

Republic of Uganda



Office of the Auditor General

**VALUE FOR MONEY DRAFT AUDIT REPORT ON PROCUREMENT AND
DISTRIBUTION OF RELIEF FOOD ITEMS IN THE OFFICE OF THE PRIME
MINISTER-DEPARTMENT OF DISASTER PREPAREDNESS AND REFUGEES IN
UGANDA.**



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LIST OF ACRONYMS AND ABBREVIATIONS

ACDMR	Assistant Commissioner Disaster Management and Refugees
CAO	Chief Administrative Officer
CDMR	Commissioner Disaster Management and Refugees
DDMC	District Disaster Management Committee
DDMR	Department of Disaster Management and Refugees
DMO	Disaster Management Officer
FY	Financial Year
GOU	Government of Uganda
HoDs	Heads of Departments
HPS	Head of the Public Service
IDPs	Internally Displaced Persons
INTOSAI	International Organization of Supreme Audit Institutions
LPO's	Local Purchase Orders
MOFPED	Ministry of Finance Planning and Economic Development
MOU	Memorandum of Understanding
MOSRDP&R	Minister of State for Relief, Disaster Preparedness and Refugees
OAG	Office of the Auditor General
OPM	Office of the Prime Minister
PAS	Principal Assistant Secretary
PDMO	Principal Disaster Management Officer
PDU	Procurement and Disposal Unit
PPDAA	Public Procurement and Disposal of Assets Act
PPO	Principal Personnel Officer
PProcO	Principal Procurement Officer
PS	Permanent Secretary
RFP	Request for Proposals
SA	Stores Assistant
SAS	Senior Assistant Secretary
SCDMC	Sub-County Disaster Management Committee
SSO	Senior Supplies Officer
TAIs	Treasury Accounting Instructions
UNDAC	United Nations Disaster Assessment and Coordination
UNHCR	United Nations High Commission for Refugees
UNOCHA	United Nations Office of the Commissioner for Humanitarian Assistance
VDMC	Village Disaster Management Committee

GLOSSARY OF TERMS

Buffer stock: the minimum relief food stuffs (maize flour and beans) level that should be kept in the stores at all times to cater for any emergency that may occur.

Cereals: Maize flour.

Disaster: a serious disruption of the functioning of society, causing widespread human, material or environmental losses which exceed the ability of the affected society to cope with using its own resources. *(For details of disaster types, refer to Appendix 1).*

Disaster management: the administrative decisions and operational activities that pertain to the various stages of a disaster at all levels, that is to say, international, national, community and individual.

Disaster response: the provision of assistance or intervention during or immediately after a disaster has occurred to meet life preservation and basic subsistence needs of the people affected. It can be immediate, short-term or protracted duration.

Emergency: this involves activities aimed at saving lives and property after the occurrence of a disaster. It involves among other activities the assessment of the magnitude and scale of disaster and its effects.

Food items: this is relief support in form of maize flour and beans.

Humanitarian agencies: these are non government organizations which are involved in the assisting people affected by disasters.

Mapping: the process of allocating places of operation to various humanitarian agencies.

Pulses: Beans.

Food relief: this is the assistance in form of food (maize flour and beans) that is given to any disaster affected people or society who are unable to feed themselves using their own resources.

EXECUTIVE SUMMARY

INTRODUCTION

Between the financial years 2005/2006 and 2008/2009, several disasters hit various parts of the country destroying property and causing unprecedented suffering.

Among the disasters were the floods that hit the Eastern and Northern parts of the country in July 2007, the landslides that hit several Sub-Counties in Mbale district in October 2007 and the armed conflict in Northern parts of the country between the Government of Uganda and the Lords Resistance Army for over two (2) decades.

However, in responding to the above stated disasters, concerns were raised about the untimely and insufficient delivery of food relief items given to the affected persons. It is against this background that the Office of the Auditor General deemed it imperative to conduct a value for money audit in this area to ascertain the challenges and/or problems affecting the procurement and distribution of relief food items and provide possible recommendations to improve the operations of OPM-DDMR in responding to disasters.

AUDIT FINDINGS

The following were noted in the procurement and distribution of food relief items by OPM/DDMR.

1 Disaster response time

The audit revealed that in some cases response time to districts or areas that were affected by disasters far exceeded the international standard of 48 hours (i.e. 2 days). It took OPM an average of 1,176 hours (i.e. 49 days) to respond to some disasters.

2 Disaster needs assessment

Although some districts attempted to prepare preliminary disaster reports, the reports did not show information on key issues such as; number of persons affected, damage suffered, the quantified financial and other resources required.

3 **Coordination of disaster activities**

There was no evidence to show whether OPM convened monthly national platform meetings for disaster preparedness and management.

4 **Allocation of food relief items to disaster victims**

The audit revealed that the food relief items delivered by OPM/DDMR in 7 out of the 21 districts could not meet the minimum daily ration recommended by WFP.

AUDIT RECOMMENDATIONS

The following recommendations are suggested to OPM/DDMR.

1 **Disaster response time**

1.1 OPM/DDMR should maintain adequate stock of emergency food relief items to enable prompt response to disasters.

1.2 OPM should consider increasing on the number of staff in the DDMR with the objective of improving on performance in the area of disaster management, including the effective supervision and monitoring of staff in the department.

1.3 OPM/DDMR should develop and regularly up-date disaster trend database to enable realistic forecast of disaster requirements. This should include establishment of a minimum state of early warning and disaster preparedness as a means of mitigating and responding promptly to disasters.

1.4 OPM should consider procuring food relief items from the suppliers nearest to a disaster affected area so as to be able to meet distribution targets and schedules.

2 **Disaster needs assessment**

The staffing needs should be addressed as mentioned in 1.2 on the previous page.

3 **Coordination of disaster activities**

3.1 Areas of operation for various humanitarian agencies should be clearly mapped out to

improve on coordination and fair distribution of assistance to disaster victims.

3.2 OPM/DDMR should develop a disaster management coordination system where all humanitarian agencies and line ministries can work together to avoid duplication of resources and over concentration in a particular area or group of people.

3.3 Humanitarian agencies should be encouraged to prepare monthly reports on implementation of their activities and present them to OPM/DDMR. OPM/DDMR should ensure that such reports are widely distributed so as to contribute to transparency and accountability and allow for lessons to be learned across programs and agencies.

4 **Allocation of food relief items to disaster victims**

OPM/DDMR should establish a framework to ensure mobilization of adequate resources so as to assist disaster victims return to their normal lives within the shortest possible time.

CHAPTER 1

INTRODUCTION

1.1 Motivation

Uganda has suffered various naturally triggered and man-made disasters over a long period of time. These have caused loss of lives and property. For instance:

- The floods that variously hit the Eastern and Northern parts of the country from July 2007 to November 2007 affected close to 3 million people and most particularly, the Teso sub-region (in the districts of Soroti, Katakwi, Kaberamaido, Amuria, Kumi and Bukedea) and displaced over 300,000 people (50,000 households).¹
- The landslides that hit several Sub- Counties in Mbale district in October 2007, where over 5,000 families were left helpless, 36 schools damaged and a total of 142 Kms of roads washed away.²
- The armed conflict in the Northern part of the country between the Government of Uganda and Lords Resistance Army for over 20 years, which forced close to 1.7 million people into camps of Internally Displaced Persons (IDP's), especially in the districts of Apac, Amuru, Gulu, Kitgum, Pader, Oyam and Nebbi.³

In responding to the above disasters, there were public concerns about the untimely and insufficient relief food supplies (maize flour and beans) delivered to the affected persons.

It is against this background that the Office of the Auditor General deemed it imperative to conduct a value for money audit in this area to ascertain the challenges and/or problems affecting the procurement and distribution of food relief items and provide

¹ *Progress report to top management on government intervention in the flood affected areas and post flood activities, by MOSRDP&R dated 22nd February 2008.*

² *Disaster report of Mbale district Ref: CR/105/2 dated 7th November 2007.*

³ *OPM records.*

possible recommendations to improve the operations of OPM-DDMR in responding to disasters.

1.2 **Description of the Audit Area**

The audit was conducted in the Office of the Prime Minister (OPM) with specific emphasis on the Department of Disaster Management and Refugees (DDMR). DDMR is responsible for settlement of disaster victims, restoration of lives and provision of food relief items.

1.3 **Mandate of DDMR**

In accordance with the provisions of Article 108 A (2) of the Constitution of the Republic of Uganda, OPM is mandated to lead Government business in Parliament, be responsible for co-ordination and implementation of Government policies across ministries, departments and other Public institutions.

1.4 **Vision, Mission, Objectives and Activities of DDMR**

Vision

DDMR derives its vision from that of OPM which is:

“A public sector, which is responsive and accountable in steering Uganda towards rapid economic growth and development”.⁴

Mission

The mission of DDMR is:

“To save lives and livelihood as well as minimize vulnerability levels of the people of Uganda against disasters”.⁵

Objectives Of DDMR ⁶

The objectives of DDMR are:

⁴ <http://opm.go.ug/index.php>

⁵ OPM Ministerial Policy Statement F/Y 2007/2008, Page 66.

⁶ OPM Ministerial Policy Statement F/Y 2007/2008, Page 66.

- To assist disaster victims in restoration of their normal lives within the shortest possible time.
- To reduce disaster vulnerability levels of the society and alleviate human suffering against disasters.
- To implement and coordinate Government and Non-Government programs on disaster management.
- To create local capacities for planning, implementing and monitoring disaster management programs such as emergency relief.
- To contribute to national poverty eradication by ensuring that the IDPs and other disaster victims regain minimum levels of production.
- To establish a minimum state of early warning system and disaster preparedness as means of mitigating and responding promptly to disasters.

Activities of DDMR

The following activities are carried out by OPM/DDMR in order to achieve the above objectives:

- Planning and budgeting for disasters
- Disaster risk analysis
- Assessment of situations after the occurrence of disasters
- Coordination of disaster management programs
- Procurement of food relief items
- Receipt, storage and distribution of food relief items
- Monitoring and evaluation of disaster management programs

1.5 **Funding of DDMR**

DDMR is funded by the Government of Uganda (GOU) and supported by donor contributions. The total funding for the period 2005/2006 to 2008/2009 is as shown below:

Table 1: Showing G.O.U funding to humanitarian assistance; for the FY's 2005/2006, 2006/2007, 2007/2008 and 2008/2009.

Financial Year (FY)	Approved budget (Shs)	Supplementary Budget (Shs)	Revised budget (Shs)	Releases (Shs)
2005/06	638,864,472	3,402,080,000	4,040,944,472	4,040,944,472
2006/07	1,442,040,000	0	1,442,040,000	1,269,837,000
2007/08	1,836,250,000	25,565,926,850	27,402,176,850	27,402,176,850
2008/09	613,633,342	8,577,265,224	9,190,898,566	9,190,898,566
Total	4,530,787,814	37,545,272,074	42,076,059,888	41,903,856,888

Source: GoU IFMS System

1.6 **Organization Structure**

DDMR is headed by a Commissioner who reports to the Permanent Secretary (Accounting Officer of OPM). The Commissioner is assisted by 2 Assistant Commissioners heading disaster management and refugees sections respectively.

See the macro structure of OPM in **Appendix 3** and the structure of DDMR in **Appendix 4.**⁷

1.7 **Audit Objective**

This audit was conducted to ascertain the challenges affecting the procurement and distribution of relief food items by OPM/DDMR and provide possible recommendations that will improve the operations of OPM/DDMR in responding to disasters.

Specific audit objectives

The specific audit objectives were:

- a) To ascertain the time taken by OPM/DDMR to respond to disasters.
- b) To ascertain how OPM/DDMR was assessing disaster needs.
- c) To ascertain how disaster activities are coordinated by OPM/DDMR.
- d) To ascertain how disaster activities are funded.

⁷ OPM Ministerial Policy Statement F/Y 2007/2008, Pages 54 and 65.

- e) To ascertain how food relief items are procured.
- f) To ascertain how the distribution and allocation of food relief items was done.

1.8 **Audit Scope**

The audit was conducted in OPM/DDMR focusing on the procurement and distribution of food relief items by OPM/DDMR. The audit focused on four Financial Years (F/Y's) from: 2005/2006, 2006/2007, 2007/2008 and 2008/2009.

CHAPTER TWO

METHODOLOGY

The audit was conducted in accordance with the International Organization of Supreme Audit Institutions (INTOSAI) auditing standards and guidelines as set out in the Office of the Auditor General VFM audit manual.

Those standards require that the audit should be planned in a manner which ensures that an audit of high quality is carried out in an economic, efficient and effective way and in a timely manner.

2.1 Sampling

Data was grouped according to the district affected, type of disaster, when the disaster occurred and the food relief assistance that was given. 21 out of 47 districts that were affected with disaster during the period of study were randomly sampled for audit. The details are shown in **Appendix 2**.⁸ The Eastern and Northern districts of Katakwi, Soroti, Bukedea, Kaberamaido, Kumi, Amuria, Moroto, Sironko, Manafwa, Bududa, Kapchorwa, Bukwo, Gulu, Mbale, Nebbi, Kitgum, Apac, Moyo and Lira were selected because of their vulnerability to disasters such as floods, landslides, drought and wars. The Central and Western districts of Mubende and Mbarara respectively, were selected to ensure a representative sample of national disasters since they had also been affected by disasters at one time.

2.2 Data Collection Methods

Data was collected through the following methods:

Document Review

Several documents at the Ministry and the 21 districts were reviewed so as to obtain and enhance our understanding of the audit entity and also obtaining collaborative information to be compared with evidence got from interviews and physical inspections.

See details of documents reviewed in **Appendix 5**.

⁸ See details of districts that were affected and assisted with relief food items during the period under review in Appendix 2

Interviews

Various officials at OPM headquarters in Kampala and in the districts of Moroto, Kitgum, Amuria, Soroti, Gulu, Katakwi, Sironko, Manafwa, Bududa, Kapchorwa, Mbale, Mubende and Mbarara were interviewed.

The interviews were intended to ascertain and confirm systems and processes in operation and the challenges encountered in procurement and distribution of relief food items.

Physical Inspections

Physical inspections were carried out in the districts of Gulu, Katakwi, Soroti, Kitgum, Moroto, Amuria Sironko, Manafwa, Bududa, Kapchorwa, Mbale, Mubende and Mbarara which are also distribution centers for relief supplies were inspected. Inspections were done in order to assess the available facilities; stores and delivery trucks, to verify their conditions and capacities.

CHAPTER THREE
SYSTEMS AND PROCESSES DESCRIPTION

3.1 Roles and Responsibilities of Key Players

The following are the key players in the procurement and distribution of food relief items by OPM/DDMR once a state of emergency/disaster is declared to help the affected communities.

3.1.1 Head of State

According to Article 110 (1) of the Constitution of the Republic of Uganda, the Head of State, in consultation with the Cabinet, is mandated to declare a state of disaster/emergency.

3.1.2 Office of the Prime Minister (OPM)

The Office of the Prime Minister, Department of Disaster Preparedness and Refugees (OPM/DDMR) is responsible for disaster preparedness and management in the country. It coordinates risk analysis, prevention, preparedness, mitigation and response actions in the country in consultation with other line ministries, humanitarian and development partners, local governments, private sector and the communities.

3.1.3 Minister for Relief, Disaster Preparedness and Refugees

The Minister for relief, disaster preparedness and refugees, in consultation with the cabinet, is mandated to advise the President to declare a state of disaster/emergency when the basic social services have broken down, the basic human needs are lacking and there is inability at the local level and difficulties at the national level to provide the affected communities with relief services and items in the immediate short term from the relevant programmes and normal service delivery mechanisms.

3.1.4 Ministry of Internal Affairs

The Non Governmental Organizations Registration Statute CAP 113 of 1989 requires that all NGOs must obtain official registration by the national board for NGO Registration Board, under the Ministry of Internal Affairs before they can operate in Uganda. The

Ministry of internal affairs through the NGO Registration Board is mandated to vet before registering all international and local NGOs. The Ministry is also supposed to maintain a database of all registered humanitarian agencies and to monitor their activities to ensure compliance with relevant laws.⁹

3.1.5 Inter- Ministerial Policy Committee (IMPC)

The IMPC on disaster preparedness and management handles cross sectoral matters relating to disaster preparedness and management and is chaired by the Minister responsible for disaster preparedness and refugees.

The committee ensures that disaster preparedness and management is integrated into sectoral ministry policies/plans and programs.

The IMPC harmonizes the disaster preparedness and management strategies across ministries and shares the regular reports with the National Platform for disaster preparedness and management.

3.1.6 Inter- Agency Technical Committee (IATC)

Chaired by the Permanent Secretary OPM, this Committee is mandated to harmonize all humanitarian interventions by various agencies supplementing government efforts in providing relief support to disaster victims.¹⁰

3.1.7 The Permanent Secretary (PS)

The PS is the chief executive of OPM who supervises, coordinates and monitors all the activities of the ministry including disaster management programs and reports to the Prime Minister and the Head of Public Service/Secretary to the Cabinet. The PS also chairs the monthly national platform meetings for disaster preparedness and management.

3.1.8 National Platform for Disaster Preparedness and Management (NPDPM)

This comprises of all line ministries i.e. Education and Sports, Works and Transport, Water and Environment, Health, Gender and others. Also included are Humanitarian and Development Agencies like WFP, UNDP, UNICEF, UNHCR, UN, OCHA, OXFAM, URCS,

⁹ OPM Ministerial Policy Statement F/Y 2008/2009, Page 108.

¹⁰ OPM Ministerial Policy Statement F/Y 2008/2009, Page 106.

and others. The monthly national platform deliberates on planning, assessments, prevention, preparedness, mitigation and response interventions.

3.1.9 **District Disaster Management Committees (DDMC's) and Sub-County Disaster Management Committees (SCDMC's)**

The DDMC's and SCDMCs, which are chaired by Chief Administrative Officers (CAOs) and Sub-County Chiefs, are responsible for disaster preparedness and management in the districts and sub-counties respectively. They are responsible for assessing the disasters facing the district/sub county and keeping under review sectoral early warnings.

DDMCs also receive reports on disasters from SCDMCs and forward them to OPM in Kampala.

3.1.10 **Commissioner-Disaster Management and Refugees (CDMR)**

Heads the DDMR, monitors and evaluates the implementation of disaster programs.

CDMR co-ordinates the delivery of humanitarian assistance to affected communities and reports to the PS.

3.1.11 **Assistant Commissioner-Disaster Management and Refugees (ACDMR)**

ACDMR coordinates and updates the development of vulnerabilities and risk maps of various forms of disasters in collaboration with other relevant sectors of government.

Coordinates the mapping of operational areas of humanitarian agencies for purposes of coordination and fair distribution of assistance to disaster victims. Coordinates the implementation of the national policy for disaster preparedness and response and reports to CDMR.

3.1.12 **Principal Disaster Management Officer (PDMO)**

PDMO is in charge of mapping out areas of operation of humanitarian agencies for purposes of co-ordination and fair distribution of assistance to disaster victims.

Also maintains an inventory of equipment in government and the private sector that may be called upon at short notice, in case of disaster, and prepares MOUs with the owners on their use. Coordinates emergency relief programs in the field, prepares and submits reports on disaster situations to the ACDMR.

3.1.13 **Principal Procurement Officer (PPO)**

PPO heads the Procurement and Disposal Unit (PDU) and carries out the procurement planning, budgeting and control of the resources of the PDU.

She/He ensures conformity with government procurement regulations while providing timely advice to the Accounting Officer, Contracts Committee and members of the organization on all matters pertaining to procurement. She/He evaluates all procurement requirements and recommends the most appropriate procurement procedure/method and reports to the Undersecretary, Finance and Administration.

3.1.14 **Senior Supplies Officer (SSO)**

SSO heads the supply section and stores; makes specifications for purchases of relief food supplies, in consultation with the ACDMR; supervises releases and dispatch of food items; verifies quality and quantity of relief food supplies; compiles and submits monthly, quarterly and annual reports concerning relief food supplies and reports to ACDMR.

3.1.15 **Senior Assistant Secretary (SAS)**

SAS is the transport officer of OPM and is responsible for the regular servicing and maintenance of the ministry fleet of vehicles among other duties.

3.1.16 **Disaster Management Officer (DMO)**

DMO coordinates emergency/disaster relief operations and mitigation programs, and also implements emergency relief supply programs. Reports to the PDMO.

3.2 **Processes Description**

3.2.1 **Disaster response time**

International standards on disaster response and preparedness require that when a disaster occurs, within the first 48 hours (i.e. 2 days) after the occurrence of the disaster, immediate response (food relief items) should be given to the affected people to save lives. However, for some types of disaster, like accidents, fires or outbreaks of deadly diseases such as "ebola", instant response is required.

OPM/DDMR is mandated to assist disaster victims in restoration of their normal lives within the shortest possible time by offering food relief items because the affected people cannot support themselves using their own resources.

3.2.2 **Disaster assessment**

After the occurrence of a disaster, OPM/DDMR is responsible for ensuring that a situation assessment is done using a multi-sectoral and multi-skilled approach involving all the relevant institutions of government (i.e. line ministries), development and humanitarian partners, affected communities and civil society organizations, and come up with a comprehensive disaster needs assessment report.

The assessment report is comprehensive in that it outlines the priority humanitarian requirements after ascertaining the magnitude of the disaster, the affected population, the estimated financial and other resource requirements, and finally the activity plan. It is on the basis of this report that requests are prepared which are used to mobilize resources (nationally and through international appeals), procurements made and distribution of food relief items done.

3.2.3 **Disaster coordination**

The disaster coordination structure begins from the centre to the lower levels through which disaster preparedness and management is done.

At the national level, there is a monthly national platform for disaster preparedness and management, chaired by OPM/DDMR. It comprises the line Ministries i.e. Education and Sports, Health, Works and Transport, Water and Environment, Gender and Development Agencies like Uganda Red Cross Society, WFP, UNDP, UNICEF, UNHCR and OXFAM. In these meetings, decisions are taken on how the various agencies will intervene/respond to the disaster in question to avoid duplication of resources. The various agencies are supposed to make field reports to OPM/DDMR indicating what food relief items they procured and how they were distributed to the disaster affected people. The structures are replicated at the district and sub-county levels where there are DDMC's and SCDMC's.

Article 4 of the MOU's signed between OPM and various NGO's is specific about coordination and it states as follows, "Non government organizations should operate in

coordination with the OPM/DDMR in their operations of assisting refugees and the internally displaced persons (IDPS)”¹¹

3.2.4 **Disaster funding**

As most disasters affect the social and economic infrastructure such as roads, bridges, housing and crops, the responsible institutions (line Ministries i.e. Education and Sports, Health, Works and Transport, Water and Environment, Gender) are notified by OPM/DDMR and urged to urgently respond using available resources.

The funding gaps are addressed by MOFPED or through a common request by MOFPED and other agencies to the donor community. Most of the requests are submitted in form of supplementary budgets through the Parliament.

Where the magnitude of the disaster is envisaged to be beyond what the country can manage on its own, an international appeal is issued by the Minister responsible for disaster management. The Minister responsible for disaster management may also advise Cabinet to request the President to declare a state of emergency. Once a state of emergency has been declared, resources (funds) can be re-allocated from other programs to address the disaster needs.

3.2.5 **Procurement of food stuffs**

Procurement of food relief items in disaster/emergency situations is regulated by the Public Procurement and Disposal of Public assets regulations of 2003.

Regulation 110 (5) requires a procuring and disposing entity to obtain maximum competition to the extent practicable in the procurement under emergency situations.

Regulation 104 (1) (a)-(d) explains the initiation of procurement requirements and confirmation of funding: PP Form 20 is prepared by the DDMR indicating the food relief items required, the estimated value, confirmation of availability of funds and approval of procurement requirements and is accompanied with a proposed budget for the procurement to be made. Regulation 53 is concerned with contracts committee work: (PP Form 210) is a record of contracts committee decisions made after the approval of;

¹¹ See Appendix 6 for the sampled MOU's signed between GOU represented by OPM/DDMR and various NGO's.

the procurement method to be used, the quantities and prices to be used and the shortlist of pre-qualified suppliers to supply the items needed.

On completion of the PP Form 210, the Procurement and Disposal Unit (PDU) prepares local purchase orders (LPO's), which are sent to the respective suppliers so that supplies are made.

3.2.6 Receiving food relief items into the central stores

SSO ensures that the food relief items received are kept safely under good shelter. The storekeeper examines the deliveries in the presence of another responsible officer (wherever possible, an Internal Auditor). The deliveries received must be checked against receiving documents (say, delivery note) to ensure that they have been correctly delivered and that they are fit for human consumption. If they are considered not fit for human consumption, the storekeeper immediately obtains a written report from the Uganda National Bureau of Standards, a medical doctor or any other competent authority. If the report confirms that they are not fit for human consumption, the storekeeper will immediately inform the supplier with instructions that the goods be removed within 7 days or else be liable for destruction at the cost of the supplier¹².

Where the deliveries are damaged or deficient, the nature of the damage or deficiency is noted on the delivery note before it is signed. The checking by the storekeeper and Internal Auditors will be finalized by the issuing of an inspection certificate.

3.2.7 Distributing of food relief items from the central stores

The distribution/dispatching of food relief items from the central stores to affected districts is based on requisition vouchers duly signed by the CAO and the CDMR. On no account are food relief items distributed from the central store without the knowledge of these two officers¹³. The food relief items dispatch notes are addressed to the CAO with copies to: The District Chairperson, The Resident District Commissioner (RDC) and The District Internal Security Officer (DISO). OPM distributes food relief items up to the affected district headquarters'. It is the responsibility of the district to ensure that the

¹²Treasury Accounting Instructions,2003,(October 2004 Version) Part II- Public Stores- Section I: Inventories, Chapter 1- Care and Custody of Public Stores[Rules 118-131]

¹³Treasury Accounting Instructions,2003,(October 2004 Version) Part II- Public Stores- Section I: Inventories, Chapter 1- Care and Custody of Public Stores[Rules 132-133]

food relief items reach the affected people, are properly and immediately distributed on receipt from OPM/DDMR.

3.1.8 Receipt of food relief items by the districts

Food relief items are received by the CAO who has to ensure, through stocktaking, that the quantity of the food relief items as recorded is what has been delivered. The CAO should ensure that written reports are made on the sufficiency of the storage facilities and on the general condition of the food relief items. The officers appointed to carry out inspections should not be the same officers employed within the stores. Inspections should, wherever possible, be on a surprise basis and a record of these inspections should be made in a "Register of Surprise Inspections". All reports are submitted by inspecting officers to the CAO and filed for future reference.¹⁴.

3.1.9 Allocation of food relief items to the affected people

The allocation of food relief items to the affected people is done according to the World Food Program (WFP) guidelines which specify the minimum daily ration allocation standard of 450 grams of cereals and 80 grams of pulses per person, per day, for 3 months in a disaster hit area. In other cases the allocation of food relief items to the affected people is either done according to the requests prepared by CAO who heads the DDMC or is done basing on the requests made by the Sub County Chief as head of the SCDMC. When the actual food relief items delivered are insufficient, the DDMC designs an appropriate allocation formula to cater for all the affected people. Priority is normally given to the most vulnerable people, for instance the elderly, women, children and the disabled.

The District Chairperson, RDC and DISO being the top political authorities in the district and thus supervisors of government programs, are also given copies of the documentation specifying the food relief items delivered, for monitoring and supervision purposes and are thus required to prepare activity reports.

¹⁴Treasury Accounting Instructions,2003,(October 2004 Version) Part II- Public Stores- Section I: Inventories, Chapter I- Care and Custody of Public Stores[Rules 104-106]

CHAPTER 4

FINDINGS

4.1 Disaster Response Time

International standards on disaster response and preparedness require that when disaster occurs, within the first 48 hours (i.e. 2 days) of the occurrence of disaster, immediate response (i.e. food relief items) should be provided to the affected people to save lives.¹⁵

The audit revealed that in some cases response time to districts or areas that were affected by disasters far exceeded the international standard of 48 hours (i.e. 2 days). It took OPM an average of 1,176 hours (i.e. 49 days) to respond to some disasters as shown in **Appendix 7**. In the 21 districts studied, only 10% (i.e. 2 districts) had prompt response while 57% (i.e. 12 districts) had food relief items delivered to the affected people after the recommended 48 hours (i.e. after 2 days). 33% (i.e. 7 districts) had no record of the time it took to deliver food relief items. There are districts, such as Mbarara, where it took 10,416 hours (i.e. 434 days) to deliver food relief assistance.

The delays were attributed to OPM's inability to maintain an adequate stock of emergency food relief items in the stores. For example, at the time the floods hit the Teso region on 24th August 2007, there were only 112,000 kgs of maize flour which could feed 250,000 people (i.e. 72%) out of 348,000 affected people in the whole region for only one day. In addition, available beans (258,000 kgs) could only feed 322,500 people (i.e. 93%) out of 348,000 affected people in the whole region for one day. Details are in **Appendix 8**. There was also inadequate staffing at DDM, leading to the staff getting overwhelmed at times of disaster. Two officers, namely the ACDMR and the PDMO, are responsible for handling disaster related activities at OPM and coordinating emergency relief programs in the field. It was further noted that lack of reliable data to forecast the occurrence and effect of disasters led to inappropriate decisions being taken regarding the procurement and distribution of food relief items.

¹⁵ *Sphere Minimum Standards on Humanitarian Aid*

The centralized procurement and storage of emergency food relief items in Kampala also contributed to the delays in the delivering of the food relief items to the disaster affected areas.

The inability by OPM to offer immediate response after the occurrence of disasters led to starvation and deterioration in the living conditions of the victims who were already living below the poverty line in the country side.¹⁶.

Management response

Affirmed that there are delays in responding to disasters and that there is no emergency standby fund to cater for emergencies. However, OPM and MOFPED have completed a Bill for the establishment of a National Emergency Standby Fund due to be tabled in Cabinet and Parliament.

Once established, this will be used to maintain adequate minimum stock of emergency food relief items.

On staffing, the Department of Disaster Management was being upgraded to a Directorate and would soon recruit eight more professional staff.

Furthermore, OPM was encouraging Local Governments to include a budget line for emergencies in their annual budgets.

4.2 Disaster Needs Assessment

OPM/DDMR is responsible for ensuring that a multi-sectoral and multi-skilled comprehensive disaster needs assessment involving all the relevant institutions of government (i.e. line ministries), development and humanitarian partners, affected communities and the Civil Society Organizations is carried out to ascertain the disaster magnitude and the financial requirements needed. OPM/DDMR is supposed to produce a comprehensive disaster needs assessment report.

We noted that although only a few districts (14%) attempted to prepare preliminary disaster reports, the reports did not show information on key issues such as: number of persons affected, damage suffered, the quantified financial and other resources required. Details are in **Appendix 9**.

¹⁶ *Uganda bureau of statistics abstract of June 2009.*

During the interviews with the CDMR, it was explained that failure by OPM/DDMR to prepare comprehensive disaster needs assessment reports was due to inadequate staffing at OPM. The two officers, namely the ACDMR and the PDMO, who are responsible for handling disaster related activities at OPM could not coordinate emergency relief programs in the field and also prepare the comprehensive reports at the same time.

The absence of comprehensive disaster needs assessment reports led to delayed response in providing required food relief assistance and also affected the mobilization of the required resources from the various sources, such as the supplementary budget.

4.3 **Coordination Of Disaster Activities**

OPM/DDMR chairs monthly national platform meetings for disaster preparedness and management. In these meetings, decisions are taken on how the various agencies will intervene/respond to the disaster in question to avoid duplication of resources. The ACDMR and the PDMO are responsible for mapping out the areas of operation of the various humanitarian agencies¹⁷. The various agencies are supposed to present field reports to OPM/DDMR indicating what food relief items they procured and how they were distributed to the disaster affected people. DDMR is supposed to produce monthly reports on the coordination and implementation of emergency humanitarian activities in the country.¹⁸

The mapping details for the various humanitarian agencies that were operating in the 21 districts studied were not availed for verification. We further observed that NGO's did not submit their work plans and field activity reports to OPM/DDMR. It was noted from OPM's internal audit report of 10th January 2008 that the NGOs operating in flood hit North and Eastern Uganda were not regularly reporting to OPM/DDMR on their field activities.¹⁹

¹⁷ OPM Staff schedule of duties as at 1st July 2006, Page 40.

¹⁸ OPM Ministerial Policy Statement F/Y 2008/2009, item 7, Page 73.

¹⁹ OPM Internal audit memo dated 10th January 2008.

Failure by NGO's to submit their work plans and field activity reports to OPM/DDMR was attributed to attitudinal belief that NGO's are accountable to those they seek to assist only.

The inability of OPM/DDMR to map out areas of operation for various humanitarian agencies also led to the concentration of NGOs in urban centers at the expense of rural areas where food relief assistance was needed.

Management response

The Northern Uganda Data Centre (NUDC) under OPM has mapped out areas of need in Karamoja region, Eastern, and Northern Uganda, while other parts of the country will be covered. Humanitarian agencies are required to register with NUDC before embarking on any activity in the country.

The Disaster Management Technical Working Group (DMTWG) annually draws an inter-agency work plan and strategic action plan for all humanitarian agencies.

Management reported that NGOs are submitting monthly reports to DMTWG but do not include financial information.

4.4 Allocation of Food Relief Items to Disaster Victims

World Food Program (WFP) guidelines specify the minimum daily ration of 450 grams of cereals and 80 grams of pulses per person per day for 3 months in a disaster hit area.

It was revealed that the food relief items delivered by OPM/DDMR in 7 out of the 21 districts could not meet the minimum daily ration as shown in table 4 and 5 below:

Table 2: Showing under delivery of food relief items to affected districts in the financial year 2007/2008.

DISTRICT	AFFECTED POPULATION	MINIMUM REQUIREMENT		DELIVERIES BY OPM		DEFICIENCY	
COLUMN 1	COLUMN 2	COLUMN 3		COLUMN 4		COLUMN 5	
		POSHO ('000KGS)	BEANS ('000KGS)	POSHO ('000KGS)	BEANS ('000KGS)	POSHO ('000KGS)	BEANS ('000KGS)
Katakwi	72,000	2,916	518	237	53	2,679	465
Kumi	19,536	791	141	150	20	641	121
Amuria	84,000	3,402	605	284	75	3,119	530
Kaberamaido	26,064	1,056	188	29	6	1,027	182
Bukedea	44,778	1,814	322	216	40	1,598	283
Soroti	101,832	4,124	733	347	48	3,777	685
Lira	350,828	14,209	2,526	273	44	13,936	2,482
Average	99,863	4,044	719	219	41	3,825	678

Source: District reports and central stores ledgers

Column 5 of table 2 is translated into the likely number of people who were not served with food relief items in Table 3 below:

	DISTRICT	AFFECTED POPULATION	No. of People not supplied		Average number of people not supplied both maize flour and beans		People Supplied
			POSHO	BEANS	Number	Percentage	Percentage
1	Katakwi	72,000	66,148	64,583	65,366	90.8 %	9.2%
2	Kumi	19,536	15,827	16,806	16,316	83.5 %	16.5%
3	Amuria	84,000	77,012	73,611	75,312	89.7 %	10.3%
4	Kaberamaido	26,064	25,358	25,278	25,318	97.1 %	2.9%
5	Bukedea	44,778	39,457	39,306	39,381	87.9 %	12.1%
6	Soroti	101,832	93,259	95,139	94,199	92.5 %	7.5%
7	Lira	350,828	344,099	344,722	344,410	98.2 %	1.8%
		699,038	661,160	659,444	660,302	91.4%	9.6
	Average	99,863	94,4515	94,206	94,329	91	9%

Source: OAG analysis

Using Katakwi to explain the figures above:-

From table 2, deficiency is 2,679,000kgs and 465,000kg for posho and beans respectively.

Using the minimum daily ration of 450gm(0.45kg) and 80gms(0.08kg) for posho and beans respectively, it means for the 3 months (90 days), number of people (x) & (y) for posho and beans respectively likely not to have been served is:

For Posho 2,679,000; $0.45 \times 90 \text{days} \times x = 2,679,000$.

Thus $x = 2,679,000 / (0.45 \times 90) = 66,148$ people

For beans 465,000; $0.08 \times 90 \text{days} \times y = 465,000$.

Thus $y = 465,000 / (0.08 \times 90) = 64,583$ people

Average no. of people not served = $(66,148 + 64,583) / 2 = 65,366$ people. In percentage terms, $(65,366 / 72,000) \times 100 = 90.8\%$

Through interviews with the CDMR and stores assistant, it was explained that the dispatch/allocation of food relief items from the central stores to disaster hit areas was based on the availability of resources.

Provision of inadequate food relief items led to malnutrition and starvation of the affected people.

Management response

Management said that other funding modalities are being used to respond to disasters; for instance, the institution of the Peace Recovery Development Plan (PRDP) and Northern Uganda Social Action Fund (NUSAF).

CHAPTER 5

CONCLUSIONS

From the above findings, the following conclusions were made to highlight the opinions observed during the course of the audit.

5.1 Disaster Response Time

Delayed access to food impinges on the survival of the persons affected by disaster.

5.2 Disaster Needs Assessment

In the absence of an initial assessment of the disaster situation, OPM could not have a clear analysis of the threats to life and whether an external response was required and if so, the nature of the response.

5.3 Coordination of Disaster Activities

Without regularly updated and shared information on coordination and implementation of emergency humanitarian activities, it becomes difficult to identify emerging problems and priorities and to address them in a timely manner.

5.4 Allocation of Food Relief Items to Disaster Victims

Failure by OPM/DDMR to allocate food relief items to the disaster affected people, in accordance with WFP minimum ration daily allocation, could lead to starvation and death.

CHAPTER 6

RECOMMENDATIONS

From the above findings and conclusions, we wish to make the following recommendations which are aimed at addressing the weaknesses observed in the procurement and distribution of food relief items by OPM/DDMR:

6.1 Disaster Response Time

- OPM/DDMR should maintain adequate minimum stock of emergency food relief items to enable prompt response to disasters.
- OPM should consider increasing on the number of staff in the DDMR with the objective of improving performance in the area of disaster management including the effective supervision and monitoring of staff in the Department.
- OPM/DDMR should develop and regularly up-date a disaster trend database to enable realistic forecast of disasters requirements. This should include the establishment of a minimum state of early warning and disaster preparedness as a means of mitigating and responding promptly to disasters.
- OPM should consider procuring food relief items from the suppliers nearest to a disaster affected area so as to be able to meet distribution targets and schedules.

6.2 Disaster Needs Assessment

The staffing needs should be addressed as mentioned in 6.1.2 above.

6.3 Coordination of Disaster Activities

- The areas of operation for the various humanitarian agencies should be clearly mapped out to improve on coordination and fair distribution of assistance to disaster victims.
- OPM/DDMR should enforce the existing disaster management coordination system whereby all humanitarian agencies and line ministries should work together to avoid the duplication of resources and overconcentration in a particular area or group of people.

- Humanitarian agencies should be encouraged to prepare monthly reports on the implementation of their activities and present them to OPM/DDMR. OPM/DDMR should ensure that such reports are widely distributed so as to contribute to transparency and accountability and allow for lessons to be learned across programs and agencies.

6.4 **Allocation of Food Relief Items to Disaster Victims**

OPM/DDMR should establish a framework to ensure the mobilization of adequate resources so as to assist disaster victims restore to their normal lives within the shortest possible time.

John F. S. Muwanga
AUDITOR GENERAL

KAMPALA

25TH MARCH 2010

APPENDICES

APPENDIX 1

Types of disasters

There are different kinds of disasters categorized as natural and man made.

<u>Major natural disasters.</u> Floods. Drought. Earthquakes.	<u>Minor natural disasters.</u> Thunderstorms. Storms
<u>Major manmade disasters.</u> Wars. Fires. Epidemic. Deforestation.	<u>Minor manmade disasters.</u> Riots. Road/Train Accidents. Food poisoning Industrial disaster/crisis Environmental pollution

Effects of disasters on humanity

- Normal needs and processes like food, shelter, health, transport and others are greatly affected and significantly deteriorate depending on the intensity and severity of the disaster.
- Disasters completely disrupt the normal day to day life.

Source: OAG Analysis

APPENDIX 2

Table showing 47 districts that were at one time affected by disasters, and were assisted with food relief items by OPM/DDMR during the F/Y's 2005/2006, 2006/2007, 2007/2008 and 2008/2009.

District affected.	Type of disaster suffered.	When the disaster occurred.	The assistance which was given.
Abim	Famine	March 2008	Maize flour & beans
Amuria	Floods	August 2007	Maize flour & beans
Amuru	War	April 2007	Maize flour & beans
Apac	War	June 2006	Maize flour & beans
Bududa	Floods/landslides	August 2007	Maize flour & beans
Bukedea	Floods	August 2007	Maize flour & beans
Bukwo	Floods/landslides	August 2007	Maize flour & beans
Bundibugyo	Hail storm	September 2007	Maize flour & beans
Bushenyi	Hail storm	July 2007	Maize flour & beans
Busia	Famine	April 2007	Maize flour & beans
Butaleja	Hail storm	February 2008	Maize flour & beans
Gulu	War	June 2006	Maize flour & beans
Ibanda	Hail storm	July 2007	Maize flour & beans
Isingiro	Hail storm	July 2007	Maize flour & beans
Kaberamaido	Floods	August 2007	Maize flour & beans
Kabong	Famine	June 2007	Maize flour & beans
Kamwenge	Famine	January 2008	Maize flour & beans
Kapchorwa	Floods/landslides	August 2007	Maize flour & beans
Kasese	War	October 2005	Maize flour & beans
Katakwi	Floods	August 2007	Maize flour & beans
Kayunga	Famine	July 2007	Maize flour & beans
Kiruhura	Hail storm	March 2008	Maize flour & beans
Kisoro	Hail storm	July 2007	Maize flour & beans
Kitgum	War	June 2006	Maize flour & beans
Kotido	Famine	October 2005	Maize flour & beans
Kumi	Floods	August 2007	Maize flour & beans
Lira	Floods	August 2007	Maize flour & beans
Manafwa	Floods/landslides	August 2007	Maize flour & beans
Masaka	Hail storm	October 2006	Maize flour & beans
Mbale	Floods/landslides	August 2007	Maize flour & beans
Mbarara	Hail storm	September 2006	Maize flour & beans
Moroto	Famine	June 2006	Maize flour & beans
Moyo	Drought	November 2008	Maize flour & beans

Mubende	Famine	November 2007	Maize flour & beans
Mukono	Famine	July 2007	Maize flour & beans
Nakapiririti	Famine	October 2005	Maize flour & beans
Nebbi	Floods	August 2007	Maize flour & beans
Ntungamo	Hail storm	July 2007	Maize flour & beans
Oyam	War	August 2007	Maize flour & beans
Pader	War	June 2006	Maize flour & beans
Palisa	Hail storm	July 2007	Maize flour & beans
Rakai	Prolonged dry spell	October 2005	Maize flour & beans
Rukungiri	Hail storm	July 2007	Maize flour & beans
Sembabule	Hail storm	October 2005	Maize flour & beans
Sironko	Floods/landslides	August 2007	Maize flour & beans
Soroti	Floods	August 2007	Maize flour & beans
Tororo	Famine	March 2007	Maize flour & beans

Source: OPM records

APPENDIX 5

Documents reviewed and purpose of reviewing them

Document reviewed	Purpose
Constitution of the Republic of Uganda, as amended in 2005.	To obtain the mandate of the OPM and that of OAG.
Ministerial policy statements (F/Y 2005/2006, 2006/2007, 2007/2008 and 2008/2009).	Obtaining information on financial forecasts and disaster management activities.
Draft national policy for disasters	Obtaining information on policy issues
National policy for IDP's (August 2004)	Obtaining information on policy issues
Guiding principles on internal displacements (OCHA)	Obtaining information on international principles on internal displacements
Stores records (1 st July 2005 to 30th June 2009)	Obtaining data on food stuffs procured.
Staff schedules of duties as at 1 st July 2006	To ascertain the roles and responsibilities of key players in OPM
Assessment reports from disaster hit districts (1 st July 2005 to 30th June 2009)	To ascertain how the disasters were assessed.
Treasury Accounting Instructions Part 1&2	To obtain government laid down guidelines on storage of food stuffs during disaster situations.
PPDA Act and Regulations 2003	To obtain government procurement guidelines of food stuffs during disaster situations.
Sphere Minimum Standards on Humanitarian Aid	To obtain international standards applicable to the management of disaster situations
UNDAC field hand book	To obtain international standards applicable to the management of disaster situations
Progress report to top management on government interventions in the floods affected areas and the post flood activities by Minister of state for relief, disaster preparedness	Obtaining information on government interventions in the floods affected areas

and refugees, February 2008	
Disaster reports from districts.	Ascertaining how disasters were assessed
International committee for Red cross report on IDP's in Northern Uganda, 2007	Ascertaining how humanitarian agencies were reporting on their field activities
UN OCHA- Pader district humanitarian briefing pack, January 2008	Reviewing disaster activities of UN OCHA in a selected district
Draft report on the state of return and resettlement in the north (Gulu, Amuru, Pader, Adjumani) by OPM	Ascertaining whether OPM-DDMR was carrying out monitoring and supervision of disaster management activities in the country

Source: OPM records

APPENDIX 6**Sampled MOU's signed between GOU (OPM) and various NGO's**

No.	MOU signed between.	Date of signing the MOU.	Article/Section concerning coordination.
1.	GOU and UN- FAO & WFP.	22/03/1972	Article 4
2.	GOU and UN	2/09/2006	Article 4.
3.	GOU and Samaritans Purse international Relief agency.	15/10/2003.	Article 4.
4.	GOU and African Devt & Emergency Organization (ADEO).	5/09/2005.	Article 4.
5.	GOU and Uganda Red Cross Society.	22/12/2006.	Article 4.
6.	GOU and PRAFRICA (Poverty Relief).	10/10/2007.	Article 4.
7.	GOU and Prayer Palace Christian Centre.	17/12/2007.	Article 4.
8.	GOU and New Testament Churches of Christ.	18/12/2007.	Article 4.
9.	GOU and Humanity First Uganda.	10/04/2008.	Article 4.
10.	GOU and World Vision.	27/05/2008.	Article 4.

Source: OPM records

APPENDIX 7:

Table showing dates of occurrence of disasters and dates when food relief assistance was given in 21 districts studied.

	District affected.	Type of disaster suffered.	Date of disaster occurred.	Date of response	Days taken
1	Katakwi	Floods	August 2007	1st Sep.'07	7
2	Kumi	Floods	August 2007	26th Sep.'07	32
3	Amuria	Floods	August 2007	24th Aug.'07	1
4	Kaberamaido	Floods	August 2007	28th Nov.'07	95
5	Bukedea	Floods	August 2007	24th Aug.'07	1
6	Soroti	Floods	August 2007	20th Sep.'07	26
7	Manafwa	Floods/landslides	August 2007	26th Oct.'07	71
8	Sironko	Floods/landslides	August 2007	31st Oct.'07	76
9	Bukwo	Floods/landslides	August 2007	8th Oct.'07	53
10	Bududa	Floods/landslides	August 2007	30th Sep.'07	45
11	Kapchorwa	Floods/landslides	August 2007	31st Oct.'07	76
12	Lira	Floods	August 2007	9th Nov.'07	85
13	Nebbi	Floods	August 2007	25th Oct.'07	70
	Average				49
14	Mbarara	Hail storm	September 2006	7 th Nov.2007	434
15	Mbale	Floods/landslides	August 2007	No records	No records
16	Moyo	Drought	November 2008	No records	No records
17	Mubende	Famine	November 2007	No records	No records
18	Moroto	Famine	June 2006	No records	No records
19	Kitgum	War	June 2006	No records	No records
20	Apac	War	June 2006	No records	No records
21	Gulu	War	June 2006	No records	No records

Summary of the 21 districts studied:

Within 48 hours (2 days)	2	i.e.	10%
After 48 hours (over 2 days)	12	i.e.	57%
No records availed	7	i.e.	33%
	21		100%

Source: OAG Analysis

APPENDIX 8

Showing available bags of maize flour and beans in the central stores of OPM at the time of occurrence of selected disasters.

Nature of disasters	Districts	Dates of occurrence.	Available bags of Flour in the Central store (Each 100kgs).	Available bags of Beans in the Central store (Each 100kgs).
Floods	Katakwi	24 th Aug '07	1120	258
Floods	Kumi	24 th Aug.'07		
Floods	Amuria	24 th Aug.'07		
Floods	Kaberamaido	24 th Aug.'07		
Floods	Bukedea	24 th Aug.'07		
Floods	Soroti	24 th Aug.'07		
Floods/Landslides	Manafwa	Mid-August 2007	40	210
Floods/Landslides	Sironko	Mid-August 2007		
Floods/Landslides	Bukwo	Mid-August 2007		
Floods/Landslides	Bududa	Mid-August 2007		
Floods/Landslides	Kapchorwa	Mid-August 2007		
Floods/Landslides	Lira	Mid-August 2007		
Floods/Landslides	Nebbi	Mid-August 2007		

Summary of the Table:

District(s)	Region	District(s)	Region	District(s)	Region
Katakwi	Teso	Manafwa	Mbale	Bukwo	Sebei
Kumi	Teso	Sironko	Mbale	Kapchorwa	Sebei
Amuria	Teso	Bududa	Mbale	Lira	North
Kaberamaido	Teso			Nebbi	North
Bukedea	Teso				
Soroti	Teso				

Source: OAG Analysis

APPENDIX 9

Showing preliminary disaster reports in the 21 districts studied.

	District affected.	Reference number	Date of request	Description of request	Nature of description
1	Katakwi		August 2007	Not availed	Not availed
2	Kumi		August 2007	Not availed	Not availed
3	Amuria		August 2007	Not availed	Not availed
4	Kaberamaido		August 2007	Not availed	Not availed
5	Bukedea		August 2007	Not availed	Not availed
6	Soroti		August 2007	Not availed	Not availed
7	Manafwa	CR/401/1	27 Aug 2007	massive destruction of food by rain	Not quantified
8	Sironko		August 2007	Not availed	Not availed
9	Bukwo		August 2007	Not availed	Not availed
10	Bududa		August 2007	Not availed	Not availed
11	Kapchorwa		August 2007	Not availed	Not availed
12	Lira		August 2007	Not availed	Not availed
13	Nebbi		August 2007	Not availed	Not availed
14	Mbarara		September 2006	Heavy down pour leaving gardens destroyed	Not quantified
15	Mbale		August 2007	Not availed	Not availed
16	Moyo	CR/1061/1	November 2008	A lot of damage caused	Not quantified
17	Mubende		November 2007	Not availed	Not availed
18	Moroto		June 2006	Not availed	Not availed
19	Kitgum		June 2006	Not availed	Not availed
20	Apac		June 2006	Not availed	Not availed
21	Gulu		June 2006	Not availed	Not availed

Summary of the 21 districts studied:

Information not given	10	i.e.	48%
Information not seen	8	i.e.	38%
Information not quantified	3	i.e.	14%
	21		100%

Source: OPM records