residual populations consisting of youth who do not want to move and EVIs who are reluctant or unable to move²⁰. The population numbers for the most likely case scenario²¹ are indicated in the Figures 4 and 5.

²⁰ Some commentators feel that there are likely to be a number of non vulnerable households who chose to stay. The pattern of settlement will change as people have become used to a more urbanized style of life, and those with successful businesses may not want to return to isolated rural living. In Pader, it has been reported that people may prefer to remain closer to social services, walking further on a daily basis to access their land (Source: Goal, Pader).

²¹ Projections derived from PoA stakeholder consultations in Gulu (17.07.07) for Figure 4 and Lira (12.07.07) for Figure 5.

Figure 4: Return process population projections for Acholi²²

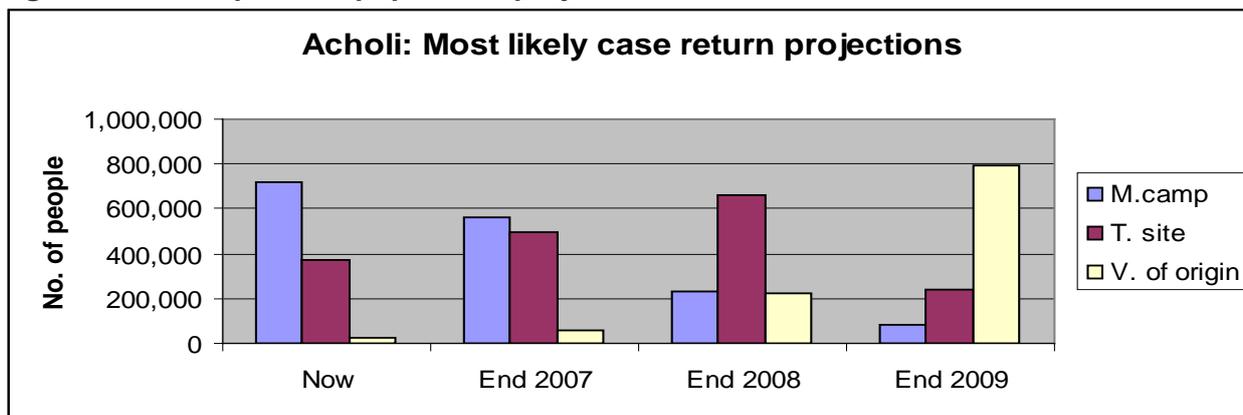
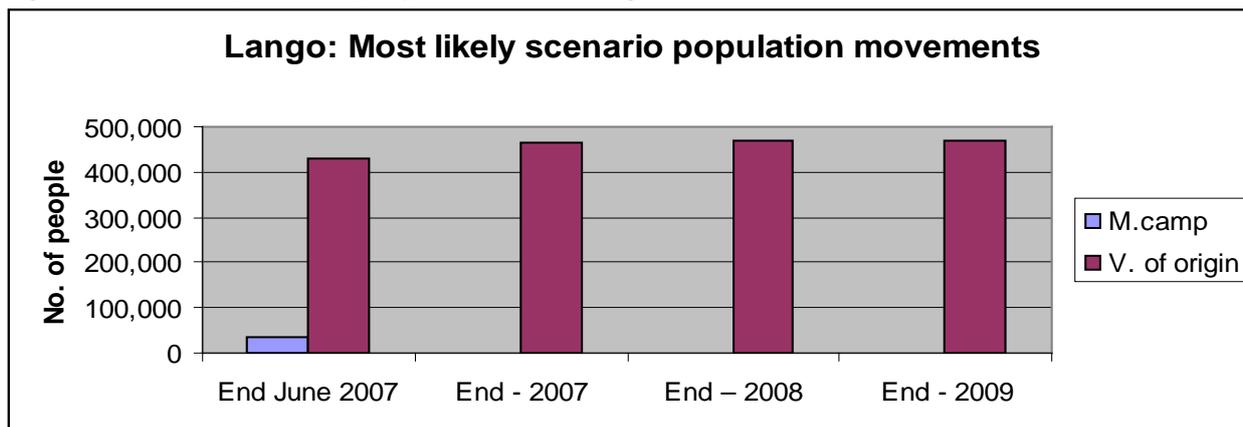


Figure 5: Return process projections for Lango



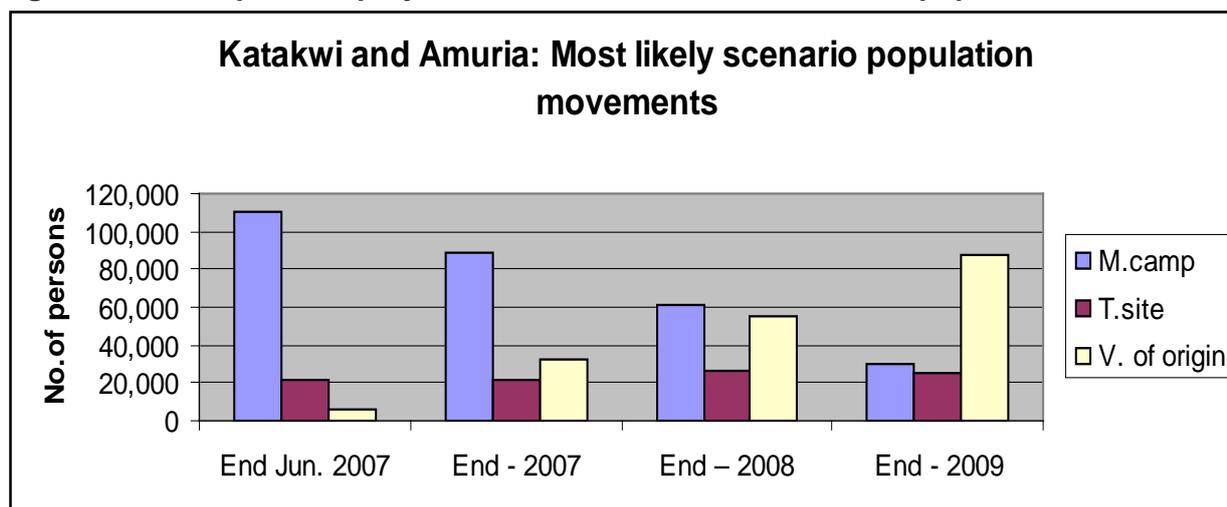
In Katakwi and Amuria, the worst case scenario was that the present disarmament process and KIDDP fails in Karamoja, leading to increased frequency of incursions by Karamojong cattle rustlers in these two districts. The probability of this happening was felt to be low to medium

The best case scenario would be faster-than-expected progress with Karamojong peace efforts, resulting in about 85% of the current IDP populations returning to their homes by the end of 2008. The probability of this happening was felt to be low

The most likely case scenario would be a slow but gradual improvement of the security situation, due to the ongoing disarmament process in Karamoja and the establishment of the Anti Stock Theft Unit (ASTU) police force to maintain law and order. This is expected to result in a gradual return over the 2008/09 period, with IDPs moving out of camps to new sites and to villages of origin. Figure 6 outlines the population projections for the most likely scenario are as follows:

²² In figures 4, 5 and 6, village of origin populations are current IDPs who are projected to have fully returned over the life of the PoA. The figure does not include households which have already returned as at end July 2007, however, such households will be covered under the outputs and activities of the PoA.

Figure 6: Return process projections for Katakwi and Amuria IDP populations



2.2.4 West Nile region

2.2.4.1 Introduction

West Nile region is comprised of seven districts: Arua, Adjumani, Koboko, Maracha, Moyo, Nebbi and Yumbe. The 2002 census gave a total population figure for the region of 1,893,424. Presently, there are both IDP and refugee populations in the region. The Refugees are concentrated mainly in Arua, Yumbe, Moyo and Adjumani, whereas the IDPs are located in Adjumani and Moyo. The following table gives the district breakdown.

Table 4: West Nile Refugee and IDP figures as at June 2007

Location	Refugees	IDPs
Adjumani	52,882	34,000
Moyo	27,000	3,000
Yumbe	24,293	
Arua	26,591	
Total	130,766	37,000

Sources: UNHCR/ WFP/OPM January 2007, UNHCR, July 2007

In addition to the refugees and the IDPs there are also the host communities. As in the case of the central North, there is no commonly accepted way to calculate the number of people falling into the host community category. District level stakeholders defined host community as comprising those communities residing in the same parish as a refugee or IDP camp. Using this definition, the total number currently falling into the "host community" category was approximately 578,000.

2.2.4.2 Refugees

In all of the refugee camps, food aid continues to account for a significant amount of total food access. The levels vary between camps from about 40-80% of recommended daily allowance (RDA), with 100% for EVIs²³. The most detailed food security picture available for refugees is given by the Household Economy Assessment, conducted in Moyo and Adjumani in November 2005. The key findings from this study are as follows:

- There is a wealth spectrum amongst refugees. Three groups were identified: "poor" (65-70% of the refugee population), "moderate" (25-30%) and "well-off" (5-10%).

²³ Source: UNHCR/WFP/OPM (January 2007).

- For all groups, food aid accounted for a high proportion of total annual household caloric intake (55-75%), although 10-15% of food aid was sold to meet urgent cash needs.
- There was a relationship between land access and food production. Adjumani refugees had much lower access to land (0.5 acres) than Moyo refugees (2.5 acres) and consequently produced less food (10-15% of total annual household caloric intake) versus 20-25%. All groups complained about lack of inputs and extension advice to fully utilize available land, and also about the impact of drought on crop production. In addition, one of the main conclusions of the report was that "land allocated to refugees is generally exhausted in fertility".
- Exploitation of local natural resources (charcoal making, pole making, grass collection and other activities) was the single highest source of income across all refugee groups, accounting for an average of 30-35% of total income. This made a significant contribution to food purchases which was necessary to counter food access shortfalls. Other important sources of income were agricultural labour on other people's plots and brewing.

The relationship between access to land, food aid and food security is an important one. Indeed the potential for eventual phase down and out of food aid is highly dependent on land access. In accordance with the "local settlement" framework, the Government of Uganda provides free access to land (with rights of usufruct) to enable refugees to contribute to their own sustenance. However, access to land varies depending on the location of settlements. In West Nile, the land under and around the refugee camps is owned by the local communities, making it much more difficult to allocate additional land than in the western and south western districts where land is government owned. This difference in land tenure arrangements largely explains the difference between West Nile and other areas in terms of percentages of refugee populations on food aid. All this means that moving towards the goal of refugee self-sustainment will need different approaches in West Nile than in other areas. Of the 177,200 refugees in West Nile, only 26,400 (about 15% of the caseload in the region) are deemed to have access to adequate land and have been phased-off of food aid assistance as a result.

2.2.4.3 IDPs

In comparison to the refugees, there has been less attention paid to IDPs in Adjumani and Moyo. At a PoA planning workshop in Moyo, the district level government, NGO and UN staff confirmed that IDPs face many of the same food security problems as refugees. Again, a key issue is access to cultivable land and sufficient high quality seeds and planting material.

2.2.4.4 Resident populations

2005 poverty estimates confirm that around 50% of the population of West Nile is below the poverty line. It is highly likely that this correlates well with the levels of food insecurity amongst the residents in the region. The main occupation of the vast majority of the population is subsistence crop and livestock farming, with fishing being an important livelihood source for those living near the river Nile. The most important food crops are cassava, sorghum, maize, sweet potato and sesame (simsim), and these same crops are also sold for cash. Whilst the issues for sustainable food security for refugees revolve around land access, for most residents this does not appear to be a critical constraint. Average land size per household is about 5 acres, although some of the poorer groups have considerably less than this. Key constraints to improved food security include inadequate farm power, lack of improved seed, lack of credit facilities, pests, diseases and adverse weather.

2.2.5 Scenarios

As for the Central North, district level stakeholders were asked to develop scenarios for IDP and refugee populations for 2008/09.

Refugees

Refugee repatriation rates have been below expectations. This is expected to continue into 2008. The key factors which will determine the rate of return include:

- The level of services back in Sudan relative to Uganda. Currently, facilities like schools, hospitals and roads are much better in West Nile than in Southern Sudan.
- The extent to which current land access problems for the refugees can/will be eased
- The stance of the UN High Commission for Refugees (UNHCR), which will move from 'facilitating' to 'promoting' repatriation in 2008. This will involve an increase of incentives for refugees to return.

The general consensus amongst district level experts was that refugee repatriation would continue to be slow through the end of 2007. Opinions differ on the rates of return thereafter. Some district level stakeholders felt that 40-50% of refugees would never go back as they were either young and had grown up in the camps (the majority) or they were EVIs who were not able to return, and that the return of others would be slow and take place over several years. Others felt that a gradual improvement of services in Southern Sudan and a change in UNHCR repatriation policy would result in higher numbers returning. The more "optimistic" stakeholders expected refugee numbers to halve by the end of 2008 (to about 65,000) falling to about 38,000 by the end of 2009.

For the purposes of the PoA the key point is that, even under to most optimistic predictions, there will be significant numbers of refugees throughout the life of the PoA.

IDPs

Stakeholders felt that the most likely scenario was that the Juba peace talks would eventually succeed, but they would drag on into 2008. The successful conclusion of the talks would lead to an acceleration of IDPs returning to their ancestral lands, such that by the end of 2008 IDP numbers were expected to be well below 10,000 (current figure 37,000) with fewer than 2,000 by the end of 2009.

3. RESPONSE PLAN

3.1 Introduction

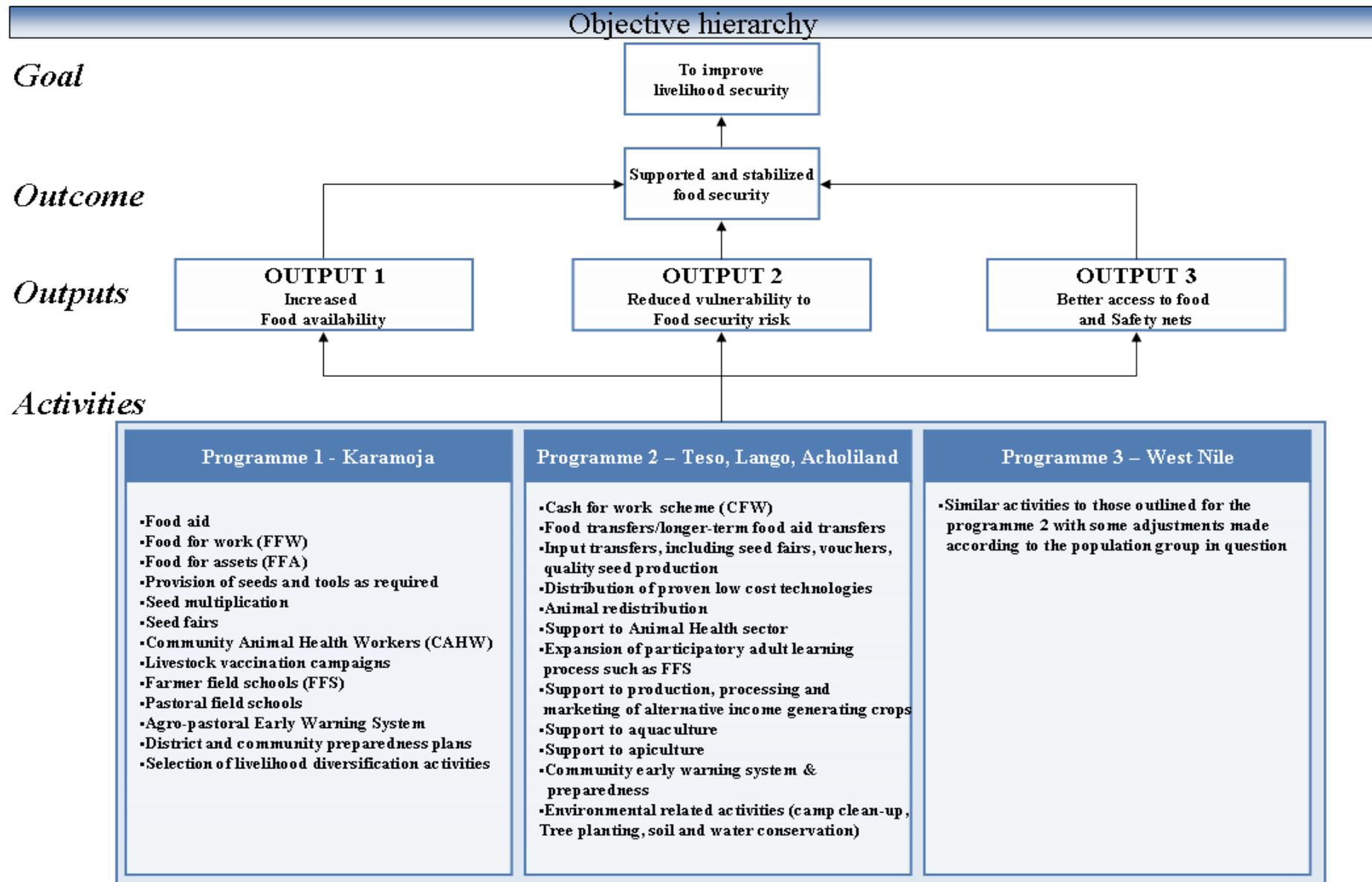
At the PoA output level, the main problems to address in relation to food security and livelihoods are common to the different regions. Such problems include low agricultural/livestock production and marketing, vulnerability to shocks and – for certain groups - inability to meet basic food needs, thus heavy reliance on food aid. As indicated by the problem tree on page 9 above, these issues are the main consequences of conflict environments, insufficient public service provision and natural hazards as a triggering factor. However, the PoA takes into account the specificity of each of the three regions in terms of crisis dynamics, vulnerability and response options. This is reflected in the structure of the PoA, which is divided into three main programmes:

Programme 1 - **Karamoja**: *Diversifying and strengthening of pastoral and agro-pastoral livelihoods*

Programme 2 - **Teso, Lango, Acholiland**: *Support to the voluntary return process*

Programme 3 - **West Nile**: *Improving self-reliance of refugees, IDPs and host communities*

Figure 3: Objective tree showing links between PoA activity areas, outputs, outcome/purpose and goal



3.2 Structure of the response plan

Goal

To improve the livelihood security of rural households in Northern Uganda²⁴.

Household livelihood security is defined as adequate and sustainable access to income and resources to meet basic needs (including adequate access to food, potable water, health facilities, educational opportunities, housing, time for community participation and social integration)²⁵.

Outcome

Rural households' Food security supported and promoted in Northern Uganda.

Subject to certain assumptions, this outcome will be achieved if the three outputs outlined below are achieved.

Outputs

The outputs described below are designed to have a rapid impact on food security, building on existing and successfully implemented approaches and systems. In particular, they draw upon the lessons learned and recommendations made during the UN consultative process for the Horn of Africa initiative. Building on what already exists provides a rapid start-up of activities and is an important asset in designing a post-emergency intervention. In addition, bottom-up, participatory extension and learning approaches will allow a phase-out of the emergency activities and increase the knowledge and capacity of vulnerable communities to withstand similar crisis scenarios.

Output 1 – Increased food availability

Increased production of crops and livestock is a key output for each of the three regional programmes. For the LRA-affected central North, it is vital that returning communities get back on their feet as soon as possible upon return to start cultivation and reduce dependency on food aid. In Karamoja improved agricultural production (particularly in the western parts) and strengthened livestock productivity is an important element in the attack on the conflict-poverty-food insecurity nexus. In West Nile, productivity improvements are an urgent priority and with prolonged peace and stability, the opportunity is there for sustained expansion of household level output.

Whilst boosting output is of primary concern, improved storage and marketing will also be important as production becomes established. Regarding storage, returning populations will need to reconstruct solid grain stores in order to minimise post harvest losses. Marketing of crops, livestock and livestock products will also be a key concern after the first harvest cycles. Development of physical market places as well as rehabilitation/construction of feeder roads will be necessary.

Output 2 – Reduced vulnerability to food security shocks

Vulnerability has two aspects: exposure to risk; and ability to deal with it. In order to make sustained improvements against household level vulnerability to food insecurity in the North, the PoA has prioritised activities which address both aspects. To reduce exposure to risk, disaster risk management, including community early warning, is a key area. On the other side of the equation, it is also important to support livelihood diversification, spreading risk and thus increasing resilience so that households can better absorb the impact of food security shocks when they occur.

²⁴ See also Annex 5 for a representation of livelihood security

²⁵ Source: (Drinkwater and McEwan, 1992)

Output 3 – Better access to food and safety nets

As a complement to activities undertaken under outputs 1 and 2, maintaining and strengthening food and cash based safety net interventions is extremely important, particularly in Karamoja and areas of return. Such interventions can also have positive spin-offs for agricultural productivity and vulnerability. As such, they make an indirect contribution to outputs 1 and 2. General food distributions will continue to be critical in the Karamoja context, and also as a core response in sudden onset disasters such as the recent flooding. The productivity enhancing and asset strengthening elements of food, voucher and CFW schemes are similarly important and should be mainstreamed as part of post-conflict rehabilitation.

Activity areas

The outputs of the cluster PoA will be achieved through a three pronged programme. Each regionalised programme has been tailored to create a more conducive environment for sustained food security. Furthermore, each of the programmes will pay considerable attention to the creation (or reconstruction) of capacities to cope with crises at the local and community level.

All of the areas of activity contributing to the PoA outputs are summarised in Figure 3 and are detailed below for each programme. Activity profiles are also provided and developed in Annex 6. Each programme and activity area has been designed so that donors and stakeholders may choose to support specific outputs. However, the success of the PoA will depend significantly on the capacity to keep a balance between the different activities and outputs of the PoA as a whole.

3.3 Programme 1 - Karamoja: diversifying and strengthening pastoral and agro-pastoral livelihoods

3.3.1 Introduction

Key informants consulted during the preparation of the PoA felt that the security situation in Karamoja in 2008/09 should improve, however, the fact remains that in the complex social, political and environmental situation, breaking the cycle of conflict, poverty and food insecurity is a daunting task. Whilst there are an increasing number of food security actors in Karamoja (see Annex 2 for details) the impact of their work is undermined by the strength of the conflict/poverty/environment nexus. As a result, there is a high reliance on emergency food aid in the region to guarantee food entitlements. In addition to this, and partly contributing to it, are the extreme gender imbalances within Karamojong society.

How can this situation be changed? In terms of food security programming in the region, three things are clear. First, sustained improvements in food security can only come if they are accompanied by improvements in security and law and order. Second, and equally important, is that the approach to improving food security in Karamoja must deal with emergency, recovery and development issues more or less simultaneously, in line with the reality of a situation of chronic and complex vulnerability. Third, addressing gender imbalances in an appropriate and sustained way will have positive benefits in terms of food security outcomes. Changing gender relations will be a long-term process however, and will depend on several factors (i.e. security and education) outside of the control of food security actors.

3.3.2 Proposed activity areas

The plan of action for food security in Karamoja is organized around the theme of diversifying and strengthening pastoral and agro-pastoral livelihoods.

At all stages of implementation, close collaboration with the NAADS (where operational), local government and KIDDP will be required.

Output 1 – Increased food availability

Activity area 1: Provision of seeds and tools as required

Wherever possible, community seed multiplication schemes and seed fairs will be used. The basic package to be provided will vary according to the agro-ecology of the communities and households concerned.

Activity area 2: Support to Community Animal Health Workers (CAHWs)

The key activities to be undertaken will include training and establishment and strengthening of CAHW associations in each district²⁶.

Activity area 3: Conduct vaccination campaigns

Diseases such as CBPP/CCPP and PPR are a major problem reducing livestock numbers and productivity. Under the PoA, vaccination campaigns will be conducted in 2008/09.

Activity area 4: Expansion of participatory extension methods such as Farmer Field Schools and introduction of Pastoral Field Schools²⁷

Gender concerns should be mainstreamed in the curriculum and membership of these, and careful thought should be given to development of women only Manyatta Field Schools. Furthermore, topics already included in FFS curriculum, such as food processing, post-harvest losses reduction practices and quality seed production, will be further encouraged.

Output 2 – Reduced vulnerability to food security shocks

Activity area 5: Improve community level disaster risk management

This will be achieved through the establishment and strengthening of agro-pastoral early warning systems and development of district and community preparedness plans²⁸. Activities under the PoA will focus on strengthening the links between indigenous early warning systems and systems such as the Livestock Early Warning System (LEWS), the Famine Early Warning System Network (FEWSNET), and the Conflict Early Warning and Response Mechanism (CEWARN).

Activity area 6: Diversify pastoral and agro-pastoral livelihoods

Diversifying Karamojong livelihoods will be a long-term process. The PoA will complement the KIDDP in this regard for the 2008/09 period. Under KIDDP Programme Component 4, 'Support the development of alternative means of livelihood', there are several objectives, each with associated activities. The objectives are as follows:

- Objective 1: Empower the Karamojong to harness the potential of their natural resources;
- Objective 2: Promote sustainable utilisation of gum Arabic and related dry land products for improved livelihood and biodiversity conservation;
- Objective 3: Support economic diversification interventions in Karamoja to reduce reliance on livestock as a means of living;
- Objective 4: Secure the land rights of communities in order to encourage sustainable utilisation of natural resources;
- Objective 5: Support interventions to improve the viability of pastoralism in Karamoja;
- Objective 6: Facilitate the resettlement and rehabilitation of people affected by natural disasters and armed conflicts.

In consultation with KIDDP management, the PoA will carry out selected activities under this varied portfolio.

²⁶ Support should build on current work under the ECHO funded MAAIF/OPM / FAO project "Enhancing capacity for livestock emergency response in Karamoja", which finishes in December 2007.

²⁷ Vétérinaires Sans Frontières (VSF) is developing a curriculum for Pastoral Field Schools in Karamoja supported by FAO/ECHO funding.

²⁸ Foundation work for this output is currently being undertaken through the MAAIF/OPM/FAO project: "Enhancing capacity for livestock emergency response in Karamoja".

Output 3 – Better access to food and safety nets

Activity area 7: Meet food access gaps by food aid as required

Owing to a combination of conflict and repeated drought, food transfers have been required to large numbers of Karamojong. In collaboration with implementing partners, WFP has been distributing sufficient food for 500,000 individuals over the March–September 2007 period. It is assumed that even with good rainfall, this general distribution will need to continue in 2008 for significant numbers of people. For planning purposes, the PoA, assumes that 300,000–500,000 people will need food aid between March and June 2008, with estimates falling to 200,000–400,000 between March and June 2009. Achievement of this output will be measured by WFP distribution monitoring records. Two important assumptions are that drought conditions in 2008/09 are not severe and that the security situation does not deteriorate.

Activity area 8: Increase food access and incomes through productivity and asset enhancing safety nets

This will be achieved partly through FFW and Food for Assets (FFA) schemes. One example of this is the FFW work that Oxfam has been doing, working with local communities to ensure provision of water to nomadic pastoralists in Karamoja by supporting them in the de-silting of water dams and the restoration of valley dams. Such activities should be replicated and scaled up as appropriate. Whilst more complicated and costly to administer than general food distributions, as a general principle, FFW and FFA are to be encouraged owing to their positive effects on community and household assets. The programmes should be gendered, and seek where possible to empower women.

A second and very important way in which human and social capital will be strengthened is through expanding the numbers of FFSs in the region and through the introduction of Pastoral Field Schools.

3.3.3 Community consultations on PoA outputs and activities

Community consultations on the PoA were held in several parts of Karamoja. Over 20 communities were consulted. As part of this process, groups of men and women gave their opinions on the importance of the various PoA outputs and activities listed above. Groups were asked to give a score between 0 and 5 for each activity, with 0 being of no importance and 5 being very important. The following table summarizes the results.

Table 5: Ranking of activities' importance for consulted groups in Karamoja

Output and activities (definition used in fieldwork)	2008	2009
Output 1 – Increased food availability		
<i>Activities 1 to 4 - Seeds and tools distribution, training on farming and animal husbandry and livestock vaccination</i>	4.5	4.0
Output 2 – Reduced vulnerability to food security risk		
<i>Activity 5 - Community early warning systems and contingency planning</i>	3.3	3.3
<i>Activity 6 - Training and assistance on new ways of making a livelihood</i>	3.5	3.8
Output 3 – Better access to food and safety nets		
<i>Activity 7 – Food aid</i>	3.5	2.8
<i>Activity 8 – FFW and CFW</i>	4.3	3.6

Overall, the highest scores were given to activity areas 1–4 under output 1. This was followed by activity area 10 under output 3. This points to the fact that that communities would prefer to provide food and income for themselves (activity areas 1–4), or, where this is not possible, to at least do something in return for food or income (activity area 10). General food distributions were not scored as highly as other activity areas and also the score for food aid is lower in 2009 than

2008. This implies a degree of optimism about the general situation, including the impact of other food security interventions on livelihoods²⁹.

3.4 Programme 2 - Teso, Lango and Acholiland: support to the voluntary return process

3.4.1 Introduction

The situation in the central North is clearly quite different from the one pertaining to Karamoja. Owing to the current peace and expectations of lasting peace, in **Acholi**, the return process is gathering speed, whilst in **Lango** it is almost complete. Because of this, and unlike Karamoja, food security programming is able to follow more of a classic recovery, rehabilitation and development progression. The initial need is to be able to provide returning populations with a "soft landing" as they go back to their ancestral lands. This is best achieved through a combination of food transfers, food and cash safety nets and direct support to crop and livestock production. In addition, and sequentially after the initial "soft landing" phase, there is need for a strong livelihood diversification element to increase household resilience to subsequent shocks by spreading risk. In addition, there will be a need to assist former and current host communities, which should be assisted by some of the same interventions as those targeting returning IDPs, as well as being targeted with special environmental rehabilitation initiatives.

Furthermore, it is also critical to factor in the possibility that sudden and/or extreme climate related shocks will lead to episodes of acute food insecurity. The recent extensive flooding has demonstrated the need for adequate surge capacity within the food security cluster and effective Government response to such situations.

In Katakwi and Amuria, the return process is least advanced, and is subject to different dynamics, being heavily dependent on the progress regarding disarmament and law and order in Karamoja. In terms of access to land and security, the situation in Teso is not unlike Acholi in 2005. As the security situation improves, food security programming will be able to follow a similar path as that envisaged for Acholi in the PoA. The difference is that there will need to be more focus on IDP populations in main camps and transit sites, as the return process is expected to be much slower. In addition, as in Acholi and Lango, food security programming in Teso in general needs to take into account the possibility of climate related shocks. As far as flooding is concerned, the low lying topography of much of Teso means that the probability of flooding is greater here than in other parts of the North.

3.4.2 Proposed activity areas

The PoA for food security in Teso, Lango and Acholi is organised around the theme of support to the voluntary return process

At all stages of implementation of the PoA, outputs for the Central North and collaboration with the NAADS (where operational), local government and the PRDP will be required.

Output 1 – Increased food availability

Activity area 1: Increase crop production and productivity³⁰

This will be achieved through input transfers including seed fairs, vouchers and quality seed production/multiplication which will be preferred over simple seed distribution³¹. In addition, this

²⁹ These findings need to be balanced against operational considerations, including the fact that distributing food aid is logistically and technically much more straightforward than operating large FFW and CFW programmes.

³⁰ At the household level, crop production can be increased either by increasing productivity on existing land and/or by cultivating on additional land.

³¹ An extensive study of seed systems undertaken in Northern Uganda last year concluded that "Farmers difficulties in obtaining sufficient seed stem more from poverty, due to long-term erosion of household assets and loss of alternative coping mechanisms, than from lack of seed and planting material. Seed and planting materials are generally available [although there are shortages in

activity group will include distribution of proven low cost technologies to increase productivity (including, for example, manual irrigation pumps and agro-forestry) and oxen, ploughs, axes and pangas to open up land left fallow or uncultivated.

Activity area 2: Improve animal health and production

This will be achieved through animal redistribution and support to the Animal Health Sector.

Activity area 3: Improve farmer knowledge and skills

This will be achieved mainly through expansion of participatory learning oriented extension schemes such as the successful FFS concept. Key issues covered will include: soil and water conservation, animal traction, reduction of post-harvest losses, disease and pest control, entrepreneurial and market oriented skills.

The first priority will be to ensure that returning households have sufficient basic agricultural and livestock inputs to begin agricultural production. The interventions should ensure that each returning household has the minimum necessary to start production, which may consist of:

- 2 goats
- 2 hoes, 1 panga
- 1,200 vines of sweet potato
- 500 cuttings of cassava
- 50 kg of groundnuts
- 50 kg of cereals
- 1 plough

Clearly, oxen will also be required. However, owing to their expense, it may be better for work oxen to be managed and shared by farmer groups when not possible for individuals

Agencies distributing such inputs should incorporate a needs assessment into their distribution programmes to ensure that they are gap filling and not over supplying.

Successful voucher based systems, such as the Rehabilitation of Agricultural Livelihoods Component (RALNUC), should be replicated and scaled up to effect the distribution of these items.

Activity area 4: Support to grain store construction

This will be mainly focused in the return areas of Lango, Teso and Acholi. In order to minimise post harvest losses, households will be assisted to construct and maintain improved grain stores.

Activity area 5: Support to agricultural marketing at household level

As for grain store construction, most focus will be on returning households. A number of activities are possible under this area. They include support to farmers marketing associations – possibly linked to farmers groups established under participatory extension methods (FFS); rehabilitation/construction of feeder roads and market sites (perhaps in conjunction with FFW/CFW safety net interventions (link to output 3 below).

Activity area 6: Support food security and environmental status of communities living near IDP (or former IDP) camps

Whilst the main focus of the PoA is on returning communities, the needs of settled communities living in camps or former surrounding camps should not be forgotten. During consultations for the PoA, district level stakeholders estimated that, depending on definitions, the current total size of

some crops e.g. cassava] from both the formal and informal seed systems, but many farmers are unable to afford the quantities that they require." (FAO: 2006: 34). This implies that support to seed distribution should focus on enhancing farmers purchasing power (e.g. through voucher schemes), stimulating local markets by supporting local stockists as well as encouraging community production, handling and storage capacity through seed multiplication and seed bank schemes.

the settled community population is probably between 55,000 and 165,000³². Statistics on the level of food insecurity within these communities are scarce. However, from what is available, it is clear that they suffer many of the same problems as the IDPs (see table 3 above). As such they should be included in many of the activities earmarked for returning IDPs, particularly those that aim to increase agricultural production and productivity. In addition to this, certain special interventions will also be required to help rejuvenate soil fertility in heavily farmed lands around camps and to reverse the deforestation in these areas, which the PRDP describes as "rampant". Environmental status and sustainability of former camp areas needs to be improved through camp clean-up initiatives, tree planting and soil and water conservation initiatives, all of which should be done in full consultation with and participation of the settled communities. In this regard, agencies in the food security cluster will need to link the camp closure with the clean-up campaign, being led by UNHCR, and other initiatives being undertaken by National Forestry Authorities and Cooperative for Assistance and Relief Everywhere (CARE), amongst others.

Output 2 – Reduced vulnerability to food security shocks

Activity area 7: Diversify livelihoods

The diversification of livelihood sources is an important aspect of increasing household and community resilience to shocks (by spreading risks) and also of improving incomes and reducing poverty. Activities supported under this output will include:

- *Supporting production, processing and marketing of alternative income generating crops* - Experience with the Vegetable Development Project in Northern and Eastern Uganda has shown that successful interventions require good linkages with market outlets, and also timely delivery of seeds. Interventions under this heading will need to ensure that lessons are learned from the past.
- *Support to aquaculture* - Experience with WFP's FFA fishpond programme has demonstrated that fish farming schemes need to be supported by building local capacity to develop water resources and harvesting so that fish production is sustainable. There have been a number of failures in aquaculture in the North, so it will be critical to learn from this.
- *Support to apiculture* - MAAIF, as the National Competent Authority (NCA) for honey in Uganda, has managed to secure European Union (EU) approval for Uganda to export honey to the EU Countries, effective 1 April 2005. This opportunity should be considered. However, in order to do so, considerable investment will be needed to ensure quality control. In the short to medium term, honey production for local and regional production may be more realistic.
- Such interventions can usefully be linked to credit and savings schemes which can provide "kick-start" finance and start-up kits.

Food Security cluster agencies involved in these kinds of agriculturally based livelihood opportunities should make links with agencies focusing on non-agricultural livelihood diversification, such as vocational skills training and SME development for non-agricultural activities (carpentry, brick making, etc.).

Activity area 8: Improve disaster risk management

This will be achieved through activities at different levels. The establishment and strengthening of community early warning systems and preparedness plans will be one important element. In addition to this, the food security cluster itself needs to be better prepared for sudden onset emergencies. Thus activities under this output will also include the preparation of a sudden onset emergency contingency plan by the food security cluster, together with a review of existing cluster surge capacity in emergency food and agricultural supplies. If the review reveals deficiencies, then additional resources should be sourced.

³² The higher figure of 165,000 is calculated on the assumption that the host communities represent 15% of the current IDP population. This is disputed by some who claim that the figure is closer to 5%. There does not appear to be an established methodology for calculating the size of host communities.

Output 3 – Better access to food and safety nets

Activity area 9: Increase food access and incomes of returning populations through productivity and asset enhancing safety nets

One of the most pressing needs for returning populations is for disposable income to purchase necessities, including food and seeds, to meet basic needs. In addition, several types of community assets are normally in short supply or in need of rehabilitation, including roads, market places, schools and water points. Finally, there is a broad consensus that some, perhaps most, returnees will need a nutritional "cushion" of some sort whilst they re-establish farming over the next two or three seasons. In these circumstances, transitional food and cash based investments which bolster the assets of communities and the resilience of individuals are appropriate.

In terms of income support, priority should be given to interventions that can generate income quickly for returning populations. This is likely to include CFW schemes throughout the two-year period of the PoA. These can be implemented within programmes to develop community assets such as schools, roads, market places and valley dams. Interventions should seek to learn from and build on the success of interventions such as the Reintegration, Employment and Income Development for the North (REIN) programme, funded by the United States Agency for International Development (USAID) and implemented by CARE.

In relation to food transfers, these will be required for returning populations but should be tailored to seasonal food shortages. As a general principle, FFW and FFA interventions are to be preferred over general food distributions. The exception to this is in sudden onset emergencies such as the recent flooding.

Activity area 10: Meet food access gaps met by food aid transfers as required

The response to the food security needs of the North should include longer-term food aid transfers to particularly vulnerable groups, including PLWHAs, the elderly and disabled. In addition, general food distributions to IDPs remaining in camps will continue and food aid to other groups experiencing seasonal food insecurity may be required³³. The size and frequency of general food distribution rations should gradually decrease over the period of the PoA, with greater emphasis being put on FFA, school feeding and FFW activities³⁴.

3.4.3 Community consultations on PoA outputs and activities

During the PoA consultation process, over 60 group interviews were held with community members in Teso, Lango and Acholi. Main camps, transit sites and return sites were visited and male, female and mixed groups were interviewed. There were also some separate male youth (age group 15–25) interviews. As in Karamoja and West Nile, communities were asked to give their views on the outputs and possible activities to be carried out under the PoA. Groups were asked to give a score between 0 and 5 for each activity, with 0 being of no importance and 5 being very important. The following table summarizes the results.

³³ The recently concluded WFP EFSA found considerable food stress in the May–July period for high proportions of households in mother camps, transit camps and resettlement areas.

³⁴ This is in line with the recommendations of the recent WFP Protracted Relief and Rehabilitation Operation (PRRO) Aide Memoire. Currently, WFP plans to continue to provide general food assistance to IDPs in camps, decreasing the rates to 40% of RDA (source: EFSA July 2007:3).

Table 6: Ranking of activities' importance for consulted groups in Teso, Lango and Acholiland

Output and activities ^{35 36}	2008			2009		
	Acholi	Lango	Teso	Acholi	Lango	Teso
Output 1 – Increased food availability						
<i>Activities 1 to 3 - Seeds and tools distribution, training on farming and animal husbandry and livestock vaccination</i>	4.2	4.8	2.4	3.2	3.9	3.2
Output 2 – Reduced vulnerability to food security risk						
<i>Activities 4 to 6 - Training and assistance on new ways of making a livelihood</i>	3.3	3.9	3.1	3.8	3.9	1.6
Output 3 – Better access to food and safety nets						
<i>Activity 7 - FFW and CFW</i>	2.8	2.9	1.7	2.1	2.9	2.6
<i>Activity 8 - Food aid</i>	2.3	1.6	3.1	1.2	1.2	1.6

Overall, the highest scores were given to activity areas 1–4 under output 1, followed by activity area 7 under output 2. These areas were rated particularly high by communities in Acholi and Lango, which supports the idea that assistance in kick-starting productive livelihoods is the key priority for populations returning to villages of origin after displacement. In addition, the scores for food aid indicate optimism that there will be less need for this in 2009 as communities re-establish their livelihoods.

3.5 Programme 3 - West Nile: improving self-reliance of refugees, IDPs and host communities

3.5.1 Introduction

West Nile is the most stable of the three regions targeted by the PoA and the situation offers the opportunity for a greater emphasis on crop and livestock productivity enhancement relative to safety nets and direct food transfers. However, transfers and safety nets will continue to be necessary whilst there are still sizable refugee and IDP populations and continued restrictions on access to land.

3.5.2 Proposed activity areas

PoA interventions for West Nile will be aimed at food insecure refugees, IDPs and host communities. In this way, it will be complementary to the actions detailed in the PRDP and in particular the actions of the NAADS (see PRDP second draft page 79) and the MAAIF PRDP Agricultural Sector Plan (see Annex 1 for details). The focus will be on improving self-reliance in food production over the next two years, which will help provide a platform for the types of growth enhancing investments put forward in the Agricultural Sector Plan. At all stages of implementation of the PoA outputs for West Nile, close collaboration with the NAADS (if present) and the PRDP will be required.

The focus of the activities and outputs is similar to those outlined for the Central North, with some adjustments made according to the population group in question. This is indicated in Table 7 below.

³⁵ The wording of the activity areas in the table was the same as that used in the community consultations.

³⁶ Communities were consulted only on activity areas 1–3, 7, 9 and 10. Areas 4, 5, 6 and 8 were added at a later stage, partly as a result of findings from the community consultations.

Table 7: West Nile PoA Outputs and Population Groups

Output	Key population groups	Comments
Output 1 – Increased food availability	Refugees, IDPs, Food insecure residents	Return packages only applicable to IDPs.
Output 2 – Reduced vulnerability to food security risk	Refugees, IDPs, Food insecure residents	
Output 3 – Better access to food and safety nets	Food insecure residents, returning IDPs.	This is going to be an important food source for many refugees and IDPs but should be scaled down as conditions permit and activities implemented under outputs 1 and 3 begin to show results

3.5.3 Community consultations on PoA outputs and activities

Community consultations on the PoA were held in the West Nile districts of Adjumani, Arua and Moyo. Overall, 16 community groups were interviewed (8 male and 8 female). The scores (on a 0 to 5 scale) given for each activity in the PoA are summarized in the following table.

Table 8: Ranking of activities' importance for consulted groups in West Nile

Output and activities (<i>definition used in fieldwork</i>)	2008	2009
Output 1 – Increased food availability		
<i>Activities 1 to 3 - Seeds and tools distribution, training on farming and animal husbandry and livestock vaccination</i>	3.8	3.0
Output 2 – Reduced vulnerability to food security risk		
<i>Activities 4 to 6 - Training and assistance on new ways of making a livelihood</i>	3.3	2.8
Output 3 – Better access to food and safety nets		
<i>Activity 7 – FFW and CFW</i>	3.7	2.5
<i>Activity 8 - Food aid</i>	3.0	2.5

Overall, activity areas 1–3 under output 1 were felt to be the most important to achieve better food security, and activity 10 under output 3 (general food distributions) was rated as least important. FFW and CFW were generally scored more highly than food aid per se.

4. RISK ANALYSIS

A number of factors may adversely affect prospects for achieving the defined PoA objectives and outputs. Each major risk has been analysed as part of the process of developing the PoA. A summary of the results of this analysis is given in the table below, with further details contained in Annex 2. This analysis was a critical exercise to test the realism of the PoA design. Where necessary, assumptions arising from the risk assessment have been included in the PoA logical framework (see next section).

Risk	Probability of serious negative impact on PoA targets
Insufficient funding and/or uneven funding	Probability felt to be low. There is a high likelihood that the cluster PoA will receive favourable support from donors.
Lack of commitment of stakeholders at regional level	Stakeholders have already demonstrated their willingness to actively contribute to a coordinated approach to respond to assessed humanitarian needs in the region, therefore probability felt to be fairly low.
Worsening of climatic conditions	ICPAC has reported that Eastern Africa could face dry conditions early next year, with the possibility of seasonal rains being delayed by the effects of a climate phenomenon called La Niña. The current probability of this occurring is moderate. If it does occur, then progress during 2008 with respect to activities under output 1, would be affected, necessitating a subsequent shift to safety net activities under output 3.
Deterioration in the security situation	The probability of LRA-related deterioration is low. Continued low level instability due to Karamojong raids is considered likely, but this has been factored in to the selection of PoA activities.
Animal disease	Transmissible animal diseases in Uganda are endemic. The probability of an outbreak unlikely. However, PoA activities are aimed at minimizing this risk. Therefore, it is expected that outbreaks will be contained and loss of assets of population will be minimal.
Plant disease	Plant diseases are spreading in the region. There is a high probability that CBSD will spread in Northern Uganda in the next 4 years. The impact of this will be reduced by the spread of diseases resistant varieties. The likelihood of CBSD having a significant impact on achievement of improved food security for large numbers of people is fairly low, although pockets of high impact cannot be ruled out.
Delays in input delivery	This is possible but not highly likely.

5. LOGICAL FRAMEWORK, MONITORING AND EVALUATION AND MANAGEMENT

5.1 Introduction and logical framework

A draft logical framework for the PoA is outlined below. The targets set out in the log frame are not set in stone and should be reviewed on a regular basis. Moreover, the achievement of these (or alternative) targets will be highly dependent on the success of ongoing peace and disarmament processes. In addition, sufficient political will from both the government and the donors is necessary to translate the plan into reality. As these issues are outside of the control of those implementing the plan, they have been considered important assumptions in the log frame.

The Monitoring and Evaluation (M&E) priorities come out of the LogFrame itself. In the third column, headed "Means of Verification", a number of instruments are noted. These will be the main means by which achievement of the outputs, purpose and goal will be measured. Measurement of progress at the activity level will be contained in project profiles and documents designed to implement particular outputs³⁷.

³⁷ See annex 3 for an example of a project profile

Logical Framework for food security PoA

Project description	Indicators	Means of verification	Assumptions
Goal To improve the livelihood security of rural households in Northern Uganda.	<ul style="list-style-type: none"> - By end 2009, average incomes amongst rural households increased - Average global acute malnutrition (GAM) rates for children under 5 are below 5% 	<p>Income and expenditure surveys</p> <p>Nutrition surveys</p>	
Outcome Supported and stabilised food security of rural households in Northern Uganda	<p>By end 2009:</p> <ul style="list-style-type: none"> - Number of households in need of food aid reduced by 20% - Average contribution of household food production to household food intake increased by 25% - Average number of non-distress food access strategies undertaken by households increased by 25% 	PoA assessments; WFP EFSA's; WFP Food Security Monitoring System (FSMS); NGO assessments; Integrated Phase Classification analysis;	<p>PRDP is implemented and meets expected targets;</p> <p>KIDDP meets expected targets</p> <p>Early recovery cluster interventions are successful</p>
Output 1 Increased food availability	<p>By end 2009:</p> <ul style="list-style-type: none"> - Household food production increased by 20% - Crop yields or milk production increased by 5% 	Integrated Phase Classification analysis; FAO/WFP Crop and Food Supply assessment missions (CFSAM)	Climatic conditions are favourable
Output 2 Reduced vulnerability to food security risk	<p>By end 2009:</p> <ul style="list-style-type: none"> - Number of operational plans developed with resources identified by national collaborating institutions to carry out mitigation measures - Number of emergency preparedness and response plans written or revised to reflect improved information on hazard and vulnerability 	<p>Integrated Phase Classification analysis</p> <p>Ad-hoc evaluation</p>	<p>Organisational capacity exists</p> <p>Political commitment for Integration with development exists</p>
Output 3 Better access to food and safety nets	<p>By end 2009:</p> <ul style="list-style-type: none"> - Number of households receiving general food distribution reduced by 40% comparing to 2007 - Number of households meeting the minimum requirement of 2,100 Kcal per day and per person with 3 food groups increased by 10% 	Integrated Phase Classification analysis; FAO/WFP CFSAM; Nutritional survey	Access to food is not limited by insecurity

5.2 PoA monitoring, evaluation and reporting

Some of the key tools for monitoring and evaluating the achievements of PoA activities are highlighted in the PoA Logical Framework above. In addition, process monitoring is necessary at activity level, to ensure that implementation is on-track.

Monitoring is the surveillance system used to measure the extent to which implementation is going according to plan, as well as the use of resources. It is a continuous feedback system, ongoing throughout the life of the PoA and will involve the supervision or periodic review of each activity. Monitoring of activity implementation will be the responsibility of those FSC member agencies undertaking individual projects. In addition to any individual donor requirements, each agency will be required to submit monthly or quarterly implementation reports against project

level log frames. The main criteria for monitoring will be relevance and efficiency where relevance equals the extent to which the objectives of the PoA intervention are consistent with beneficiaries' requirement, country needs, global priorities and partners' and donors' policies. Efficiency is the measure of how economically the resources/inputs (funds, expertise, time, etc.) are converted to outputs. The PoA envisages participatory monitoring involving beneficiaries, through individual interviews and questionnaires, and all stakeholders, through workshops.

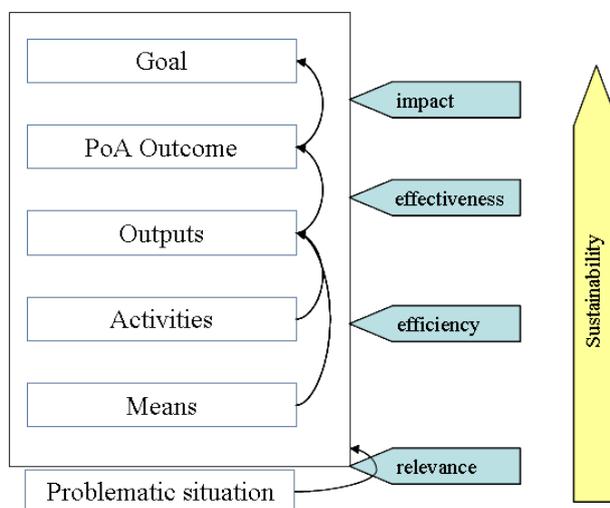
Evaluation is the systematic analysis of operations. It is used to adjust or redefine objectives, reorganize institutional arrangements or redistribute resources to the extent possible. It is intended that a PoA "output to outcome review" will be undertaken at the end of the first year of the PoA (December 2008–January 2009), with a final PoA *impact evaluation* taking place in mid-2010. Funding for these evaluations will be sought from donor partners. The key criteria for both the review and the impact evaluation will be:

- **effectiveness:** the extent to which the PoA intervention's outcome was achieved, or is expected to be achieved;
- **impact:** positive or negative, primary and secondary long-term effects produced by the PoA intervention, directly or indirectly, intended or unintended;
- In addition, the impact evaluation will measure **sustainability:** the actual and likely continuation of benefits from the PoA interventions after completion.³⁸

It will be the responsibility of FSC cluster agencies and the cluster as a whole to **learn** from previous experiences, and apply the knowledge gained to anticipate and prepare for future emergencies in order to provide better aid to vulnerable populations who require assistance. This is also in line with the overall approach proposed by the ongoing Horn of Africa (HoA) process on food security that aims at building and scaling up those practices that, in the HoA context, have proved to be most appropriate in addressing the negative impacts of shocks whilst building the premises for a sustained reduction of food insecurity. The PoA foresees maximizing cooperation and harnessing all appropriate tools and strategies to deal effectively with the crisis whilst at the same time working towards a speedy and long-lasting recovery. Subsequently, the magnitude and effectiveness of the humanitarian response, in particular of a complex and multi-faceted sector such as food security, must be based on best practices and sound information with regards to the needs of the affected populations.

The following diagram relates the criteria of sustainability, impact, effectiveness, efficiency and relevance to the vertical hierarchy in the PoA Logical Framework.

Figure 4: Relating M&E criteria to the PoA logical criteria³⁹



5.3

Logframe objective hierarchy

Evaluation criteria

Management

³⁸ Source for M&E criteria is Development Assistance Committee – DAC – OECD, 2002

³⁹ Adapted from the European Commission Aid Delivery Methods, Volume 1, Project Cycle management guidelines – March 2004.

Arrangements

Implementation of the PoA will fall heavily on cluster members and actors at central levels. Indeed the POA should be mainstreamed into the District Development Plans, and this should be taken forward by FSC agencies at district level. At the same time, there will be need for guidance, monitoring and information sharing at Kampala level. These issues shape the kind of management structures and processes which are necessary to make the implementation of the plan a success. The key pillars of the Management Arrangements should consist of the following:

1. It would be advisable for a small **PoA Executive Committee (ExCom)** to be formed. This should consist of representatives from the OPM, MAAIF, FAO, WFP and representatives of the NGO community in Uganda. This committee will meet on a quarterly basis throughout the life of the PoA. The role of the ExCom will involve:
 - Taking strategic decisions on the priorities and balance of activities undertaken under the PoA
 - Providing briefings to the humanitarian and development partners
 - Interacting with heads of donor agencies in Uganda regarding funding issues
2. The ExCom will be supported technically by the **Uganda Food Security Cluster Group** co-chaired by the UN (FAO and WFP) and Government (OPM and MAAIF). The key functions of the Group include the following:
 - Providing technical advice and regular briefings to the ExCom
 - Policy advocacy (i.e. promoting a policy environment conducive to the PoA)
 - Making sure that the PoA is tailored to other processes
3. Where they do not currently exist, **cluster groups should be formed at district level.** The groups will consist of UN (WFP, FAO and OCHA), Local Government, MAAIF, OPM and NGOs. Where they do exist, such groups will be strengthened. The role of these groups will be to operationalise the PoA at the field level. This will involve:
 - Sharing information on implementation activities and best practices
 - Conducting joint field monitoring and training exercises
 - Helping to develop individual project proposals

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ANNEXES

1. Relationship between the PoA and key Government plans and strategies
2. “What if” risk analysis
3. Regional/subregional PoA development workshop participants.
4. NGOs operating food security programmes in Northern Uganda.
5. Household livelihood security
6. Project profiles

ANNEX 1: RELATIONSHIP BETWEEN THE POA AND KEY GOVERNMENT PLANS AND STRATEGIES

1 – PEAP

The Poverty Eradication Action Plan is Uganda's national planning framework. The PEAP was first drafted in 1997, and revised in 2000 and again in 2004. Revisions are intended to keep the Plan current in the light of changing circumstances and emerging priorities. The current PEAP covers the period from 2004/05 to 2007/08. Its purpose is to provide an overarching framework to guide public action to eradicate poverty, defined as low incomes: limited human development: and powerlessness. It provides a framework within which sectors develop detailed plans.

The PEAP is organized around five pillars, namely:

- Pillar 1 – Economic management
- Pillar 2 – Productivity, income and competitiveness
- Pillar 3 – Security, conflict resolution and disaster
- Pillar 4 – Good governance
- Pillar 5 – Human development

The Plan singles out the agricultural sector as being the single most important sector in terms of growth and poverty reduction in the short to medium term. Whilst over time the role of non-agricultural enterprises will increase relative to farming.

"It remains critical to increase agricultural incomes, because returns to activities other than agriculture will decline in rural areas unless agricultural incomes increase". (PEAP: 2004: XV)

This is reflected in the public expenditure strategy underpinning the PEAP in which particular urgency is attached to funding agricultural advisory services (Op.cit XXV).

Relationship with the PoA

The three programmes of the PoA cut across pillars 2, 3 and 5 of the PEAP. The PoA will help to operationalise the household food security related aspects of these pillars insofar as they relate to the North, North East and North West of the country.

2 - PRDP

PRDP is a stabilisation plan which aims to disaggregate the North from national sector plans. It establishes targets which are sensitive to needs of the population and the variations of the three sub-regional contexts (Karamoja, Central North and West Nile). PRDP elaborates and contributes to the PEAP pillars 1-5 and is a framework for all interventions in Northern Uganda.

The overall goal of the PRDP is to consolidate peace and security and lay the foundation for recovery and development. This is to be achieved through four core strategic objectives that are mutually reinforcing:

Strategic Objective 1: Consolidation of state authority

The ultimate outcome is to ensure cessation of armed hostilities, provide security, restabilise the rule of law, enable the judicial and legal services to become functional, protect human rights and strengthen local governance through rebuilding state institutions in the region.

Strategic Objective 2: Rebuilding and empowering communities

The PRDP seeks to contribute to community recovery and promote an improvement in the conditions and quality of life of displaced persons in camps, completing the return and reintegration of displaced populations, initiating rehabilitation and development activities amongst other resident communities and ensuring that the vulnerable are protected and served.

Strategic Objective 3: Revitalisation of the economy

The PRDP seeks to reactivate the productive sectors within the region, with particular focus on production and marketing, services and industry. This will require major rehabilitation of critical infrastructure. Revitalisation of the economy has both positive and negative influences on the environment, therefore mechanisms for sound management of environment and natural resources will have to be reinforced.

Strategic Objective 4: Peace building and reconciliation

A major outcome of the PRDP is to ensure the continuous prevalence of peace in the region. The peace building and reconciliation process requires increased access to information by the population, enhancing counselling services, establishment of mechanisms for intra/inter communal and national conflict resolution, strengthening local governance and informal leadership structures and reinforcing the socioeconomic reintegration of ex-combatants.

PRDP priority programmes

The above strategic objectives will be achieved through 14 priority programmes⁴⁰ that have been agreed upon by the districts as the most critical for stabilising the North. Although implementation will start at the same time for all the 14 programmes, the investments will be sequenced and prioritized in line with the variations in need and absorptive capacity in the districts and sub-regions.

Relationship with the PoA

There are two main ways in which the PoA will interact with the PRDP:

- First, the PRDP creates an enabling framework. Through improving law and order and promoting reconciliation, PRDP strategic objectives 1 and 4 will create a space in which the interventions in the PoA can have real impact.
- Second, the PoA will strengthen the PRDP. The activities in the PoA will play a part in practical implementation of strategic objectives 2 and 3. Community empowerment, recovery production and marketing and environment and resource management are important themes that run throughout the PoA.

3 – PRDP: The Way Forward in the Agricultural Sector – Draft (Sub-committee of the Agricultural Sector Working Group, May 2007)

This document focuses on strategies and actions to improve production, productivity and marketing in the agricultural sector over the 2007–2009 period. It makes the point that under the existing PRDP budget framework, agricultural production is allocated just 7% of the total (or US\$22 million) and goes on to argue that:

" Contributing 32% of GDP and providing 77% of employment in Uganda, agriculture is regarded as the critical driver for economic development and therefore poverty reduction.... Somehow lost in the multiple agendas that the PRDP seeks to address is the need for the area to develop a growing economy as the only sustainable solution to all of the broader problems. 'First things first' should mean re-establishing economic growth as the foundation of development." (Op. Cit. page 6).

Whilst the document argues that projected levels of PRDP resource allocation to agriculture is inadequate to promote the agricultural and economic growth necessary to reduce poverty, the budgets in the latest draft of the document are quite modest and do not go beyond the US\$22 million envelope⁴¹.

⁴⁰ The 14 programmes are as follows: Facilitation of Peace Agreement Initiatives; Police enhancement; Prisons enhancement; Rationalisation of auxiliary forces; Judicial services enhancement; Enhancing local government; Emergency assistance; Return and resettlement of IDPs; Community empowerment and recovery; Production and marketing; Infrastructure rehabilitation; Environment and natural resource management; Public information, sensitisation, and Communication (IEC), Counselling, Amnesty, demobilisation and reintegration.

⁴¹ In the latest draft (March 2007) total budgets amount to about US\$ 19mn (at an exchange rate of US\$1 = Ug.Sh. 1500, and with no budget allocations as yet for the Coffee and Research programmes).

Relationship with the PoA

The PoA will supplement and augment the MAAIF PRDP Agricultural sector Plan in two ways:

- First, owing to the modest budget of the Plan (equating to just US\$7.5 million per year) it will supplement the production, productivity and marketing functions with similar activities (which should be coordinated in terms of target populations and areas).
- Second, it will cover some areas which do not appear in the Plan. These are areas which are less related to agricultural growth such as safety nets, food assistance (when necessary) and environmental protection and enhancement.

4 - NAADS Strategy for Intervention in Northern Uganda

The NAADS strategy sets out a framework for food security and farming commercialisation for the North, focusing mainly on the Acholi, Teso and Lango sub-regions. It is guided by both the PEAP and the PRDP. The NAADS strategy consists of three interrelated elements, namely:

1. Ensuring household food security: This element consists of interventions aimed at replacing food relief and providing capacity to meet staple food needs of communities that are resettling into their homes.
2. Re-establishment of capacity for farming: Key elements include farmer organisation, institutional development and enhancing community seed and stocking material capacities.
3. Organisation for profitable agricultural production: Planned interventions under this heading will include guidance in enterprise selection; introduction of high performance planting and stocking varieties and breeds; value chain development.

Relationship with the PoA

Whilst the precise modalities of the NAADS strategy are yet to be spelt out fully⁴², it seems likely and appropriate that NAADS services should be focused on NAADS core function, which is to deliver private sector based services for extension, training and capacity building of commercially oriented farmer groups. This implies that NAADS itself can not become involved in such interventions as input, voucher or cash distribution. Rather, it will complement such kinds of relief, rehabilitation and development activities carried out by others. In this sense, and assuming that it is present in the area of intervention, NAADS will be a core service provider for many of the activities to be carried out under the PoA's three geographically focused programmes.

5 - Uganda Food and Nutrition Strategy (UFNS)

Finalised in November 2005, the UFNS presents the agenda of action that GOU must take to fulfil legally binding international and national obligations of banishing hunger and malnutrition. The over-arching goal of the UFNS is to transform Uganda into a hunger free and properly nourished country within 10 years. The Strategy identifies several nutritionally insecure groups in Uganda, together with key "focus issues" which set out how to tackle the needs of each group.

One of the nutritionally insecure groups identified is "IDPs, refugees, and others affected by conflict". UFNS has an advocacy role in relation to this group, which highlights:

- Advocate for an emergency food fund in the Ministry for Disaster Preparedness
- Advocate for strengthened Early Warning Systems
- Advocate and lobby for the safety of donated food
- Advocate for special care and nutrition education programmes for children and pregnant and lactating mothers in conflict situations.
- Advocate for implementation of formal social safety net programmes that provide direct transfers of cash, food, agricultural inputs or other goods to those in conflict situations.

Relationship with the PoA

⁴²The most complete elucidation of the NAADS strategy is contained in Pre-Report Memorandum on NAADS Strategy to contribute to rehabilitation and development in Northern Uganda. GFA Terra Systems/NAADS, May 2007.

The PoA sets out means for achieving several of the objectives that the UFNS advocates. Thus it is complementary to the UFNS. In particular, strengthened early warning systems, emergency surge capacity and safety net programmes are three important activity areas under the PoA.

6 - KIDDP

The overall goal of the proposed KIDDP is: 'To contribute to human security and promote conditions for recovery and development in Karamoja', The philosophy of the KIDDP is summed up in the following paragraph:

"By and large, attempts to remove illegal weapons will be accompanied by deliberate measures to ensure peace and stability, which are pre-requisites for the achievement of sustainable development. In addition to seeking peaceful and appropriate ways of disarming the Karamojong, the planned programme will also complement the disarmament process with not only peace building initiatives but also with targeted interventions that support the rehabilitation of pastoral livelihoods disintegrated by years of virulent armed cattle raiding, as well as supporting the development of viable alternative forms of productive employment that ensure sustainable livelihoods for the people of Karamoja." (*Source: KIDDP – page xiv*)

In this sense, the KIDDP is an elaboration of the PRDP as it relates to Karamoja. The KIDDP consists of seven Programme Components as follows:

PC 1: Provide and ensure adequate security for the people of Karamoja

PC 2: Establish law and order in Karamoja

PC 3: Support the provision and delivery of basic social services to the people of Karamoja

PC 4: Support the development of alternative livelihoods

PC 5: Undertake stakeholder mobilisation, sensitisation and education

PC 6: Enhance coordination, monitoring and evaluation

PC 7: Crosscutting issues

Relationship with the PoA

- PoA linkage with KIDDP: The PoA is partially in phase with the livelihood diversification element of the KIDDP (Programme Component 4).
- KIDDP support to PoA: in so far as the KIDDP leads to sustained improved security, it will create an enabling environment for PoA activities.

7 - Draft Transition strategy

The Office of the Prime Minister has recently proposed a "Transition strategy for LRA Affected Northern Uganda". Whilst still in draft form, the strategy, if implemented, will act as a bridge between the Emergency Humanitarian Action Plan and the PRDP. The strategy, which is intended to have a maximum duration of one year, advocates a number of core priorities which should be implemented under a "parish approach", whereby the provision of basic services is determined on the basis of the overall population of the parish – including existing villages, fully returned home populations and transit populations. The strategy has been developed out of a concern that existing and planned service provision for returning populations is either inadequate or will not come on stream quickly enough. It thus fills an important gap in existing policy and strategy. Five "core priorities" are outlined:

- Basic primary health care
- Basic education materials and infrastructure
- Provision of safe water
- Stimulation of livelihoods
- Opening of roads.

Relationship with the PoA

Achievement of the PoA's objectives in the LRA affected North will be enhanced by core priorities 1,2,3 and 5. The PoA itself will help to operationalise core priority 4 – stimulation of livelihoods. Currently the strategy is very short on detail, something which the POA provides.

ANNEX 2: “WHAT IF” RISK ANALYSIS

Key Risks	Impact	Probability	Assumption
Lack of commitment of stakeholders at regional level	The direct impact will be an increased risk in intervention overlapping and gaps in coverage. Inability to address the problem at a regional level	Stakeholders have already demonstrated their willingness to actively contribute to a coordinated approach to respond to assessed humanitarian needs in the region	Stakeholders at country and regional levels are willing to use the outputs and share information on Food Security and livelihoods
Delay in the delivery of inputs	The direct impact of delays in input delivery will include mainly: <ul style="list-style-type: none"> - Yield reduction for crops - Increased livestock losses - Postponement of programme to the next rainy season 	The probability of suppliers facing difficulties in delivering inputs (seeds, equipment, drugs, medicine, etc) is reduced.	Inputs will be delivered on time
Worsening of climatic conditions	<p>Drought</p> <ul style="list-style-type: none"> - A drought in pastoral area would increase the risk of livestock mortality and morbidity - A drought in cropping areas would prevent farmers from harvesting cereals, thereby increasing food insecurity - Uneven distribution of rains would mainly affect farmers through yield reduction <p>Floods</p> <ul style="list-style-type: none"> - Floods or excessive rains would increase the risk of diseases for livestock and the proliferation of endo and ecto parasites, thus weakening animal production - Floods or excessive rains would destroy crops and result in food storage - Floods or excessive rains would also increase soil erosion 	ICPAC reported that Eastern Africa could face dry conditions early next year, with the possibility of seasonal rains being delayed by the effects of a climate phenomenon called La Niña. There is a fear that La Niña could have a delayed impact on the rainy season, which starts in March 2008; the worst may be yet to come.	Climatic conditions are favourable for farming and livestock breeding activities
Animal disease	Outbreaks of transmissible animal diseases would increase the risk of livestock mortality and morbidity thereby worsening food security.	Transmissible animal diseases in Uganda are endemic. The probability of an outbreak exists, and Cluster activities are aiming at minimizing this risk.	Outbreaks will be contained and loss of assets of population will be minimal.
Plant disease	Further diffusion of plant disease such as Cassava Mosaic Disease, the CBSD, BXW, or pests such as the army worm would reduce crop yields and overall production contributing to an increase in vulnerability.	Plant diseases are spreading in the region. There is a high probability that CBSD could spread in Northern Uganda in the coming 48 months.	Outbreaks will be contained and damages to standing crops reduced. Improved Cassava varieties remain tolerant to CMD New CBSD-tolerant varieties will be released within 48 months
Security	A deterioration of the security situation would: <ul style="list-style-type: none"> - Cause further displacement - Further reduce the pastoralist/livestock mobility - Contribute to market disruption - Reduce access for humanitarian workers. 	The probability of a recrudescence of hostilities in Northern Uganda seems to be moderate	<p>Security situation is conducive for economic activities</p> <p>Access of population to land and water resources is not averted by insecurity</p>

- Risk monitoring

- Lack of minimum assistance: the afflux of funds will be monitored through the OCHA Financial Tracking Service (FTS) and the monthly cluster meetings.
- Delays in delivery: cropping calendars will allow monitoring if the intervention has been implemented on time.
- Worsening climatic conditions: will be monitored through the quarterly update released by the Climatic Outlook Forum and ICPAC.
- Security: will be assessed and monitored by the UN Security system

- Steps proposed within the project to address these risks

The Central Emergency Response Fund (CERF) is provides grants for under-funded crises or sectors. FAO or WFP will appeal to OCHA, should the donor contribution not be appropriate to address the populations' urgent needs. The PoA is also proposing to strengthen the community-based organisations' (CBOs) capacity to deal with emergencies. If access to beneficiaries were denied for security reasons, local NGOs and CBOs would play a key role in delivering assistance to needy populations.

ANNEX 3: REGIONAL/SUB-REGIONAL POA DEVELOPMENT WORKSHOP PARTICIPANTS

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ANNEX 4: NGOS IMPLEMENTING FOOD SECURITY INTERVENTIONS AND THEIR AREAS OF OPERATION

Organisations working in Karamoja and their operation area

No	Name	Area of Operation(sub-county)	District(s)
1.	C&D	All sub counties in Karamoja	All districts in Karamoja
2.	KADP	Matheniko, Bokora and Pian counties	Moroto and Nakapiripirit
3.	DADO	All sub counties in Kaabong	Kaabong
4.	BOZIDEP	All sub counties in Bokora county	Moroto district
5.	KACHEP	Moroto (Ngoleriet and Iriiri sub counties) Nakapiripirit- (Lolachat and Nabilatuk sub counties)	Moroto and Nakapiripirit
6.	CHIPS	Moroto- (Lokopo, Lopei, Matany and Iriiri)	Moroto and Katakwii
7.	OXFAM	Kotido-(Panyangara, and Rengen) Kaabong-(Sidok, Kalapata and Kathile)	Kotido and Kaabong
8.	Happy Cow Project	Nakapiripirit-(Pian and Pokot counties) Kotido-All the sub counties Kaabong-All the sub counties	Kotido, Nakapiripirit and Kaabong
9.	MADEFO	Moroto- Nadunget, Rupa and Katikekile Turukana and Pokot kraals	Moroto
10.	CLIDE	All sub counties in Karamoja on consultancy basis	All districts in Karamoja
11.	ACTED	Nakapiripirit-Pokot county and Pian (Nabilatuk, Moruita and Kakomongole)	Nakapiripirit
12.	MEDAIR	Kaabong-(karenga, Kabong TC, Kathile, Sidok and Loyoro) Abim-All sub counties	Kaabong and Abim
13.	ARELIMOK	Moroto-(Rupa, Nadunget, Katikekile)	Moroto
14.	CVM	All sub counties in Karamoja	All districts in Karamoja
15.	CARITAS	All sub counties in Karamoja	All districts in Karamoja
16.	JICAHWs	Kotido	Kotido
17.	DOCAHws	Kaabong-(All sub counties)	Kaabong

Organisations working in Kitgum and Pader districts and their operation area

No	Name	Area of Operation (sub-county)	District(s)
1	International Rescue Committee (IRC)	Agoro, Kitgum Matidi, Potika, Palabek Gem	Kitgum
2	World Vision International (WVI)	Layamo, Amida, Akwang	Kitgum
3	Norwegian refugee Council (NRC)	Oryang, Amida, Labuje	Kitgum
4	World Food Programme (WFP)	All Sub counties	Kitgum
5	Oxfam	Palabek Gem, Palabek Kal, Palabek Ogili, Lokung, Mucwini, Madi Opei and Akwang	Kitgum
6	International Committee of the Red Cross (ICRC)	Palabek Gem, Palabek Kal, Palabek Ogili, Lokung, Mucwini, Madi Opei, Kitgum Matidi, Padibe, Lokung, Labuje, and Akwang	Kitgum
7	Lutheran World Federation (LWF)	Amida, Palabek Ogili	Kitgum
8	Asozatione di Voluntary per il Sivelupo Internazionale (AVSI)	Omiya Anyima, Namokora, Agoro, Akilok, Orom	Kitgum
9	Kitgum District Farmers' Association (GDFA)	All sub counties	Kitgum
10	ACORD	Palabek Ogili and Agoro	Kitgum
11	Caritas	Palabek Ogili, Gem, Amida, Labuje, Paloga, Padibe	Kitgum
12	Mercy Corps	Lira Palwo, Patongo, Omot and Puranga	Pader
13	Caritas	Laguti, Acholibur, Atanga, Awere, Lukole, Lapul, Lira Palwo	Pader
14	Goal	Wol, Parabongo	Pader
15	CESVI	Wol, Parabongo	Pader
16	German Agro Action (GAA)	Wol, Lukole, Parabongo and Paimol	Pader
17	Lutheran World Federation (LWF)	Acholi Bur and Wool	Pader
18	Save the Children	Lapul and Adilang	Pader
19	International Rescue Committee of the Red Cross (ICRC)	Awere, Omot, Lukole, Adilang, Ipono and Lira Kato	Pader
20	CCF	Patongo, Lukole, Lira Palwo	Pader
21	Asozatione di Voluntary per il Sivelupo Internazionale (AVSI)	Atanga, Acholibur, Pajule, Lapul	Pader
22	Food for the Hungry International (FHI)	Pader Kilak, Pajule, Lira Palwo and Patongo	Pader
23	Arbeiter Samariter Bund (ASB)	Puranga, Patongo, Awere and Omot	Pader
24	World Food Programme (WFP)	All Sub counties	Pader
25	World Vision International (WVI)	Acholibur, Atanga, Laguti, Awere, Puranga	Pader
26	Diocese of Kitgum-Church of Uganda (C.O.U)	Lira Palwo, Patongo, Puranga and Acholibur	Pader

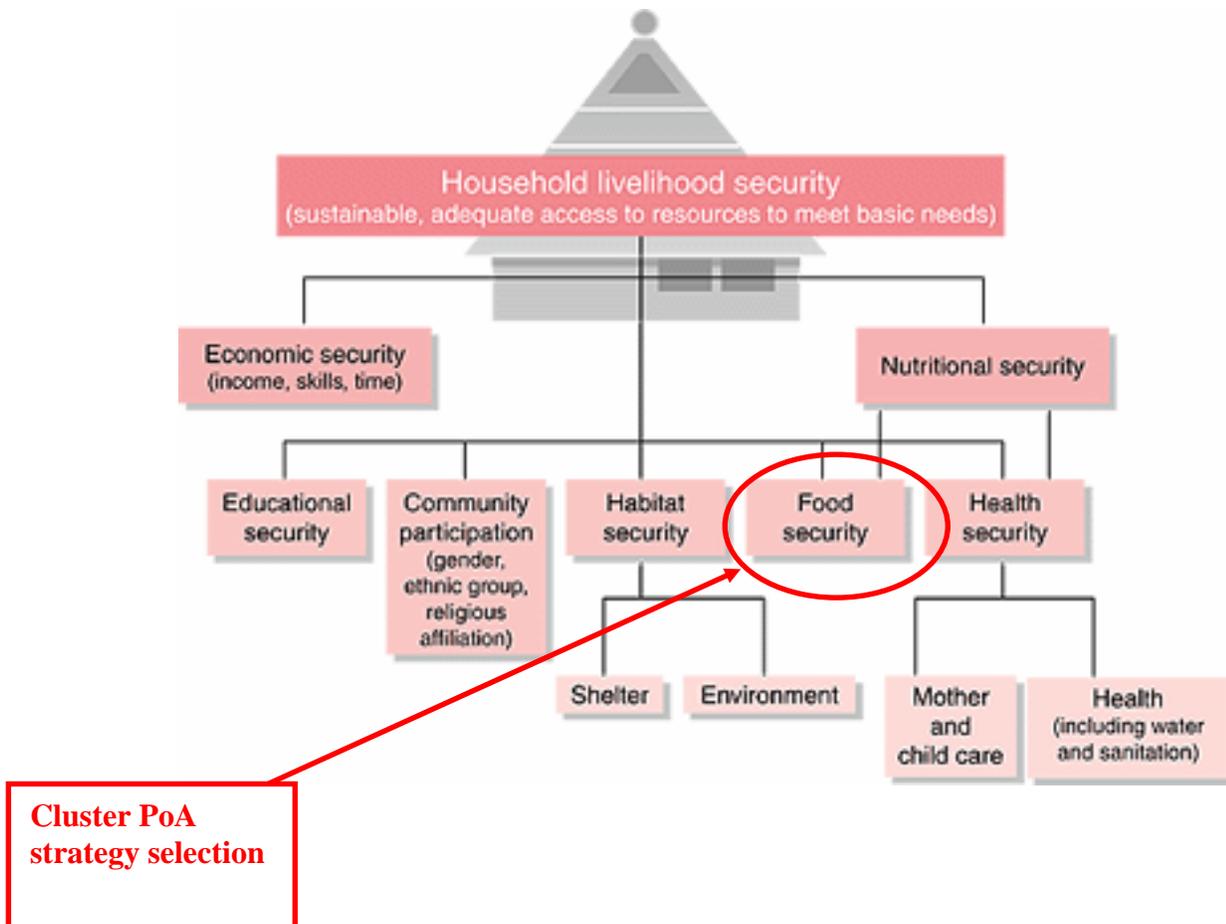
Organisations working in Gulu and Amuru districts and their operation area

No	Name	Area of Operation(sub-county)	District(s)
1	World Vision Uganda	Lamogi, Pabbo, Ongako, Koro, Bobbi Sub-counties and Gulu Municipal	Gulu, Kitgum and Amuru
2	CRS Uganda	Alero, Amuru, Anaka, Kochgoma, Lamogi, Pabbo, Purongo, Awach, Bungatira, Lakwana, Lolog, Odek, Paicho.	Gulu, Kitgum, Pader and Amuru
3	Caritas Uganda	Alero, Amuru, Anaka, Kochgoma, Lamogi, Pabbo, Purongo, Awach, Bungatira, Lakwana, Lolog, Odek, Paicho.	Gulu, Kitgum, Amuru and Pader
4	ICRC	Amuru, Anaka, Ataik, Lamogi, Purongo, Bobbi, Bungatira, Koro, Paicho, Palaro, Patiko and Koro.	Gulu and Amuru
5	Norwegian Refugees Council-NRC	Lamogi, Opit, Lalogi.	Gulu and Anuru
6	ACF-Action Against Hunger	Anaka, Kochgoma, Lakwana, Odek	Gulu and Amuru
7	Send a Cow	All sub-counties	Gulu and Amuru
8	Heifer Project International	All sub-counties	Gulu and Anuru
9	WFP	All sub-counties	Gulu and Amuru
10	Church of Uganda	Not specific depending on the activities of CRS Uganda	Gulu and Amuru
11	Surface Uganda	Not specific on the sub-county, depend on who is funding the organisation	Gulu and Amuru
12	Christian Children Fund-CCF, Laro/Punena	Laroo Division Gulu Municipality and Bungatira sub-county	Gulu
13	Concern Parents' Association-CPA	All sub-counties	Gulu and Amuru
14	Gulu District Farmers' Association- GDFA	All sub counties in Karamoja	Gulu and Amuru
15	Save the Children in Uganda	Purongo, Lamogi and Anaka	Amuru
16	ILO-SEMA		Gulu and Amuru
17	National Agricultural Advisory Services NAADS	All sub-counties	Gulu and Amuru
18	CARE International	Selected Sub-counties	Gulu and Amuru

Organisations working in Lango region and their operation area

No	Name	Area of Operation(sub-county)	District(s)
1	URCS	Aromo and Ogur	Lira
2	ACF	Okwang, Adwari, Orum, Olilim	Lira
3	IRC	Apala, Abako and Alo	Lira
4	Premier Urgence	Omoro and Amugo	Lira
5	Samaritan Purse	All the 4 sub counties in Otuke	Lira
6	DANIDA [RALNUC]	Aromo, Ogur, Apala, Adwari, Orum, Okwang,	Lira
7	Send a cow	Amac, Barr, Agwata, Lira municipal council	Lira
8	Fida International	Barr	Lira
9	CIPAR	Amac, Adekokwok	Lira
10	Fida International	Iceme, Minakulu	Oyam
11	GAA	Otwal	Oyam
12	ACF	Otwal, Minakulu	Oyam
13	ASB	Ngai, Iceme, Otwal	Oyam
14	DANIDA [RALNUC]	Minakulu, Iceme, Ngai, Otwal	Oyam
15	ADAN	Loro	Oyam
16	DANIDA [RALNUC]	Alito, Aboke	Apac
17	Send a cow	Apac Town council, Cawente, Aduku	Apac
18	ADAN	Ibuce, Apac, Cegere, Kwania, Aduku, Abongomola, Inomo	Apac

ANNEX 5: HOUSEHOLD LIVELIHOOD SECURITY



Adapted from the household livelihood security concept, T.R. Frankenberger and M.K. McCaston