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SPECIAL ECONOMIC AND DISASTER RELIEF ASSISTANCE

Assistance to the drought-stricken areas in Uganda

Report of the Secretary-General

1. In its resolution 35/90 of 5 December 1980, entitled "Assistance to the drought-stricken areas in Djibouti, Somalia, the Sudan and Uganda", the General Assembly, inter alia, requested the Secretary-General: (a) to assign, as early as possible, and in consultation with the Administrator of the United Nations Development Programme and other organizations concerned within the United Nations system, the responsibility for assisting those countries in the region to the appropriate body, within the system, which will be funded from voluntary contributions, will be responsible for the co-ordination of the activities of the United Nations system in support of the recovery and rehabilitation efforts of the countries concerned and will also provide direct assistance to the Governments of those countries in co-ordinating inputs from donor sources and in strengthening their national and regional capabilities to mitigate the effects of future droughts and promote sustained economic and social development; (b) to mobilize international assistance for the populations affected as a result of drought and other natural disasters in the four countries concerned; (c) to send, as a matter of urgency, a multiagency mission to Djibouti, Somalia, the Sudan and Uganda to assess the medium-term and long-term needs of the Governments of those countries for their drought-afflicted populations; and (d) to report to the Economic and Social Council at its second regular session of 1981 on the results of the multiagency mission concerning the medium-term and long-term needs of the Governments concerned and also to the General Assembly at its thirty-sixth session on the progress achieved in the implementation of the resolution.

2. In implementation of General Assembly resolution 35/90, the Secretary-General on 23 December 1980 sent communications to Member States and relevant international financial institutions referring to the report of the missions which visited these countries in September/October 1980 in response to Economic and Social Council

resolution 1980/70 and appealing for international assistance to deal with the immediate impact of the drought. The communications also drew attention to paragraph 7 of Assembly resolution 35/90 and informed Member States that arrangements have been made with the Administrator of the United Nations Development Programme for a unit within his Programme to be assigned responsibility for assisting the affected countries in the region and for co-ordinating the activities of the United Nations system in support of recovery and rehabilitation in these countries. Further, the Secretary-General appealed for voluntary contributions to meet the operational costs of such a unit.

3. A multiagency mission was organized which visited Uganda from 25 to 30 September; Somalia from 1 to 8 October; Djibouti from 8 to 15 October; and the Sudan from 15 to 24 October 1981. The report of the interagency mission to Uganda is annexed to the present report. The other country reports of the mission have been issued as separate documents: Somalia (A/36/275), Djibouti (A/36/276), and the Sudan (A/36/277).

ANNEX

Report of the multiagency drought mission to Uganda (25-30 September 1981)

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I. INTRODUCTION

1. At its thirty-fifth session in 1980, the General Assembly heard the statement made by the United Nations Disaster Relief Co-ordinator before the Second Committee on 3 November 1980 (A/C.2/35/SR.36, paras. 6-17) about the grave effects in Uganda of successive years of drought and the resulting shortage of foodstuffs, livestock, fodder and water. ^{1/} The problems related to drought have been intensified as a consequence of a general deterioration of the economic, physical and institutional infrastructure in the country after the events of recent years.
2. In view of this distressing situation in drought-affected areas of Uganda, the General Assembly adopted resolution 35/90 of 5 December 1980, in which it requested the Secretary-General, inter alia, (a) to mobilize international assistance for the populations affected as a result of drought and other natural disasters in the four countries concerned; (b) to send, as a matter of urgency, a multiagency mission to Djibouti, Somalia, the Sudan and Uganda to assess the medium and long-term needs of the Governments of those countries for their drought-affected populations.
3. The Secretary-General designated an Assistant Secretary-General to lead the multiagency mission, which visited Uganda from 25 to 30 September 1981. The mission comprised representatives of the United Nations, the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the United Nations Sudano-Sahelian Office (UNSO), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations, the World Food Programme, the World Health Organization, the World Meteorological Organization, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Economic Commission for Africa. A list of mission members is shown in the appendix to the present report.
4. The terms of reference of the mission, as concurred in by the Secretary-General, were as follows:
 - (a) Survey the drought-stricken areas of the country;
 - (b) Assess the medium-term and long-term needs of the Government in the situation;
 - (c) In carrying out this work the mission would consider the policies and programmes which the Government has adopted to deal with the threat and consequences of drought;
 - (d) Review the status of implementation of recommendations made by previous missions, particularly the United Nations drought-emergency mission in 1980;

^{1/} The report on assistance to Uganda was transmitted to the members of the General Assembly under the symbol A/35/562.

- (e) Examine measures which could be implemented on a country basis;
- (f) Discuss the role and possible programme of the intergovernmental body mentioned in resolution 35/90;
- (g) Take into account previous or ongoing activities in its recommendations;
- (h) Consider the amounts and types of assistance which would be needed from the international community and evaluate the possible ways such additional assistance might be obtained.

5. The mission met with the Ministers of Planning, Rehabilitation and Regional Co-operation, and the Acting Minister for Foreign Affairs, and had group and individual meetings with representatives from all Ministries concerned, and technical advisers. Visits to drought-stricken areas had been made by locally resident participants in the mission prior to the actual mission dates. Upon completion of the mission, a briefing on tentative recommendations was given to the Government.

6. The mission wishes to express its warm appreciation for the assistance received from the Ministers and staff of the Government, the Resident Representative a.i. of the United Nations Development Programme and his staff and the representatives and experts of the United Nations agencies.

II. SUMMARY OF MAIN CONCLUSIONS AND RECOMMENDATIONS

7. The Government noted that the country's natural endowments of geography and climate, and its hard working people, had enabled Uganda to be self sufficient in food production over the years. The Government's long-term objective remains to set up a secure and stable rural economy so as to enable all those who suffer from drought, and in particular those who live in the most affected area, Karamoja, to move from a situation of dependence on free food, to one where they will engage in productive activity and hence lead a self-reliant life. The mission can only express the fullest agreement with such admirable objectives, and trusts that the recommendations in the present report will facilitate the task of the Government and of external aid bodies in reaching the objectives.

8. The Government presented to the mission a memorandum dated 28 September 1981, which summarized its report on drought and on measures to be taken to mitigate the consequences. The mission carefully considered the contents of the memorandum in preparing the comments and recommendations in the present report.

9. The mission does not feel able to comment usefully upon the question of whether, if there had not been security problems, Uganda would have been able to meet at least the shortage of food and water through the means available to it within the country. In practice it could not do so during the past two years. The present report touches upon several ways in which Uganda could move toward self-sufficiency in food and water and makes recommendations regarding preparation to guard against problems in other fields.

10. Given the long, hard task ahead in many areas, of which drought is only one, the mission wishes to record its appreciation of the skill, hard work and dedication of the ministers, senior officials and technical staff which it met. They merit much support in the task of reconstruction in which they are already engaged.

11. In the Government's view, the potential of Uganda is such that a maximum of 21 million people could be supported in the long run as compared with the present estimated 13 million. An immense amount would have to be done before such a situation could be reached, but the figures help to give some perspective to the current discussion.

12. On the average, drought is not a serious problem in Uganda except in the north-east (Karamoja) area and in some other parts of the country where monthly and annual rainfall shortages have recurred over many years, frequently enough to emphasize the need for protective preparation against their consequences. The shortages of 1979 and 1980 had an unusually severe outcome however: an acute shortage of foodstuffs and water; increased infections and parasitic diseases and of the mortality rate; and large movements of people and animals in search of food and water.

13. Compounding the situation were serious security problems of all levels, especially in Karamoja, including cattle-raiding, robbery, killing and fighting between tribal groups which placed a limitation upon the efforts of the Government to achieve success in relief and longer-term measures of rehabilitation and development.

14. The mission thinks that it is essential for the Government on one hand, and the external aid bodies on the other, to improve their co-ordination, separately and collectively. The Government co-ordinates relief work through the National Relief and Resettlement Committee (NRRC), working under the Ministry of Rehabilitation. This is its co-ordinating body, whose executive arm is the Ministry's Food Relief Department. Co-ordination in other than relief matters is assured by the Ministry of Planning and Economic Development. The meetings of NRRC include representatives of United Nations organizations, bilateral programmes and voluntary agencies. As the worst of the crisis eases, and thus the pressure upon individuals, there is the opportunity for United Nations bodies in particular to co-ordinate their work more effectively, including through knowledge drawn from recent experience and the design of a stronger co-ordinating mechanism in Uganda, as well as better planning, timing and definition of the mandates of visiting missions. Ministers and senior officials are heavily over-burdened and everything should be done to ease the weight upon them.

15. The Government has taken, and is planning further measures against drought, but the mission suggests that a formal policy is needed to cover future measures guarding against the effects of drought and dealing with the consequences when it strikes. Such a policy would assist in delining both planning and execution, bearing in mind that a drought as severe as that of 1979/1980 could conceivably strike again, especially in the Karamoja region.

16. The mission supports the view of the Government that, since one of the serious consequences of drought may be desertification, the United Nations, through its appropriate organs, should supplement the efforts of drought-prone States to combat the phenomenon by making funds and expertise available.

17. A number of the requirements spelled out in the Drought Emergency Mission report of 1980 (A/35/562) have been met, particularly the short-term food needs for Karamoja and the rest of the country. There will be need for continuation of a feeding programme in Karamoja, and some newly affected areas in the rest of the country. Details appear below in section V.B and (Food needs and distribution).

18. At this stage of rehabilitation in Uganda, it is particularly difficult to set priorities for individual development activities, as the need for rebuilding of institutions and services applies with equal urgency to all sectors: agriculture, livestock, transport, health, education etc. It would seem, however, that the most important and immediate task within the over-all rehabilitation of the economy is the attainment of food self-sufficiency on a national basis by the revitalization of the agriculture and livestock sector. The FAO/UNDP programme formulation mission, which will visit the country before the end of 1981, could apply a comprehensive approach by developing suggestions for an agricultural and food policy as a basis for the integration of the relevant projects.

19. For many years to come, the Karamoja region will have a vulnerable and unique part in Uganda's food supply system therefore a separate attempt should be made to define the problems and potential of that area in a special and integrated programme that would recognize traditional habits and present overriding constraints but would suggest all possible alternatives to the usual practice of farming and keeping livestock.

20. An urgent requirement is the restoration of a minimal capacity of transport in the country to assure the rapid transfer of agricultural produce from surplus to deficit areas at any time. Here the private operator could play a vital role.

21. Population is growing at a rate which requires the production of over 100,000 tons of agricultural produce additionally from one year to the next. No doubt the Government would wish to develop a policy to deal with this critical problem.

22. The important general recommendations have been cited above. Detailed recommendations follow in the sectoral parts of the present report.

III. GENERAL BACKGROUND

23. Uganda is located on the East African plateau between latitudes 1° 30' south and 4° north of the equator, with little temperature variation throughout the year. Its total area is 241,139 square kilometres, but 17 per cent is made up of fresh-water lakes. These lakes and most of the rivers form part of the basin of

the Upper Nile. Of the land area, 84 per cent forms a plateau from 3,000 to 5,000 feet high.

24. The economy of the country depends largely upon agriculture. In the past, Uganda was self-sufficient in food production, but over the last 10 years the country has suffered from a serious deterioration of its economic infrastructure, causing a sharp decline in output and a marked decrease in the effectiveness of its economic institutions. Lawlessness and disorder during the past years has caused an even further decline. The rural agricultural sector, which the country depends on for its export earnings, has suffered considerably. In the Karamoja area, which depends on other regions for its nourishment, continued disturbances prevented the normal provision of food, and severe over-all shortages resulted. In addition, the failure of the "second rains" from September to December 1979 exacerbated an already extremely serious situation in that area. In August 1979, in late March 1980 and again in 1981, in response to a government request, an FAO/WFP mission assessed the over-all food supply and agro-pastoral situation in Uganda. The detailed findings of these missions are given in the reports of the FAO Office for Special Relief Operations.

25. The population of Uganda was estimated in 1981 at 13.6 million people, with an annual growth of about 3.3 per cent. This high growth rate has been attributed primarily to a decrease in infant mortality. Most of the population live in rural areas, with only about 10 per cent in towns of over 1,000 people.

26. Coffee and cotton dominate the monetary sector, and coffee, in particular, accounts for the greater portion of Uganda's foreign exchange earnings. In recent years, because of the conditions mentioned above, harvests have shown a general decline with coffee dropping from 175,000 to 105,000 tons over the last 10 years. The deterioration of the production of cotton, tea, tobacco and sugar was even worse during the same period. If energetic action and appropriate policies were followed in the next year or two, exports could be revived and earnings substantially increased.

27. The main food crops are millet, plantains and maize, but sorghum, sweet potatoes, cassava and groundnuts are also grown. Because of various adverse factors, the 1979 yields were considerably less than the average yields for the previous three years.

28. In the past, Uganda's receipt of external assistance, on a per capita basis, has been somewhat lower than the average for the least developed countries, and much lower than the average for all other developing countries.

29. In earlier years, Uganda had built up an adequate internal transport system in relation to standards in countries of similar income levels. At one time, 12,000 lorries were operating in the country, but this number dropped to 4,000 following the departure of the Asian community in 1972. In August 1979, when FAO conducted an Emergency Assessment Mission to Uganda, the number of lorries was estimated at only 1,600, most of which were operating in the southern area.

IV. FOLLOW-UP OF PREVIOUS UNITED NATIONS DROUGHT-EMERGENCY MISSION

30. In its report (A/35/562), the 1980 interagency drought emergency mission noted the measures already taken to meet the immediate requirements for alleviating the adverse effects of the drought and made a series of recommendations for further actions in this regard. Those recommendations concerned largely the sectors of food, agriculture, livestock, water, health and transport. The actions taken by the Government of Uganda, and the responses of the international community, are noted in the various sectoral parts of the present report.

31. The memorandum presented by the Government to the present mission (see para. 8 above) mentions the Government's appeal to the international community to come to its aid and notes that:

"The response to that appeal by the United Nations, friendly countries, governmental and non-governmental agencies, has been most encouraging. In this regard, mention should be made of UNDP, UNHCR, World Food Programme, Save the Children Fund, the Catholic and Protestant Church secretariats, the Red Cross and many other voluntary organizations. Besides, as a channel for bilateral donations from friendly countries which have included, among others, Holland, Federal Republic of Germany, Belgium, France, Canada, Japan and Australia, the World Food Programme has distributed relief worth millions of dollars."

It is also important to mention the considerable food assistance from United States of America through CARE.

V. PRESENT SITUATION AND PROPOSED MEDIUM-TERM AND LONG-TERM MEASURES TO MITIGATE EFFECTS OF DROUGHT

A. Planning

32. The Government has published a Development Plan which covers the entire decade of the 1980s, broken down into three different phases:

- (a) Reconstruction and rehabilitation phase: January 1981-December 1982;
- (b) ~~Medium-term phase: January 1983-December 1984;~~
- (c) Long-term phase: January 1985-December 1990.

The medium-term and long-term objectives include a progressive narrowing down of interpersonal and interregional income inequality. Such an aim is particularly relevant to the problem of the drought-stricken areas, especially Karamoja, which happens to have the lowest per capita income of the country. To attain the objectives, a long list of projects concerning all sectors of the economy has been set up, which will require a special effort to mobilize financial domestic resources and a large inflow of foreign investment, especially during the early years of the decade.

33. To implement a rather ambitious but not unrealistic development programme, the planning machinery will need to be strengthened. An effort is being undertaken at the central level, with the technical assistance of a UNDP/IBRD project, which places at the disposal of the Ministry of Planning and Economic Development a team of eight planners, competent in the various fields of macro-economic and sectoral planning.

34. The machinery for regional planning seems particularly weak at the moment. The country has been divided into five planning zones to which should be assigned two planners each. However, the 10 staff required have not been recruited and their training will require time. There is a small unit within the Ministry where three economists from Kampala try to assist the 33 District Planning Committees (one in each district), which are no more, for the time being, than administrative bodies co-ordinating the activities of the district representatives of the central ministries. This unit is to be expanded and decentralized.

35. A special effort towards regional planning seems especially needed for the drought-stricken areas, in particular the two districts of the Karamoja. Regional planning here should be understood not as a mere geographical partition of the National Plan, but rather as a tool which permits an involvement of the population concerned, which is called upon to express its problems, its constraints, its potentialities and its views on how to embark upon development. These drought-prone districts happen to offer very distinctive human, sociological and cultural features (semi-nomadic population), associated with economic and social backwardness which justify the setting up of a planning machinery permitting the emergence of an area-specific development.

36. The mission wishes to stress to the Government the importance of such a scheme and the granting of priority to the external aid needed for its implementation.

B. Food needs and distribution

37. It is estimated that about 3 to 4 million people are living in the north and north-east of the country under conditions of marginal and erratic rainfall. The area is frequently called the "deficit area", where food has to be imported from surplus areas in the south and west and from abroad.

38. Owing to the disruptive effects of the liberation war and the long drought that followed, Uganda, in 1979, suffered a national food shortage for the first time. Between 1979 and 1981, a massive food assistance programme was launched in many areas of north and north-eastern Uganda to prevent starvation. Along with the food, most donor agencies introduced a rehabilitation programme and supplied farmers with agricultural inputs such as seeds and farm tools. In some cases even tractor assistance was given. It was hoped that with favourable climatic conditions the agricultural inputs would eliminate the need for importation in the 1981 season. The first rains of 1981, however, were late again and disappeared completely around mid-May. The crops were at a critical stage of seed germination

and the rain shortage resulted in poor yields in the north and in north-eastern Uganda. However, the conditions in the southern parts of the country had been more favourable and a food surplus was expected in those areas.

39. The National Relief and Resettlement Committee found it imperative to evaluate the situation and carried out a national food assessment exercise in August 1981 to determine the magnitude of food requirements in the "deficit areas", and to what extent those deficit areas could be helped by the "surplus area". It was concluded that there was a need for emergency food assistance as follows:

- (a) For 250,000 people until December 1981;
- (b) For 150,000 people from January to July 1982.

The reason for the reduction in the figure for 1982 is that 100,000 of the 250,000 people in need at the present moment live in areas where the rainfall permits two crops a year. If the present rainy season is good, as seems likely, these people will obtain a crop around the end of the year. The remaining 150,000 people are in areas where only one crop is possible per year, and this is due in July/August 1982. The total food already in stock and in the "pipeline" under WFP is sufficient to meet these needs. The Government is also organizing food transfers from "surplus areas" but, in this respect, two important points should be noted:

(a) About three quarters of the "surplus" food consists of root and fruit crops, while the main need of the food "deficit areas" is for cereals, pulses and oils;

(b) There are major administrative and infrastructural problems to be overcome as a result of many earlier years of neglect. The Government established a new Food Relief Department, with technical and material assistance from WFP, to deal with these problems, but it will be some time before imports of food aid from external sources will not be needed.

C. Agriculture and livestock

1. Follow-up to the 1980 United Nations inter-agency emergency mission on drought

40. Section IV of the present report mentions the circumstances in which the United Nations interagency mission visited East Africa in October 1980. Recommendations (b), (d) and (i) in paragraph 7 of that mission's report (A/35/562) concern agriculture and livestock. The follow-up of these recommendations until the end of September 1981 is summarized below.

41. Paragraph 7 (b) recommended that certain agricultural inputs should be provided immediately in limited quantities. These included seeds, farm implements, pesticides, herbicides and fertilizers. Certain inputs were provided, but less

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than recommended and those have all been used. The immediate current requirements are given in annexes I and III to the report of the FAO/WFP Mission to Uganda, 25 August to 2 September 1981. These requirements are met in part by what can be provided from local resources. Of particular concern is the need for approximately 2,000 tons of seeds of various kinds. These are needed for the early 1982 crop and must, therefore, reach Uganda before January 1982.

42. Paragraph 7 (d) recommended that the number of livestock should be restored to its previous level and that branding, as an aid to law enforcement, be introduced on a large scale. Little has been done but emphasis is being given to improving health before enlarging numbers.

43. Paragraph 7 (i) recommended that support should be given to veterinary services, particularly through the supply of drugs and vaccines. Small quantities received through the European Economic Community, have been used. However, there is still a great scarcity. The immediate needs are given in annex II of the report of the FAO/WFP Mission to Uganda, 25 August to 2 September 1981.

2. Present situation

44. The present section is concerned with the effect of drought on agriculture - or more precisely, vulnerability of agriculture to drought. The distinction is important. Agricultural drought is the result of a deficit of rainfall within the expectations of climatic variability that make up the environment of any given place. It is, as it were, part of the natural scene. All agricultural projects, and indeed all human and biological activity, have therefore a certain degree of built-in drought resistance. In a situation of national stability and well-being, the effect of exceptional and severe droughts can be foreseen, emergency measures can be prepared to deal with such situations as they arise and long-term measures can be taken to strengthen the resilience of the economy. However, any deterioration of those stable and prosperous circumstances would lead to an increase in the severity of the effects of droughts. For example, the drought of 1979-1980, which was not extreme in meteorological terms, struck Uganda at a time of great vulnerability and so resulted in a major disaster.

45. Under these conditions, nearly all development projects have, therefore, the beneficial effect of reducing drought vulnerability. However, the mission felt that it should concentrate attention only on those development proposals that would have the greatest impact in reducing vulnerability. Of those projects bringing direct and immediate benefit to the drought victims themselves, the mission saw the integrated rural development programmes as of key importance. The mission was encouraged by the efforts being made in that direction, which were not only to give advice and assistance, but to approach the problem through the eyes of the people themselves, so that they would realize that the projects were not imposed by the central authority in order to force them to abandon their traditional ways of life, but were indeed their own projects for the development of a more secure and satisfying way of life.

46. The driest and worst drought-prone area of Uganda is Karamoja in the north-east. The economy of this region is based primarily on livestock. In a good rainfall year, one crop can be grown in favoured localities, but partial or total crop failures occur about one year in two. The Karamojong had achieved, until the intervention of outside influences, an equilibrium with their distinct ecosystem. Their main source of food was blood and milk from cattle, supplemented by such crops as millet, sorghum and maize. Cattle were, however, not only a source of food, but above all, of wealth and social standing. The women, children and old people tended to remain in semi-permanent settlements, with small agricultural plots, while the men grazed the livestock over large areas of what are now the adjacent lands of Ethiopia, Kenya, the Sudan and Uganda.

47. It is estimated that Karamoja has a livestock-carrying capacity of 2.6 million head of cattle. Ten years ago, the cattle population was approximately 1.2 million; it is now estimated to be about 350,000. The decline started during the previous régime with the gradual run down of veterinary services. This was accelerated during the past three years, owing to the war of liberation and the looting of large quantities of modern arms from an army depot. Cattle-raiding increased and many herds were removed for safe-keeping to neighbouring countries. The break down of security led to an almost total collapse of the veterinary services and infrastructure, with consequent high mortality from diseases. The drought in 1979-1981, though not exceptional, was sufficient to turn an already critical situation into a major catastrophe for the Karamojong.

48. Given the reduced number of cattle and the hardships and suffering of the past two years, many Karamojong are responding to efforts to settle them in a more permanent agriculturally-based way of life in the better rainfall areas of west Karamoja. This, indeed, is not a new idea, as an interdisciplinary Government/UNDP team in 1971-1972 indicated that the economic and social development of Karamoja depended on a gradual and peaceful introduction of a more settled way of life, based on the production of crops and livestock for both subsistence and market disposal, under conditions of stability and security. The initial surveys and planning had, therefore, already been done. Two projects are already in their initial phase, one with OXFAM support in the north and the other assisted by International Christian Aid in the south. The aim of this latter project is, in the long run, to settle as many as 20,000 families, or 100,000 districts, to neighbouring areas. The European Economic Community, which assisted in the emergency operation in 1981 to the extent of \$US 2.5 million, is also assisting in this long-term resettlement effort, through the World Lutheran Federation, "Food for work" programme. "School Feeding for Vulnerable Groups", supported by WFP, will also give support. If any long-term success is to be achieved, it is essential that these resettlement programmes be planned and executed in a truly integrated way, covering all aspects of life and that they are based on the wishes and involvement of the Karamojong themselves.

49. Livestock will remain the major activity for many Karamojong, for years to come, and should be seen as an essential part of the integrated settlement planning. In the short-term, the restoration of the veterinary services is of the highest priority, calling for large inputs of vaccines, drugs and supplies. The control of disease in border areas is a matter which also needs regional

co-operation. The proposal for the wholesale branding of cattle also merits examination and trial, as a contribution to a more controllable and stable livestock-development programme. Water points are needed - rehabilitation of old ones and some new ones - but the water-development activity should, under no circumstances, be separated from the total grazing-land management plan, if destruction of pastures and desertification are to be avoided. Research on such an over-all grazing-lands plan is urgently needed; it is clearly linked with the proposed land-use-potential survey (para. 55) and can benefit from regional co-operation among neighbouring countries. The planting of browse trees and changes in livestock types - for example, more camels - have been shown to be promising lines of research. Improved livestock marketing and slaughtering facilities and institutions are also needed, both for the long-term development of the livestock industry, and for emergency use to minimize the losses in periods of drought.

50. There are also other medium-term programmes and projects to provide the necessary inputs to the drought-stricken areas. Physical inputs such as farm implements, machinery, spare parts and seeds are being provided by different donors. There is a most urgent need to re-establish the extension service, together with co-operatives and marketing. Small-scale irrigation projects are planned, which also need donor assistance.

51. It is apparent that one of the major blocks to improvement of crop production is the absence of an adequate marketing system. The Produce Marketing Board and the Co-operative Movement have played a major role in the marketing of agricultural produce. On the one hand, the Produce Marketing Board was created to purchase food crops, to arrange storage, milling and distribution, while on the other hand, the Co-operative Union through its societies, was responsible for the purchase of cash crops on behalf of the respective marketing boards. The deterioration of these government structures over the last 10 years has brought the marketing system to a stand-still.

52. The Government has recently announced major changes in the marketing of produce, and the Ministry of Co-operatives and Marketing has decided to take over all licensing of food processors and buyers. Major steps will be needed to reinstate an effective marketing system. At present, hardly any agricultural produce is being purchased, and it is said that considerable quantities of food crops are kept by farmers in the south-west of the country for lack of market.

53. The structure of the Produce Marketing Board is not adequate at present to permit it to purchase the food crops. The Co-operative Societies could play a major role in this action with the correct guidance and necessary means. Changes in the role of the co-operatives are proposed by its Ministry. The marketing infrastructure has collapsed as a result of looting and the destruction of stores and office equipment. Transportation of purchased crops is a problem, as the Produce Marketing Board is in urgent need of vehicles. With additional external assistance and the integration of transport available at the Co-operative Unions and its primary societies, the transport system could be reorganized. A major further problem in the recent past has been the absence of an acceptable price

structure and the lack of funds to enable the marketing organizations to purchase the crops.

54. For the medium-term, the mission puts high priority on the development of an Early Warning System based on "real time" meteorological and agricultural data. This is a part of the larger issue of emergency planning for drought, including food storage and transport availability. When current surveys are completed, there will be a need for assistance with that type of emergency planning which is a suitable matter for discussion and co-operation among States on a regional intergovernmental basis. This co-operation in planning could be particularly useful for the livestock sector in the grazing areas, which overlap into the four countries of Ethiopia, Kenya, the Sudan and Uganda.

55. Another medium-term requirement is a survey of land-resources and land-use potential. This would be based on the latest techniques of remote sensing, aerial reconnaissance and ground surveys and would cover all land resources, including soil and water, human settlement patterns, vegetation, livestock, wild life, present infrastructure and other relevant factors. The survey would provide the basic knowledge indispensable to good planning, not only for human settlement and development but also for control of desertification.

56. A long-term need, the response to which should start immediately, is specifically drought-oriented dryland farming research on a "systems" basis. This should cover quick maturing and drought-resistant varieties of crops; crop mixes including fall back "famine crops" such as cassava and drought-resistant tree crops; farming systems to conserve soil moisture and prevent soil erosion; small farm implements; and power sources including animal power. This kind of research is already being undertaken in other countries of the region, notably the ICRISAT-supported project in Kenya, and is very suitable for regional co-operation.

3. Summary of recommendations

(a) Livestock and range

57. Livestock will continue to be the main economic activity in the drought-prone Karamoja district for many years. Technical assistance, training and immediate supplies of vaccines and other veterinary requirements are needed to rebuild the veterinary services as soon as possible.

58. The control of livestock disease should be seen as a regional as well as a national programme and co-operation with Uganda's neighbouring States could be fruitful.

59. The rehabilitation of old water points for livestock and the provision of new supplies are urgently needed, but should be integrated with the rangeland survey and control and with the settlement programme.

60. A systematic programme of research, development and control of rangelands is needed. This will require a multi-disciplinary approach, including water supplies,

land-use potential, marketing, irrigation and settlement. This programme is very suitable for regional co-operation, and assistance may be obtained through the FAO programme on the Ecological Management of Arid and Semi Arid Rangeland, (EMASA).

61. Facilities for slaughtering and marketing of livestock to meet emergency drought needs will require development within the over-all rangelands development programme.

(b) Crop agriculture

62. Basic agricultural inputs are needed to re-establish small farming, in particular small implements and tools, fertilizers and pesticides.

63. The collapse of the marketing infrastructure for food crops is imposing a critical constraint on agricultural development. Considerable assistance is necessary in this wide field, for which advice may be needed in the preparation of a systematic programme of activity.

64. Assistance is needed in defining and implementing the national food security programme, which should include: an Early Warning System of crop and pasture failures; storage (and control of post harvest losses through pests) at farm, district and national level; and planning and institutional arrangements for meeting food shortages and for the operation and management of the food reserve. This project would benefit from regional co-operation and from support by the FAO Global Information and Early Warning System on Food and Agriculture.

65. The control of migratory pests is another programme that would benefit from regional co-operation.

66. Dryland farming research is needed on a system basis, and that programme would also benefit from regional co-operation.

(c) General

67. The mission supports the Government's policy on integrating semi-nomadic pastoralism and settled agriculture in the drought-prone Karamoja district. The mission believes that care should be taken to build on the ethnic and cultural structure and values of the people themselves and to avoid damage to those structures and values in the name of progress.

68. A land resources and potential land-use survey is a basic necessity for sound development planning of the drought-prone areas.

D. Water Resources

69. The previous United Nations multi-agency emergency mission of one year ago reported that the drought-affected areas were in the north, north-east and some isolated parts of the country, but it concluded that the Karamoja and adjacent areas were the worst affected, particularly the Moroto, Kotido, Kitgum, Lira,

Soroti, Apach and Kumi districts (A/35/562). In those rural areas of the country, water for domestic use is primarily obtained from bore holes and, to a lesser extent, from national springs, ponds and dug wells. A small number of dams support limited cultivation.

70. Drought-stricken areas experienced shortages in water supplies because, in addition to low rainfall, more than 70 per cent of the already existing water sources were not producing. There has not been proper maintenance and repair of bore holes, pumping equipment and springs for more than eight years, and servicing came to a complete stop during 1979 and 1980. This is attributed to (a) the lack of spare parts owing to shortages of funds and foreign exchange; (b) the shortage of trained mechanics; (c) the inadequacy of transport; (d) raids and disturbances.

71. It was estimated (1980) that approximately 710 bore holes and a large number of springs and dug wells were out of use in the Karamoja area, most of which were concentrated in the districts most affected by the drought, and that there was an urgent need for their rehabilitation. In the Karamoja area, a survey conducted in October 1980 showed that the consumption of water dropped far below the minimum average daily per capita requirements - approximately 15 litres - to less than 2 litres per day. Until now, a number of schools and hospitals in the Karamoja and elsewhere function under severe water shortages, while the towns of Kotido and Kaabong are, at present, without any water supply.

1. Relief measures

72. A number of organizations were involved in the immediate relief measures for the provision of water to the human and animal populations in the rural areas but with greater emphasis on the Karamoja area. Such donors included a number of bilateral programmes, UNICEF, EEC and some Christian aid groups. Donors' efforts, in addition to those of the Government, included the rehabilitation of 2,500 bore holes and approximately 1,500 springs and dug wells. It is estimated that 50 per cent of all bore holes and approximately 30 per cent of springs have been rehabilitated and are now in use.

2. Medium and long-term plans for the development of water resources in the drought areas

73. Since approximately 30 per cent of the population is found in the drought-prone areas, the objectives of the Government are to develop both ground and surface water resources and to utilize them for the benefit of those rural communities. The Government has outlined the following medium-term and long-term plans and hopes that international technical assistance will contribute to their realization.

74. Medium-term plans are mainly aimed at the complete rehabilitation of all existing water sources:

(a) Rehabilitation of bore holes. Pipes, pumps, service rigs, casings and storage tanks are needed.

(b) Rehabilitation of springs. This will also need the provision of machinery and materials.

(c) Rehabilitation of dams and tanks. This will require heavy machinery.

(d) Cleaning and construction of dug wells.

External assistance, although started as a relief measure in 1980, has helped to support the activities listed above.

75. Long-term plans have the following objectives:

(a) Establishment of irrigation schemes;

(b) Resettlement of the rural population;

(c) Livestock development by the organization of pastoral practices.

76. The following basic studies should be completed before any project is implemented:

(a) Hydrogeological studies. To cover the rural areas with emphasis on Karamoja. The purpose is to complete an assessment of the ground water resources. Studies should include:

(i) Aerial photography and landsat imagery;

(ii) Geophysical surveys;

(iii) Test drilling.

(b) Hydrological surveys. To include all potential water courses, permanent or seasonal, for the construction of dams and excavated tanks.

77. A few proposals for long-term development already exist and can be immediately followed-up:

(a) Study on the supply of irrigation water for Karamoja area (1969). This study would need updating, for which the Government is hopeful of getting some technical assistance.

(b) Study on the use of the waters of the Nilo River for irrigation. A regional activity involves countries bordering Lake Victoria.

(c) Proposed Rural Water Supply Project (September 1980). This is a fairly recent proposal which could become a basis for future projects in those areas. Documents are available from the Water Development Department.

78. There is an urgent need to strengthen the Government machinery responsible for water resources. This could be achieved by:

(a) Education and training of water scientists, engineers and hydrogeologists; technicians and mechanics; drillers and maintenance crews. All such personnel would be employed in the Water Department.

(b) The Water Development Department should immediately begin the assessment of all inputs, local or international, in the field of water, in order to see what more may need to be done.

(c) The Department should organize and co-ordinate all international efforts and should assign a member of its staff to each project.

(d) The medium-term and long-term plans for water resources development in the rural areas should be integrated with all the other projects in the field of agriculture, pasture and livestock development.

E. Transport

79. The 1980 United Nations Emergency Mission to Uganda reported that the transportation sector of the economy had been undermined by eight years of neglect and by damage resulting from the liberation war in April/May 1979. The vehicle fleet of buses and lorries had badly deteriorated, but the private sector was apparently somewhat more able to keep its fleet moving than the publicly owned corporations.

80. The 1980 Mission and the relevant Ugandan authorities and agencies identified three main problem areas:

- (a) Lack of spare parts and tyres;
- (b) Lack of proper workshop and maintenance facilities;
- (c) Deficiencies in the management of the various fleets of vehicles.

81. The 1981 Mission found that progress has been made, especially during recent months, to meet the problems. In August 1979, the number of lorries was estimated at only 1,600 in Uganda, as against 12,000 in the early 1970s. The number of lorries has increased recently, in particular thanks to the import by the Coffee Marketing Board of 500 new vehicles, made available to the Co-operative Transport Sector, Uganda Co-operative Transport Union (UCTU) and District Cooperative Transport Unions. It is not possible to know how many of the lorries are operating in southern and northern districts where the population has been more severely effected by drought. The Government itself has received 7 trucks from the Netherlands and 16 from Sweden, to participate in the aid programmes to drought-stricken areas, other than emergency food transportation. The United Nations agencies, operating mainly in Karamoja, have recently strengthened their transport fleets, from a total of 47 trucks, and other vehicles in May 1981, to 87

in August 1981. The CARE organization, operating principally in the drought areas outside of Karamoja, uses some 25 trucks at any given time (the same level as last year).

82. The over-all situation has eased a little for spare parts and tyres. A Central Office is being established as a parastatal body, for reclamation of spare parts, which are plentiful but old. Efforts are currently under way - and external aid is required - for the rehabilitation and development of industry related to vehicle servicing and spare parts (for example, tyre retreading, battery manufacture and reconditioning, oxygen for welding).

83. As for motor vehicle workshops and maintenance facilities, recovery has been relatively satisfactory in the agencies which have the support of the manufacturers (Fiat, Mercedes Benz, Tata). Private gas stations are also gradually returning to full servicing, but mainly in the southern part of the country. The situation has not yet improved in the Co-operative Transport Sector (UCTU) which tried in 1977 to build a workshop with funding from DANIDA and the Coffee Marketing Board; equipment bought in Yugoslavia was never installed and the workshop is only about one quarter complete. Funds are urgently needed to break the present stalemate. The government workshops are still in very poor condition and the cry is for tools and spare parts to put machinery back in order.

84. Generally speaking, the mechanical standard of vehicles continues to deteriorate and represents, together with deteriorated roads, a major factor in accidents. It also explains the relatively short life of trucks and buses, much below the common standard in the developing countries. The Government has also looked into the future organization of transport and into management problems. It is considering the rehabilitation of the Ministry of Transport Vehicle Pool System, which worked well in the past, and could help all Ministries to face a serious shortage of vehicles.

85. The Government realizes that it is vital to have the necessary trained personnel with which to operate and maintain the vehicles. The ILO is the executing agency for two technical assistance projects which should provide, inter alia, for the training of drivers, automotive maintenance and repair mechanics and artisans in the transport field. Besides these two projects, the Uganda Technical College is expected to play a major role and should improve and strengthen the practical, rather than the theoretical, side of its courses.

86. Many of the actions listed above were initiated as part of the emergency programme. They are now being integrated into the medium-term phase, during which they will be consolidated and expanded. Road infrastructure improvement and maintenance are also part of the medium-term and long-term programme. With special reference to the drought-stricken areas, the Government presented the mission with a list of road stretches specially damaged by heavy traffic during emergency-relief operations. They need to become all-weather roads to ensure an efficient and smooth flow of persons and food within the areas - Karamoja in particular - stricken by drought, and to link them with the neighbouring districts and the rest of the country.

- (a) Gulu/Kitgum/Kotido/Kaabong/Kapoeta (the Sudan);
- (b) Mbale/Namalu/Moroto/Kotido/Kapoeta (the Sudan);
- (c) Soroti/Lira/Kitgum/Tori (the Sudan);
- (d) Lira/Aduku/Apach/Kamudin/Pakwach/Nebbi/Arua/Aru (Zaire);
- (e) Gulu/Atyak/Moyo/Koboko/Kayi (the Sudan);
- (f) Apach/Aguata/Soroti/Moroto/Lodwar (Kenya);
- (g) Namala/Amudat/Loro/Moroto/Lodwar (Kenya).

87. Among the various actions which the Government intends to perform; the mission attaches particular importance to the aid requirements concerning:

(a) The improvement of the road infrastructure, especially the stretches listed in the previous paragraph. (It is assumed that the problem of rural access roads is tackled within the framework of the rural development programme);

(b) The training programmes for those skills referred to in the paragraphs above, concerning the operation and maintenance of the fleets of vehicles;

(c) The workshops and maintenance facilities. With special reference to the Karamoja area, it is proposed to establish a "Fleet Maintenance Unit", associating an automotive workshop, fuel storage, spare parts, store and maintenance equipment, a towing vehicle, water engineer and a qualified technician to manage the Unit.

F. Meteorology

1. Nature of the problem

88. The reliability of meteorological data for Uganda has been established for up to those of 1975 which show that normally, Uganda experiences very little temperature and sunshine variation throughout the year. Yearly rainfall amounts are highest near the shores of Lake Victoria, where in some places they average 2,000 mm. In the remainder of the Lake Victoria zone, the eastern and north-central interior, annual rainfall amounts average more than 1,250 mm while in the north-east (Karamoja), they average less than 750 mm and can drop to 250 mm.

89. Throughout the year, the country experiences two rainy and two dry seasons. The rains usually fall from March to May, and from September to November. There is little rain from December to February and from June to August, except in the Karamoja area, where the second dry period is very brief and even disappears in some years.

90. In general, it can be stated that, on the average, drought is not a problem in Uganda, except in the north-eastern area (Karamoja) where monthly and annual

rainfall shortages are observed from time to time. Despite the unavailability and/or unreliability of the corresponding rainfall data, there appear to have been some shortages in 1979 and 1980. The possibility of drought still exists however, being greatest for the Karamoja area, and in some other smaller areas throughout the country. Hence the need for the constant monitoring of drought conditions and for climatological studies of drought (regarding, for example, occurrence, severity, duration and consequences).

2. What is being done

91. At present, the Uganda Meteorological Department is virtually unable to make a meaningful contribution to the monitoring of drought conditions, the preparation of drought warnings, or the climatological studies of drought (occurrence, severity, duration, etc.). A brief explanation might help to understand this inability, which prevails in respect of most aspects of meteorological activity in Uganda today.

92. Up to 1977, there were, in Uganda, 650 rain gauges (20 in Karamoja), 57 climatological stations (3 in Karamoja) and 12 synoptic stations. The observing network was then equipped and operated by the East African Meteorological Department (EAMD) headquartered at Nairobi (Kenya), with a regional office for Uganda, which carried out meteorological operations. The responsibilities and facilities for data processing, network inspection, instrument maintenance and repair, supplies, spare parts, among other things, were also centralized in Nairobi.

93. Following the collapse of the East African Community, EAMD was abolished and the Uganda Meteorological Department established in 1977, with a national Meteorological Centre for operations at Entebbe, but without any meaningful resources or facilities, including technical equipment, and even climatological records, most of which remained at the former EAMD headquarters. By then, the military régime had been established in Uganda, and the observing network had not been inspected nor the climatological data for Uganda processed for a number of years. Conditions deteriorated further when the war added destruction and looting of stations and other installations to their general neglect during the previous years, with the post-war insecurity a further complicating factor.

94. The results are that today large segments of the observing network have been destroyed or damaged, or are inoperable and in need of repair, replacement or rehabilitation. There is a severe lack of vehicles, meteorological equipment and instruments and of field inspections, equipment control, repair and replacement, data collection, processing and publication. Meteorological operations at the national centre have been virtually paralyzed.

95. Recent limited external support (bilateral and through WMO) and government efforts have resulted in a modest rehabilitation of a few stations. But the situation continues to deteriorate, and more efforts, both external and internal, are needed to arrest the decline and reverse the tendency.

3. What should be done

96. The mission was informed that WMO had already looked into what should be done to enable the Uganda Meteorological Department to play its role, particularly in relation to drought (para. 91 above), and that the following conclusions had been reached, that is, the Government should:

(a) Determine the best approach to the rehabilitation and improvement of the existing meteorological and hydrological facilities, services and training programmes;

(b) Unify and/or improve the co-ordination of all national meteorological activities;

(c) On the basis of actions (a) and (b) above, formulate an integrated proposal for further assistance.

97. The mission further learned that, with assistance from WMO, a modest project entitled "Consultancy mission in hydrology and meteorology" had been prepared for submission to UNDP. The project would provide technical assistance to the Government for the tasks listed (parag. 96 above). At the time of the mission, the corresponding project document was still awaiting government signature and official submission to UNDP.

4. Regional aspects

98. The mission was informed that a regional UNDP/WMO project entitled "Institute for meteorological training and research, Nairobi" was now under implementation. The Institute is open to all English-speaking students from all countries in Africa, including Uganda.

99. It was also learned that several WMO projects aimed at providing regional support to the drought-affected countries in eastern and southern Africa, including Uganda, had been discussed during the interagency meeting for the preparation of the UNDP 1982-1986 regional programme for Africa (Addis Ababa, April 1981), and that the following three were retained in the priority list of WMO proposals:

~~(a) Extension of the project concerning the Institute in Nairobi;~~

(b) Strengthening of the existing meteorological institutes for research and training/planning (including Nairobi), and the establishment of regional environmental data banks;

(c) A project entitled "Assistance to the drought-stricken countries in eastern and southern Africa in the fields of agrometeorology and hydrology", prepared in response to a recommendation addressed to WMO by the interagency meeting on desertification and protection of the environment (Geneva, March 1981). Under the project, one regional and several national projects would be developed in such a way that together they formed a basis for an integrated attack on the

problems of drought monitoring and studies and of the mitigation of the consequences of drought on food production and water resources.

5. Recommendations

100. With all the foregoing in view, the mission recommends that a systematical and continuing study of drought occurrence in Uganda be taken and that in addition:

(a) Urgent measures should be taken to strengthen the Uganda Meteorological Department to enable it, inter alia, to provide, in co-ordination and co-operation with other relevant government departments, reliable weather and climatological information and services in support of drought monitoring and studies and of activities aimed at mitigating the disastrous effects of droughts expected to occur in the future;

(b) The consultancy missions in hydrology and meteorology recommended by WMO as the first of these measures should be organized as soon as possible, to determine further concrete actions to be undertaken;

(c) Once determined, these further actions should be supported by all concerned;

(d) Within the framework of the intergovernmental arrangement envisaged in General Assembly resolution 35/90, the participation of Uganda in the Institute for Meteorological Research and Training, Nairobi should be continued. The mission noted that discussions were under way as to what funds, if any, would be available for the proposed WMO project, or a similar measure, for the establishment of regional environmental data banks; and for the proposed WMO/UNDP regional project, or a similar measure, on assistance to drought-stricken countries of eastern and southern Africa in the fields of agrometeorology and hydrology.

G. Drought and desertification

101. In its plans and programmes to mitigate the effects of the future drought, the Government of Uganda should take into account the danger of the degradation of the environment through the processes of desertification. Drought and desertification are closely related and both are serious obstacles to development in the arid and semi-arid regions of Uganda. The problem of desertification in Uganda is manifested mainly in deforestation and the degradation of rangelands in the dry sections of the country, particularly in Karamoja. In addition, certain adjacent sections are affected, in Acholi around Kitgum and Teso directly to the west, as are scattered patches in the western branch of the rift valley and east Ankole/west Masaka. When these areas suffer conditions of drought, their fragile ecosystems are especially susceptible to desertification, as the people of the region, having no alternative, are compelled to act in an ecological unsound way. In mid-1981, a mission composed of representatives of the relevant agencies of the United Nations system visited Uganda and, working closely with the Government, prepared an assessment of the problem of desertification and recommendations for the beginning

of a programme of prevention. Geographically, the proposed programme concentrated on Karamoja and adjacent areas, which are also the most drought-prone areas of the country. The programme provides for projects in the sectors of water supply and management, rangeland management, afforestation (including the planting of drought-resistant trees) and transportation. The implementation of these projects would serve equally the purposes of mitigating the effects of future drought and of inhibiting the processing of desertification. Such projects would also clearly contribute to the economic development of the drought-prone areas.

102. In order to assure that drought, which will recur in Uganda, does not contribute to desertification, the Government should have a policy for the improvement of agriculture, forest resources and livestock on an ecologically sound basis. Guidance in the formulation of such a policy could be found in the Plan of Action to Combat Desertification, adopted by the United Nations Conference on Desertification in 1977 (A/Conf.74/36, part one, chap. I), and assistance should be provided by the concerned agencies of the United Nations system.

103. As a step in the implementation of this policy, and as a measure to reduce the dangers arising from drought, priority should be given to the projects identified through the joint efforts of the Government and the above-mentioned planning and programming mission. The international community and the concerned agencies of the United Nations system are urged to augment the limited resources of the Government in order that it may take action toward these ends.

H. Health

104. In response to Economic and Social Council resolution 1980/70 of 25 July 1980, entitled "Assistance to the drought-stricken areas in Djibouti, Somalia, the Sudan and Uganda", the United Nations interagency mission surveyed health and health-related services and infrastructure in relation to the drought conditions then prevailing in the country.

105. In review, the findings of the United Nations Emergency Mission and its subsequent recommendations remain viable to a marked degree, although they were projected for the 6 to 12 months immediately following that mission, up to October 1981. In sum, the mission found that:

(a) In the relatively undeveloped drought areas, little concrete information existed about the nutritional status, health or general social and cultural conditions of the population in question;

(b) Information on crop futures and market mechanisms for distribution of a given harvest was unclear and insufficient for adequate food management planning;

(c) From experience (though perhaps not fully supported observation) the prior years of food deficit had left a large "reservoir of malnutrition verging on starvation" that could be managed by a more general feeding of the population but not by feeding that was concentrated essentially on the most seriously affected (infants, elderly etc.);

(d) Government health units, because of lack of drugs and staff, had been rendered ineffective, and medical units supported by whatever source were virtually not involved in nutritional surveillance and screening, nor nutritional rehabilitation;

(e) Government and other health services were largely based upon relatively high cost in-patient service patterns, rather than a community-based out-patient approach, generally seen as the internationally preferred standard.

106. With a view to improving the situation then prevailing in the drought areas (primarily in Karamoja) the United Nations Emergency Mission recommended that:

(a) The health services, including food distribution, in the effected areas, should be "rationalized" by linking supply chains, and by promoting their interdependence and mutually supportive elements, as well as by strengthening the leadership role of Government to this end;

(b) Community action and community services should be developed in place of a more traditional in-patient hospital-centered pattern;

(c) Ugandans should be brought into the operation of foreign teams at all levels, in the interest of training and retraining of local staff;

(d) Not only directed medical services should be offered, but logistical and managerial support should be extended by the external agencies concerned in health services delivery;

(e) As an additional factor, the Government requests would be endorsed for:

- (i) Supplementary drug stocks for distribution to areas with severe nutritional disturbances;
- (ii) Conversion of a number of then unused mobile units into static health posts;
- (iii) Staff retraining, especially at the medical assistant/nurse level, for work in rural areas;
- (iv) Limited physical rehabilitation of health facilities;
- (v) Transportation for improvement of the mobility of health service delivery and supervision.

1. Current situation

107. The outcome is not absolutely clear, but discussions with responsible officers in Government and among agencies which were helping would seem to indicate that, although the recommendations of the UNDRO Mission were generally acceptable, there was little attempt to implement the recommendations systematically. The frantic

conditions of the final months of 1980 and the months of reorganization in early 1981, demanded a more "emergency" response than had been foreseen by the earlier Mission. Primary focus was given to food delivery (rather than to monitoring) and to mass immunization and curative medicine (rather than to training and health planning). Precise quantification and qualification of the over-all effects of the famine on health is still difficult to make at the present stage of declining emergency. Although relief in terms of food aid and medical care undoubtedly saved the lives of many, a large increase of mortality could not be prevented. Surveys carried out in the Karamoja province by different agencies, estimated for 1980 a 40 to 50 per cent mortality of the children under five years of age, while figures of 17 and 14 per cent were given for older age groups. The over-all mortality was in the order of 20 per cent. In addition, few children were born owing to famine amenorrhoea.

108. The distribution of the population by age groups also shows a low proportion of the 16-to-19-year age group. This may, among other reasons, be related to the drought and famine of the 1961 period, which at that time also resulted in a high infant and child mortality.

109. As far as morbidity is concerned, malnutrition, water shortages and poor sanitation were leading to a higher incidence of gastroenteritis, trachoma, skin-diseases, respiratory infections and cholera. Efforts have been made to provide the Karamoja and West Nile/Madhi areas with basic essential drugs according to a standardized list as prepared by WHO/UNICEF. A 62 per cent coverage by measles vaccination of the "under five" population in the Karamoja area has been realized through a campaign by the Government and assisting agencies. Vaccinations against polio, pertussis, tetanus and diphtheria are now being given on a routine basis. There has been some refurnishing of basic medical facilities, and some medical services have been reactivated on a permanent basis. According to the data from child-feeding centres with a standardized admission and reporting system, during the year 1981, there was a steady decrease in admissions and mortality of undernourished children: a trend that is still continuing.

110. Improvement in nutritional conditions of patients seen at feeding centres, together with a better harvest in August, were major factors leading to a reduction in general feeding.

111. With the termination of emergency levels of operations in the feeding programme by the end of August 1981 and the reassertion of a more normal developmental pattern of assistance, both Government and the assisting agencies have undertaken some of the measures recommended by the United Nations mission, such as:

(a) A nutrition surveillance system in the Karamoja which may well serve as the basis for a surveillance system in other affected areas;

(b) The training of local Karamojong as medical auxiliaries for work within their own communities;

(c) The rationalization of the medical supply (drugs) system under government leadership.

112. These and other measures should now be reinforced and exploited to the full, during the respite before the possible onset of new food deficits.

2. Recommendations

(a) Nutrition

113. Realizing that the drought areas of Uganda (principally the Karamoja and surrounding counties, the West Nile and Madhi, portions of Acholi and other pockets in the south-western section of the country) at this point have undergone a number of years of severe food deficit, it is recommended that a comprehensive nutrition surveillance system be instituted along the lines of the UNICEF/Save the Children/CONCERN programme, now being established in the Karamoja. This system, which can also offer elements of supplementary feeding and out-patient medical care, should be linked to the highest policy-making levels of the Government, to assure a timely and appropriate response to any significant downward turn in the nutritional status of the population (especially of the mother and child).

114. While general feeding may be required again in the first half of 1982 as a result of the mixed crop picture of 1981, every effort should be made to substitute: (a) a "fair price food shop" approach, that is, support of the market system, to meet the food needs of the population; (b) to be supplemented by "food for work" schemes; and (c) where possible nutrition rehabilitation for clinically determined malnutrition among mothers and children. The elderly should also be included, in so far as possible, in any such special feeding programme, recognizing their general disadvantage under the conditions prevailing in the drought areas of northern Uganda.

115. The aim of the above recommendations is to maintain general population nutritional levels against which special programmes may be expected to function. The United Nations Emergency Mission Report of 1980 clearly pointed out the impossibility of effective special intervention in the face of large reservoirs of malnutrition in the general population.

(b). Medical care and training

116. The special conditions prevailing in Uganda at this time, and likely to continue through the next few years, mean that missionary and voluntary agency input to the medical services in the drought areas will be unusually important in the curative, public health and nutritional areas of health programmes. At the same time, conditions are now ripe for a greater leadership role on the part of the Government, in rationalizing services against an over-all plan for the areas in question. The mission strongly recommends that the Government should survey the situation and, recognizing its basic responsibility, strengthen its planning and administrative presence in the Karamoja and other drought-affected areas.

117. To enable the Government to plan effectively for the next four to five-year period, it is recommended that all agencies and institutions involved in aid should (a) declare their commitments for the period 1982-1984 in staff, supplies and equipment and (b) make estimates of what might be expected in the 1984-1986 period. This would permit a rational planning of scarce resources.

118. As pointed out in the United Nations report, the major thrust of health services in the Karamoja (and by extension elsewhere in the drought areas of Uganda) is towards in-patient curative care, which is on the whole more expensive and difficult to maintain than out-patient community-oriented services. It is recommended that this trend should be reversed immediately, and that initiatives now under way should be strengthened to train recruits from local populations to deliver curative and preventative services wherever possible. Nomadic and semi-nomadic populations offer a special problem in health service delivery and should be serviced by persons of those population groups.

119. The mission recommends external funding for current projects proposed by Government that have been designed and developed for the drought-affected areas:

(a) The rehabilitation of existing Rural Health Centres, dispensaries with Maternity Units, dispensaries and subdispensaries: essentially a repair, renovation and re-equipping of the facilities in question that would permit reactivation;

(b) The rehabilitation and establishment of Nutrition Rehabilitation Units to be attached to major primary health care units in Mbale, Lacor, Kumi, Soroti, Moroto, Kotido, Lira, Apach, Kitgum, Nebbi and Moyo, that would provide both nutrition supplementation and surveillance;

(c) The rehabilitation and construction of medical training schools and institutions preparing candidates for posting within the system as medical assistants, health assistants and health visitors;

(d) Continued efforts to restore all existing rural wells and springs related to schools and health units;

(e) The establishment of a school nutrition and basic health programme to intensify health education, immunization and limited (first aid) curative health services for school children.

VI. REGIONAL CO-OPERATION - THE GOVERNMENT'S VIEWS

120. Regarding intergovernmental co-operation, the mission received from the Government a memorandum dated 28 September 1981, which stated, inter alia, that:

"General Assembly resolution 35/90, paragraph 6, incorporated at the explicit request of the Uganda Delegation, is that an intergovernmental body be set up to co-ordinate and support the efforts to combat the effects of drought and other natural disasters and to deal with problems of medium- and long-term recovery and rehabilitation. Uganda Government endorses the proposed formation of such a body to comprise the Sudan, Somalia, Djibouti, Kenya and Uganda as members. The establishment of that body would be a clear
/...

sign of the political goodwill on the part of the said countries to secure international assistance to supplement their efforts in combating and mitigating the effects of drought themselves. Besides, the body as envisaged, would co-ordinate the assistance extended to the five member countries.

"In accepting the recommendations contained in the above-mentioned resolution, the Government of Uganda recommends that Kampala should be considered as the headquarters of the proposed intergovernmental body and that the composition of the membership of the said body should be made up of political appointees nominated by the affected States and that the co-ordinating chairman should be the Ugandan Minister of Rehabilitation.

"It is further recommended that the body should be given the latitude to coopt a working group of professional whose functions should include, inter alia, the monitoring and assembling of relevant information on:

(a) Drought control;

(b) Famine relief measures;

(c) The co-ordination and distribution of international emergency relief assistance to the five countries.

"The Ugandan Co-ordinator will arrange to convene a meeting with his counterparts in the other affected States, specifically to discuss common plans and accordingly to work out the necessary strategies for co-ordinating relief assistance in the drought stricken areas.

"It is recommended that a Multi-National Resettlement Project, be established with a view to working out co-ordinated efforts in resettling the people of this region who persistently fall victim to drought and its effects."

121. The government memorandum referred to above states also that:

"Along with the immediately preceding objective, Uganda is creating a national body to co-ordinate all matters relating to the effects of drought under the Ministry of Rehabilitation. Through this national organization, the intergovernmental body will constantly be provided with the necessary information."

122. A major hydro-meteorological survey is being undertaken by the Governments of Burundi, Kenya, Rwanda, the Sudan, Uganda, the United Arab Emirates and the United Republic of Tanzania. The project started in 1967 and its objective is the collection and analysis of the hydro-meteorological data for the catchment areas of Lakes Albert, Kenya and Victoria, in order to study the water balance of the Upper Nile Basin. In the view of the Government of Uganda, the results of the project will provide the groundwork for the intergovernmental co-operation in storage, regulation and the use of the Nile waters.

123. Other subjects for possible intergovernmental co-operation, or its intensification and expansion, where measures of co-operation already exist, were mentioned by the Government;

(a) Cross-border problems such as the transmission of human and animal diseases. There have been discussions between experts drawn from Governments of pairs of adjoining countries on several of these problems;

(b) The Government looks to the expansion of existing co-operation on energy problems. As an example, the Government is already supplying electro-power to Kenya. The sharing of power resources among neighbouring countries could be a fruitful subject for co-operation;

(c) Common transport problems could well be examined by joint committees at the expert level. A variety of bilateral discussions and reviews have already taken place;

(d) The improvement of telecommunication facilities could be reviewed with profit, especially since, on an Africa-wide basis, it has been the subject of work by the International Telecommunication Union for a number of years.

124. The Government noted that a number of intergovernmental operations had been under way for some time, such as the desert locust control operation, the East African Development Bank and the Soroti Flying School. Negotiations were already under way to improve trade arrangements among 18 countries in East Africa and southern Africa.

125. Some of the activities mentioned above deal with questions wider than that of drought, but the mission considers it useful to mention them, since they bear upon the drought problem in varying degrees.

126. This section contains the Government's views on regional co-operation. Elsewhere in the report are comments by the mission on problems which might usefully be the subject of common-action.

APPENDIX

Participants in the multiagency drought mission to Uganda
(25-30 September 1981)

Mr. John Saunders	Assistant Secretary-General/Head of Mission
Mr. F. W. Mumm von Mallinckrodt	United Nations Development Programme and Rapporteur
Mr. Samuel Mbele-Mbong	World Meteorological Organization
Mr. Claude R. Joffroy	United Nations/The Department of Technological Co-operation
Mr. Abdalla H. Ishag	United Nations Educational, Scientific and Cultural Organization
Mr. Leonard Maynard	United Nations Sudano-Sahelian Office and United Nations Environment Programme
Mr. Marc De Bruycker	World Health Organization
Mr. Harry Underhill	Food and Agriculture Organization of the United Nations
Mr. Robert Fanfant	Food and Agriculture Organization of the United Nations, Representative, Uganda
Mr. Francesco Strippoli	World Food Programme, Deputy Representative, Uganda
Mr. D. J. Njau	Economic Commission for Africa
Mr. D. Roen Repp	United Nations Children's Fund
