



UGANDA

COUNTRY PROGRAMMING PAPER

TO END DROUGHT EMERGENCIES IN THE HORN OF AFRICA

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EXECUTIVE SUMMARY

The 2010/2011 drought crisis in the Horn of Africa (HoA) affected more than 13 million people and highlighted the need for a new approach to break the cycle of recurrent drought related humanitarian crises in the region. This brought about renewed focus for the Intergovernmental Agency for Development (IGAD), member states and development partners to enhance resilience of drought prone communities through sustainable development. At the IGAD Heads of State/Government and development partners Summit held in Nairobi in September 2011, IGAD Secretariat was tasked with developing a strategy to guide the process of ending drought emergencies in the HoA. Subsequently, IGAD developed the IGAD Drought Disaster and Sustainability Initiative (IDDRSI) with the overall objective of reducing drought/disaster risks and improving livelihoods in the HoA using an integrated programming framework at regional and national levels.

Informed by IDDRSI, Government of Uganda developed this County Programming Paper (CPP) through a consultative process with development partners, non-state actors, local governments and communities in the drylands. IGAD and the Technical Consortium for Building Resilience to Drought in the Horn of Africa supported the process. The CPP is a 15-year strategy identifying priorities for intervention to undertake at both national and regional level to build resilience of communities in drought prone areas. The main areas of focus are West Nile, parts of western Uganda and the “cattle corridor”. The CPP builds on existing government policies, strategies and initiatives, and will also serve as a planning, coordination and resource mobilisation tool for projects and investments required to contribute to ending drought emergencies.

The priority areas of intervention are categorized in six components: natural resource management, market access and trade, livelihoods support, disaster risk management, research and knowledge management, and conflict management and peace building. The regional priorities are based on key strategic areas such as: Uganda’s importance as a regional food basket with priority interventions needed to sustainably increase production and productivity and to trade the surplus in regional markets; sharing of the considerable water and land resources that are of a trans-boundary nature; need for cooperation in research programmes; and enhancement of harmonized early warning and response mechanisms.

The CPP will be implemented through both ongoing and new projects, programs, institutions and stakeholders. The creation of new institutions and parallel structures is not proposed – rather strengthening of the capacity of existing ones to enable them to assume the additional responsibilities. The National Platform for Disaster Risk Reduction hosted by the Department of Relief, Disaster Preparedness, Management and Refugees in the Office of the Prime Minister will coordinate the implementation of the CPP. At the local level, existing structures at the grassroots will be the main entry points for implementation of resilience building activities. The implementation approach will be inclusive and integrated taking into account synergies and partnerships between various stakeholders. An effective Planning, Monitoring & Evaluation (PM&E) System will be established to support decision making to enhance the implementation of the CPP.

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Acronyms and Abbreviations

ACTED	Agency for Technical Cooperation and Development
AFD	L'Agence Française de Développement
AfDB	African Development Bank
AGDP	Agriculture Gross Domestic Product
ASALs	Arid and semi-arid lands
ATAAS	Agricultural Technology and Agribusiness Advisory Services
CAADP	Comprehensive African Agricultural Development Programme
CBO	Community Based Organization
CCU	Climate Change Unit
CECORE	Centre for Conflict Resolution
COMESA	Common Market for Eastern and Southern Africa
CPP	Country Programming Paper
CSO	Civil Society Organisations
DDMC	District Disaster Management Committee
DDPMR	Department of Disaster Preparedness, Management and Refugees
DECOC	District Emergency Coordination and Operations Centre
DLG	District Local Government
DRR	Disaster Risk Reduction
ECHO	European Commission for Humanitarian Affairs and Civil Protection Office
EDE	Ending Drought Emergencies
EU	European Union
GDP	Gross Domestic Product
HoA	Horn of Africa
IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority on Development
KOICA	Korean International Cooperation Agency
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MEMD	Ministry of Energy and Mineral Development
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender Labour and Social Development
MIA	Ministry of Internal Affairs
MoES	Ministry of Education and Sports
MoH	Ministry of Health
MoLG	Ministry of Local Government
MoTIC	Ministry of Trade, Industry and Cooperatives
MoWT	Ministry of Works and Transport
MWE	Ministry of Water and Environment
NAADS	National Agricultural Advisory Services
NAPA	National Adaptation Programmes of Action
NARO	National Agriculture Research Organisation
NECOC	National Emergency Coordination and Operations Centre
NGO	Non-governmental Organizations
NPA	National Planning Authority
TC	Technical Consortium
UBOS	Uganda Bureau of Statistics
UHT	Ultra Heat Treated

1. BACKGROUND

1.0 Recurrent droughts and unpredictable rainfall patterns are characteristic features of the ASALs in the HoA. Droughts have increased in severity and frequency over the years and the worsening ecological circumstances have created conditions of chronic vulnerability to food insecurity and widespread economic hardships in the ASALs.

1.1 The 2010-2011 drought in HoA was devastating and affected more than 13 million people, caused loss of livelihoods, and the food insecurity reached famine levels in some areas. This was a wakeup call to all governments in the region and the international community to alter the management of drought events and address the underlying causes of vulnerability to drought.

1.2 The Heads of State and Government of IGAD member states together with international development partners convened a Summit in Nairobi in September 2011 to discuss the drought crisis. At the Summit, member states agreed to implement the decision to end drought emergencies through sustainable development. The IGAD Secretariat led a consultative process in the development of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) to guide the process of ending drought emergencies in the region. Informed by the IDDRSI, each member state developed their CPP, a 15-year strategy identifying priorities for intervention to undertake at both national and regional level. The CPP will also serve as a planning, coordination and resource mobilisation tool for projects and investments required to contribute to ending drought emergencies.

2. NATIONAL AND LOCAL CONTEXT

2.0 The Ugandan economy has enjoyed strong growth during the past two decades, with annual per capita GDP growth rates in the 6 to 8 percent range. The agricultural sector has played an important but declining role in this growth. Although agricultural production made up to 50 percent of total GDP (monetary and non-monetary) in the early 1990s, other sectors (e.g. services, industry, tourism) have advanced in recent years. Agriculture now contributes less than 25 percent of total GDP and lags well behind the other economic sectors. Although the share of agriculture products in Uganda's export mix is declining, agriculture is still central to Uganda's external trade. Agricultural products accounted for 52 percent of the value of total exports between 2005 and 2008 with coffee remaining the most important export. In addition, agriculture remains the main occupation of 60 percent of the Ugandan population (MAAIF, 2011). Livestock production contributes about 1.7 percent of the GDP, and only 7.5 percent of the agricultural GDP, well below the potential of the sub-sector which at one time contributed close to 25 percent of the AGDP.

2.1 The economic strategies pursued by Uganda during the past two decades have been remarkably pro-poor. The poverty headcount decreased from 56 to 25 percent in 1992/93 and 2009/10 welfare survey respectively, although the decline was not always consistent. Despite the strong economic growth in recent years, Uganda continues to suffer from inherent high vulnerability to climatic shocks, particularly recurrent droughts/high rainfall variability. These shocks have great impact on economic and social well being of the most vulnerable population due to its impact on water availability and livestock and agricultural production and thus have profound negative impact on poverty eradication efforts. This poses a major threat to sustainable development of the country. The poor and vulnerable rely on the land for subsistence and have very limited alternative sources of livelihood. Furthermore, the impact of loss or damage is greatest among low-income earners, so a drought is likely to push those living just above the poverty line into poverty. Their ability to recover is impeded by limited access to credit, inadequate support services like extension, insufficient short-

term support from public assistance programmes, and few medium- to long-term economic opportunities for recovery.

2.2 Uganda still depends on rain-fed and subsistence agriculture. Production technology is very poor with the majority still relying on traditional and rudimentary methods like the hand hoe. With the exception of a small area under irrigation (about 15,000 ha mainly under rice), all of the crops and pastures are rain-fed. Rains are not reliable either and is characterized by delay in the onset or inadequate rains at the right time during the crop cycle. Uganda has suffered from periodic droughts, with the “cattle corridor” and especially Karamoja being the most drought-prone area.

2.3 The 1993/94 drought in Uganda affected over 1.8 million people through lack of food, water and inadequate pasture. Similarly, the drought that hit the country in 1998/99 affected over 3.5 million people through lack of food and a large number of livestock suffered/died due to inadequate pasture and water. The most recent drought was in 2006 but other localised dry spells also occurred in 2008, 2009, 2010 and 2011. The recurrent rainfall deficit has significant negative impact on Uganda’s economy and food security.

2.4 Uganda’s drylands mainly occupy what is commonly referred to as the “cattle corridor”, an area stretching from Karamoja region in the northeast, through central to the southwest of the country (Annex 5). These areas are mainly rangelands and cover approximately 84,000 sq. km (about 40 percent) of the total land area of Uganda. In these areas, semi-arid and dry sub-humid conditions prevail characterised by low, unreliable and variable rainfall (450–800mm). These characteristics shape the pastoral and agro-pastoral livelihood strategies practiced in these regions. There are substantial and unpredictable differences in total rainfall between and within years. The most significant change in weather patterns over the past decades has been increased variability and unpredictability of rainfall. While such rainfall variability presents a major threat to crop-based livelihoods, one of the key strengths of agro-pastoralism and pastoralism is that they have effective mechanisms to cope with it and to adapt to the impact of climate change (Ericksen et al., 2013).

2.5 Pastoralists frequently acknowledge evidence of climate change. Dry periods have become longer, drought periods are occurring more frequently and rainfall has been less regular. Many of the perennial rivers have turned into seasonal rivers (Stark, 2011). In addition, overgrazing is rampant in the area due to: (i) disruption of traditional transhumance corridors resulting in limitation to cattle movement (in many cases as a consequence of change in land tenure policies from communal property to individual titling); (ii) gazettement of vast areas for natural parks; (iii) exploitation of mining deposits; (iv) land grabbing; and (v) limitation of movements due to insecurity and government policies. The economic transformation of drylands requires that these land access and land tenure issues are adequately addressed (Fitzgibbon and Crosskey, 2013).

2.6 The drylands are characterized by low tree cover and coupled with massive deforestation, caused mainly by tree felling for charcoal production, worsening the conditions of the rangeland resources. Water and pasture scarcity may trigger emergency migrations. With the shrinking of pastoral resources, resource-based conflicts are a common feature. Weakening of traditional leadership and traditional mechanisms for conflict resolution and weak enforcement of the formal law have led to worsening of the social security situation in some areas in the cattle corridor, especially in the Karamoja region (CECORE, 2011a). Additionally, Uganda’s rangelands are coterminous with those of South Sudan and Kenya, which raises significant trans-boundary issues such as spread of livestock diseases, increased competition over water and rangeland resources, and conflict, especially in the Karamoja region (Pavanello, and Scott-Villiers, 2013).

2.7 The drylands hold about 95 per cent of all the cattle in the country and produce about 85 percent of all milk and meat (MAAIF, 2010). These animal resources are currently underexploited yet there is growing demand for livestock and livestock products in urban areas and within the IGAD

region. One of the constraints to economic progress in the drylands is marketing of livestock and livestock products due to poor marketing infrastructure, weak coordination of markets, policies and programs that are often inconsistent with local economic and environmental realities and priorities (Aklilu et. al., 2013). Investment in livestock marketing would greatly improve the value of herds, the prices pastoralists receive for their animals and resultant incomes (Ezaga, 2010). This would have to be complemented by increasing the productivity of indigenous cattle breeds and specific other interventions (such as fattening and holding areas and feedlots at export points), as their low carcass weight discourages commercial scaling-up. Furthermore, the drylands have a number of natural resources such as gum Arabica, aloes, tamarind, honey, etc. which have great economic potential if sustainably exploited (Ondoga, 2010).

2.8 Mitigating external shocks faced by communities in the drylands should therefore, be in a way that seeks to support sustainable and environmentally appropriate production systems while also striving for a diversified and balanced livelihood base that reduces exposure to risk. The intensification of natural resource exploitation, especially charcoal burning, due to increasing frequency of shocks is compounded by the lack of economic development and infrastructure support in these areas that would allow for a greater diversification of livelihood strategies and economic growth. A holistic approach to the many challenges facing communities in the drylands is therefore, needed to fortify and diversify their livelihoods and build their resilience to drought, as well as to other hazards e.g. floods, pests and diseases, and economic shocks (Morton and Kerven, 2013).

2.9 There is an urgent need to expedite the ongoing process of formulating a pastoral development policy with a strategic plan of action to stabilize and increase production and productivity of pastoral activities, and to improve food security and household incomes in a sustainable and predictable way. In addition, there is need to put in place complementary policies such as livestock policy and the Rangeland and Pastoralism Policy.

2.10 In Uganda, vulnerability to droughts results from limited institutional capacity to manage disasters and low coping capacity of farming, pastoral and agro-pastoral communities which are exposed to cyclical droughts. Women, children and older persons in these communities are more vulnerable to the impact of drought. Some of the key underlying vulnerability factors are reliance on rainfall and inability to compensate for seasonal and monthly variability, land tenure insecurity, poor market access, limited access to basic services and infrastructure particularly rural roads which are in poor condition where they exist at all. The poor state of roads during the rainy season results in higher food prices and thereby further increases vulnerabilities. Access to education, health and other community services are also limited for at-risk farming, pastoral and agro-pastoral populations, thus exacerbating vulnerability to food insecurity. Environmental degradation and natural resource depletion is another major vulnerability factor where an estimated 90 percent of Uganda's population relies on natural resources and the environment for their livelihoods. Furthermore, the lack of social and productive safety nets is contributing to increased vulnerability.

3. RATIONALE AND OBJECTIVE OF THE COUNTRY PROGRAMME

3.0 Pastoral communities compare poorly with national averages on various social and economic indicators, with high rates of infant and maternal mortality, low levels of literacy, high poverty rates, sparse social services, limited economic opportunities, and limited political participation (Stark, 2011). Their livelihoods are perceived to be declining with a limited future and headed towards a more or less inevitable transition to ranching, farming, or other alternative and sedentary livelihoods, especially in Karamoja region.

3.1 Agro-pastoralism/pastoralism in Uganda is besieged by a series of difficult challenges, including demographic change, land access, the gazettement of land for protected areas and mineral exploration, land-use conversion, and limitation to movement of cattle due to policies and insecurity. Uganda's rapidly growing population has expanded the land under cultivation by encroaching on marginal or clearing protected areas such as forest, swamps, seasonal rangelands thus disrupting pastoralists' traditional access to pasture and water, and bringing them increasingly into conflict with farmers. Land disputes have overwhelmed the already weak and overburdened court system and conflicts are very likely to continue to increase in the "cattle corridor". Violence and conflict over natural resources has led to the collapse of relationships between communities. High incidences of animal disease due to limited access to veterinary services and drugs, growing inequity in livestock ownership, and climate change and variability have placed further pressures on the livestock-based livelihood systems.

3.2 Conflict over access to natural resources has increased in drylands. Land scarcity is fomenting conflict between the Basongora pastoralists and Bakonzo cultivators in western Uganda. Meanwhile, water scarcity is causing conflict between pastoralists and Queen Elizabeth National Park management. Whereas there are modalities to allow the pastoralists to water their livestock in the national park during the dry season, inadequate water coupled with low awareness of these modalities are generating conflict (CECORE, 2011b). In Karamoja, the systems of resource access and community engagement have long been based on negotiation and highly developed mechanisms of social exchange. Violent conflict among ethnic groups, deterioration of livelihood systems, and political, social and economic marginalization, among others, has caused insecurity in Karamoja. This has resulted in loss of lives, destruction of livelihoods and strained relationships among groups within and adjacent to Karamoja. When the overall number of animals within a community declines to a certain point, the dual system of manyattas¹ and communal kraals² starts to break down and shared access to pasture and watering holes decrease (Stites et al., 2007). This fuels conflict further. It is therefore, imperative to address the underlying causes of insecurity in a comprehensive and collaborative manner and to facilitate long-standing processes of social interaction and engagement with the aim to ensure the integration and co-existence of different livelihood systems.

3.3 The weather patterns have been extreme in the cattle corridor. Droughts that used to occur on average approximately every five years are now arriving every two to three years (World Bank 2012). Prolonged localized dry spells too are occurring more frequently (2008, 2009, and 2010). It takes an estimated two years to recover from such drought events; the time between droughts has become so short that the asset base of communities has been reduced. Poverty, deprivation, cattle raiding, food insecurity, and social disintegration are now intertwining with the effects of climate change in negative ways that have the potential to deepen conflict. Cyclical droughts and erratic rainfall affect crop production and pasture and water availability for livestock in the cattle corridor, thereby having a direct negative effect on the livelihoods of the population.

3.4 The recurring droughts and high rainfall variability resulting in frequent humanitarian crises caused Government, development partners and NGOs in the past to focus on saving lives and rebuilding dwindling household assets. This has been to the detriment of investment in long-term development programmes as these may not thrive where a humanitarian crisis is evolving. Consequently, this has indirectly contributed to increased poverty in drought- and flood-prone areas and the perception of marginalization among such communities due to limited interventions of new development projects in livestock and food production, and basic social services. There is recognition that while rain failures and prolonged dry spells may not be prevented, their impact can be minimized without need for emergency humanitarian intervention. Additionally, there is acknowledgement that emergency relief alone is not enough as it does not address the underlying causes of vulnerability of

¹ Semi-permanent homesteads near areas used for cultivation.

² Mobile or semi-mobile livestock camps.

populations at risk to drought related disaster, and that it tends to create dependency when provided over a long period of time. Therefore, in order to effectively plan for drought risk management within an overall disaster risk management framework, actions are needed to strengthen institutional capacity to manage disasters, build community based preparedness and resilience, and mainstream resilience through interventions in key sectors.

3.5 Building resilience of communities to drought would enable them to be better prepared to withstand and rapidly recover from drought. This would limit the devastating effects of drought, save lives, preserve livelihoods, guard against future crises and reduce the occurrence of drought related emergencies. A resilient community suffers less lasting damage when drought occurs and is able to recover quicker (FAO, 2011). Though building resilience is initially expensive, it saves money over time. In fact, there is growing body of evidence that the economic cost of responding to emergencies is higher than building the resilience of communities to shocks (Frankenberger et. al., 2012; Headey, et. al., 2012; Venton et al., 2012; Harris, 2013). Therefore, there is economic justification to commit more resources and capacity to resilience building both in the short and long-term.

3.6 Development and investment policies have tended to favour high agricultural potential areas, often ignoring dry lands despite their comparative advantages: livestock trade, tourism, natural wealth, resilience of the communities and their ability to manage climate variability. Investments in dry lands are falsely perceived to provide low returns. Where interventions have been carried out, they have focused on agricultural commodities and intensification of agricultural production (ranching) and not taken into account the dryland ecosystem, climate dynamics and paid little attention to the basic needs of the communities. As a result, dryland areas have the highest levels of poverty and lowest development indexes.

3.7 Pastoralism has a comparative advantage over crop farming in drylands because it is best adapted to drylands and is resilient to natural shocks (Levine, 2010). Livestock-based systems that develop in ASALs are the most appropriate and suitable both ecologically and economically and are an important component of the development strategies for these regions (Notenbaert et al., 2012; Hatfield and Davies, 2006). It presents a less risky and therefore more economically viable and robust investment opportunity which in turn has implications for economic development and poverty alleviation. ***The goal of the investments in the drylands would be to improve livelihoods and enhance resilience of communities to drought by transforming the agro-pastoralist and pastoralist sector into a more profitable, integrated and resilient economic system thereby improving food and nutrition security.***

4. OPPORTUNITIES AND CHALLENGES FOR THE COUNTRY PROGRAMME

4.0 Uganda is in the process of developing preparedness plans for adapting to climatic changes under the NAPA. A potential adaptation mechanism is to increase acreage under irrigation. There is great potential to harness the available water in order to increase production and productivity. Potential irrigable area is estimated to approximately 202,000 ha. While the total renewable water resources in Uganda are over 66 km³ only about 22km³ is utilized.

4.1 In a bid to promote the livestock industry, Government has over the years invested in construction of infrastructure for livestock production including investment in transport, trade processing, water for production-related infrastructure (irrigation, livestock and aquaculture), disease control infrastructure, research, quality assurance including laboratories, market infrastructure, and institutional infrastructure. However, this infrastructure is disproportionately distributed in the ASAL with some regions like Karamoja having the least. The state of much of this infrastructure is generally inadequate due to lack of maintenance, vandalism and siltation. The growing demand for

livestock and livestock products presents an opportunity to revamp Uganda's livestock industry which primarily depends on production in the drylands (see para 2.8). The performance of the livestock sector has averaged 1.7 percent of the GDP, and only 7.5 percent of the agricultural GDP, well below the potential of the sub-sector which at one time contributed close to 25 percent of the AGDP. Strategic interventions and reforms in the dairy sector between 2002 and 2007 resulted in increased milk production at an annual rate of 8.4 percent, decreasing milk imports and supporting the emergence of export of 1.5 million litres of UHT milk to Kenya and Tanzania.

4.2 The past decade (2001 – 2010) has seen emerging trends in Uganda's external trade. Firstly, regional trade with COMESA, EAC and IGAD regions has grown tremendously, surpassing exports to traditional markets like European Union. For instance exports to COMESA rose from about 29 percent in 2005 to 60 percent in 2010. Additionally, South Sudan was the largest export market in 2007. Secondly, informal trade has grown rapidly from nearly 20 percent in 2006 to about 34 percent in 2009; dominated by food items that constituted 38 percent and 41 percent of all informal trade in 2009 and 2010, respectively (UBOS, 2011). There is increased demand in the regional markets which are more competitive markets compared to the inadequately developed domestic market. This has resulted in trade imbalances which indicate Uganda's inability to meet regional demands at current production levels. Thirdly, there was diversification and expansion of the export base beyond the traditional exports (coffee, tea, tobacco and cotton). Whereas diversification expanded the agricultural commodity base, Uganda remains a primary commodity exporter. These trends present opportunities for development that can also benefit the drylands, such as: (1) Value chain improvement to increase the value of exports and for import substitution on value added commodities to decrease trade deficit; (2) Below-optimal links between production, domestic markets and regional trade can be improved; and (3) High transaction costs, especially freight costs, that are a feature of Uganda's agricultural industry and trade can be reduced through interventions to improve both major and feeder roads.

4.3 The population of Uganda is growing fast which is fueling land fragmentation yet land degradation in terms of soil erosion and nutrient depletion are persistent problems with 35 percent of the land severely affected, and 10 percent very severely degraded. Land reforms are needed to stem land fragmentation and improve security of tenure and land access for the majority to sustain agricultural sector led growth. Such reforms would have deliberate provisions to support large scale and more production that is intensive, while recognizing the need to support the needs of the majority of farmers who are poor, especially women. A land use policy is needed to improve harnessing of the potential of land. Water stress is significant in ASALs where shrinking communal resources, insecurity and cattle rustling have led to losses of livestock, high concentrations of livestock around the few available water sources, and increased migration of livestock in search of water and pasture, both within and across international borders (Flintan et. al, 2013; Oba, 2013).

4.4 Pastoralists are vulnerable to drought because of their growing inability to cope with it. Traditional coping strategy of pastoralists is supported by seasonal mobility to access pasture and water for livestock. Therefore, factors restricting mobility such as restrictions on trade, movement, poor investment in social services and infrastructure effectively increase the vulnerability of pastoralists to shocks (HPG, 2009). Whereas it is recognized that access to basic social services contributes towards building resilience of communities, mobile pastoral communities in Uganda have very limited access to services such as animal and human health, and education (Nkimba, 2009). There is therefore, need to improve provision and access to basic social services adapted to mobile pastoralists in the ASALs.

4.5 Failure to articulate or implement policies is the biggest barrier to progress in dealing with the complexity of issues around land tenure and access to land. In recent years, much of the land in the cattle corridor previously under customary ownership has been parceled out to individuals and

institutions (MAAIF, 2010). This fragmentation affects pastoral production systems as it curtails access to communally owned rangeland resources and blocks seasonal migratory routes. Land fragmentation is a result of increasing population, inappropriate rangeland development process and failure to recognize the importance of interconnected areas for pastoral livelihoods (Flintan, 2011). This is led to increased conflict for natural resources and inability of pastoralists to cope with drought. It is expected that the rangeland and pastoralism policy currently being developed will define the framework for management and sustainable development of the rangelands.

4.6 There are several ongoing or planned interventions in Uganda geared towards building resilience of communities to drought (see Annex 3). However, poor coordination of these efforts has resulted in fragmented implementation of activities. The existence of the National Platform for Disaster Preparedness and Management (National DRR platform), a coordination mechanism for disaster risk management within the Office of the Prime Minister, offers an opportunity to improve coordination and tackle vulnerability to drought substantively and mobilise good technical support that would allow it to make solid recommendations that can support national planning towards addressing the underlying risk factors. This platform has structures in all tiers of government from national to the village level. However, as explained in Section 10, it has not been effectively utilised to-date and would require adequate resources and extensive capacity building to fulfill its mandate.

5. THE COUNTRY PROGRAMME BUILDS ON EXISTING INITIATIVES

A. Supportive policies and strategies

5.1 The CPP is developed within the context of the Comprehensive African Agricultural Development Programme (CAADP) framework and is aligned to the National Development Plan and relevant Sector Strategies and Investment Plans (SIPs), including:

- *National Development Plan (NDP 2010-2014)* which is Uganda’s overarching five-year strategic framework for economic development. It recognises that agriculture employs most of Uganda’s working population and is where most livelihoods are vested, making it an important target for addressing poverty, food security and income generation, especially of the poor and of women. Agriculture is also the basis of growth, and thus a stimulant for other sectors i.e., industry and services and undergirds Uganda’s exports.
- *Agricultural Sector Development Strategy and Investment* (DSIP 2010/11 – 2014/15); The DSIP has two development objectives: to increase rural incomes and livelihoods, and to improve household food and nutrition security. The immediate objectives are to: (i) ensure sustainability of factor productivity; (ii) sustainably develop domestic, regional and international markets for primary and secondary agricultural products; (iii) create favourable legal, policy and institutional frameworks to facilitate private sector expansion and stimulate profitable value chains; and (iv) facilitate MAAIF and agencies functionality as a modern, client-oriented organization within an innovative, accountable and supportive environment. The key areas of investment are enhancing production and productivity, improving access to markets and value addition, creating an enabling environment, and institutional strengthening in the sector.
- *Uganda Strategic Investment Framework for Sustainable Land Management 2010 – 2020*; this offers programmatic approaches to address land degradation and promote sustainable land management and is aligned to CAADP pillar 1.
- Ministry of Water and Environment *Water for Production Strategy and Investment Plan 2010 – 2035*, and *Draft National Irrigation Master Plan* are aimed at promoting the use of water in agricultural production through supporting farming system diversification, private

investment in bulk water infrastructure and service delivery and more Public-Private Partnerships.

- National Trade Policy 2008; and the National Trade Sector Development Plan 2008/9 – 2012/13 aimed at enhancing competitiveness in the regional markets through developing capacity to exploit existing and future market opportunities.
- Integrated Drylands Development Programme for Uganda (2003).
- National Peace, Reconstruction and Development Plan (PRDP) for Northern Uganda: Overall goal is to consolidate peace and security and lay foundation for recovery and development through, among others, rebuilding and empowering communities, revitalization of the local economy, and peace building and reconciliation.
- Karamoja Integrated Development Programme (KIDP) [2011-2015] which is a medium-term development framework specifically tailored to address the unique context and development challenges in the Karamoja region and is part of the broader National Development Plan and the Peace, Recovery and Development Programme (PRDP). KIDP harmonizes the various development interventions by Government, bi-lateral and multi-lateral development partners, international and national NGOs and CBOs.
- Karamoja Action Plan for Food Security (2009 - 2014) geared towards building resilience of the Karimojong to drought and making the sub-region self productive thereby improving food security to reduce the need for emergency relief.
- Other key policy documents and investment plans include the National Land Use Policy for Uganda (2008), the National Water Policy, the Water Act, the National Environment Policy (1995), National Action Programme to Combat Desertification (NAP), the National Environment Action Plan (1994), the National Adaptation Programmes of Action (NAPA), the Food and Nutrition Policy, the Uganda Nutrition Action Plan, the Delivery of Veterinary Services Policy, the Fisheries Policy, the National Policy for Disaster Preparedness and Management, the Draft Uganda Rangeland and Pastoralism Policy, National tree planting strategy, National IDP policy, National policy on proliferation of small arms and light weapons, National policy for Disaster Management and Preparedness, the Draft Agriculture Policy, and the Draft Uganda Pastoral Code, among others.

B. Relevant experience from selected projects

5.2 The CPP builds on best practices and lessons learned from a wide range of government and donor supported projects. These are presented in Annex 3, including their links with the CPP sub-components. Annex 4 identifies major success stories and challenges as well as potential synergies and links with past, ongoing and planned interventions.

5.3 Key lessons learned from these interventions are that, in almost all cases, success was guaranteed by the prevalence of one or more of the following features:

- Cost-effective operations leading to proven improvement of incomes and income diversification and tangible and visible streams of economic benefits accruing to those involved including multiple benefits from activities that save time and labor;
- Active stakeholders' participation in planning and implementation, working through existing structures/systems and building on local ownership including community-based land management committees;
- Forming partnerships, collaboration and harnessing synergies enhances success of interventions;
- Strong support for capacity building to enhance local technical and management capacity, improve farmers skills for land management and empower farmers to train others;
- Transparent transactions and accountable behaviour by leaders;

- Technical soundness of initiative but in simplified terms;
- Inherent early warning mechanisms and activities leading to better preparedness and early response to the vicissitudes of drought;
- Reduction in incidence of disease and mortality among people and livestock;
- Ability to leverage additional inputs from external sources.

6. COMBINED APPROACH FOR HUMANITARIAN AND DEVELOPMENT INTERVENTIONS

6.0 The DDPMR in the OPM is responsible for coordinating activities of various line ministries, humanitarian agencies and other stakeholders engaged in disaster risk reduction. This mandate lies with the DDMCs at the district level, and is similarly mirrored in the lower tiers of government down to the village level. The OPM established the National DRR platform in 2007 as the main mechanism to coordinate drought resilience initiatives implemented by the various ministries and agencies. It is comprised of focal point technical officers from line ministries, UN agencies, NGOs and other relevant stakeholders. Some of the functions of the national DRR platform include monitoring and analysing hazard, risk and disaster trends in the country, developing common preparedness, contingency and response plans, networking and sharing information, experiences and technical expertise nationally, regionally and internationally, and monitoring implementation of response strategies.

6.1 The National DRR Platform has the mandate to coordinate drought resilience activities although the aspect of drought resilience is under resourced. The DDPMR, which chairs and provides secretariat support to the National Platform on DRR, requires financial resources to more effectively coordinate and lead the implementation of drought resilience initiatives

6.2 Drought is one of the main hazards facing the majority of Ugandans (GoU, 2007). The reorientation of the National DRR Platform to focus on disaster risk management has allowed it to mobilise good technical support and effect solid recommendations that support national planning towards addressing the underlying risk factors. It is also working towards enhancing drought coordination mechanisms. However, it needs support for: (i) training and capacity development in the DRR platform secretariat, key institutions and organisations involved in implementing drought resilience activities; and (ii) financial support to undertake new initiative on drought risk management and resilience building.

7. PROPOSED AREAS OF INTERVENTION AT THE NATIONAL LEVEL

7.0 The interventions to build drought resilience will target communities in the drought-prone areas. The majority of these communities are pastoralists and agro-pastoralists in the “cattle corridor” (Annex 5), and some in western Uganda and West Nile. The total population in these communities is more than 8 million people. The most underdeveloped of part of this area is Karamoja in north-eastern Uganda.

7.1 The target beneficiaries are agro-pastoral/pastoral groups identified through a consultative process involving district local governments and other stakeholders operating in these communities. The formation of groups will be facilitated where they do not exist. Attention will be paid to the participation of youth, women and other vulnerable groups in the process. Gender concerns will be incorporated in all programmes when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure that women and other vulnerable groups benefit. Stakeholders will also be involved in the projects and programmes to promote coordination and

synergies with other existing and complementary programmes interventions. This would also promote sustainability of programmes and limit duplication. Local community leaders and CBOs will participate in the programme design and targeting to ensure community ownership of interventions. A key element of all programmes will be the promotion of social and environmental sustainability supported by social and environmental impact assessments.

7.2 The country priorities presented in this section are summarized under the following six components of the EDE Initiative Regional Programming Framework (RPF) and its related Sub-components:

- A. Natural Resource Management
- B. Market access and Trade
- C. Livelihood Support
- D. Pastoral Disaster Risk Management
- E. Research and Knowledge management
- F. Peace Building and Conflict Resolution

7.3 First, ongoing/planned interventions that can be built upon or scaled up are presented, followed by new priority interventions that have been identified. Regional priorities, i.e. priorities which are best addressed at the regional level and will be included in the RPF, are described in Section 9. Details of the identified priority interventions at country and regional level are presented in Annex 1: Results Framework and Annex 2: Priority Interventions by Type of Intervention/Mean of Change. The identification of priority interventions was based on literature review (including the Technical Briefs prepared by the TC for the EDE Initiative which cover the above six components) and a series of consultations with various stakeholders in Government, non-state actors, development partners, local governments and communities in the drylands.

A. Natural Resources Management

7.4 The expected outcome of this component is that drought-prone communities have secured access to natural resources and sustainably manage these resources. The component addresses thematic areas related to (i) development of water resources, land and pasture; (ii) securing access to natural resources; and (iii) environmental management. Activities under this section would be a shared responsibility between MWE, MAAIF, Uganda Wildlife Authority (Ministry of Tourism, Wildlife and Antiquities), Ministry of Lands and Urban Development, MEMD, OPM, MoLG and District Local Governments.

7.5 Water Resources Development

This sub-component aims at increasing the availability of and equitable access to water from sustainably managed resources for livestock and crop production as well as for human needs. It will support the sustainable development and management of shared water resources and watersheds as well as of water harvesting and storage facilities.

Ongoing/planned interventions: Development of water resources through construction/ rehabilitation of boreholes, shallow wells, de-silting of valley tanks and dams using equipment and community labour to increase watering points; construction of strategic dams for multi-purpose use (e.g. domestic, agriculture, rural industries); watershed management; promoting water harvesting technologies, and geological and hydrological assessments and mapping of ground resources and aquifers; Integrated water resources management and watershed level planning are taking place through NGOs and Local Government in Karamoja.

New priority interventions: These include sustainable management and development of shared water resources; promotion of water harvesting technologies; training communities in water conservation; protection and management of water catchments; integrated water planning; and formation/strengthening of community production water committees.

7.6 Pasture and Land Development

This sub-component aims at increasing the area of pastures and rangelands under sustainable management. It will support the sustainable development and management of rangeland and land resources.

Ongoing/planned interventions: Promotion of tree planting; rehabilitation and improvement of pastures/rangelands/grazing areas; and community mapping of land use in Karamoja.

New priority interventions: Promotion of sustainable rangeland management practices and technologies; land use planning; development of rangeland monitoring mechanisms, training communities in soil and fertility management, conservation and protection; and strengthening Local Government capacity to regulate charcoal burning and marketing; enforcement of rangeland management by-laws; civic education on land rights; and ensuring security of land tenure.

7.7 Securing Access to Natural Resources

This sub-component aims to enhance access to sustainably managed natural resources for drought-prone communities. It will support mechanism that will secure access to shared resources and resources in protected areas.

Ongoing/planned interventions: Dialogue on cross-border sharing of rangeland resources in Karamoja.

New priority interventions: Development of policies on accessing resources in protected areas; strengthening/implementation of legal and institutional frameworks to secure access to pasture and water for pastoralists; collaborative management of resources in protected areas between authorities and locals; and community wildlife conservancy; promotion of appropriate sustainable rangeland management practices and technologies including tree planting.

7.8 Environmental Management (including Biodiversity Conservation and Renewable Energy)

This sub-component aims at ensuring prioritization of the adoption of renewable energy technologies and significant reduction in the rate of loss of biodiversity. It will support biodiversity conservation and promotion of wood fuel saving technologies.

Ongoing/planned interventions: Conservation of indigenous livestock breeds (Ankole cow); conservation of shea nut trees in northern Uganda; use of wood fuel saving technologies e.g. improved stoves; biomass programmes; promotion of use of alternative sources of energy such as biogas and solar.

New priority interventions: Conservation of local species of dryland plants, ecosystem conservation in appropriate areas; promotion of efficient charcoal production and marketing; support to investment in energy supply in pastoral areas; afforestation; strengthening the capacity of local stakeholders and organizations to popularize and enable communities use alternative energy technologies,

conservation of Zebu indigenous breed, broadening conservation of indigenous dryland plant species and trees e.g. shea nut, gum Arabica, aloes, etc.; establishment of tree seed stands in the drought prone areas.

B. Market Access and Trade

7.9 The expected outcome of this component is that access to markets and sustainable trade is improved. The component addresses thematic areas related to (i) transport and market development; (ii) securing livestock mobility; (iii) trans-boundary disease; and (iv) securing financial transaction sanitary and phytosanitary measures and standards. Activities under this section would be a shared responsibility between MoTIC and MAAIF, local district governments, MIA in collaboration with MoWT, MoLG, district local governments, and OPM.

7.10 Transport and Market Development

This sub-component aims at increasing access to markets and trade by drought-prone communities.

Ongoing/planned interventions: Development, rehabilitation and sustainable management of infrastructure such as rural feeder roads and markets and processing facilities, support to ATAAS through promotion of smallholders in value chains by supporting collaboration between agribusiness, farmers, advisers, and researchers to create viable, sustainable market and agribusiness linkages.

New priority interventions: Promotion of collective marketing by pastoralists, institution strengthening and capacity building of pastoral and agro-pastoral cooperatives for trade; creation of local livestock marketing outlets to enhance more off-take e.g. abattoirs, animal grading markets; value chain development, trade facilitation (e.g. use of ICT for market information).

7.11 Securing Livestock Mobility

This sub-component aims at securing mobility of pastoral communities within and outside the country. While sub-component 7.8 aims at securing and promoting equitable access to water and pasture for livestock, this sub-component will focus on mobility for trade at national and regional levels.

Ongoing/planned interventions: Livestock identification and traceability in Karamoja and neighbouring areas; identification and traceability of livestock in Karamoja.

New priority interventions: Strengthening institutional frameworks to secure access to land and water for pastoralists and agro-pastoralists; developing water points along routes to livestock markets; providing animal vaccinations against diseases and essential livestock drugs; enforcing by-laws and ordinances regarding livestock movement and quarantine; and national-wide livestock identification; Tracer mechanisms for livestock.

7.12 Trans-boundary Disease and SPS Measures and Standards

This sub-component aims at ensuring that legal frameworks, procedures and facilities to support trade-sensitive (trans-boundary) disease prevention and management are developed in the country.

Ongoing/planned interventions: Animal vaccinations against trade-sensitive diseases; support for regular inspections by district veterinary staff for disease surveillance, laboratory support.

New priority interventions:

Strengthening surveillance, vaccination and diagnostic capacities for major contagious zoonotic diseases such as Foot and Mouth Disease (FMD), Pest des Petits Ruminant (PPR), Contagious Bovine Pleural Pneumonia (CBPP), Rift Valley Fever (RVF) and other animal diseases; strengthening of disease surveillance, development, rehabilitation and sustainable management of export quarantine centres, establishment and maintenance of quarantine infrastructure throughout the cattle corridor with facilities for pasture, water, treatment crash, tick control, a laboratory for disease diagnosis and an office, undertaking regular border post inspections, and improvement of food safety (sanitary and phytosanitary standards).

7.13 **Securing Financial Transactions**

This sub-component aims at ensuring that effective regulatory frameworks for national and international financial transactions are developed and operational.

Ongoing/planned interventions: Harmonization of payment systems across the East African countries by the Central Banks; mobile banking (use of mobile phones for financial transactions); e-commerce.

New priority interventions: Providing sufficient access to affordable credit programmes and rural financial services to drought-prone communities to support livestock, agricultural activities and other enterprises; establishing micro-finance institutions (savings and credit cooperative societies) in pastoral areas (will be integrated in the Component Livelihoods Support).

C. Livelihoods Support

7.14 The expected outcome of this component is that the adaptive capacities of drought-prone communities are increased. The component addresses thematic areas related to (i) livestock production and health; (ii) agriculture production and productivity; (iii) fisheries development; (iv) income diversification; (v) productive and social safety nets, and (vi) access to basic social services. The following institutions will collaborate on this component: MAAIF MoTIC, MGLSD, MFPEd, MoH, MoES, MEMD, OPM, MWE, district local governments, and Uganda Industrial Research Institute.

7.15 **Livestock Production, Productivity and Health**

This sub-component aims at increasing livestock production, productivity and health by supporting livestock health management. Increased livestock production and productivity is also promoted by interventions under water resources, pasture and land development (see 7.6 and 7.7). Specific interventions to support trade-sensitive (trans-boundary) disease prevention and management are included in 7.13.

Ongoing/planned interventions: Vaccination against production-constraining livestock diseases; promotion of pastoralist field schools; establishment of farmer fora for information and knowledge sharing; mapping disease control zones and developing disease surveillance mechanisms; forage improvement/enhancement; and improvement of national diagnostic capacity for animal disease control.

New priority interventions: Support to decentralized and accessible veterinary services; strengthening institutional capacity of veterinary services, streamlining reporting of veterinary services (governance) strengthening vaccination and diagnostic capacities for major production-constraining diseases such as tick-borne diseases, trypanosomiasis, brucellosis, endo-parasites; selection and

breeding of high performers; fodder production, achieving staffing levels for veterinary staff at district and sub-county levels.

7.16 **Crop Production and Productivity**

This sub-component aims at increasing crop production and productivity. It will support appropriate production technologies suitable for drylands such as drought tolerant crops and conservation agriculture.

Ongoing/planned interventions: Sustainable soil and water management, conservation agriculture; agricultural research and extension services.

New priority interventions: Promotion of the practice of conservation agriculture e.g. mulching, use of drought tolerant crops, minimum tillage; promotion of soil and water conservation techniques; promotion of use of fertilizers and other farm inputs, and irrigation, integrated pest and disease management.

7.17 **Fisheries Development**

This sub-component aims at increasing fish production by supporting aquaculture, restoring of bio-physical health of the natural water bodies and addressing specific impediments through the fish value chain.

Ongoing/planned interventions: Quality assurance for fish marketing.

New priority interventions: Establishment, restoration and maintenance of the bio-physical health of water bodies; promotion of fish farming; training of local communities in building fish ponds and making fish fodder; establishment of a fish farming laboratory and equipment for research and setting standards for quality control; training of fisher folk in fish handling and quality assurance; demonstrations of small to medium-scale fishponds; establishment of organized marketing system.

7.18 **Income Diversification**

This sub-component aims at promoting diversification of household income sources to enhance resilience. It will support sustainable exploitation of natural resources of economic importance, processing, value addition and expansion of range of marketable drylands products.

Ongoing/planned interventions: Exploitation of Gum Arabica (*Acacia seyal/A. Senegal*); honey production; economic empowerment of pastoral and agro-pastoral women through provision of livestock and tailoring machines to women groups, and training in business skills.

New priority interventions: Scaling-up of successful farm/small-scale technologies (processing, conservation, reduction of losses); identification and establishment of animal and plant products of economic value (including exploitation and value addition e.g. aloes, beeswax etc); enactment of relevant by-laws and ordinances for the conservation and protection of identified animal and plant products of economic value; domestication through agro-forestry of valuable/important plant products; establishing processing, value addition and marketing systems for some of the drylands products of economic value (non-wood products such as aloes, gums, raisins, honey, aromatic plants etc); undertaking extensive inventories to assess the status of drylands products; developing best practices for the production, post-harvest handling, processing and marketing of drylands products to improve quality and regular supplies; development of livestock (e.g. meat, milk, milk collection centres) and crop value chains; support to organise and develop artisanal and small scale mining and

promote the use of methods that are safe to human and animal health, and environment; strengthen and implement policy governing the development and management of artisanal and small scale mining; establish a framework governing sharing of benefits between large scale miners and local communities in areas where mineral extraction occurs; establish laboratories for quality assurance of minerals such as gold, tin from artisan mines; strengthen local government capacity to negotiate with large scale miners for fair benefit sharing; strengthen community and stakeholder engagement in exploration and mining activities.

7.19 **Productive and Social Safety Nets**

This sub-component aims at establishing effective safety nets programme that cover all food insecure households in drought-prone area. It will also support households and community assets creation and maintenance.

Ongoing/planned interventions: Creation/maintenance of community assets; provision of rural financial services; food and non-food items distribution, piloting of the Social Action Grant for the Elderly (SAGE); provision of food aid and non-food items, school feeding; food rations for girls to remain in school.

New priority interventions: Development of productive and social safety nets; enhancement of community and household assets through cash and food for work schemes; establishment of social development funds through cost sharing; establishment of cooperative societies/associations among pastoral people; investment in community and household level services and skills; risk transfer e.g. weather index agric micro insurance, establish risk transfer fund triggered by indicators in EWS; establish food reserves systems; rolling out SAGE.

7.20 **Access to Basic Social Services**

This sub-component aims at increasing access to basic social services such as health, education, shelter, water and sanitation.

Ongoing/planned interventions: Raising awareness on nutrition and hygiene; rehabilitation of drinking water sources; establishment of sanitation facilities; development/rehabilitation of transport infrastructure; expansion of governance systems; improvement and rehabilitation of health and education facilities; support to alternative basic education for Karamoja.

New priority interventions: Development and scaling-up the mobile health care and education facilities; promotion of education system that is adapted to pastoralist and agro-pastoralists needs; strengthening of social (health, education etc.) and governance systems; mainstreaming HIV/AIDS in District and Sub-county development programmes; promotion and strengthening of community and household-level services and skills, promotion of water sanitation and hygiene efforts; and provision of basic shelter facilities for the vulnerable.

D. Disaster Risk Management

7.21 The expected outcome of this component is that there is enhanced drought preparedness, prevention, mitigation and management. The component addresses thematic areas related to: (i) early warning /response system; (ii) disaster and climate monitoring and modelling; (iii) hazard, risk and vulnerability mapping; (iv) contingency planning; and (v) disaster risk reduction and climate change adaptation. OPM and MWE would spearhead activities under this section with support from MAAIF, district local governments, and agencies like CCU.

7.22 **Early Warning / Response System**

This sub-component aims at ensuring that there is timely response to early warning information. It will support the national early warning system and farmer access to early warning advisories.

Ongoing/planned interventions: Establishment of community based early warning systems; strengthening of DDMCs; support to Department of Meteorology; development of national early warning system; drought early warning system in Karamoja; establishment of the National Emergency Coordination and Operations Centre (NECOC); integration of DRR in school curricular, and pastoral and agro-pastoral field school activities.

New priority interventions: Strengthening early warning system capabilities through technical and financial support to the OPM/NECOC; strengthening the capacity of farmers to benefit from early warning information; establishment of District Emergency Coordination and Operations Centres (DECOCs); enhancement of disaster and climate modelling and forecasting systems; roll-out of the national early warning systems, production of early warning information products (advisories, bulletins, alerts, etc.).

7.23 **Disaster and Climate Monitoring and Modelling**

This sub-component aims at ensuring that reliable climate outlook reports and early warning advisories, alerts, etc. is based on modelling and forecasting systems and are made available, and shared to a wide stakeholder base.

Ongoing/planned interventions: Weather/climate/disaster monitoring; installation of weather stations; promotion of climate smart technologies to farmers; establishment of disaster modelling and forecasting systems.

New priority interventions: Development/strengthening of weather and disaster monitoring systems at national and district levels; introduction of and training on improved and customized disaster and climate modelling and forecasting systems; facilitation of farmer groups and partners to adopt climate smart technologies through training, forging of partnerships on disaster and climate modelling and forecasting.

7.24 **Hazard, Risk, and Vulnerability Mapping**

This sub-component aims at identifying and mapping disaster and climate risks to inform the planning of development and humanitarian interventions in the country.

Ongoing/planned interventions: Piloting of hazard, risk and vulnerability mapping initiatives; establishment of a disaster database (Desinventar); mapping of disaster hotspots (selected areas).

New priority interventions: Enhancement and standardization of hazard, risk, and vulnerability mapping methodology and tool; Roll-out of the hazard, risk, and vulnerability mapping to the entire country; continuation/sustainability of Desinventar; establishment of additional disaster database; food security situation monitoring; production of disaster and climate risk Atlas.

7.25 **Contingency Planning**

This sub-component aims at formulating contingency plans at district and sub-district levels and drought specific national response plan, as well as, the development of the necessary technical capacity on contingency planning.

Ongoing/planned interventions: Standardization of contingency planning tool; training of DDMCs on contingency planning; developed a La Niña national contingency plan.

New priority interventions: Roll-out of contingency plans to all districts in the country; training of all DDPCs and DDMCs on contingency planning; development of national drought response plan; awareness raising on national response plan and district contingency plans; pre-positioning of goods based on contingency plans; and establishment of a disaster contingency and response fund.

7.26 **Disaster Risk Reduction and Climate Change Adaptation**

This sub-component aims at building community resilience through the institutionalization of disaster risk reduction and climate change adaptation activities.

Ongoing/planned interventions: Initiation of community risk reduction and climate adaptation planning and operationalization; and disaster-proofing of the national development plan.

New priority interventions: Enhancement of traditional coping systems; designing of livestock restocking mechanisms; weather risk and related insurance (extension of the Index Based Livestock Insurance); integration of DRR and climate change policies and interventions into the national development strategic plan and budget; strengthening of district capacity to integrate climate change issues into District Plans; and promotion of local knowledge and skills on climate change and adaptation mechanisms; could include promotion of climate smart technologies like use of hydrogels.

E. Research and Knowledge Management

7.27 The expected outcome of this component is that improved technologies are generated, promoted and successfully adopted for drought resilience. The component addresses thematic areas related to: (i) support to adaptive research; (ii) advisory and extension system, and (iii) knowledge management and communication. The key institutions are OPM and MAAIF with support from district local governments and agencies such as NARO, NAADS, universities, and Uganda National Council for Science and Technology.

7.28 **Support to Adaptive Research**

This sub-component aims at ensuring that there is an enabling environment for adaptive research in Uganda. It will support research in technologies best adapted to drylands.

Ongoing/planned interventions: Support to ATAAS by enhancing the development of agricultural technologies through research and to strengthen agricultural research institutions; research on rangeland and pasture improvement, drought tolerant crops and production systems.

New priority interventions: Promoting research in technologies and models of service delivery appropriate for the drylands; establishing a national committee on science and technology for

combating desertification which would, among other things, lobby for resources for research on drylands; establish mechanisms to disseminate research results to the communities.

7.29 **Advisory / Extension System**

This sub-component aims at ensuring appropriate advisory and extension services are available and accessible by drought-prone communities. It will support mechanisms for these communities to obtain advisory services on demand.

Ongoing/planned interventions: Support to ATAAS to enhance the efficiency and effectiveness of technology dissemination, and enhancing farmer demand for information, technology and advisory services; establishment of Farmers' Field Schools; support to NAADS to roll out appropriate technologies to farmers; establishment of information exchange platforms; training climate change champions aimed at small-scale farmers in information packaging and dissemination; enhancing the adaptive capacity of small-scale farmers to effects of climate change.

New priority interventions: Building the capacity of CBOs, private sector and local NGOs to improve their capability to implement dryland area programmes; providing advisory field services to dryland communities on crop and livestock production; strengthening capacity of districts extension staff and other staff working with communities, particularly in planning, soil and water conservation, land utilization and management, natural resources management, moisture conservation and agro-forestry, range management, animal husbandry and improved farming methods adaptable to semi-arid areas; building the organisational and leadership capacities of local communities; training stakeholders in procedures for client-oriented approaches to technology transfer; logistical support to extension workers to reach communities.

7.30 **Knowledge Management and Communication**

This sub-component aims at enhancing community resilience by increasing access to information and dissemination of knowledge.

New priority interventions: Document indigenous knowledge on drought coping mechanisms, traditional and adaptive agricultural practices; transfer of technologies among countries; identifying success stories for scaling-up and replication; support experience sharing between districts and across regions to identify best practices to improve joint programming for improved income and better livelihoods; Design appropriate information system for dissemination; operationalization of the DRM Communication Plan and Media Strategy; establishment of a Community of Practice on DRR, CCA, and Resilience.

F. Conflict Resolution and Peace Building

7.31 The major causes of conflict in the pastoral areas relate mainly to competition for water and pastures as well as cultural reasons. The expected outcome of this component is that there is effective early warning and response to sources of conflict to enhance peace and development. The component addresses thematic areas related to (i) conflict resolution and (ii) peace building. Key stakeholders include MAAIF, MWE, OPM, Ministry of Justice, Ministry of Defence, Ministry of Foreign Affairs, MGLSD, MIA, district local governments and NGOs. Participation of women in conflict resolution and peace building is crucial; therefore, all interventions will ensure that they are adequately included.

7.32 **Conflict Management**

This sub-component aims at ensuring that effective mechanisms for conflict prevention and resolution are in place. It will support institutions and communities in conflict resolution, prevention and mediation.

Ongoing/planned interventions: Conflict mapping and analysis; capacity building and community dialogues in the Horn and East Africa; conflict early warning mechanism (CEWARN); conflict early warning early response unit (country mechanism within the Ministry of Internal Affairs and comprised of Ministry of Foreign Affairs, OPM, Ministry of Defence, Security Agencies); Karamoja women peace project; community and cross-border dialogue; peace committees; National peace building platform in OPM.

New priority interventions: Establishing and/or strengthening existing local institutions and other institutions in conflict prevention and resolution including mediation mechanisms; building capacity within the police, army and the judiciary on peaceful disarmament and how to cooperate with pastoralists on traditional conflict resolution mechanisms; improving communities participation in decision-making and monitoring of all activities; developing and putting in place conflict resolution plans; linking traditional conflict resolution mechanisms with local courts and administration; promoting joint border surveillance between Uganda and neighbouring countries; promoting education and empowerment of pastoral communities especially the youth to reduce conflicts on resources; developing conflict management policies, intensification of prevention of proliferation of small arms and weapons.

7.33 **Peace Building**

This sub-component aims at ensuring that the country is committed to maintaining peace and stability. It will support peace building mechanism and institutions.

Priority interventions: Establishment of inter and intra-community dialogue groups, reconciliation mechanisms and peace building workshops; engaging communities in dialogue using various media strategies e.g. community radios; strengthening the capacity of cross-border peace committees to sustain peace agreements (inter-regional); developing mechanisms that will help cross-border dialogues and prevent cross-border crimes; supporting the initiation of peace processes that will lead to peace agreements; dissemination and community sensitization on peace agreements including the establishment of community radios; supporting exchange programmes among communities to learn best practices and dynamics of existing peace agreements; use of cultural exchange to foster community understanding and peace; establishment of arbitration committees; provision of psychosocial support for conflict affected communities.

8. CROSS-CUTTING ISSUES

It is important to mainstream gender and HIV/AIDS issues, and promote youth participation in all the components if the main objective of this CPP is to be realised. There is need to understand the gender dimensions of the interventions to ensure that women's needs and concerns are addressed, taking cognizance of differences that may exist between gender of farmers/pastoralists, household heads and beneficiaries. HIV/AIDS has an impact on the labour availability, and household income and expenditure. It is important to understand the challenge HIV/AIDS poses in implementation of programmes to ensure that affected persons/households participate in and benefit from interventions implemented. Youth constitute a large proportion of the population yet their participation in agriculture is generally low and employment opportunities limited. The CPP can address these issues

by creating and harnessing opportunities for the youth. There is therefore, need to deliberately encourage and mobilize the youth to get involved in implementation of the various interventions. Gender, HIV/AIDS and youth are multi-sectoral issues and require the collective participation of government ministries and agencies, and CSOs.

9. REGIONAL PRIORITIES

9.0 The strategic importance of Uganda within the IGAD region lies in first and foremost its role as a food basket important to regional food security, with priority interventions needed to sustainably increase production and productivity, and to distribute and trade the surplus in regional markets. Given the periodic food emergencies in the region, interventions are needed to facilitate both short-term/humanitarian response, and on a long-term basis to build resilience, reduce vulnerability and create capacity for adaptability of livelihoods and market and trade systems. Other key areas of strategic importance are sharing of the considerable water and land resources that are of a trans-boundary nature and the development of the trans-boundary fisheries, livestock and ASAL resources. This section highlights priority interventions best addressed at the regional level.

Component 1: Natural Resources Management

- Strengthen policy, legal and regulatory frameworks to enhance cooperation for regional and trans-boundary natural resource management, including water;
- Upscale trans-boundary Sustainable Land Management techniques, technologies and institutions.

Component 2: Market Access and Trade

- Harmonize improvement of water availability and access for livestock, together with promotion of alternative livelihoods to reduce trans-boundary distress migration and natural resource based conflicts and harness the economic viability of livestock and of the broader dryland and ASAL resources;
- Harmonization of payment systems across the East African countries by the Central Banks;
- Improved and harmonized national, bilateral and regional standards and quality assurance and sanitary and phytosanitary framework for enhanced smooth flow of regional and international trade;
- Linkage and harmonization of an enhanced national trade/market information system to a regional information system to enable traders and the business community take prudent and optimal decisions in relation to regional trade;
- Development and harmonization of infrastructure and transportation facilities to enhance market access and trade and reduce transaction costs;
- Enhance capacity for joint negotiation in regional, inter-regional and international trade;
- Develop mechanisms for greater understanding and regulation of informal trade;
- Work with other countries to remove unnecessary non-tariff trade barriers;
- Work in collaboration with neighbouring countries to improve logistics systems and management in order to enhance market access.

Component 3: Livelihood Support

- Harmonized management of trans-boundary fisheries resources for enhanced food and nutrition security and tradable surplus;
- Strengthen regional cooperation and harmonize trans-boundary initiatives in reducing losses from pests and diseases;
- Strengthen/establish cross-border animal health committees with neighbouring South Sudan and Kenya;
- Strengthen regional cooperation in input systems;
- Enhanced and regionally harmonized food and nutrition security monitoring and planning.

Components 4: Disaster Risk Management

- Development and trans-boundary and regional harmonization of capacity for early warning and emergency response;
- Harmonization and linking of early warning systems and institutions between HoA countries and with the IGAD specialized institutions;
- Development of the HoA drought response plan harmonized with national equivalents;
- Development of protocol between the Regional Drought Resilience Platform and National Platforms;
- Strengthening of regional cooperation on community risk reduction and climate adaptation;
- Updating of Regional Atlas based on the production national Atlases

Components 5: Research and Knowledge Management

- Improving access to existing technologies and information within the region;
- Governance of research institutes in the region enhanced to harmonize research quality and relevance in the region;
- Reorient capacity building to meet the needs of the regional agricultural sector;
- Multi-sector innovation platforms for key priorities established for guiding innovation processes, review and analysis of existing policies, support joint service;
- Cooperative research programmes on emerging issues of strategic nature including climate change and nutrition;
- Enhance capacity and deliberate action to harness and integrate indigenous knowledge as a source of innovation for the region.

Components 6: Conflict Resolution and Peace Building

- Strengthen trans-boundary and regional mechanisms for peace building and conflict resolution for different land and water for production uses.

10. IMPLEMENTATION AND INSTITUTIONAL ARRANGEMENTS AT THE NATIONAL AND REGIONAL LEVEL

10.1 Implementation of the CPP will take place through existing and new projects and programmes, institutions, and stakeholders. There is no immediate need to create more institutions but rather to strengthen the capacity of the existing ones to enable them take on the additional responsibilities. The regular Poverty Status Report issued by the MFPEP provides crucial information on challenges facing the existing institutional framework and ways of overcoming them.

10.2 The need for an inclusive and integrated implementation approach that takes into account synergies and partnerships between various players dealing with the CPP is well articulated and needs to be understood by stakeholders. Due to its multi-sectoral nature, the Country Programme will involve many stakeholders at various levels. Consequently, it is vital to make effective use of and strengthen the existing coordination mechanisms, on both the GoU and Development Partner sides that bring together all the actors. The implementing institutions will be in five main categories: Government institutions and agencies, Local Governments, non-state actors (NGOs/CSOs/CBOs), International Organizations and the private sector.

10.3 The key institutions to spearhead implementation of the programmes are three, namely OPM, MWE and MAAIF whose mandates cover the largest share of the activities. The DDPMR in OPM has a mission to, ‘minimize vulnerability levels of the people of Uganda against natural and human induced hazards; and to save lives and livelihood assets when disasters occur.’ This department has developed a Disaster Policy whose goal is to establish institutions and mechanisms that will reduce

the vulnerability of people, livestock, plants and wildlife to disasters in Uganda. Under this department, disaster management committees have been established within local governments at both district and sub county levels. MWE is responsible for developing bulk water resources such as dams, valley tanks and primary irrigation facilities for use in production such as crop irrigation, livestock, and aquaculture. Most of these activities are carried out in the drylands. The ministry, through the Department of Meteorology, is also responsible for weather/climate monitoring and issuing of weather and climate information. MWE also has responsibility for climate change, and hosts the CCU.

10.4 The MAAIF is the lead agency for ensuring food security in the country and is mandated to support, promote and guide the production of improved quality and quantity of crops, livestock and fish for domestic consumption, nutrition, food security and exports.

10.5 The overall coordinator of the EDE initiative will be OPM through the national DRR platform as the main mechanism for coordinating drought resilience initiatives.

10.6 At the local level, existing structures at the grassroots will be the main entry points for implementation of activities, such as farmer/pastoral groups, environment committees, and community disaster management committees. Where such groups or committees do not exist, the communities would need to be supported to establish them. Lessons learnt from previous interventions show that implementation of activities is more successful when implemented by local groups/ committees. Creation of parallel structures should be avoided.

10.7 However, all ministries have identified capacity gaps and require resources to effectively address them. As the coordinator of disaster preparedness efforts, OPM has limitations in effectively mitigating and responding to impending crises due to inadequate financial support. It requires more effective financial and technical support for improved prevention, mitigation, preparedness, response, and recovery capability. The MAAIF and other relevant sector Ministries have limited capacity to execute their mandated tasks due to limited basic facilities and equipment. There is need for extensive capacity building in Government Departments if they are to effectively provide services to the vulnerable people in drought-prone areas.

10.8 Even with adequate policies and strategic plans in place, implementation of the CPP will not be successful without adequate financial resources, and institutional capacity. In terms of financial resources, funds for activities in ASALs are derived mainly from the Central and local Government budgets and some from donors, NGOs and regional sources. The private sector also makes modest contributions in supporting some ASAL-specific activities. For example, there is a special fund with Bank of Uganda for agricultural improvement including livestock farming which could be accessed for pastoral development. Some banks also offer special interest rates for farmers who wish to borrow funds to support their activities including livestock production. But these instruments persistently leave funding gaps which need to be filled through other sources. The sources of funding for the proposed activities will continue to be from Government of Uganda, Development Partners and NGOs. The Government of Uganda, together with development partners, has put in place the Joint Assistance Framework which guides the Government in mobilizing the necessary funds. Uganda is also a member of regional bodies such as IGAD, the Nile Basin Initiative, COMESA and the East African Community which can enhance regional partnerships to mobilize additional funding. Appropriate Sector Working Groups, MFPED Development as well as development partners can initiate dialogue for additional funding.

11. MONITORING AND EVALUATION

11.1 The purpose of the government's monitoring and evaluation (M&E) system is to ensure that: programmes are on track running smoothly and deliver expected results, activities deliver outputs and achieve their objectives, expected and unexpected outcomes are highlighted and corrective measures taken as appropriate. The framework used for M&E of government programmes covers implementation, results, relevance, efficiency, effectiveness, sustainability and impact of results. M&E is done at different levels of government through ministries, agencies, and departments. At the lowest level, activities are monitored at implementation level and feeds into sectoral M&E with reporting requirements on outputs, outcomes, impact and budget performance linked to the respective sectoral plans and programmes; and every objective and sub-programme has appropriate indicators and means of verification. The institutional M&E in turn feeds into the sectoral M&E for tracking programmes, knowledge management and decision making. Each institution then reports to: (i) Ministry of Finance, Planning and Economic Development for financial accountability purposes; (ii) OPM for coordination and public sector monitoring; and (iii) NPA for overall performance monitoring and tracking in relation to the National Development Plan.

11.2 Establishing an effective Planning, Monitoring & Evaluation (PM&E) System is critical for supporting IGAD and its member countries in taking informed decisions aimed at enhancing the implementation of the EDE initiative and achieving its objectives. Good planning is the basis for M&E, while M&E is a precondition for effective management, learning and achieving results. In this context, the CPP Results Framework (RF) for Uganda plays a central role within the PM&E System. It follows the structure of the IGAD Regional RF for the EDE Initiative and represents its "section" for Uganda (Annex 1). The expected Impact and Outcomes/Intermediate Outcomes by Component/Sub-component are aligned with the Regional RF. Specific Outputs/Indicators were formulated for each priority intervention, while the Regional RF Outcome Indicators need to be adapted to the specific country context. The Draft RF has been prepared in close collaboration with relevant government agencies, non-state actors and development partners. Targets, baseline values, verification sources and key assumptions will be defined to ensure that – as much as possible – the required information is available through existing M&E systems and relevant statistics/reports. A set of reporting templates will be designed to facilitate the efficient consolidation of information produced at country level.

11.3 Given the multidimensional nature of the EDE Initiative, it is suggested to designate an M&E Focal Point at the OPM who will ensure integration of the EDE Initiative M&E activities within existing M&E Systems in the country. A centralized M&E Unit should be established within IGAD under the Platform on Drought Resilience and Sustainability that would have the core function of liaising with the M&E Focal Points in each of the seven participating countries, providing technical guidance on M&E and preparing consolidated M&E Reports.

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ANNEXES

ANNEX 1: RESULTS FRAMEWORK (RF) FOR THE CPP

ANNEX 2: PRIORITY INTERVENTIONS BY SUB-COMPONENT AND TYPE OF INTERVENTION

ANNEX 3: OVERVIEW OF ONGOING PROGRAMMES AND PROJECTS IN SUPPORT OF CPP PRIORITY AREAS

ANNEX 4: OVERVIEW OF ONGOING AND PLANNED INTERVENTIONS BY CPP SUB-COMPONENT

ANNEX 5: THE CATTLE CORRIDOR (MAP)

ANNEX 6: LIST OF STAKEHOLDERS CONSULTED