Africa Disaster Risk Financing Initiative
Knowledge-sharing session
The Case of Uganda

20 November 2019
Abidjan, Côte d'Ivoire

Building Disaster
Resilience in
Sub-Saharan Africa

An initiative of the African, Caribbean and Pacific Group of
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GFDRR
Global Facility for Disaster Reduction and Recovery

WORLD BANK GROUP

Held in the margins of the 2019 Understanding Risk West and Central Africa

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Vulnerabilities associated with external risk and shocks

1. Drought:

Nearly 12% of the population is exposed to the hazard of drought risk. The highest drought risk is in the north-east of the country (karamoja).

2. Floods/mud slides

Over 150,000 people affected in western Uganda, Mt. Elgon, West Nile &Teso (Minister of State, Relief, Disaster Preparedness & Refugees OPM ,April 2018)

3. Displacement/ refugee influx

Uganda is the largest refugee hosting country in Africa with nearly 1.45 million refugees; a surge influx of refugees into Uganda– up from 500,000 in May 2016 to 1.3 million by July 2017.

Past Food scarcity in Karamoja

- Respond to disasters rather than reducing disaster risk
- Expensive
- Morally wrong – loss of lives & suffering then reaction /response
- The process involved Assessments, Appeals & Fundraising
- All these took **time** meaning that response was delayed risking both **lives and livelihoods**
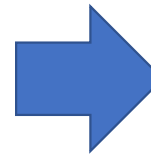
Past Humanitarian situation

- Uganda government started to focus from the continuous cycle of short-term food aid to developing long-term solutions.

- A 2009 government report admitted endless food aid was not working: "The state of affairs is expensive, unsustainable, dehumanizing and unacceptable," it said, as it launched the Karamoja Action Plan for Food Security (KAPFS) 2009-2014.

- KAPFS was a 5-year investment plan of around £20 million to build the Karimojong's capacity to increase crop and livestock productivity.

- Other actors also moved away from costly food aid coupled with the world economic downturn saw funding for relief reduce.
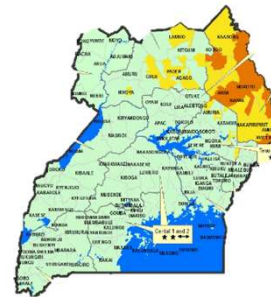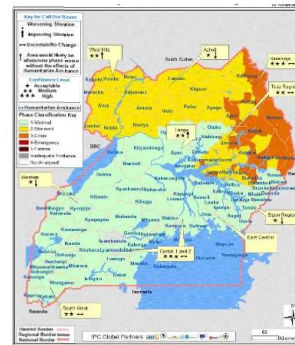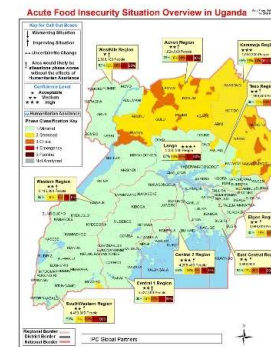
Food security situation 2011- 2018

Jan 2011

Sep. 2012

Dec 2014

August 2016

Oct 2017

Minimal

Stressed

Crisis

Emergency

Famine

- From 2011-2016, It said many households in Karamoja were only able to meet basic food needs after a poor harvest and the region was classified as "stressed", which one step away from "crisis".

- In the years that have followed karamoja has been reported to be stressed especially during the lean periods preceding the harvest however this has not escalated into a crisis.

- Since 2017 here has been no report of a famine/crisis in the region, food aid has been replaced by long-term livelihood development

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What happened or caused this turn round ?

The region of Karamoja which in the past depended on relief is finally breaking this cycle.

DISASTER RISK FINANCING (DRF) IN UGANDA

- The US 130 M Northern Uganda Social Action Fund (NUSAF III)project has a US $12 M DRF component.

- It provides *additional support to vulnerable households* through an automatic expansion (or 'scaling up') of the Labour Intensive Public Works (LIPW) activities.

- Piloted in the Karamoja region- drought prone

- Meant to develop and test a system for rapidly scaling up LIPW in response to shocks in order to build resilience of beneficiary households.

- *A seasonal transfer is provided in return for participation in LIPW*

Creation of physical assets of value to the local communities

Sustain livelihoods

The DRF was meant to *scale up assistance to poor and vulnerable households when a disaster shock (drought) situation* was anticipated

Create savings

Smoothen consumption

Increase their assets

**Resilience**

DISASTER RISK FINANCING (DRF)

Additional support to households in the Karamoja region immediately following a disaster or shock through an automatic expansion (or 'scaling up') of the Labour Intensive Public Works (LIPW) activities under NUSAF III.

Consumption 70%

NDVI Anomaly

33,422 Households Karamoja

LABOUR INTENSIVE PUBLIC WORKS

Timely, predictable payouts

Resilient Population

IPC & District FS reports

Disaster

IMPLEMENTED BY THE GOVERNMENT OF UGANDA THROUGH THE OFFICE OF THE PRIME MINISTER (OPM)

Data System to support DRF

- Dept. of Relief Disaster Preparedness and Management- National Emergency Coordination and Operations Center (NECOC).

- Satellite-based remotely sensed data –NDVI, soil moisture, evapotranspiration, temperature & Rainfall.

- Global Agriculture Monitoring (GLAM) tool is used to monitor crop growth at - 16 day intervals.

- It uses the MODIS Satellite Data service to generate aggregated NDVI data for effective tracking of crop conditions
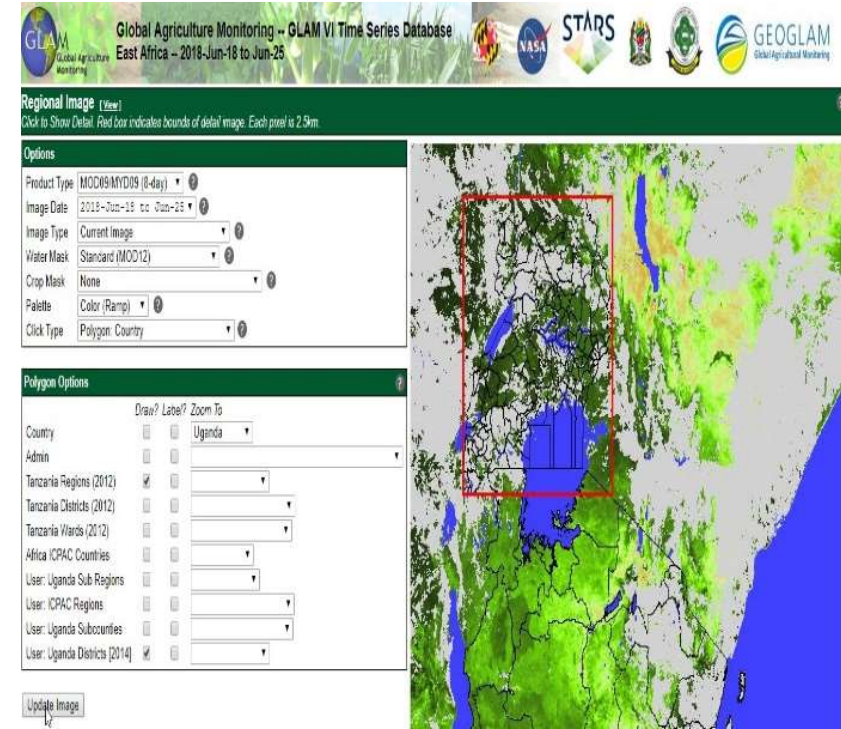
DRF Data: Analysis and Trigger

➢*Primary Trigger (satellite data)*

- **Normalized Difference Vegetation anomaly Index (NDVI)** is used to monitor crop conditions from May to September.

- This data forms a clear and transparent basis for scaling up support.

- If the index value falls below the threshold (currently set at <-0.02) in any of the 5 months during the DRF OP, the DRF mechanism will be triggered automatically .

NDVI Anomaly Time-Series for Crops ONLY

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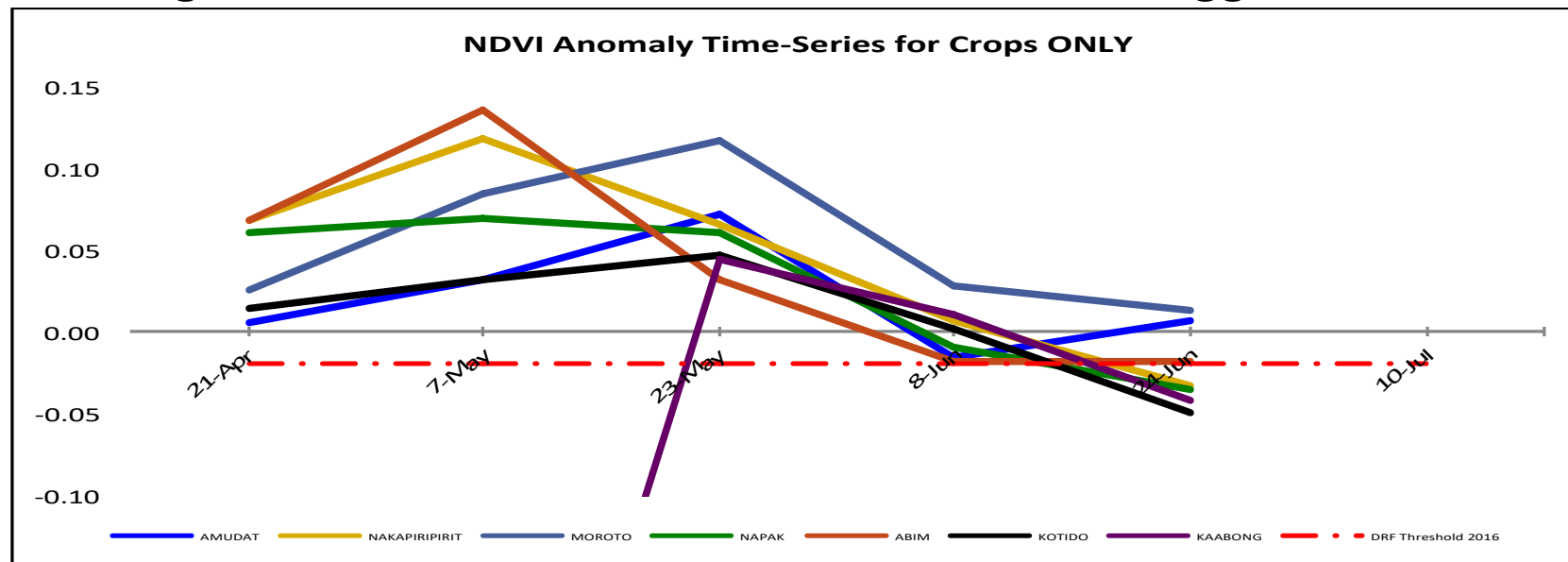
HISTORICAL SCALE-UP COSTS

- The NDVI threshold value proposed was set by modeling monthly NDVI anomaly scores in Karamoja using data from the last 15 years (2001-2015).

- A trigger was selected taking into account that Financial resources are limited

- The Threshold for when to trigger the DRF mechanism was established based on historical costing analysis - done to understand potential financial cost to GOU
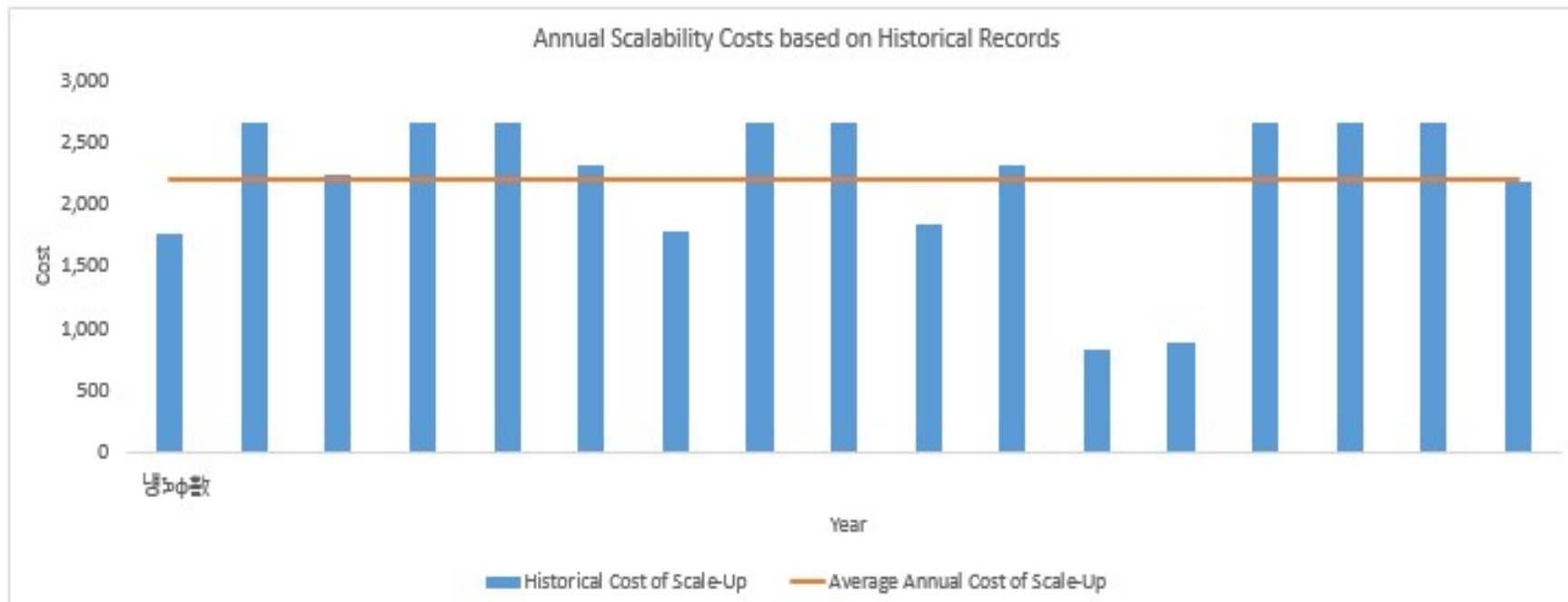
Secondary Trigger

- *If Primary indicator (NDVI) has not been met then consider **secondary trigger** -**Integrated Food Security Phase Classification (IPC) in case of crisis.***

- IPC TWG leads this analysis -OPM, MAAIF, MOH, FAO, WFP, UNICEF FEWSNET & ACF &DLGs

- Food Security Analysis is based on Food availability, access and utilization

- 2017/2018 trigger- 10% of the population in Crisis was applied for areas where satellite image analysis did not trigger.
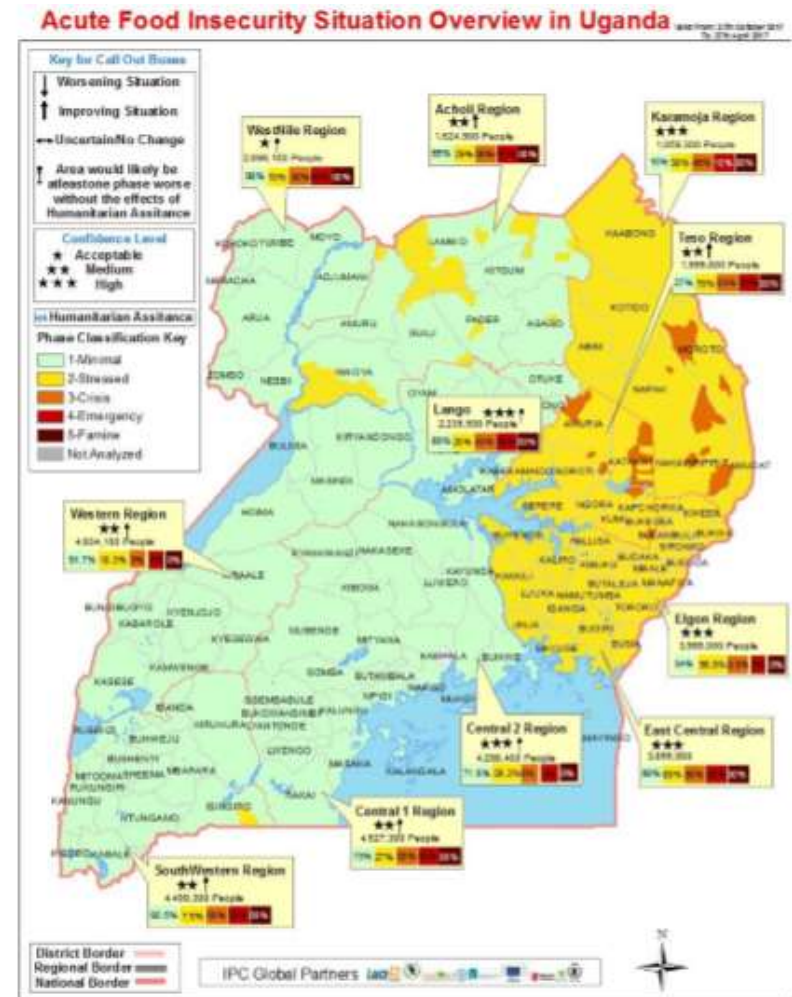
Ground Truthed Data

- Real-time DATA leading to immediate Informed DECISION and Action- Scaling up the DRF has been established at NECOC and district level district with District Agricultural Officers - sentinels

- Ground truthed data Using advanced electronic data collection forms is now collected during the OP of the DRF (May to August) using Geographical Open Data Kit (GeoODK)

- Continuous field data delivery for pre-harvest, in-season and Post season crop monitoring

- Training and equipping of NECOC and district staff with Android Tablets for field data collection has been done.

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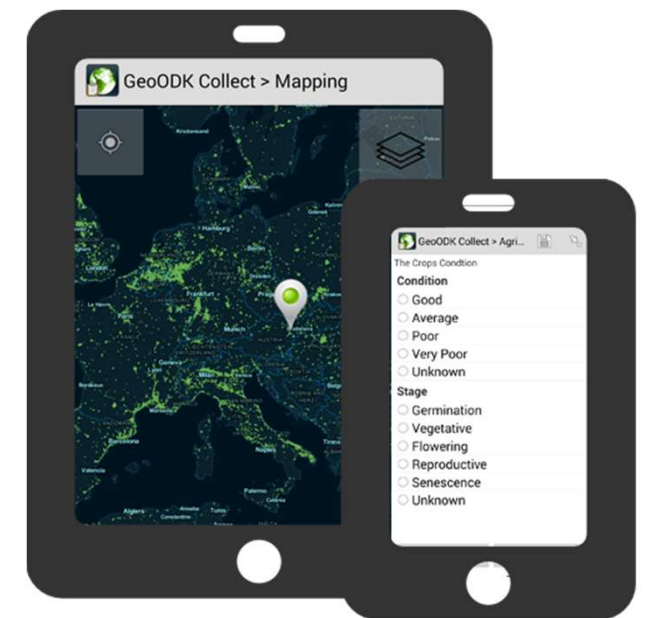
The Process For Triggering DRF Resources

PHASE	A. MONTHLY MONITORING			B. SCALE UP			C.MONITORING
STEPS	STEP 1 Data collection	STEP 2 Draft scalability Report	STEP 3 Validate scalability report	STEP 4 Authorize Scale up	STEP 5 Communicate scale up	STEP 6 Final approval & fund release	STEP 7 Monitoring & Evaluation
AGENCY RESPONSIBLE							

NECOC

- Primary NDVI analysis (district level) — Provided monthly → Draft scalability Report
- Identifies: Districts, severity, costs
- Adjust indicators and triggers if necessary
- Secondary data review — Provided monthly
- Thresholds exceeded? → No scale up (NO)
- STEP 7

DATA PROVIDERS (WFP, DDMC, MOH, MAAIF)

- YES
- Validate Scalability Report (monthly)
- Review thresholds & data source

DRF TECHNICAL COMMITTEE

- Contextualizes report / Provides additional info. → Authorize Scale up → Execute communication
- Monitor and evaluate scale up

PS OPM

- Drafts letter to request for resources → Request resources release

PS OPM

- Authorize resource disbursement

WBC

- Increase LIPW activities (unconditional transfers)

DRF Trigger Events

1. In 2017: UGX 14 BN DRF were paid out to 28,601 households .

2. In 2018 : UGX 9.4 BN was paid out to 20,233 households

3. In 2019: UGX 8.6 BN is to be paid out to 17,251

4. 2020 : UGX. 3.9 BN is to be paid out to cover 9,382 households

TARGET: 84,000

Results

- "In the past we reacted to crop failure, spending billions of shillings to provide food aid. In 2017 was the first time we acted proactively because we had clear evidence from satellite data very early in the season."

- MARTIN OWOR, COMMISSIONER OFFICE OF THE PRIME MINISTER OF UGANDA

Significant reduction in food aid: Government of Uganda realized a saving of US $2.6 M (51%) for FY ending 2016/17.

Results towards Resilience

1. Improved food consumption at household level
2. Increased access to Community assets mitigating drought impacts
3. Increased in productive assets
4. Sustained livelihoods
5. Improved level of coping
6. Increased incomes and savings

Lessons learnt

1. **Data infrastructure** is important to ensure that we have the real time data to inform targeting of the DRF.

2. **Pre-positioning financing with clear guidelines and rules** – is important for timeliness and expedited action.

3. How people get to **access the financing-** use of automation, biometric gadgets for quick transparent and quick payments.

4. **Capacity** to collect timely data, correlate with other sources and analyze it to support decision making.

5. Can DRF be applied to other hazard types/ disasters

Thank you!