

UGANDA FLOODS

LESSONS LEARNT WORKSHOP

FINAL REPORT

*OCHA Uganda
January 2008*

Executive Summary

Unusually heavy rainfall from July to November 2007 led to flooding and water-logging across a number of districts in eastern and northern Uganda, giving rise to a major humanitarian response across all sectors.

The Lessons Learnt workshop, held in Soroti in January 2008, aimed to learn lessons from the 2007 floods response, and determine priorities for disaster risk reduction in relation to potential future floods in Uganda.

The main lessons learnt were the following:

1. Coordination must include all actors, and the DMCs must be given the necessary resources to lead overall coordination of the disaster response
2. Strong rapid assessments are critical to ensure a timely and effective disaster response
3. Funding for recovery activities is equally important as funding for emergency programmes
4. Government funding for emergency response is critical, but procedures to access such funds by the districts could be simplified to improve the timeliness of the response
5. Clusters with members already working in the flood-affected areas were at an advantage, however the willingness of other actors to move into the area on short notice was also a key contributor to the success of the emergency response
6. Adoption of a human rights based approach would have benefited the planning and response to the emergency
7. Opportunities for mitigating disaster risk by reducing vulnerabilities should be prioritised, in order to reduce the potential negative impact of future flooding
8. Early warning systems could play a major role in risk monitoring and triggering a timely response to future flood disasters
9. A stronger focus on reinforcing community coping capacities would improve future responses
10. Stronger linkages with private sector actors are required to ensure that the response is coordinated and common strategies and standards are applied
11. Activation of the logistics cluster was critical to the success of the first phase of the response
12. Adherence to common criteria in the identification of affected population and the use of quality control mechanisms support equitable humanitarian assistance to all those in need

Taking into account these lessons learnt, and also reviewing opportunities for disaster mitigation and strengthening response preparedness, each cluster also developed detailed plans outlining the priority actions that need to be taken before the next flood risk season, together with longer-term programmes to reduce disaster risk.

Although some aspects of these plans have already been factored in to ongoing programming, most are new ideas in search of actors able to implement them, and/or funding and resource allocations. It is hoped that advocacy will be undertaken to ensure that at least the most priority activities are undertaken before the next flood risk season, due to start in July 2008.

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Abbreviations

CBO	<i>Community Based Organisation</i>
CCCM	<i>Camp Coordination / Camp Management Cluster</i>
CERF	<i>Central Emergency Response Fund</i>
DDMC	<i>District Disaster Management Committee</i>
DDPC	<i>District Disaster Preparedness Coordinator</i>
DEO	<i>District Education Officer</i>
DMC	<i>Disaster Management Committee (both at district and sub-county level)</i>
GIL	<i>Governance, Infrastructure and Livelihoods Cluster</i>
HC	<i>Health Centre</i>
HQ	<i>Headquarters</i>
IDP	<i>Internally Displaced Person</i>
IEC	<i>Information, Education and Communication</i>
IFRC	<i>International Federation of the Red Cross and Red Crescent Societies</i>
M&E	<i>Monitoring and Evaluation</i>
MoU	<i>Memorandum of Understanding</i>
NFI	<i>Non Food Items</i>
NGO	<i>Non Governmental Organisation</i>
OCHA	<i>United Nations Office for the Coordination of Humanitarian Affairs</i>
PAF	<i>Poverty Alleviation Funds</i>
SCDMC	<i>Sub County Disaster Management Committees</i>
SWOT	<i>Strengths, Weaknesses, Opportunities, Threats</i>
ToT	<i>Training of Trainers</i>
UBOS	<i>Uganda Bureau of Statistics</i>
UN	<i>United Nations</i>
UNDP	<i>United Nations Development Programme</i>
UNEB	<i>Uganda National Examination Board</i>
UNHCR	<i>United Nations High Commissioner for Refugees</i>
UNICEF	<i>United Nations Children’s Fund</i>
URCS	<i>Uganda Red Cross Society</i>
USD	<i>United States Dollars</i>
VHT	<i>Village Health Teams</i>
WASH	<i>Water, Sanitation and Hygiene Cluster</i>

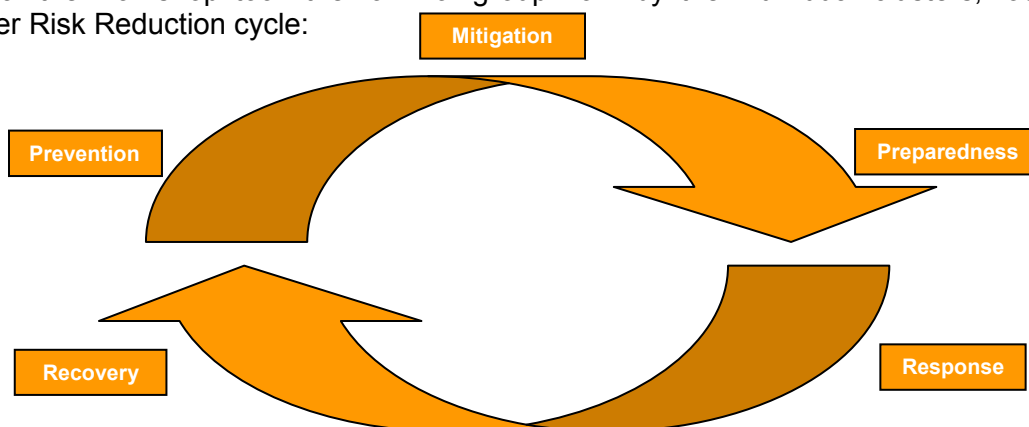
1. Methodology

This workshop, held in Soroti on January 29, 2008, brought together the various actors involved in the humanitarian response to that disaster, in order to:

1. Learn Lessons from the various aspects of the floods response
2. Determine priorities for disaster risk reduction related to flood disasters in Uganda

Participants included district officials from the disaster-affected districts, national and district cluster leads, humanitarian actors involved in the floods response, including NGOs, the Uganda Red Cross Society and UN agencies, including OCHA.

Much of the workshop took the form of group-work by the individual clusters, focusing on the Disaster Risk Reduction cycle:



The first session involved an analysis of the overall Response and Recovery programming following the 2007 floods. Cluster groups discussed various aspects of the response including:

- Assessments
- Response planning
- Funding issues, including CERF and Government of Uganda funding
- Coordination systems and challenges, including clusters
- Implementation challenges, including logistics challenges
- Public Information and Media
- Flash Appeal process
- Monitoring and evaluation
- Information Management
- Involvement of military, private sector, churches and other actors
- Residual risks

This discussion resulted in Strengths, Weaknesses, Opportunities and Threats (SWOT) outlined by each cluster (see Annex 2) and Lessons Learnt (see Section 2).

The second session of the workshop focused on opportunities for Prevention, Mitigation and Preparedness – how to reduce the negative impact of future heavy rainfall cycles on the at-risk population. Participants were asked to reflect on the Disaster Risk equation while undertaking this exercise:

$$\text{Disaster Risk} = f(\text{Hazard, Vulnerability, Response Capacity})$$

(The risk of a disaster is some function of a hazardous event, a vulnerable population, and the capacity to respond)

Therefore, any programming to reduce the risk of the excess rainfall hazard and/or to decrease the vulnerability and strengthen the coping capacities of the at-risk population would be useful to mitigate the impact of a disaster in the flood risk areas. Any programming to strengthen the response capacities of communities, district authorities and/or the humanitarian community would be useful preparedness actions. See Section 3 for the results of this exercise.

2. Main Lessons Learnt

The following issues comprise a summary of the main lessons learnt by the cluster groups. They relate mostly to operational lessons learnt at field level. Some are specific to individual clusters, while others are relevant to all or many of the clusters. The strengths and weaknesses of each individual cluster's response, as evaluated by the cluster members, are further outlined in Annex 2 to this report.

Lesson 1: Coordination must include all actors, and the DMCs must be given the necessary resources to lead overall coordination of the disaster response.

The pre-existence of structural arrangements for coordination of humanitarian assistance, namely the Cluster Approach and the national Disaster Management Committees (DMCs), facilitated timely activation of the response, with the Cluster Approach being the main response coordination forum in the districts. The weekly cluster and inter cluster coordination meetings promoted shared planning, monitoring and reporting between NGOs, UN agencies, the Red Cross Movement and elements of the district administration.

Having OCHA and some of the cluster leads (OHCHR for the protection cluster, WFP and FAO for food security and logistics), physically present in the district prior to the floods was instrumental in ensuring that coordination mechanisms were quickly and effectively established on the ground. All clusters were required to have residential cluster leads during the response and this supported effective and timely coordination. The declaration of an emergency in the Teso region by the central government on 25 September also helped to raise the profile of the disaster and focus resource mobilisation efforts.

However, some humanitarian partners and district counterparts did not fully participate in cluster coordination. This affected information sharing, resulting in duplication of service delivery in some areas such as the Emergency NFI working group and the Education cluster. The location of Soroti as a coordination hub for the response also affected the participation of some district counterparts as it was not logistically possible to bring together all the 12 districts affected by floods to every meeting. The private sector, which played an important role in some sectors of the response, also opted out of (or did not know about) cluster coordination.

The coordination role of the DMCs was limited – despite efforts by district officials – for two main reasons:

1. *Lack of a national policy on disaster management:* the current structure of the DMCs is based on the National IDP policy, which was not fully implemented in the region even for that purpose. Consequently the DMCs were not fully established in the region, and where they existed, they remained weak, with very meagre or no funding and limited capacity to take charge of disaster response. At sub-county level, disaster management committees were virtually non-existent in all the 12 districts targeted by the emergency operation.
2. *Lack of technical support from the line ministries,* including Office of the Prime Minister (OPM) during the response. A few officials from the line ministries such as Education visited the area, but only at the onset of the emergency. The central government was however represented in Soroti by the Minister of State for Relief, Disaster Preparedness and Refugees during October.

Recommendation: Efforts need to be made to bring all actors into coordination fora. This should include pre-consultations with those actors in the private sector who responded to the 2007 floods, and awareness raising with donors and OPM. Capacity building and resource allocation to support DMCs in their key coordination role should be urgently undertaken.

Lesson 2: Strong rapid assessments are critical to ensure a timely and effective disaster response

Accurate affected population numbers and reliable data on needs proved difficult to obtain throughout the response. This was due to a number of factors, including logistical constraints in accessing areas cut-off by the floodwaters, lack of agreement on standard assessment formats, and uneven skill-sets between the various actors who participated in the assessment processes.

The initial planning for the response used working figures, as reliable data on affected populations and areas affected by the floods was unable to be obtained. Some of the problems in obtaining reliable data included obviously exaggerated data, in some cases biased or influenced by personal and political interests. In other cases the information provided was more related to pre-existing gaps in enjoyment of economic and social rights in particular and low levels of development in the region (underlying vulnerability) rather than to emergency needs arising as a direct impact of the floods. Overall, the availability and quality of data affected the designing of a fully appropriate response, including beneficiary targeting and credibility with donors, and resulted in some areas receiving more items than others, or being over targeted with certain types of assistance. A number of assessments were undertaken during the response period, some jointly and some at cluster level or by individual agencies, focusing on particular activities. However, uneven capacity and skills in assessments and data collection among partners and district counterparts, coupled with the lack of standardised assessment methodologies and tools, affected the quality of some of the information collected. In addition, where data was available, it was not always readily shared. Finally, many assessments focused more on NFIs and food security over the other components of the response.

On a positive note, however, the mapping capacity provided by OCHA and the Logistics cluster did play a key role in information management and information sharing.

Recommendation: Agreement on how disaster rapid assessments will be conducted and shared, either on an inter-cluster or individual cluster basis, needs to be obtained before the next flood risk season. Relevant tools to ensure that this agreement can be enacted need to be developed and/or distributed and training needs to be provided to ensure that all actors involved provide accurate and complete assessment data for improved response. Thought should be given to pre-funding a dedicated assessment team for this purpose.

Lesson 3: Funding for recovery activities is equally important as funding for emergency programmes

Most of the funding for the floods emergency response was channelled through humanitarian actors, and sourced from the Central Emergency Response Fund (CERF), donors to the Flash Appeal, the Red Cross Movement appeals, and in kind donations including from the private sector in Uganda. The CERF appeal funding and the initial funding allocations from IFRC in particular were very useful in kick-starting the response.

However, the workshop participants judged that the floods did not receive adequate funding to ensure appropriate recovery programming, especially in critical sectors such as food security. Very little programming has been able to be undertaken to reduce the excess vulnerability caused by the floods disaster, and the capacity of communities to cope with any future disasters is now even lower. This situation highlights the importance of accurate assessment, in which the underlining and structural causes of vulnerability are fully examined and consequently addressed including in recovery and development programming.

Recommendation: Advocacy should be undertaken to increase the funding for current and future recovery activities in the flood-affected areas. It is also important to link the response to development planning, in particular in the areas of water and sanitation, health, education and transport infrastructure.

Lesson 4: Government funding for emergency response is critical, but procedures to access such funds by the districts could be simplified to improve the timeliness of the response

During the response, the central government authorised the districts to reallocate up to 50% of conditional grants within the Poverty Alleviation Funds (PAF) areas to floods response. However, the current allocation of PAF funds to the affected districts was judged too low to meet more than pre-existing needs, and thus was unable to be diverted to cover emergency response expenses. The reallocation process also required the Districts to change their work plans, for example from drilling of boreholes to water disinfection. These changes had to be submitted to the Line Ministries for approval, a time-consuming process, not always with favourable results. Some ministries, the districts reported, were unwilling to reallocate funds within their sectors, and others were not favourable to transferring their funding allocations for use in other sectors.

In addition, the Government of Uganda announced a budget provision of 20.755 billion shillings (USD 12.13 million) in late September 2007; however this funding has also yet to reach the districts. There have however been some recent discussions, notably in the sectors of water and sanitation and agriculture, on how this money could be spent.

In general, District officials noted that the current systems of allocation, reallocation and release of government funding are not well adapted to disaster response situations.

Recommendation: It is understood that a budget allocation for disaster response will be enacted as part of the National Disaster Risk Reduction and Management Policy, and this is to be encouraged. In addition, procedures for accessing this and other government funding for emergency disaster response should be reviewed to ensure that future emergency funding can be released to the districts in a timelier manner.

Lesson 5: Clusters with members already working in the flood-affected areas were at an advantage, however the willingness of other actors to move into the area on short-notice was also a key contributor to the success of the emergency response

Although there were some of cluster leads, NGOs and CBOs with the required technical expertise for disaster response already working in the flood-affected area, many of the actors came from outside the region, having to set up offices in haste in order to respond to the most critical needs.

The health cluster had a number of partners already working in the region. The existence of VHTs in most districts (except Kumi and Bukedea) also facilitated the response – although they did need additional training before they could become operational. The protection cluster had already in place coordination structures in three of the affected districts (Soroti, Amuria and Katakwi) and was therefore able to rapidly activate prevention strategies that minimised protection issues for the flood affected population.

In other clusters, actors implementing development programmes were able to switch to humanitarian assistance for the initial disaster response period, which greatly assisted the success of the initial phase of the response.

There was also technical knowledge in the district from the district officials, and this was instrumental in guiding the response – although it was perhaps not sufficiently used by some of the newer humanitarian actors.

However other clusters had difficulties in deploying sufficient humanitarian actors into the disaster area. For example some districts, such as Kumi and Bukedea, had very few partners in education, despite significant needs. This hindered the timeliness of the response in those areas, although eventually most of the urgent needs were covered in all the flood affected areas.

Recommendation: Humanitarian actors already present and operational on the ground in the flood-affected areas should continue to take the lead in the initial stages of the response. However, the number of these actors is likely insufficient to cover all the needs in any future floods response, and thus clusters should plan to deploy (and obtain funding for) new partners into the area should disaster strike again.

Lesson 6: Adoption of a human rights based approach would have benefited the planning and response to the emergency

Overall the humanitarian emergency intervention remained focused on responding to needs and a human rights based approach to programming and response was not introduced.

Overall, the assessment of the flood situation (see Lesson 2 and Lesson 7) would have benefited from the adoption of a human rights lens, including with a view to the opportunity to identify underlining and structural causes to the flood emergency which could be tackled in further planning.

In general, insufficient participation of the affected communities during the assessment, design and implementation of the response strategy combined to a culture of dependency regrettably prevalent in the affected region led to humanitarian assistance being perceived as charity, and resulted in no positive impact in terms of empowerment of the affected communities as significant partners in the humanitarian response. In some cases, this perception was exacerbated by the fact that distribution of relief took place on the basis of lists prepared by local politicians rather than on the basis of independent needs assessments. In other cases, inadequate consultation led to communities receiving relief items they felt did not respond to their priority needs. As such, there were reports of relief items being sold and/or misused by beneficiaries. Communities' unawareness of what criteria determined inclusion/exclusion from lists and a general lack of adherence to standards for relief item packages sometimes meant that neighbouring communities with similar needs received very different sets of relief goods. This led to feelings of discrimination and prejudice within the various beneficiary groups. The impact of the intervention on the capacity of local government to meet its responsibilities is also in questions, as it appears that in certain cases partners defaulted to substitution too quickly, as noted by the Amuria DDMC in its report on the flood response.

Recommendation: A human rights based approach must be considered as an essential component of planning and response from the early phases of the emergency. Training on human rights based approaches should be undertaken for all actors who are likely to be involved in future floods responses.

Lesson 7: Opportunities for mitigating disaster risk by reducing gaps in enjoyment of human rights and vulnerabilities should be prioritized, in order to reduce the potential negative impact of future flooding.

The disaster arising out of the 2007 floods was largely due to the extreme underlying vulnerabilities in the at-risk area – vulnerabilities which decreased community coping capacities and exacerbated the negative impact of the flooding on the communities in the area. For example:

- *Infrastructure weaknesses:* Education infrastructure, including latrines and teacher housing, was poorly constructed and thus easily destroyed or damaged by rising flood-waters and excess rain. The current design of the roads in the area – low lying below the level of drainage channels – coupled with poor maintenance, increased their vulnerability to floodwaters. It is evident in both these cases that national standards had not been met by the contractors working on these structures.
- *Location of schools:* Some schools are located in or close to swamp areas, and therefore at much greater risk of flood damage.
- *Pre-existing problems in health systems:* Inadequate staffing at the health centres affected the response in the health sector. For example, current health staffing in Amuria is 21% and in Katakwi is 48%. There is also a weakness in drug management, which regularly results in up to 3 months drugs stock-out in the affected districts. Supplementary Village Health Teams (VHTs) existed but were not functional at the time of the floods, and as a result vital response time was lost to training VHTs to provide the services that they were set up to supply. These structural issues negatively impacted on the ability of the health systems to provide a timely emergency response to the affected communities.
- *Community disaster awareness is lacking:* Opportunities exist to undertake community disaster awareness and preparedness, for example by integrating disaster risk reduction

into the local education curriculum, and by exploiting the opportunities presented by local FM radio for community disaster awareness broadcasting. However, these opportunities have not been taken up to date.

- *Lack of disaster preparedness:* Comprehensive disaster response preparedness is not yet underway in Uganda, a country that has until now focused its humanitarian programming primarily on a response to IDP situations, rather than on disasters. For example, there are no contingency plans within the clusters for disaster response.

Recommendation: Existing and underlying vulnerabilities that increase disaster risk should be urgently prioritised for disaster mitigation and disaster response programming in the flood risk area. Advocacy should be undertaken towards donors to fund such critical programmes. See Section 4 for general and individual cluster mitigation and response preparedness plans – many of which require funding to be actioned.

Lesson 8: Early Warning systems could play a major role in risk monitoring and triggering a timely response to future flood disasters

At present there are no early warning systems in the at-risk districts to detect excessive rainfall and/or groundwater levels, and even local weather forecasting systems are basic or non-existent. Early warning systems, and a common understanding of the triggers for emergency action, could save lives and ensure a timely response to future flood disasters. Such systems do not need to be technologically complicated; they could use very basic techniques such as rainfall monitoring stations and river/swamp water level guides.

Recommendation: Opportunities for implementing appropriate technology early warning systems in the flood risk areas should be reviewed, and training should be provided in the monitoring and reporting on basic early warning indicators. A common trigger for the response, likely based on groundwater levels, should be established, documented and monitored.

Lesson 9: A stronger focus on reinforcing community coping capacities would improve future responses

Despite an overall understanding that the coping capacities of the at-risk communities are low, some clusters did identify community coping mechanisms that could have been better used in designing an effective response. Building on community coping mechanisms helps to decrease beneficiary dependency issues and instead assists with providing an appropriate response to support the community's own initiatives.

Recommendation: Community coping mechanisms in the flood risk areas should be identified and documented and future response programmes designed to build on these mechanisms.

Lesson 10: Stronger linkages with private sector actors are required to ensure that the response is coordinated and common strategies and standards are applied

The private sector, including the Indian Association in Uganda, various commercial banks, the Teso Association in Kampala and telecommunications companies, played a significant role in some sectors of the emergency response. This included resource mobilization through charity walks, and donations both in cash and kind, especially concentrating on essential medicines, NFIs such as household items and clothing, and food. However private sector contributions to the response were often undertaken unilaterally, outside of the existing coordination structures, not using the agreed upon standards for relief items, and often overlapped with existing or planned responses by other actors.

This was due to many factors – a potential private sector response was not factored in to response planning, no contact was made with the private sector to draw them into coordination mechanisms, and the needs of the private sector for media attention and high-profile actions were not well understood by the humanitarian community.

Recommendation: Efforts should be made to reach out to private sector actors before the floods risk period in 2008. Discussions should be held with key players in order to bring them in to existing coordination mechanisms, and to ensure that they understand the importance of their contributions meeting applicable standards and quality controls – and of prioritising the most vulnerable in their responses. Humanitarians should however also take the time to understand the needs of the private sector, and look into developing useful partnerships with them to create synergies in response delivery.

Lesson 11: Activation of the logistics cluster was critical to the success of the first phase of the response

Local transport and logistics infrastructure, much of it damaged by the floodwaters, was unable to properly support the disaster response. Key roads and bridges were cut, local warehousing capacity was inadequate for the volumes required by the response, the capacity of local trucking companies was limited, and communications infrastructure was poor. Unfortunately most of these logistics constraints continue to exist and are unlikely to be remedied before the next flood risk season.

The activation of the logistics cluster early in the response was thus critical in supporting early rapid assessments in areas cut off by floodwater, together with supporting the timely delivery of essential relief items to the most vulnerable. However, the need to procure most of the logistics assets and services externally did mean some slight delays until the full response could get underway.

Recommendation: Unless significant changes in transport and logistics capacity in the flood risk areas are made, the logistics cluster should be activated for future flood responses.

Lesson 12: Adherence to standards and use of quality control mechanisms support equitable humanitarian assistance to all those in need

During the response, humanitarian actors, including the private sector, used different strategies to identify affected population, quantify needs and distribute relief items. As result, affected populations sometimes received different items of varying quality and quantities from different agencies. This was unfortunate, especially as some of the clusters had developed guidelines on standards and quality of humanitarian assistance – but these standards were not always used by cluster members (and others).

Recommendation: Sufficiently detailed emergency response standards and quality control mechanisms should be developed and/or endorsed by each of the clusters and the NFI working group, in close consultation with Line Ministries, as an urgent priority. These standards should be documented and distributed widely to cluster members, humanitarian actors who work outside the cluster system (for example some faith based groups), district authorities, donors and the private sector.

3. Preparedness and Mitigation Plans by Cluster

Each cluster discussed and documented preparedness and mitigation plans aimed at either reducing the impact of potential future flooding in the region, or on strengthening disaster response preparedness. Those components of the cluster plans that related more to overall capacity building, institutional strengthening and cross-cluster issues were separated out and included in a cross-cluster plan found at the end of this section.

Camp Coordination/Camp Management and Governance, Infrastructure and Livelihoods (CCCM / GIL) Clusters

The GIL cluster is working to promote recovery activities aimed at strengthening the coping capacities and reducing the vulnerabilities of the communities to floods disasters.

The CCCM cluster is promoting voluntary return of the IDPs to their villages; a process that has been disrupted by floods

Priority Action	Actors	Required Resources	By when
Activation and building capacities of disaster management committees at all levels (district/sub counties, parishes)	UNDP, Districts/OPM		
Improve road access to communities and reduce isolation	UNDP, UNHCR		
Diversification of sources of livelihoods			
Introduce new hut construction technique			
De-silting of dams			
Early warning system			
Review land use policies			
Relocation of some of the camps from current location to higher ground where population chooses to continue staying in camps	Government and districts	Land	

Education Cluster

Most of the school infrastructure (classrooms, teachers houses and latrines) were destroyed by the floods. Therefore the mitigation plan will focus on reducing the existing vulnerabilities in the sector such weak/sub standard infrastructures and rehabilitation of damaged infrastructure.

Priority Action	Actors	Required Resources	By when
Mapping of school infrastructure to be targeted for rehabilitation			
Information dissemination and awareness raising at communities level and in schools on disaster management			
Mapping of schools in flood prone areas and identifying alternative safer locations			
Capacity building/technical support, training for (DDMCs, local leaders, education managers) on disaster management			
Lobby for more partners in education in the region and strengthen coordination with all partners including NGO forum			
Improve the design of school structures to withstand the impact of floods.			
Resource mobilisation at district level			
Stock pile supplies (tents, scholastic materials etc)			
Advocate for better access roads and bridge access to schools			
Advocate for the integration of disaster risk management and reduction into the curriculum			

Food Security and Agricultural Livelihoods Cluster

The mitigation plan for the cluster focuses on reducing vulnerability to food insecurity during floods by diversifying sources of food and livelihoods. It focuses on working directly with the communities and local authorities.

Priority Action	Actors	Required Resources	By when
Support the affected households with food rations to get them through the period of shortage			
Multiplication of planting materials in available higher locations			
Supply fast maturing planting materials and non traditional food crops such as rice			
Monitor food production situation in the region and disseminate the information to all stakeholders.			
Community sensitisation and training on post harvest crop handling and storage, such as raised granaries.			
Diversification of interventions to such items as livestock that don't suffer severely during floods			
Improve and update the available household data at all levels			
Map the various locations to establish higher and lower risk locations			
Conduct village analysis to establish population figures and action plans			
De-silt available dams to accommodate water for use after the floods (fish, livestock, crops etc)			

Protection Cluster

The mitigation plan for the cluster focuses on supporting the national protection structures in fulfilling their mandate in line with human rights and human rights based approaches. In parallel the Cluster will support capacity building of civil society and community based structures (e.g. Child protection committees) in identification and reporting of human rights and protection concerns, as well as in prevention and response to child protection issues and concerns.

Priority Action	Actors	Required Resources	By when
Prevent and address protection concerns through continues support and participation in national protection structures, in particular at district level	All actors		
Strengthen protection monitoring and reporting systems among civil society actors.	OHCHR, UHRC, UNHCR, UNICEF		
Identify and support extremely vulnerable individuals/persons with special needs, including through the existing child protection community based structures.	CCF		
Promote HRBA and AGDM in district planning, included development planning.	OHCHR, UHRC, UNHCR		
Train all partners involved in emergency response in the region in HRBA and AGDM. N.B in 2008 the 5 core IASC and MoGLSD training modules on Child Protection will be rolled out in Teso for government officials, NGOs and community based structures (they would assist in terms of capacity to identify, understand and address CP issues and concerns including in a flooding context)	OHCHR, UNHCR		

Health, Nutrition and HIV/AIDS Cluster

The focus will be on establishing and strengthening Epidemic Preparedness and Response (EPR) systems by strengthening the existing disease surveillance and health management systems to cope with and respond adequately to disasters. Equally important is also expansion of access to health care by establishing and strengthening community health initiatives through training and functionalising Village Health Teams (VHTs), and making the non-functional Health Centre IIs operational. Most of these health centres were non operational during the response, further reducing access to health services for the affected populations.

Priority Action	Actors	Required Resources	By when
Set up functional community and health facility based disease surveillance systems in all the floods affected districts.	WHO, MOH, Districts, Malteser International	Funds for training and supervision of VHTS	29 th February 2008
Strengthen health management information systems and epidemic response plans for common diseases related to floods such as malaria, cholera and dysentery in all the floods affected districts.	Districts, MoH, WHO	Modify the existing plans, provide reporting tools guidelines	End of February 2008
Improve on communication by repairing non-functional radio communication equipments in the districts and health facilities	WHO	Funds	22 nd February 2008
Strengthen the health systems (staffing and drug and management) systems in all the floods affected districts.	Districts, MoH, GoU	Funds	Ongoing
Strengthen the drug supply management chain from the centre to the districts.	MoH through NMS	Funds	Ongoing
Train and reactivate village health teams in all districts.	WHO, Malteser International	Funds, district TOTs	End of February 2008
Support the districts to operationalise all non functional HCIIIs and increase their coverage in the districts.	GoU, districts (recruit & post)	Funds	By end of March 2008
Advocate for special remuneration packages to attract qualified health workers to the region	GoU, HDPs	Funds, policy	-
Improve water and sanitation in the health centres	District water dept, WASH cluster	Funds	By March 2008
Provision of means of transport to HC IVs in Bukedea	HDPs, MoH	Funds	-
Revitalise or start therapeutic committees	Heads of Health facilities	-	End of February 2008

Shelter/Non Food Items Working Group

The cluster prioritises the establishment and dissemination of standards and guidelines for quality assurance and control of relief items distributed, and ensuring availability of supplies in the region which is easily accessible during disasters. Also important is the coordination with the private sector that made significant contributions in the sector during the response.

Priority Action	Actors	Required Resources	By when
Documentation of previous interventions for lessons learnt	All stakeholders	M&E reports, sitreps	Feb 08
Refine the existing mechanisms for accurate data collection	Central and local governments at all level, Uganda Bureau of Statistics (UBOS)	Training in data collection	Continuous
Establish and disseminate guidelines on the quality and standards to be followed by actors by in distribution of NFIs.	Government & UBOS		August 2008
Set up mandatory coordination mechanism including legislation to enforce coordination during emergency response.	District local governments,	DDMC, Legislation, DDPCs, SCDC etc	Ongoing
Allocate budgets for the creation of regional warehousing capacity in the districts	Central government with support from the UN	Budget allocation	Immediate
Stock pile NFIs or identify local suppliers in the region to ensure timely supply of NFIs.	IFRC, UNICEF, OPM and other actors	Contract and MoU with suppliers	Immediate
Continuous sensitisation of communities on the best coping mechanisms to reduce vulnerabilities to floods.	All stakeholders	(TOTs, IEC, materials, technical knowledge).	
Allocate budgets for improvement of known weak spots on roads and bridges	Central and local governments		
Engage the private sector on what and how distribution is done and the need to coordinate with key stakeholders in the sectors			

Water, Sanitation and Hygiene (WASH) Cluster

The WASH Cluster will concentrate on rehabilitation of the WASH facilities destroyed during floods. The cluster also aims to standardise data collection tools and strengthen information management systems among partners.

Priority Action	Actors	Required Resources	By when
Continue with ongoing emergency interventions such as disinfection of identified contaminated water sources			
Rehabilitation of WASH facilities damaged by floods			
Disseminate data collection tools and organise training at cluster level			
Advocacy for transparency in data collection and reporting			
Build the capacity of Districts to do capacity mapping and fill in the gaps where necessary			
Review and update the current WASH contingency plan for the cluster			

Coordination Actors and Cross-Cluster actions

The focus will be on advocacy to establish District and Sub-County Disaster Management Committee structures where they don't exist and strengthen the existing structures so that they can effectively take the lead in the coordination of disasters. This will also include strengthening the capacity for information management. The second area of focus is strengthening linkage between national structures and local DDMCs. Most of these activities are long term and will require resource mobilisation and advocacy with the central government.

Priority Action	Actors	Required Resources	By when
Establish new and strengthen existing DDMC structures at all levels from the districts up to community level	District authorities		
Advocate for more active and consistent participation of district department heads/technical staff in all DDMC activities.	District authorities / OCHA		
Advocate for recruitment of District Disaster Preparedness Coordinators (DDPCs) in all districts where they don't exist and clarify contractual issues	District authorities		

for the existing DDPCs.			
Advocate for government to improve logistical and funding support for DDMCs	District authorities / OCHA		
Advocate for stronger linkage and support to DDMC from line ministries and OPM	District authorities/ OCHA		
Develop and disseminate uniform/standard methodology for assessments and data collection, including training if required	All clusters		
Carry out vulnerability assessments to establish vulnerability levels (shelter, food, access and location) in all districts	All clusters		
Establish and/or strengthen systems for information gathering, analysis and dissemination	All clusters		
Advocate for the rehabilitation of damaged infrastructure especially roads and bridges	Government to release funds		
Develop and implement community disaster preparedness plans	District authorities / GIL cluster / OCHA		
Advocate for government to open a second alternative access route to Katakwi/Amuria to be worked on through Achowa/Dakabela/Gweri	District authorities		
Advocate for the establish and strengthen the early warning systems in district departments of meteorology	District authorities / GIL cluster		
Advocate for Districts/sub counties to include in their annual budgets 2008/09 resources for disaster coordination	District authorities		
Advocate for the creation of a budget line for disaster mitigation at all government administrative units	District authorities / OCHA		
Lobby for the enactment of the National Disaster Management Policy.	OCHA		
Advocate for government to introduce or put in place a contingency fund for disaster management (conditional grant)	OCHA		
Community empowerment to develop early warning systems	District authorities / GIL cluster		
Advocate for the introduction of disaster management studies in Education institutions at all levels.	District authorities / Education cluster		

Annex 1: Floods Response Timeline

Week	What	Who
JULY 2007		
	Unusually heavy rainfall begins	
AUGUST 2007		
Week 3	Initial joint assessments undertaken in flood areas	OPM / humanitarians
SEPTEMBER 2007		
Week 1	UNOSAT maps of flooded area produced	UNOSAT
Week 2	Initial NFI and Shelter distributions underway	NFI Working Group & URCS
	First OPM Stakeholder Emergency Meeting on Floods	OPM
	Clusters increase field presence, Soroti chosen as 'hub' for the response, OCHA opens office in Soroti	All clusters
	Clusters develop Flash Appeal	All clusters
	500 bags of cassava cuttings distributed	Food Security
	Working figures of 300,000 affected agreed	All clusters
Week 3	At least 10 people dead, estimated 300,000 affected	Media
	Teso Region Chairperson Forum inform Parliament they declare their region a disaster and hold meetings with members of Parliament and the Prime Minister	Media
	Priority needs for the response agreed	All clusters
	OCHA SitReps (twice weekly) begin	OCHA
	Initial food distribution for 41,464 people supplemented by OPM food	Food Security & OPM
	Water treatment kits to over 15,000 households, water testing kits available, dangerous latrines sealed off. Some hygiene awareness. Temporary latrine construction in schools begins	WASH
	Cholera prevention activities, LLITNs distributed and malaria prevention education underway, epidemiological surveillance.	H, N H/A
	UNHAS helicopter based in Soroti	Logistics
	Request for Brindisi stocks (for WASH)	OCHA / WASH
	(20/9) State of Emergency declared	GoU
	Main road from Soroti to Kampala cut	
	Tents provided for classrooms, teachers accommodation and PLEs	Education
	CORDAID issues appeal	CORDAID
UPDF provides motorboats, airlifts some pupils to schools	UPDF	
Logistics cluster established	Logistics	

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Week	What	Who
	Flash Appeal launched by HC in Soroti	OCHA
	Soroti DDMC holds first emergency meeting on floods	DDMC
	IFRC launches appeal in support of URCS	IFRC
	Uganda Floods Google Group launched	OCHA
	Logistics cluster website launched	Logistics
	OCHA requests and receives Emergency Cash Grant	OCHA
Week 4	Brindisi stocks for WASH arrive in Entebbe	OCHA / WASH
	Water quality testing begins	WASH
	IFRC FACT team arrives to assess shelter and other needs	IFRC
	CERF application cleared by HC and sent to NY	All clusters
	First Flash Appeal Cluster Impact Monitoring	All clusters
	Essential drugs from National Medical Store distributed. Vaccines provided	H N HA
	Road engineers and GIS specialist arrive in Soroti. WFP Motorboats now active.	Logistics
	Physical access now a major constraint for the response	
	Schools in a box distributed	Education
	82,000 people have now received a one month food ration	Food Security
	Cholera stocks pre-positioned, cholera response plans prepared	H N HA & WASH
	Govt approves budget of USX 20 billion for the floods response	GoU
	OCHA distributes telephones to cut off areas	OCHA
	GoU declares 30 districts now affected	GoU
OCTOBER 2007		
Week 1	Revised CERF submission sent to NY	All clusters
	Several organizations and commercial banks respond positively to the Uganda Red Cross Society's appeal of Shs4.2 billion to assist flood victims in the North, North Eastern and Eastern parts of the country by donating relief items and cash.	Media
	Reports of bloody diarrhoea in Katakwi	
	Early Recovery cluster arrives in Soroti for assessments	ER
	President Museveni tours part of Teso region to assess the impact of the floods	
	Construction of latrines in affected schools ongoing	Education & WASH
	GBV mechanisms in the area refocused on flood affected populations	Protection / GBV
	Compilation of consolidated assessment data circulated	OCHA
	UNHAS helicopter returns to Sudan	Logistics

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Week	What	Who
	18,345 households have now received NFI	NFI WG
	CCCM identifies 7 pilot IDP camps, assessments continue	CCCM
	Katakwi and Amuria DDMC meetings held to plans joint assessments of the impact of floods in the districts	DDMC
	Joint assessments with local authorities continue to assess full damage	Education
	President Museveni leads a charity walk in Kampala organised by Teso Floods Relief Task Force	Media
	116,366 people have now received a one month food ration	Food Security
	Epidemic Emergency Contingency Plan development begins	H N HA & WASH
	Protection monitoring mechanisms in place. Child Protection lead agencies appointed at sub-county level	Protection
	Water purification plant installed in Amuria	IFRC
	Initial round of air assessments complete	All clusters, DDMC
	Transportation overview map produced	Logistics
Week 2	CERF submissions approved	CERF
	Physical access remains a major constraint for the response	
	17,000 NFI kits have now been distributed	NFI WG
	FACT team shelter assessment completed	IFRC
Week 2	129,152 people have now received a one month ration	Food Security
	Health centre mapping completed	H N HA
	Age Gender Diversity Mainstreaming assessment. EVI identification ongoing	Protection
	Sanitation needs in schools reviewed. ToT for hygiene promotion (PHAST)	WASH, URCS
	3 MI-8 helicopters operational in Soroti. Helicopter user group established in Soroti. Warehousing available in Soroti	Logistics
	Most roads only open to 4x4 or 6x6 vehicles	
	Computers and office equipment provided to OPM coordination office in Soroti	ER
	Malaria risk assessment ongoing. Training of VHTs in epidemic response.	H N HA
	21,535 households with safe water kits. Borehole rehabilitation and hygiene promotion continue.	WASH
Flash Appeal funding is 7.2 million or 17%		
Week 3	Rains begin to subside slightly	
	District proposes to move IDP camps to higher ground	
	Many schools remain without usable latrines, some without roof structures	Education
	Drug inventories undertaken. More emergency health kits and mama kits delivered.	H N HA
	Minister of Works visits the region to assess damages caused by floods and repair works on main bridges	Media
	Flash appeal funding now at US\$ 12.4 million, or 30%	
	Access remains a major issue	

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Week	What	Who
	A fortnight of rain then intense sun has left a layer of hard soil, paralysing agricultural activities.	Food Security
	152,439 people have received a one-month ration. Distributions have resumed in Karamoja	Food Security
	Health staffing gaps mapped in Amuria, Katakwi, Kaberamaido, Kumi, Bukedea and Soroti. Cholera contingency plan circulated for comments	H N HA
Week 4	Dry weather over the previous two weeks has begun to improve physical access in the affected area, however rain has restarted	
	PLE candidates begin arriving at a temporary learning centre	Education
	185,000 people have received a one-month ration.	Food Security
	Beneficiary verification exercise in Lira	Food Security
	Temporary storage facility established in Katakwi	Logistics
	23,667 NFI kits distributed	NFI WG
	Complaints about EVIs left off distribution lists investigated and rectified	Protection
Flash Appeal Progress Report disseminated	All clusters	
	The Indian Association of Uganda donates relief items worth sh63m to the flood victims in eastern Uganda	Media
Week 5	Relative dry spell continues	
	105 (of 110) affected schools now reopened. PLE materials delivered and arrangements made for examination sitting.	Education
	5196 households receive dry seeds and tools, 1141 households have received cassava cuttings	Food Security
	133,572 people have been reached with food distributions	Food Security
	Epidemiological surveillance reporting now at 96%	H N HA
	29,712 NFI family kits and 24,481 safe water kits have been distributed to date	NFI WG
NOVEMBER 2007		
Week 1	Access remains a challenge, but improving	
	Sweet potato worm infestation reported in Soroti	Food Security
	Crop and Food Supply Assessment underway, Rapid Nutrition Assessment underway, Emergency Food Security Assessment begins. These will guide next round of food distributions.	Food Security
	Increasing dysentery and diarrhea diseases identified, control activities put in place	H N HA
	Logistics cluster begins planning exit strategy	Logistics
	Difficulties in standardising the NFI kit continue	NFI WG
	Flash appeal funding stands at US\$ 13 million, or 33.3 per cent of total requirements.	
	One UNHAS helicopter phases out	Logistics
	Key WASH challenge continues to be lack of emergency hand pump/borehole repair teams and slow progress being made with emergency latrine construction in the communities	WASH

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Week	What	Who
Week 2	Dry weather continues. An outbreak of measles is confirmed in Kumi and Bukedea.	
	Pre-positioning of cholera kits will conclude this week	H N HA
	Planning for the Quick Impact Community Response Initiative Fund continues	ER
	Nearly 327,000 people have now been reached with food aid. 9,337 households, or 93% of the target population, have now received vegetable kits and tools. Cassava disease awareness is being undertaken.	Food Security
	A second UNHAS helicopter phases out. Boat operations cease. Air user group closes.	Logistics
	42,207 households have now received NFI kits	NFI WG
Week 3	Urgent need to repair and rehabilitate roads	Logistics
	Some clusters have completed the first phase of their response and begin handing over coordination. Logistics cluster closes.	
	5 IDP camps in Katakwi have been identified for return	CCCM
	Comprehensive ER needs assessment ongoing. Identification of training needs of SCDMCs underway.	ER
	20,000 households have received seeds and tools.	Food Security
	Katakwi warehouse closed	Logistics
	An increase in domestic violence has been recorded since the onset of the floods, mainly over the control of relief items and household property and due to food shortages	Protection
	WASH and Health response to dysentery in Amuria	WASH & H N HA
Week 4	Shelter and NFI, Education and Logistics clusters have closed the weekly cluster lead coordination meetings in Soroti.	
	Clusters declare that Phase I of the response is over. Critical outstanding needs include access to safe water, health services and food assistance until the next harvest in July/August 2008.	
	An inter-agency assessment in five sub-counties of Amuria district, shows that more than 70 per cent of the assessed population had received assistance addressing the most urgent needs	
	13 IDP camps have now been profiled	CCCM
	Vaccination and de-worming treatment for livestock	Food Security
	Training of 824 Village Health Teams (VHTs) in all nine sub-counties of Amuria district completed.	H N HA
	Technical Support Unit (TSU) of the Directorate of Water now in Soroti	GoU
	Flash Appeal funding stands at \$13.8 million	
Flash Appeal Progress Report 2 finalized	All clusters	
DECEMBER 2007		
Week 1	Road access restored, although some bridges still out	
	Accelerated routine immunization in Bukedea and Kumi districts to control the measles outbreak	H N HA
	OCHA Sitreps cease	OCHA

Week	What	Who
JANUARY 2008		
Week 2	One month food distribution to affected populations	Food Security

Annex 2: Strengths, Weakness, Opportunities and Threats (SWOT) by cluster

	Strengths	Weaknesses	Opportunities	Threats
CCCM / GIL	<ul style="list-style-type: none"> → Coordination and support of local government units → Close coordination between clusters → Selection of IDP camp areas for camp management → Presence of partners facilitating activities on the ground → Logistics support for the response enabled timely delivery of relief supplies → Data/information management 	<ul style="list-style-type: none"> → Late/delayed start → Accessibility a problem → Coordination challenge as a result of late start → Major focus on NFIs and food items over other components → Data/information management → Absence/non functional bodies of local governments for emergency → Inadequate facilities/support to facilitate return/recovery → Distance to distributions points too far → Flash Appeal vs. durable solutions 	<ul style="list-style-type: none"> → Relatively improved security → Presence of development actors/partners → Attention has been drawn to the area → Lessons learnt from experience 	<ul style="list-style-type: none"> → Repeat of the rain/floods → Rising security incidents → Lack of/inadequate preparations for floods → Land issue/conflict → Diminishing support

	Strengths	Weaknesses	Opportunities	Threats
Education	<ul style="list-style-type: none"> → Existing structural arrangement of clusters and DDMCs at district levels → The UN Flash Appeal enabled definition and quantification of needs. → Prompt interventions by the central govt to declare of the state of emergency helped to raise the profile for emergency. → Interagency assessments lead by OCHA made data and information readily available → MoE visited the area and sent an officer to work with the cluster → Flexibility of UNEB to accept learning centres conduct examinations. 	<ul style="list-style-type: none"> → Exaggeration of data in some districts where DDMCs were weak. → Structural weakness of the education infrastructure such as classrooms, latrines and teachers houses. → DDMCs in some districts were weak → Not all partners participated in the cluster coordination, resulting in the duplication of services e.g., some schools in Amuria received more of the same items than other districts. → Some of the schools are located in low lying areas, including swamps, making them more vulnerable to flooding. → Political interests interference affected needs identification and service delivery → Technical support from OPM to the DDMCs was lacking → Lack of or poor storage facilities for NFIs. → Interventions focused on PLE at the cost of the other needs in th sector. → Some districts such as Kumi, Bukedea and Bugisu area have very few partners in Education 	<ul style="list-style-type: none"> → Infrastructure in place (classrooms, desks etc.) → Political will to prioritise the problem → Education structures existing up to ground → Education curriculum exploitable for disaster management → Presence of donors, NGOs, CBOs willing to support the government → Existence of the meteorological dept → The DEOs and district engineers to monitor and supervise construction to ensure they meet national standards. 	<ul style="list-style-type: none"> → Unpredictable weather → Inadequate funding in the education sector → Absence of efficient/accurate early warning systems → Lack of emergency preparedness/contingency plans in the education sector

	Strengths	Weaknesses	Opportunities	Threats
Health/ Nutrition and HIV/AIDS	<ul style="list-style-type: none"> → Team work of over 10 partners → Good cooperation between NGOs and districts (receptive) → Strong coordination e.g., routine weekly meetings well attended → Joint planning and assessments in the cluster → The response was on assessed needs and supporting mapping capacity from OCHA → Existing health data at district level and OCHA → Availability of VHTs in most districts except Kumi and Bukedea → Development of guiding documents – cholera response and Ebola preparedness plans → No major outbreak of waterborne diseases 	<ul style="list-style-type: none"> → Incomplete and unreliable data → Unutilised data → Pre-existing problems in health systems such as inadequate staffing (21% - Amuria, 48% Katakwi) → Weakness in drug management systems resulting in up to 3 months drugs stock out at the health facilities → VHTs were not functional in most of the districts → Health cluster meetings did not involve all the districts (12 districts due to logistical constraints) → Inadequate preparedness for disaster at all levels – lack of DDMCs, → Limited participation of districts in some of the activities – e.g., assessments, supervision 	<ul style="list-style-type: none"> → Logistical support e.g., air operation to drop drugs in 66 HF → Availability of health partners with different competencies → Minimum structural damage to health facilities → Availability of funds and resources (Flash Appeal, NGOs, govt of Uganda) 	<ul style="list-style-type: none"> → Karamojong threats → Inadequate prediction for continuing floods → Some roads were cut off and impassable → Inadequate funding with late release → Guiding documents should be important tool to use

	Strengths	Weaknesses	Opportunities	Threats
Food Security and Agricultural Livelihoods	<ul style="list-style-type: none"> → Presence of cluster lead on the ground made work much easier → Some districts had reliable data on food security → Quick assessments by the cluster and subsequent joint assessment missions kick started the response → Presence of coordination structures in the district. → Credible information received from HQ hence proper delegation → Good working relations between the region and HQ → Strength of the Food security cluster at region and at HQ → Formation of the logistics cluster eased work → Adequate delegation by the centre → Information sharing helped to lobby for funds → Government declaration emergency in the region raised the profile of the of the disaster → Disaster was well covered in the media which supported fund raising → Private sector responded e.g., the charity walk in Kampala 	<ul style="list-style-type: none"> → Limited data on food security in some districts → Not all stakeholders participated adequately in coordination meetings → Poor roads limited access to beneficiaries → Poor targeting of beneficiaries due to unreliable data → Inadequate resources → Sphere standards not adequately followed → Limited number of actors → Biased political pressure → Uncontrolled media coverage → Weak M&E process 	<ul style="list-style-type: none"> → Improve the capacity of stakeholders in assessments → Standardise methods and tools for assessments and data collection → Develop a database at district level on food security → Improve coordination → Harmonise standards relief distributions → Have a system of verifying the publication before they are shared → Package the information well in M&E reports → Strengthen the districts' capacity to collect and process and package data 	<ul style="list-style-type: none"> → Changing situation in the region → Changing weather conditions → Communication difficulty → Different assessment methods and tools → Lack of trust in available data → Difficulty in getting funding for assessments → No means of weather fore caste at sub county level Changing weather pattern → Dependency culture at grassroots level and demand for allowances by local leaders to participate in cluster activities → Non permanent actors in the region → Political pressure → Difficulty in putting together a media control system

	Strengths	Weaknesses	Opportunities	Threats
Protection	<ul style="list-style-type: none"> → National Protection structure already existed in Amuria, Katakwi, Soroti (District Human Rights Protection and Promotion and Child Protection Working Groups) → Timely activation of response → Rapid identification and mobilisation of partners, including existing community based child protection structures → No duplication of structures between Cluster and local Government 	<ul style="list-style-type: none"> → Absence of national protection structures and protection actors in other districts → Quality of partners' participations (including district authorities) to participate in coordination meetings could be improved. → Lack of Human Rights Based Approach to the response. Relief distribution strategies were not empowering to the communities and therefore it was perceived as charity. → Participation of beneficiaries in the response was lacking; beneficiaries didn't understand the criteria and standards of distributions therefore they didn't understand why they were getting certain items in certain quantities and not others etc. 	<ul style="list-style-type: none"> → Human Rights Based Approach training for all stakeholders including government counterparts → Protection training for local and government humanitarian partners → Clear institutional responsibility once Disaster management committees are in place 	<ul style="list-style-type: none"> → Dependency culture at grassroots level → Lack of accountability with duty holders

	Strengths	Weaknesses	Opportunities	Threats
Shelter/NFI Working Group	<ul style="list-style-type: none"> → Partnership and funding was available → Strong coordination which facilitated pooling resources such as logistics, coordination → Information sharing was good (weekly updates on the situation and level of response) → Logistics support and coordination (boats, helicopter, trucks, radio communication systems, HF mapping capacity and warehousing) 	<ul style="list-style-type: none"> → Not all actors participated in coordination, which resulted in duplication → Limited capacity of the districts to take charge of the situation → Lack of a mechanism to enforce quality and standards of relief items and distribution mechanism → Free entrance and exit → Conditional funding and limited flexibility and operational mandate → Data collection from the field was unreliable/ exaggerated → Uncoordinated information sharing among actors → Poor feedback on work done → Inadequate local storage capacity → Lack of contingency planning → Sale of relief items by beneficiaries 	<ul style="list-style-type: none"> → Capacity building of govt to coordinate disaster response in all stages → Existing cluster approach → Establish guidelines on standards and quality of relief distributions → Standardise data collection tools 	<ul style="list-style-type: none"> → Global phenomena of climate change which is not always predictable → Limited resources → Unreliable funding → Inadequate infrastructure which may not support large scale disasters – warehousing, roads, transport

	Strengths	Weaknesses	Opportunities	Threats
WASH	<ul style="list-style-type: none"> → Cluster coordination at all levels, especially Kampala → Good information management by the cluster → Good response by the members of the cluster → High level of transparency among cluster members → High level of international response → Timely in kind contributions from members → High level of commitment from members and local govt → High level support from central govt → Soroti as a coordination hub had all the required facilities/infrastructure needed for the response → Contributions from private sector → Inter cluster coordination meetings facilitated joint programming with sectors such as NFI/Shelter and Education → No major outbreak of waterborne diseases 	<ul style="list-style-type: none"> → Inadequate and unrealisable data from the local govt at the initial stages → Negligence by the relevant technical officers (e.g., commitment of funds) → Inadequate commitment of some district staff → Inadequate capacity of some district staff → Inadequate logistics and logistical support at district level slowed down the response → Ineffective capacities or absence of the DDMCs at district and sub county level in some districts. → Inadequate funding 	<ul style="list-style-type: none"> → Within the region there was adequate technical skills to draw from agencies at community level 	<ul style="list-style-type: none"> → Possibility of Karamajong raids → Bad road conditions → Possibility of banditry → Absence of mitigation measures to reduce impact of future floods in the communities

	Strengths	Weaknesses	Opportunities	Threats
Coordination	<ul style="list-style-type: none"> → Existence of coordination structures (OPM, Clusters, DDMCs sub county, village level etc → Technical support from OCHA and the cluster system → Regional Unity in the Teso region → Positive response from govt and humanitarian community in the region → Community support in information collection – initial data → Presence of some humanitarian agencies to kick start the response – (OCHA, WFP, GAO , GED, URCS) → Communities developed own coping mechanism 	<ul style="list-style-type: none"> → Disaster preparedness policy is not in place → Limited resources to support coordination structures → Absence of early warning systems in relation to natural disasters → Some sub county disaster management structures were not functional → Some districts up to community level structures not trained in disaster management and planning → Absence of accurate data → Inadequate data and information sharing → Some partners not passing through existing → Bureaucratic and unclear procedures for allocation and release of funds from Central Government to district local governments → Timeliness of release of funds from central government for disaster management activities; for example even the 20bn/- has not been received in the districts 	<ul style="list-style-type: none"> → Existence of willing humanitarian community → Prevailing peace and stability in the country → Put in place a budget allocation for disaster → Enact the National Disaster Management Policy to strengthen the capacity of existing disaster management structures 	<ul style="list-style-type: none"> → Weather changes → Declining local revenue → Limited access to floods affected areas

Annex 3: List of Participants

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