



**JOINT EMERGENCY
PREPAREDNESS AND
RESPONSE PLANNING
WORKSHOP: GOVERNMENT
OF UGANDA AND
INTERAGENCY
HUMANITARIAN TEAM
WORKSHOP REPORT**





OPM



9th -13th August 2010



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List of acronyms

- ALNAP – Active Learning Network for Accountability and Performance
- CSO – Civil Society Organization
- DDMC – District Disaster Management Committee
- DDPC – District Disaster Policy Committee
- DECOC – District Emergency Coordination and Operations Centre
- DMIS – Disaster Management Information System
- DOM – Department of Meteorology
- DPM – Disaster Preparedness and Management
- DRR – Disaster Risk Reduction
- ECB – Emergency Capacity Building
- EHAP – Emergency Humanitarian Action Plan
- EPR – Emergency Preparedness and Response
- EPRP – Emergency Preparedness and Response Planning
- EPRT – Emergency Preparedness and Response Template
- EWS – Early Warning System
- FAO – Food and Agriculture Organization
- HAP – Humanitarian Accountability Partnership
- HC/RC – Humanitarian Coordinator/Resident Coordinator
- IASC – Inter-Agency Standing Committee
- INEE – Inter-Agency Network on Education in Emergencies
- INGO – International Non-Governmental Organization
- IPC – Integrated Phase Classification
- JMC – Joint Monitoring Committee
- LWF – Lutheran World Federation
- M&E – Monitoring and Evaluation
- MAAIF – Ministry of Agriculture Animal Industry and Fisheries
- MoEs – Ministry of Education and Sports
- MoH – Ministry of Health
- MoWE – Ministry of Water and Environment
- NECOC – National Emergency Coordination and Operations Centre
- NGO – Non-Governmental Organization
- OCHA – Office for the Coordination of Humanitarian Affairs
- OPM – Office of the Prime Minister
- PRDP – Peace Recovery and Development Programme
- SOP – Standard Operating Procedures
- TOR – Terms of Reference
- UNICEF – United Nations Children's Fund
- VAM – Vulnerability Analysis and Mapping
- WFP – World Food Programme
- WHO – World Health Organization

Acknowledgements

This report captures the outcomes of the workshop. It is intended to serve as a tool for advocacy of good practice for other Humanitarian teams in the region. The collaboration between experts illustrates the motto “Preparing Together for Joint Response”

The workshop was made possible by the joint actions, expert resources and funding of the OPM and the UN interagency team (WHO, FAO, WFP, OCHA and UNICEF). The workshop coordinator thanks the OPM (Commissioner Mr. Martin Owor and Assistant Commissioner Ms Rose Bwenvu) for the guidance and supportive advice extended as workshop convenors.

Workshop proceedings are primarily the product of the efforts of all the participants and special thanks to the following facilitators who provided guidance to the process: OPM – Ms Racheal Muleke, Ms Pamela Komujuni, Mr. Douglas Otim; Department of Meteorology – Mr. Magezi Akiiki; Mr. Khalid Buwembe; WHO – Dr, Solomon Fissehas, Dr. Lukwiya Michael, Dr. Okot Charles; FAO – Dr. Kennedy Igbokwe, Ms Stella Sengendo; FEWSNET – Ms Agnes Atyang; WFP – Mr. Nicholas Lakwonyero, Mr. Kenneth Anyanzo, Mr. Zacchaeus Ndirima; OCHA – Mr. Felix Omuu, Mr. NK Shrestha; OHCHR – Mr. Andrew Akutu; ACTED – Mr. Nathan Akureje, Mr. Otuta Rogers; LWF – Mr. Lennart Hernander; UNICEF – Mr. Mark Choonoo, Ms Yodit Abdisa, Ms Anna Spindler.

Appreciation also goes to the support staff who were responsible for ensuring the smooth administration of the workshop including: Cotilda Mugenyi, Abirahmi Kananathan, Anita Twesigomwe, and Moses Ofwono.

Finally the workshop coordinator is heavily indebted to Emmanuel Kamuli for patiently reviewing and editing the final document.

Gordon Lakidi
Workshop Coordinator

02 September 2010

Executive Summary

Since January 2010, three major occurrences have jolted Uganda and prompted concerned humanitarian agencies together with the Department of Disaster Preparedness and Management within the OPM (Office of the Prime Minister) to review procedures in the country designed to respond to emergencies. The cholera outbreak in the eastern region of Karamoja, the Bududa landslides, and the Kampala bomb blasts, spurred discussions amongst humanitarian agencies and OPM led to the joint emergency preparedness and planning workshop that was convened by the OPM from 9th to 13th August 2010 in Kampala.

The workshop was based on the UNICEF emergency preparedness and response template (EPRT) and organized into sessions that were pre-agreed by a core group of officials from OPM and an inter-agency team. The nine sessions of the workshop looked at humanitarian accountability, rapid assessment tools, early warning systems, humanitarian hazard/risk mapping and humanitarian profiling, information management systems, minimum humanitarian standards, supplies planning and logistics supply chain management, lessons learnt from recent disasters, and formulation of a single emergency preparedness and response (EPR) coordination system. Each of the working sessions proposed specific recommendations towards strengthening the national emergency coordination and response system. All workshop sessions were organized to contribute to the final outputs which included a detailed work-plan and time frame (see Annexes 2 and 4). Participants in the workshop included technical officers from the line ministries (OPM, MoH, MoE, MoWE, MAAIF) UN agencies and NGO's.

The main recommendation of the workshop was the establishment of a taskforce under the disaster risk reduction (DRR) platform to follow-up on the proposed work-plan. Members of this taskforce were nominated during the workshop and include representatives from OPM, UNICEF, WHO, OCHA, the Police, and Ministry of Health.

Other recommendations included: establishing a rapid response team under the DRR platform; consolidating the rapid assessment tool; developing a multi-hazard early warning system for the country; conducting an annual humanitarian profiling exercise; setting up of a disaster management information system; establishing a system of minimum standards for humanitarian action; setting up a supplies and logistics planning and management tool for national preparedness and response; establishing a contingency fund under OPM; operationalizing the National/District Emergency Coordination and Operations Centres (NECOC/DECOC); and conducting lessons learnt exercises to improve coordination, preparedness, and response.

The taskforce was mandated to commence its tasks immediately under the leadership of OPM and to feed its outcomes into the draft national DRR policy being developed by OPM. It is envisaged that this will guide preparedness actions and concretize the formation of the Standard Operating Procedures (SOP's) for the NECOC to enable timely and efficient response to disasters as and when they occur.

Introduction



Rationale - The Government of Uganda is due to pass its national policy on Disaster Preparedness and Management in the third quarter of 2010. In parallel the National Emergency Coordination and Operations Centre (NECOC) within the Office of the Prime Minister (OPM) is designing its Standard Operational Procedures (SOPs) that will guide the response mechanisms for humanitarian emergencies in the country. These advancements are important in light of the transition that Uganda makes from its previous humanitarian programming to that of recovery and development. Humanitarian actors have led this process by transitioning out of the Inter-Agency Standing Committee (IASC) clusters for humanitarian action and handing over coordination, preparedness and response to disasters to national counterparts.

Towards these advancements an Inter-agency team joined forces with the NECOC and the OPM to facilitate an Emergency Preparedness and Response Planning (EPRP) Workshop that targeted key humanitarian focal points in the line ministries, relevant government departments (such as the meteorological department) and humanitarian non-Governmental organizations (NGOs).

Aims and Objectives - The main objective of the workshop was to ensure that systems, tools and common approaches to emergency preparedness and response are shared and harmonised across humanitarian actors in Uganda. Specifically the workshop sought to refine inputs for the draft national policy and the NECOC standard operating procedures.

Methodology - This was planned and executed as a participatory planning workshop to inform the National Disaster Management Action Plan. Each of the nine sessions was designed to come up with outcomes and recommendations that would feed into the national policy and SOP. The 4 day workshop was convened and hosted by the OPM and sessions facilitated by both the OPM and the Inter-agency team. Session proceedings included a power point presentation by the lead facilitator, a question and answer session, group work and then presentations in plenary. Schedule of sessions are listed below and comprises 4 days of team work.

National Capacity enhancement the main outcome sought by OPM and the Core Group - The national EPRP workshop aimed to cultivate common language, harmonized tools, transference of humanitarian responsibility and improved systems amongst the leaders of humanitarian action in the future. It ensured that the strengths of the cluster approach are transferred to national counterparts and that preparedness and responses are timely, save lives and protect the most vulnerable.

The following outcomes were envisaged:

1. Detailed workshop report defining the agreements and discussions on key areas of disaster preparedness and response.
2. Detailed work plan that will be presented to the Commissioner DMR-OPM for review and consideration in the process of finalising the countries' disaster response SOP.
3. Summary workshop report and short term action plan as advocacy document for donors and other stakeholders in the region.
4. Desk top lessons learned exercise of the disaster responses in Eastern and North Eastern Uganda.

Monday 09th August

Introduction and welcome

1. **Humanitarian Accountability:** Key stakeholders understand, acknowledge and accept humanitarian responsibilities and accountability
2. **Harmonizing our approaches to Rapid Assessment – tools, checklists, formats:** Sharing of tools and suggested way forward on how to harmonize a single assessment and response process in rapid onset emergencies

Tuesday 10th August

3. **Consolidation of Early Warning system in Uganda:** Presentation of inventory and suggestions on way forward to a single, updated and accessible system for preparedness and response
4. **A Humanitarian hazard/risk mapping and humanitarian profiling of Uganda:** Suggested single mapping of country profile for preparedness planning. Suggested minimum level of preparedness required by the country team
5. **Information management systems:** Concretization of a process to harmonize coordination, response and reporting mechanisms

Thursday 12th August

6. **Minimum Humanitarian Standards relevant in Uganda:** Recommendation on a way forward to establish minimum standards in humanitarian action
7. **Supplies planning and logistics supply chain management/coordination – tools, standards and inventory systems:** Suggested actions to create a consolidated system that will plan and manage a minimum level of preparedness between actors in-country that will also coordinate and report stock movements during emergencies
8. **Emergency hot seat – Lessons learnt using Bududa, Cholera, and Bomb blasts case studies:** Recommendations to the OPM and humanitarian actors on improved response actions

Friday 13th August

9. **Towards a single Emergency Preparedness and Response Coordination System:** Coordination mechanisms are suggested that can replace those of the cluster system in a way that is linked to the countries SOP and the DRR policy
10. **Whole society on influenza pandemic:** Presenting the way forward in pandemic management
11. **WAY FORWARD:** Agreement on key recommendations of the workshop

Preparation of a draft work plan, benchmarking for performances, outcome/output for next steps

Legal issues in international response to emergencies as well as legal issues in local and regional response

Agreement on Sector coordination mechanisms

Workshop Summaries¹



¹ See Annex II for details

Session One: Humanitarian Accountability

The session defined and described the various initiatives to enhance humanitarian accountability from both the UN and NGO perspectives, discussed experiences and efforts to make humanitarian accountability work, outlined the UN cluster approach, and listed the specific challenges.

Key messages:

- All humanitarian actors are accountable to populations affected by disasters.
- Humanitarian responses should adhere to the commonly recognized humanitarian principles and standards developed by the humanitarian community.
- Each State has the primary responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory,
- People affected by humanitarian emergencies should actively participate in all phases of humanitarian response.

The main message during the workshop was that everyone should have some idea of Accountability in humanitarian action. Various initiatives that guide the linkage of humanitarian actions to community rights were reviewed. The commonly held view by Aid recipients that *“it is no use to complain because it would not make a difference”* was examined and it was concluded that WE NEED TO MAKE THAT DIFFERENCE. The main challenge is the identification of suitable Government structures to comprehensively take over cluster accountability mechanisms.

Session Two: Harmonizing approaches to Rapid Assessment – tools, checklists and formats

The need for rapid assessments was defined during the session, methodologies explored, timing and planning elaborated on, and major steps to harmonize the different approaches in Uganda were discussed.

Key Messages:

- Rapid Assessment does not “just happen” at the time of a crisis but rather it requires clear leadership, division of labour, common methods, tools, people, and other resources
- Credible baseline data organized during preparedness is the foundation for effective rapid assessment during a crisis. There are different sources of information, caution should be exercised to minimize bias and generalize findings.
- Assessment is a vital component of the planning, implementation, monitoring and evaluating response. While good assessment information does not guarantee a good response, poor assessment information almost certainly guarantees a bad one.
- The use of standard methodologies means that information may be compared with data collected during previous assessments and the work of different assessment teams is complementary.
- Timing of the needs assessment is crucial and ranges from pre disasters to immediately after disasters or both. It is important to consider the possible evolution of a disaster and needs assessments should leave room for updating findings as the situation evolves.

Various rapid assessment tools that are used by different agencies/organizations were reviewed during the session. In order to guarantee appropriate response an efficient tool must answer the key assessment questions “what has happened”, “who is affected”, and, “what are their immediate programmatic needs”. Rapid assessments in emergencies require adapting standard data-collection methodologies both for faster results and to accommodate security and access constraints. The session resolved that the OPM should provide predictable leadership for joint inter-agency assessments to guide the process and the usage of the consolidated rapid assessments tool.

Session Three: Consolidation of an Early Warning System (EWS) for Uganda

Early warning systems were defined, concepts reviewed, current EWS practises and experiences in Uganda discussed, and components for a consolidated early warning system for Uganda agreed upon.

Key messages:

- An effective early warning system comprises of the following four inter-related elements: knowledge of hazards and vulnerabilities; preparedness; dissemination and communication; and the capacity to respond.
- Well developed Governance and institutional arrangements support the successful development and sustainability of sound early warning systems.
- Developing and implementing an effective early warning system requires the coordination of a diverse range of individuals and groups: communities, local Governments, national Governments, regional institutions and organizations, international bodies, NGO's, the private sector and the academic community.
- Multi-hazard early warning systems provide better functionality and reliability for dangerous high intensity events like floods and landslides that occur infrequently.

Early warning is the provision of timely information that allows individuals exposed to a hazard to minimize their risk and prepare for effective response. It is a catalyst for contingency planning processes, prompting contingency plans to be developed, updated and implemented. An effective people-centred early warning system has four main components: risk knowledge; technical monitoring and warning service; communication and dissemination of warnings; and community response capability. Due to the different types of hazards that Uganda faces it was resolved that a multi-hazard early warning system be developed and consolidated with a potential for digitization to be able to analyze trends and monthly reports. Responsibility for monitoring the early warning system would be sector based, with support from technical institutions including the universities, and coordinated by OPM that would also issue early warning messages/alerts.

Session Four: Humanitarian Hazard/Risk Mapping and Humanitarian Profiling

Both concepts were defined, different types of hazards in Uganda examined, end usage of the products outlined, and processes to develop a hazard map and a humanitarian profile described.

Key Messages:

- The starting point for any emergency preparedness is hazard /risk profiling
- A hazard analysis constitutes an understanding for contingency planning
- Knowing the risk facilities taking early action-Linked to priority 5 of the Hyogo Framework Approach (HFA)
- We cannot stop hazards by having hazard maps but their effective use can decrease the magnitude of disasters.

Hazards were defined and the three types of hazards that Uganda has faced were listed as natural hazards (climate related and geology/tectonic related); epidemiological hazards; and human induced hazards. The process of hazard/risk mapping was described and the different uses as well as types of hazard maps were outlined. Hazard maps are used for educative purposes, scientific study of hazards, for land use planning for disaster risk reduction, and for risk management programs. Presently in Uganda hazard maps are used to map

out areas of natural hazard occurrences; manmade hazards (conflicts/tension); and areas affected by epidemic outbreaks (cholera, dysentery, hepatitis E, etc).

Humanitarian profiling was defined and the key elements to be included in the profile were listed as the type, nature, and characteristics of the humanitarian catastrophe, effects of the disaster, number and locations of affected people, humanitarian actors present, and an overview of the key sectors for intervention. A humanitarian profile is used for resource mobilization, contingency planning, programme planning, monitoring, transparency and accountability, and information sharing.

Session Five: Information Management Systems

The importance of a disaster management information system (DMIS) was outlined, a comprehensive description of the OCHA information management network and available tools for disaster preparedness and response provided, and recommendations made for the establishment of a DMIS system for the country.

Key messages

- A functional disaster management information system (DMIS) provides the most important link in Emergency Preparedness and Response.
- A functional disaster information system promotes knowledge and understanding of the importance of database/information based decision making that is instrumental for disaster response.

The main functions and uses of a disaster management information system (DMIS) were listed as to be able to collect, process, store, and disseminate information in two categories: pre-disaster, baseline data about the country and risks, and post-disaster real-time data about the impact of a disaster and the resources available to respond to it. Main components of a DMIS should include hazard assessment mapping; vulnerability assessment; demographic distribution; infrastructure, lifelines and critical facilities; logistics and transportation routes; human and material response resources; and communication facilities.

The intended DMIS for the country must have a defined purpose and satisfy the requirements of the main users. Since other systems exist at the national level (EMIS-Education, HMIS-Health, CIS-Planning Authority, LoGICS-MoLG) the DMIS should seek to integrate these existing systems into one unified system as well as tap into other information systems provided by Government structures like the Internal Security Organization (ISO).

Session Six: Minimum Humanitarian Standards relevant in Uganda

Minimum standards were defined, different sets of minimum standards including UNICEF's Core Commitments to Children (CCC's), SPHERE standards, good enough guide, and national standards were reviewed, and key features of the various standards to be included in a national charter for humanitarian action identified.

Key messages:

- A declaration of Minimum Standards represents the humanitarian community's "promise" to ensure protection of the dignity and well-being of all communities in times of disaster in Uganda.
- A declaration of Minimum Standards constitutes a minimum response that can be complemented based on the needs and international guidelines.

- Ensuring that Minimum standards are achieved is the joint responsibility of all humanitarian actors and the guideline set to any response in country.
- The wide consensus around the Minimum Standards (MS) for all sectors in humanitarian action is a powerful tool for coordination and for advocacy.
- The SPHERE Minimum Standards (MS) are universal goals for helping people achieve the right to life with dignity and should be read in combination with national and other standards.

The linkages between indicators, standards, commitments, and guidance in humanitarian action were emphasized. A summary of the UNICEF CCC's were presented as standards for which UNICEF is accountable to advocate for national implementation. UN agencies, NGO's, Governments and donors should be able to count on multi-sectored response within 48 hours to advance achievement of agreed standards. It was resolved that OPM should lead the process of drafting and finalizing a national charter for humanitarian standards for Uganda in consultation with line ministries, districts, NGO's, and UN agencies, incorporating edited versions of the SHPERE standards, and also develop SOP's to institutionalize the standards.

Session Seven: Supplies planning and Logistics supply chain management /coordination – tools, standards, and inventory systems

Different types of supplies for emergency preparedness, ways of procurement, and channels of distribution were identified, the supply chain described, and components of an overall supply chain for the country suggested.

Key messages:

- Prompt delivery of supplies often forms the major part of initial response in emergencies.
- Emergency and Coordination staff must work together very closely with the Supply and Logistics unit.
- Effective and efficient delivery of supplies in emergencies does not mean discarding procedures.
- More focus is required from Government on advance and early planning, immediate action at the outset of an emergency and attention to local arrangements.
- Normal supply procedures and documentation remain applicable – however special arrangements may be made to speed up action in emergencies.
- Transport and storage is normally Government responsibility – but humanitarian actors can support the process.

The importance of the supply chain from supply planning>procurement>shipping, customs and receipt>storage and handling>distribution and end user monitoring were highlighted. Emphasis should be on prompt delivery of supplies during emergencies and the absolute need for both programme and logistics staff from Government and the humanitarian agencies to work together in supply planning and response. It is essential that there is adequate preparedness of the supply and logistics response well before emergencies occur.

Session Eight: Emergency hot seat – lessons learnt from Bududa, Cholera, and bomb blast case studies

The session dwelt on experiences from the Bududa landslides, cholera outbreak, and the bomb blasts, described the responses, listed the challenges, and developed the lessons learnt from the three occurrences.

Key messages:

- We should aim at documenting, storage and dissemination of information on emergency responses to enhance learning
- Future responses should build on the strengths and seek to address weaknesses of previous responses.
- Given the high risks of disaster that Uganda is facing, all responsible organizations should work towards strengthening the emergency preparedness and response, and mass casualty management.

Presentations of the three occurrences and responses by the humanitarian community and Government were made during the session. Main gaps in the responses to the landslides, cholera, and the bomb blasts, were identified in the areas of coordination, information management, funding and resource mobilization, preparedness, human rights accountability, standards and quality control, and utilization of the private sector. It was recommended that future responses should adopt a human rights based approach as an essential component of preparedness, planning, and response.

Session Nine: Towards a Single Emergency Preparedness and Response Coordination System

The session reviewed the existing Government coordination mechanisms, critically examined the proposed coordination structure contained in the draft policy, elaborated on the transition from clusters to sectors, outlined current coordination challenges, and made recommendations for the establishment of a single unified preparedness and emergency response system.

Key messages:

- Sector leads must fully take up their mandates in disaster preparedness and management, working closely with former cluster leads who should help to build the capacity of the sector leads.
- Sectors should integrate Disaster Preparedness and Management (DP&M) into their, respective sector plans.
- To be effective the coordination system must have well established procedures for response.

Existing Government structures were outlined with an emphasis on the newly created/proposed structures of the National Emergency Coordination and Operations Centre (NECOC), the corresponding District Emergency Coordination and Operations Centre (DECOC), and the District Disaster Policy Committee (DDPC). Several actions have been undertaken to facilitate the transition from clusters to Government coordination structures including activation of Government led coordination using the sectoral approach; absorption of the cluster meetings into district technical meetings; and development of cluster exit strategies that were handed over to respective sectors at both national and district level.

The proposed coordination structure in the draft national policy appreciates the sectoral coordination mechanism and is linked through district coordination structures albeit with the introduction of the three new mechanisms NECOC, DECOC, and the DDPC. However, for the structure to be effective in coordinating emergency preparedness and response there should be a clear link between NECOC and the DRR National Platform.

Recommendations



Recommendation One: Establishing a work-plan and task force under the DRR Platform to implement the outcomes of the workshop

The main recommendation was the establishment of a taskforce under the DRR platform to follow-up on the conclusions and outcomes of the workshop. This taskforce must be mandated by the platform to present the plans decided on to the commissioner on a way forward in Uganda on the 10 key EPR issues identified in the workshop and ensure that the outcomes are implemented within the next 12 months.

Recommendation Two: Establishing a Rapid Response Team under the DRR platform

It was recommended that a coordination mechanism be established that involves all the key responders (Government and CSO's) and this mechanism should have standards (SOP's) against which accountability can be effected. All humanitarian actors should be transparent and accountable in humanitarian response and establish clear mechanisms of responding to accountability issues raised by communities. Government should set benchmarks for humanitarian accountability through the DRR policy and SOP for emergency response.

Recommendation Three: Establishing a Rapid Assessment Tool for disasters in Uganda

It was agreed that sector leads and OPM finalize and consolidate a multi-sectored joint assessment tool that was handed over to the sector leads by the cluster leads. This tool must link needs of the affected persons with response plans (prioritised actions) and resource mobilisation (appeals). A clearly defined body specifically the DRR taskforce should be mandated to consolidate the assessment tool. The taskforce should ensure that the rapid assessment tool is pre-tested and available for usage by all humanitarian actors and the DDMC's with a clear mechanism for assessment, and M&E.

Recommendation Four: Developing a multi-hazard early warning system for Uganda under the OPM.

The establishment of a single multi-sector tool that will consolidate early warning systems in the country was endorsed. This tool should be used by the taskforce under the DRR platform to consolidate information from all systems, monitor trends, provide regular reports and have the ability to provide emergency alerts as emergencies develop or unfold. The aim is to develop a system with a coordinated structure that can provide information for preparedness actions in the country and also provide feedback.

Recommendation Five: Conducting an annual humanitarian profiling exercise as part of the budgeting/budgeting cycle of Uganda

It was agreed that the national process should be linked to the process that existed under the CAP. The Humanitarian Team in Uganda should produce an annually updated Humanitarian profile of the country that combines inputs from the key hazard/risk mapping tools in country amongst others VAM (WFP), IPC (FAO) and other contingency plans (UNHCR, UNICEF, and other agencies separately). Joint hazard and vulnerability assessments should be conducted nationally annually.

Recommendation Six: Setting up a Disaster Management Information System in Uganda

It was recommended that a technical committee should be set up to explore the possibility of freely accessing the various information systems/tools, the possibility of interfacing them and should be given a timeframe within which they should report back. Discussions should be carried out with OCHA on their phase-out and the information packages including equipment that can be left to the Government. The institution to host the EPR Information Management System should be clearly identified. It should be jointly planned between the OPM and the HC/RC but accessible to development partners and utilized by the core humanitarian actors in country.

Recommendation Seven: Establishing a system of minimum standards for humanitarian action for Uganda. (Time frame)

The establishment of a common system for minimum standards in the country was endorsed and as a contribution line ministries should provide inputs to OPM with edits to the SPHERE charter as part of domestication. A draft consolidated charter of standards that includes all sector inputs should be compiled by OPM and a national project launched and rolled out to establish humanitarian standards in Uganda. This charter should be presented to donors and the humanitarian community.

Recommendation Eight: Setting up a supplies and logistics planning and management tool for national preparedness and response

Establishment of a national emergency supplies management system was endorsed during the session as well as an electronic chain management system that links planning, response, and monitoring. Tasks to define sector emergency supplies lists for response to 10,000 affected persons were assigned to sector leads while a national emergency supplies list to respond to 10,000 affected persons was assigned to OPM. The proposed system should be linked to districts and the DDMC that should provide feedback on end user monitoring. Secondly a detailed work plan and a TOR should be developed to set up and create a functional national supply and logistics team for emergency response.

Recommendation Nine: Making resources available for rapid response

It was resolved that a contingency fund that is devoid of the normal bureaucratic procedures and can be accessed within 24 hours be established under OPM and ministry of finance.

Recommendation Ten: Ensuring that national disaster management policies and frameworks are in place.

It was recommended that the operationalization of NECOC be expedited, the DRR policy approved, and local representatives assigned who are accountable to the unified response system. Sectoral representation in the NECOC and the reporting structure should be instituted.

In making the Disaster Management policy functional all districts should also have EPR plans that can be easily updated. OPM, the DDMC's and local Governments should ensure improved participation of the local leadership during response. OPM and sector leads should take the lead in mainstreaming disaster preparedness and response into sectoral plans.

Recommendation Eleven: Learning from our experiences and undertaking a Lesson's learnt exercise on the ongoing Bududa operation.

Mapping of actors and regular exercises on lessons learnt immediately after an event/occurrence should be carried out to improve response mechanisms. As a start the OPM should convene a lessons-learnt workshop on the ongoing operation in Bududa. Secondly future responses should adopt a human rights based approach as an essential component of preparedness, planning and response.

Whole-of-society Pandemic Readiness

The framework suggests five key principles: a whole-of-society approach; preparedness at all levels; attention to critical interdependence of all sectors; a scenario-based response; and respect for ethical norms.

The framework recommends that Government defines, oversees, and coordinates key preparedness actions; develops a detailed communication strategy including how to stimulate appropriate pandemic responses from relevant agencies and organizations; and key line ministries develop business continuity plans to limit disruption.

Conclusions



The EPR workshop brought together the Government (OPM) and an inter-agency team to plan and facilitate a process to improve Government led joint humanitarian responses in the future. The exercise cemented the bonds between the humanitarian agencies and their Government counterparts in the OPM and various line ministries. This was very timely at this stage when the clusters are transiting to sectors and from recovery to development. Sessions in the workshop that dealt with the transition from clusters to sectors and establishment of a single coordinated EPR system supported the transition process from clusters to sectors. Positive attributes of the cluster approach that could be integrated into the sectors to improve coordination were identified during the workshop.

By bringing the humanitarian country team to work together towards a common goal the workshop emphasized the one-UN approach – one budget, one programme, one objective, and sets the pace for further UN collaborative efforts in working with Government.

Since the workshop emphasized joint planning and facilitation between the humanitarian community and the Government it represented a positive move to encourage Government to take the lead in joint planning and implementation, something that can be replicated in the region. Success of the workshop will be judged by how far the Government with support from the humanitarian community will implement the recommendations.

The workshop represented a lessons learnt exercise that can be replicated especially in areas like climate change that cover the whole region. The participatory nature of the workshop, flexibility in designing the session plans, and the use of a standard workshop template, are some of the good practises that can be replicated.

With the changing humanitarian profile in the region where agencies are handing over humanitarian responsibilities to national Governments as well as issues of global concern such as climate change the recommendations from the workshop offers the opportunity for Government to take the lead in designing appropriate programmes.

Finally proceedings of the workshop emphasized the need to accommodate the views of the community, including children and marginalized groups. Normally the community is the first responder in an emergency and as such they should be involved in decisions that concern them. A major focus for consideration in future should be on building the local capacity for emergency preparedness and response.

Annex I: List of workshop participants

	Names	Org/Dept	E-mail
1.	G. Paula Babirye	DGSM/USSA	paulamale@yahoo.com ,
2.	Lugaizi Isa	DGSM/MOEMD	isalugayizi@yahoo.com ,
3.	Birungi Christine	LIPRO	tinabiru@yahoo.com ,
4.	Steven Bagambe		smbagambe@yahoo.com
5.	Moses Ofwono	OPM	moses-ofwono@yahoo.com ,
6.	Joyce Babirye		jbabirye30@yahoo.com ,
7.	Anita Twesigomwe		anitatwesi@yahoo.com ,
8.	Pamela Komujuni		pamgumis@yahoo.com ,
9.	Racheal. M. Muleke		mulekeracheal@yahoo.com ,
10.	Laz Ocira		laz.ocira@yahoo.co.uk ,
11.	Muhindo Geoffrey M		muhumuzageo@yahoo.com ,
12.	Kizza Michael		kizzamicheal@yahoo.com ,
13.	Cris Magoba		cmagoba.opm@live.com
14.	Dhikusooka Cyprian		cyprian_dhikusooka@yahoo.com ,
15.	Simon Drieonzia		simondrile@yahoo.co.uk ,
16.	Othieno Daniel		dkothieno@yahoo.com ,
17.	Evelyn Nankanja		evelynnankanja@gmail.com ,
18.	Rose Nakabugo		rosebwenvu@yahoo.com
19.	Adong Lilly		lilyadong@yahoo.com ,
20.	Douglas Otim		douglasotim@yahoo.co.uk ,
21.	Lennart Hernander	LWF	lennart.Hernander@lwf.or.ug ,
22.	Betty Lamunu		betty.lamunu@lwf.or.ug ,
23.	Robert Ssekate	MOFPED	robert.ssekate@finance.go.ug
24.	SP Arinaitwe John Cohen	Police ERU	arinaitwejohncohen@yahoo.com ,
25.	ASP Simon Peter Musoke	Fire Brigade	mooninumus@yahoo.com
26.	Makumbi Issa	MOH	issamakumbi@gmail.com ,
27.	Wamala Joseph		josephwamala@gmail.com ,
28.	Dr. Bwire Godfrey		cddmoh@yahoo.com
29.	Stanley Watenga	MWE/DWD	watengastanley@gmail.com ,
30.	David Kabugo		dkabugozoo@yahoo.com
31.	Nicholas Lakwonyero	WFP	nicholas.lakwonyero@wfp.org ,
32.	Anyanzo Kenneth		kenneth.anyanzo@wfp.org ,
33.	Zacchaeus Ndirima		zacchaeus.ndirima@wfp.org
34.	Ofwono Richard	SCIUg	r.ofwono@sciug.org ,
35.	Oculi Fred Jackson		j.oculi@sciug.org
36.	Felix Omuu	UNOCHA	omuu@un.org ,
37.	Richard Sennoga		sennoga@un.org ,
38.	N.K. Shrestha		shresthan@un.org ,
39.	Andrew Akutu	OHCHR	aakutu@ohchr.org
40.	Ntale Doreen	WVI	Doreen.Ntale@wvi.org ,
41.	Mayanja Ronald		ronald.mayanja@wvi.org
42.	Booker M. Ajuoga	ADRA(U)USSA	booker@adraganda.org ,
43.	Nathan Akureje	ACTED	nathan.akureje@acted.org ,
44.	Otuta Rogers		otutarogers@yahoo.co.uk
45.	Magezi-Akiiki	METEOROLOGY DEPARTMENT	mageziakiiki@yahoo.com ,
46.	Muwembe Khalid		muwembe@yahoo.co.uk ,
47.	Adam Okecha	CRS	aokecha@ug.earo.crs.org ,
48.	Kajumba Joseph	MOES	jbkajumba@yahoo.co.uk ,
49.	Yodit Abdisa	UNICEF	yabdisa@unicef.org ,
50.	Mark Choonoo		mchoonoo@unicef.org
51.	Gordon Lakidi		glakidi@unicef.org / glakidi@gmail.com
52.	Abirahmi Kananathan		akananathan@unicef.org
53.	Anna Spindler		aspindler@unicef.org
54.	Cotilda Mugenyi		cmugenyi@gmail.com
55.	Lukwiya Michael	WHO	lukwiyam@ug.afro.who.int ,
56.	Dr. Okot Charles		okotc@ug.afro.who.int
57.	Kabishanga	NEW HORIZONS	kabishanga@gmail.com
58.	Kaboggoza Ssembatya	MGLSD	kaboggozass@yahoo.com ,
59.	Iganiko Lughabo		iganikolughabo@yahoo.com
60.	Anguparu Monica	CARE	anguparu@careuganda.org
61.	Enosh Magumade	MSF-FRANCE	MSFF-kampala-assist-medico@paris.msf.org
62.	Stella Sengendo	FAO	stella.sengendo@fao.org ,
63.	Kennedy Igbokwe		Kennedy.Igbokwe@fao.org
64.	Virginia Igbokwe	ASDS	virgnigbokwe@yahoo.com
65.	Agnes Atyang	FEWSNET	aatyang@fews.net ,

Annex II: Session details

Session 1.1: Humanitarian Accountability

Objective: To enable key stakeholders understand, acknowledge and accept humanitarian responsibilities and accountability.

Definitions of Humanitarian Accountability were presented and the main key words were the **right to have a say**, the **duty to respond**, **responsibility for actions**, **obligation to report**, **explain**, and **being answerable** for resulting consequences.

Various initiatives to enhance humanitarian accountability were outlined as the Humanitarian Accountability Partnership (HAP); the SPHERE Project; the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP); the Emergency Capacity Building Project (ECB) including the “Good Enough Guide”; the Inter-Agency Network on Education in Emergencies (INEE); Promoting good practice in the management and support of aid personnel – People in Aid; and the UN’s Humanitarian Reform with emphasis on the Cluster Approach.

Facilitators: Felix Omuu – OCHA, and Lennart Hernander - LWF

Session 1.2 Harmonizing approaches to Rapid Assessment – tools, checklists, and formats

Objective: Sharing of tools and suggested way forward on how to harmonize a single assessment and response process in rapid onset emergencies

The UN definition of an **assessment** is “A systematic process of asking questions, comparing answers, and making informed decisions about what to do next to improve human or organizational performance”. Assessments were categorized into two types: rapid initial assessments that aim to provide information on the needs, possible intervention strategies, and resource requirements; and in-depth or sectoral assessments intended to establish the major causes and refine interventions or strategies.

Multi-agency or inter-agency assessments were emphasized because they facilitate joint planning and response maximizing efficiency and cost effectiveness. The methodology for the assessment would include a combination of literature reviews, structured interviews, semi-structured interviews, group discussions, observations, and analysis of materials/specimens where applicable. Outcome of both pre-disaster and post disaster assessments would be an EPR plan or a contingency plan.

Facilitators: Dr. Solomon Fissehas - WHO

Session 2.1 Consolidation of the Early Warning System (EWS) in Uganda

Objective: Presentation of inventory and suggestions on the way forward to a single, updated and accessible system for preparedness and response

Early warning was defined as the provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce risk and prepare for effective response. (UN ISDR) Different hazards both natural and manmade (rapid and slow onset) were outlined. Different types of early warning systems were explained and presentations made on EWS for contingency planning, food security EWS, and drought EWS. A flow chart for an effective early warning and response system

and a proposed chart for EWS for Uganda were presented.

Timely and accurate early warning information should be the “trigger” for both contingency planning and crisis response. This early warning information is important to answer the “who”, “what”, “where” and “why” questions required to intervene into a situation where populations are at risk.

Facilitators: Dr. Kennedy Igbokwe – FAO, Stella Sengendo – FAO, Agnes Atyang – FEWSNET, Nathan Akureje – ACTED, Khalid Muwembe - DOM

Session 2.2: A Humanitarian Hazard/Risk mapping and Humanitarian Profiling

Objective: Suggested single mapping of the country profile for preparedness and planning and suggested minimum level of preparedness required by the country team.

Hazard/risk mapping is the process of identifying and displaying the spatial variation of hazard events; one method of combining and displaying risk information; provides the information for understanding the nature of the community’s risk; and an initial step in risk management and establishment of comprehensive risk management program. Main functions of a hazard map are for educative purposes; for scientific study of hazards; for land use planning for risk reduction; and for risk management programs. There are two types of hazard maps: educative/informative maps and administrative information maps.

Humanitarian Profiling refers to information collected and compiled on a periodic basis to provide a snapshot picture of the humanitarian situation in a given area. The profile may be presented in form of Narratives, charts, maps and tables indicating key figures e.g. targeted and assisted beneficiaries. The key elements to be included in a humanitarian profile were reviewed and included the type, nature and characteristics of the humanitarian catastrophe, effects of the disaster, number and locations of affected people, humanitarian actors present, and overview of the key sectors of intervention. A humanitarian profile is used for resource mobilization; contingency planning; programme, planning; monitoring; transparency and accountability; and information sharing

Facilitators: Nicholas Lakwonyero – WFP, and Kenneth Anyanzo - WFP

Session 2.3: Information Management Systems

Objective: Concretization of a process to harmonize coordination, response and reporting mechanisms

The Disaster Management Information System (DMIS) should be able to collect, process, store, and disseminate information in two categories: **pre-disaster baseline data** about the country and risks; and **post-disaster real-time data** about the impact of a disaster and the resources available to respond to it. Main components of a DMIS should include hazard assessment mapping; vulnerability assessment; demographic distribution; infrastructure, lifelines and critical facilities; logistics and transportation routes; human and material response resources; and communication facilities.

The DMIS must have a defined purpose and satisfy the requirements of the main users. Since other systems exist at the national level (EMIS-Education, HMIS-Health, CIS-Planning Authority, LoGICS-MoLG) the DMIS should seek to integrate these existing systems. Cross-sectoral integration of information is essential for the end users to gain an understanding of the short and long term implications of an occurrence and plan accordingly.

Facilitators: Douglas Otim – OPM, and NK Shrestha - UNOCHA

Session 3.1: Minimum Humanitarian Standards relevant in Uganda

Objective: Recommendations on way forward to establish minimum standards in humanitarian action for the country

Minimum standards were defined as the minimum level of service to be attained in humanitarian assistance. **Minimum standards** provide standards to aspire to enable planning; **key indicators** provide signals to assess whether the standards have been met; and **guidance notes** provide information to help apply indicators in context noting responsibility.

Other related standards that were touched on include the SPHERE project; national standards, good enough guide, INEE minimum standards for education in emergencies, and sector level international standards. Institutionalizing a set of minimum standards for humanitarian response in Uganda would hinge on incorporation of the SPHERE standards into the draft national policy and developing SOP's to guide its implementation. Experiences from disasters in Uganda can be used to modify/edit the SPHERE standards to make them more applicable to the Ugandan context.

Facilitator: Mark Choonoo - UNICEF

Session 3.2: Supplies planning and logistics supply chain management/coordination – tools standards and inventory systems

Objective: Suggested actions to create a consolidated system that will plan and manage a minimum level of preparedness between actors

The supply chain was explained through a flowchart illustrating: Supply Planning>Procurement>Shipping, Customs and Receipt>Storage and handling>and Distribution and end use. Major emphasis is on prompt delivery of supplies during emergencies and the absolute need for both programme and logistics staff to work together in supply planning and response. Efficient and effective procurement and delivery of supplies is important and does not imply neglect of control procedures

Components of an overall supply chain system that would ensure timely provision of life saving supplies during emergencies was proposed.

Facilitator: Anna Spindler – UNICEF

Session 3.3 Emergency hot seat – lessons learnt

Objective: Recommendations to OPM and the humanitarian actors on improved response actions

Descriptions and challenges of the three major recent occurrences in Uganda (the Cholera outbreak, Bududa landslides, and the Kampala bomb blasts) were reviewed. Key challenges were identified as in the areas of coordination, information management, accessibility, political interference, community mobilization, and preparedness. However, lessons learnt exercises had only been conducted for the cholera response and the floods of 2007 in eastern Uganda. Main recommendation was that lessons learnt workshops should be convened after every major occurrence with a view to improving response in other future occurrences.

Facilitator: M/s Racheal Muleke - OPM

Session 4.1: Towards a Single Emergency Preparedness and Response Coordination System

Objective: Coordination mechanisms are suggested that can replace those of the cluster system in a way that is linked to the countries' SOP and the DRR policy

Existing Government strategies were outlined with an emphasis on the newly created/proposed structures of the National Emergency Coordination and Operations Centre (**NECOC**), the District Emergency Coordination and Operations Centre (**DECOC**), and the District Disaster Policy Committee (**DDPC**).

The genesis of the movement towards a single coordination system is embedded in the cluster approach that was launched during 2006 and phased out during 2009, and the corresponding Government structures the Emergency Humanitarian Action Plan (EHAP), Joint Monitoring Committee (JMC), and the Peace Recovery and Development Programme (PRDP). Both strategies represented the transition from humanitarian efforts to recovery and development and the transition from clusters to sectors respectively since clusters are not permanent coordination structures. Establishment of a single EPR coordination system embodying the positive attributes of the cluster approach is feasible under NECOC.

Facilitator: M/s Rose Bwenvu – OPM

Way Forward: Agreement on key recommendations of the workshop

Objective: Agreement on key recommendations of the workshop

Each session had key recommendations assigned to the participants of the workshop that included OPM, line ministry officials, NGO's and the UN agencies. Most of the recommendations were to OPM though with support from the key UN agencies.

The main recommendation of the workshop was the establishment of a taskforce under the DRR platform to follow-up on conclusions and outcomes of the workshop. This taskforce must be mandated by the platform to present the plans decided on to the commissioner on a way forward in Uganda on the key EPR issues identified in the workshop and ensure that the outcomes are implemented within the next 12 months.

Facilitator: M/s Rose Bwenvu – OPM

Annex III: List of reference documents

- The SPHERE handbook
- INEE Minimum Standards for Education in Emergencies
- Emergency Field Handbook (EFH) – *A Guide for UNICEF staff*
- WHO Field Guidance on Minimum Standards
- UNHCR Standard Operating Procedure
- WFP Standard Operations in Humanitarian Settings
- The HAP Guide on Accountability
- Humanitarian Reform – Building a Stronger, More Predictable Humanitarian Response System, *OCHA HRSU Geneva May 2007*
- The Draft National Policy for Disaster Preparedness and Management
- The National IDP Policy
- The Transition Strategy
- The Parish Approach Strategy
- Uganda Hazard Map
- Uganda IPC Map
- OPM (Undated) Hazard Risk and Vulnerability Assessment for Teso, Lango, and Acholi sub-regions
- Uganda Disaster Risk Analysis – *Draft Report*
- OXFAM (2007) Hazard, Vulnerability, and Risk Assessment Report carried out in Karamoja, Elgon, and Ruwenzori Regions. The Agency for Integrated Development and Training Services, Mbarara.
- Developing an Information System
- Draft Proposal for an EPR Information System
- Lessons Learnt from the 2007 Floods
- Lessons Learnt from Cholera Response in Zimbabwe
- Guidance Note on Transitions
- Lessons learnt from the 2007 Floods
- External Review of the Clusters (2007 report) in Uganda
- External Review of the Clusters (2009 report) in Uganda
- Adapting to Clusters during Transition
- Cluster Exit Strategy
- National Emergency Coordination and Operations Centre (NECOC) Standard Operating Procedures (SOP's)
- Draft National Disaster Policy
- Draft proposal for EOC-SOP
- Lessons learnt from 2007, Hawaii, Bududa and 7/11 Bomb blast in Kampala
- Developing Early Warning Systems: A Checklist by ISDR
- Overview of Early Warning Systems and the role of National Meteorological and Hydrological Services (NMHS) – Japan
- Overview of Early Warning Systems and the role of National Meteorological and Hydrological Services (NMHS) – Shanghai China
- Overview of Early Warning Systems and the role of National Meteorological and Hydrological Services (NMHS) – Mozambique
- Global survey of Early Warning Systems

Annex IV: WORKPLAN

S/No	Task	Person(s) responsible	Timeframe
1.	Establishment of a taskforce under the DRR platform	OPM-Rose, UNICEF, WHO, OCHA, Police, MoH	2 Weeks
2.	Inclusion of issues on humanitarian accountability in the draft national policy	OPM, OCHA	2 Weeks
3.	Finalization and consolidation of the multi-sector joint assessment tool	Sector leads and OPM	2 Weeks
	Designation of a sub-committee within the DRR platform to consolidate the assessment tool	Taskforce	1 Month
	Pre-testing of the rapid assessment tool	Taskforce	October 2010
4.	Endorsement of a single tool to consolidate Early Warning Systems in the country	EW-Sub-committee	1 Month
5.	Production of a humanitarian profile of the country	OPM, OCHA, UNICEF	Continuous
6.	Consolidation of a draft charter on minimum standards for the country	OPM and the taskforce	3 Months
	Provision of inputs to OPM with edits to SPHERE standard	Sector leads	3 Months
	Launch and roll-out of national project to establish minimum standards in Uganda	OPM	After 1 year
	Presentation of charter to donors and humanitarian community	OPM	After 1 year
7.	Establishment of a national supply and logistics system, creation of the team, and defining the TOR	OPM, UNICEF, WFP, URCS	3 Months
	Define sector emergency supplies list for response to 10,000 persons	Sector leads	1 Month
	Define national emergency supplies list to respond to 10,00 affected people	OPM	3 Months
8.	Establishment of a technical committee to explore possibility of accessing information systems/tools	OPM, OCHA, FAO	2 Months
	Discussions with OCHA on phase-out and handover of information packages/products	OPM and OCHA	Within 1 Month
	Identification of an institution to host the EPR information management system	OPM	2 Months
9.	Establishment of a contingency fund under OPM and Ministry of Finance	OPM, Finance	Within 1 year
	Improved participation of local leadership during emergency response	OPM, DDMC's, Local Governments	Continuous
	Approval and operationalization of the draft national policy	OPM	
	Mainstreaming disaster preparedness and response into sectoral plans	OPM, Sector leads	1 Year
	Lessons learnt workshop after every major emergency starting with Bududa	OPM, OCHA	October
	EPR plans for all districts that can be easily accessed	DDMC's, OPM, UNICEF	6 Months
	Operationalization of NECOC	OPM	1 Year
10.	Development of a standard training manual for the country entitled Capacity Enhancement		