



Office of U.S. Foreign Disaster Assistance

DISASTER CASE REPORT

Agency for
International
Development

Washington D.C.
20523

UGANDA - Civil Strife/Drought

Date: May 10, 1979 - first determination (FY 79)
April 10, 1980 - second determination (FY 80)
September 6, 1980 - third determination (FY 80)

Location: Civil strife and aftermath - countrywide, with the cities of Kampala, Masaka, and Mbarara most affected. Drought - northern and northeastern parts of the country, particularly Karamoja

No. Dead: Not reported

No. Affected: Most of the population of Uganda was affected in varying degrees by the eight years of maladministration and neglect under Idi Amin, and by the war, looting, and political instability accompanying and following his ouster. Up to 500,000 people were at severe risk from the food shortage caused by the drought. Thousands of people were displaced by the combined disasters.

Damage: Structures were destroyed and public utilities disrupted by the war. Public, commercial and transport sectors were disabled by neglect and looting, with schools and hospitals emptied of essential equipment. Crops were affected by the drought and livestock herds were decimated by raiding, drought, and disease.

The Disaster

Eight years of mismanagement and neglect under Idi Amin resulted in a gradual deterioration in the public and private sectors and the devastation of the country's economy. In the war with Tanzania, which brought about the fall of Amin, structures were destroyed and public utilities disrupted, especially in Kampala, Masaka, and Mbarara. The looting which followed the war, directed initially at supporters of the former regime, became wide-spread, leaving the public, commercial, and transportation sectors severely disabled. Shops were closed, industry idled, and the country left virtually immobilized by the loss of more than 80% of its transport capability and the temporary closure of its major international airport.

The most serious consequences of the disaster were the reduction in food production and the decrease in the delivery of health services. Hospitals, already in deteriorated condition, were emptied of essential supplies and equipment. Due in part to shortages of drugs and medicines, as well as to a lack of clean water sources, the incidence of endemic diseases increased. Cholera reached epidemic proportions in the Karamoja and Mbale areas in the spring of 1980 and several cases of typhoid were reported. Mulago Hospital in Kampala, once a leading African institution for medical research, was so lacking in basic equipment that the operating rooms had to be closed in September 1980. Years of neglect and war damage left the country's water and sewerage systems in a serious state of disrepair.

Food shortages were further aggravated by drought in the northern and northeastern parts of the country. Areas affected were West Nile, Madi, Acholi, and, most seriously, Karamoja. As a consequence of four years of deficient rainfall in the region, the difficulty of planting during the war, and a shortage of seeds, the food situation had become critical by mid-1979. No reliable estimates are available on the number of deaths from starvation, but an estimated 500,000 people were affected by the chronic food shortages. Distribution of emergency food shipments was hampered by the limited availability of vehicles, an acute shortage of fuel and spare parts, and the poor internal security situation in Karamoja. Traditional tribal hostilities developed into open warfare in the struggle for livestock. The armed raiding included attacks on food trucks and threatened the safety of relief workers. The food problem was compounded by the uncertainty of food arrivals and the generally insufficient initial quantities.

Thousands of people were internally displaced by the events of 1979, including refugees who had settled in Uganda and an estimated 265,000 Ugandans. Thousands more fled the country; their repatriation to drought-affected areas placed an added strain on scarce food resources.

Action Taken by the Government of Uganda (GOU) and Local Voluntary Agencies

Two major obstacles limited Uganda's efforts to meet its grave emergency needs: a lack of foreign exchange needed to purchase relief supplies, and the unsettled political situation that prevented effective coordination and implementation of an international relief effort. Problems of mobilizing internal resources further complicated the situation. However, post-Amin governments did attempt to organize relief and rehabilitation programs by appealing to the international community for assistance and by creating the Ministry of Relief and Rehabilitation.

The GOU requested emergency food distribution programs through CARE and other relief agencies and assisted in developing a district level allocation plan. The government provided CARE with the approximate equivalent of \$1,185,026 to cover administrative operating expenses in transporting P.L. 480 commodities and supplied 7 to 10 trucks to the World Food Program (WFP) for its relief activities. In addition, the GOU purchased 13,400 MT of maize; this was distributed mainly to government workers and residents of urban areas.

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As part of the effort to overcome the country's health care crisis, the GOU provided approximately \$2,289,254 in goods and services for the rehabilitation of the Mulago water supply system.

The following local voluntary agencies provided relief assistance:

The Church of Uganda - acted as a channel for relief assistance and, with financial support from the World Council of Churches (WCC), assisted the United Nations High Commissioner for Refugees (UNHCR) in food distribution and provided the use of eight trucks for that effort; supplied 300 tons of beans from Kenya and four tons of maize and other locally procured foods with funds transferred from WCC; instituted a seed purchasing plan.

The Uganda Red Cross - with the assistance of the West German embassy, purchased four Landrovers used to transport relief supplies; assisted at the county level in the distribution of WFP and other donor food commodities.

Assistance Provided by the United States Government (USG)

In three separate disaster determinations, the USG responded to the GOU's appeal to the international community for relief and rehabilitation assistance.

On May 10, 1979, a little less than a month after the coup that ousted Amin, the Assistant Secretary for African Affairs, Richard M. Moose, declared that a disaster of such magnitude as to warrant use of USG disaster assistance funds existed in Uganda. In response to the first disaster determination, assistance was provided from disaster account funds as follows:

An operations officer from the Office of U.S. Foreign Disaster Assistance (OFDA) visited Uganda in June to assess disaster needs and make recommendations to the USG.....\$3,425

With the lifting of the legislative ban on U.S. assistance to Uganda on September 22, 1979, disaster relief funds were distributed by the Embassy in Kampala in two grants: one in the amount of \$15,000 to the Uganda Red Cross for the purchase of 2,050 blankets and the other for \$10,000 to the Uganda Cancer Institute.....\$25,000

Also in September 1979, OFDA provided a grant to CARE for the purchase and distribution of 40,000 hoes and 4,000 kilos of vegetable seeds to the farmers of Ankole and Masaka districts... .\$200,000

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OFDA reimbursed UNICEF for the purchase and air transport of approximately 64 tons of medicines and hospital equipment, including sheeting, needles, syringes, and bandages, from Copenhagen to Entebbe; the distribution of these and additional medical supplies, procured by OFDA in the U.S. and airlifted to Uganda, was coordinated by the Verona Fathers. Total costs, including a mission allotment of \$11,900 for repackaging and inland transport, were.....\$439,999

Under contract to OFDA, the National Water Well Association sent a hydrologist to Uganda to make a water/well survey for Mulago Hospital.....\$8,458

TOTAL \$676,882

These expenditures were from FY 80 accounts.

The U.S. Chief of Mission, David Halsted, determined on April 10, 1980, that a disaster existed in Uganda because of severe food shortages in the northern and northeastern parts of the country. The USG response included the following assistance funded from FY 80 disaster assistance accounts:

Through an OFDA grant to the U.N., the USG financed the emergency airlift of 210 MT of maize from Ethiopia, with Ethiopia to be reimbursed with a WFP commodity.....\$138,000

An OFDA grant was made to CARE to assist with the cost of internal transport and distribution of approximately 7,500 MT of P.L. 480 commodities between July and October 1980.....\$208,395

TOTAL \$346,395

In response to an appeal from the GOU for assistance in providing a safe water supply for Mulago Hospital, the U.S. Ambassador to Uganda, Gordon R. Beyer, determined September 26, 1980, that a health care disaster existed in Kampala. Disaster funds expended in the health care crisis were from FY 80 accounts.

An OFDA grant was provided to the GOU for the procurement of equipment and supplies for the restoration/rehabilitation of the water system at Mulago Hospital.....\$270,000

OFDA procured and shipped medical supplies, including bandages, needles, surgical soap, sutures, syringes, light bulbs, and nurses' uniforms to Mulago Hospital from A.I.D. Excess Properties Division.....\$68,893

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A mission allotment for the procurement/transport of emergency surgical supplies for Mulago Hospital, pending arrival of excess property equipment, was made in the amount of.....\$15,000

TOTAL \$353,893

Total from International Disaster Assistance funds (FY 1979 and FY 1980).....\$1,377,170

Other USG disaster-related assistance in FY 1979:

A.I.D. provided a grant to CARE for school reconstruction.....\$600,000

An A.I.D. grant assisted the work of the International Rescue Committee (IRC) in the operation of medical clinics.....\$57,000

A grant to the GOU from Economic Support Funds (ESF) provided for the import of basic agricultural implements.....\$3,000,000

USAID also used approximately \$65,000 of these funds to purchase more than 500 truck tires and tubes from Zimbabwe for the Uganda Cooperative Transport Union (UCTU). By means of this purchase, 70 vehicles which had been inoperable were brought back into service for use in the distribution of food.

TOTAL \$3,657,000

Other USG disaster-related assistance in FY 1980:

In support of a U.N. appeal, A.I.D. grants were made to the United Nations High Commissioner for Refugees (UNHCR) in the total amount of.....\$2,500,000

An A.I.D. grant was provided to CARE to assist with costs of food transport.....\$360,000

21,327 MT of P.L. 480 Title II foods were donated by the USG and distributed by CARE and the World Food Program (WFP). CARE handled 19,031 MT of commodities (11,533 MT of corn, 5,502 MT of cornmeal, and 1,996 MT of vegoil) with a total value, including ocean freight, of \$8,842,960; WFP distributed 2,296 MT of food (633 MT of cornmeal, 1,189 MT of non-fat dried milk (NFDM), and 474 MT of vegoil) with a total value, including ocean freight, of \$5,672,358. The total USG donation was valued at.....\$14,515,318

A grant to UNHCR was made by the U.S. Department of State.....\$1,000,000

Self-help assistance was provided in the amount of.....\$100,000

TOTAL \$18,475,318

Total USG assistance.....\$23,509,488

Assistance Provided by U.S. Voluntary Agencies and Private Companies

Voluntary Agencies

Africa Inland Mission (AIM) - gave more than \$100,000 for the purchase of blankets and hoes, and provided three trucks to deliver additional material aid to the West Nile district.

Africare - donated \$35,000 worth of soap to the Ministry of Health and four packaged hospitals, value not reported.

Assemblies of God, Foreign Service Committee - provided relief assistance of unspecified value.

Baptist World Alliance - gave \$12,500 to MAP International, \$5,000 through the Baptist Convention of Kenya, \$25,000 through the Southern Baptist Convention, and \$5,000 to UNICEF. (Donations to MAP and SBC are presumably accounted for in those agencies' contributions, leaving \$10,000 credited to BWA.)

CARE - through its own network of employees, distributed 19,031 MT of P.L. 480 Title II foods to approximately 400,000 persons in northern Uganda (exclusive of Karamoja) and diverted 730 MT of food stocks to WFP; administered four USG cash grants totaling \$1,368,395 (see USG above); contributed \$87,539 from its own resources (as of November 1980) for relief assistance.

Catholic Relief Services (CRS) - donated 5 MT of maize and assisted in the distribution of over 100 MT of P.L. 480 Title II foodstuffs; gave \$79,708 to a local Catholic church for reconstruction and drought assistance.

Church World Service (CWS) - issued an appeal for \$600,000 in May 1979 to support a repatriation/relief program; of the \$359,500 received in response as of August 1980, \$80,000 was forwarded to the Commission on Inter-Church Aid, Refugees, and World Service (CICARWS).

Direct Relief Foundation - shipped 500 pounds of medicine to Mengo Hospital (Kampala) and 440 pounds of medical supplies to Buyoga Health Center (Masaka), value not reported; contributed \$43,991 for reconstruction activities; donated medical supplies and equipment valued at \$70,000 during 1980/81.

Emergency Relief Fund, International - provided food, seeds, tools, and medical supplies to East Africa, with an unspecified amount going to Uganda.

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International Christian Aid - provided food, clothing, and farm implements, all valued at \$350,000, for a Karamajong resettlement project.

Lutheran World Federation - contributed five vehicles with a total value of \$125,000.

Lutheran World Ministries - donated \$150,000 in cash (1980/81) through Lutheran World Federation for the Church of Uganda.

Lutheran World Relief - made a grant of \$10,000 to Lutheran World Federation toward cost of vehicles and gave \$60,000 for famine relief. (The \$10,000 donation to LWF is presumably accounted for in that agency's contribution, leaving \$60,000 credited to LWR.)

MAP International - shipped 225,886 pounds of medical supplies ("fair market value" of \$1,975,467) at a cost of \$114,645 in 1979 and medical supplies worth \$246,000 in 1980/81.

Medical Missionaries of Mary - donated medical supplies through Direct Relief Foundation, value not reported.

Mennonite Central Committee - contributed \$69,000 in cash (1980/81).

Mill Hill Missionaries - shipped small quantities of medical supplies, value not reported.

The Presiding Bishop's Fund for World Relief (the Episcopal Church) - gave \$8,000 in cash to MAP and \$45,000 to the Church of Uganda. (The \$8,000 donation to MAP is presumably accounted for in that agency's contribution, leaving \$45,000 credited to the Presiding Bishop's Fund.)

The Salvation Army (S.A.) - supported local S.A. projects in education, emergency feeding and shelter, and health; value not reported.

Seventh Day Adventist World Service - shipped clothing and shoes for refugees; value not reported.

Southern Baptist Convention, Foreign Mission Board - provided four vehicles, agricultural supplies, and medicines, all valued at \$371,429; contributed \$33,000 to African Evangelical Enterprise for transport expenses (1979) and \$80,000 for transporting medicines (1980).

World Concern - donated foodstuffs worth \$6,000 and seeds of unreported value.

World Relief Corporation - gave \$35,000 in cash to African Evangelical Enterprise.

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World Vision Relief Organization - purchased and distributed medicines, blankets, baby food, and agricultural supplies, all worth \$325,000, and supported relief programs with an additional value of \$175,000 (1979); working through AIM and the Church of Uganda (1980), provided hoes, beans and seeds, 50 MT of grain, vaccines, and general relief funds, all valued at \$473,500.

YMCA, International Division - U.S. YMCA contributed \$80,000 through the World Alliance emergency appeal for reconstruction of YMCA facilities in Uganda.

Private Companies

General Mills - contributed 25,000-30,000 pounds of CSM mix to African Evangelical Enterprise; value not reported.

TOTAL \$3,524,512

Assistance Provided by the International Community

International Organizations

CICARWS/WCC - arranged an airlift of blankets from UNIPAC (Copenhagen) at an estimated cost of \$260,000, using funds received (\$611,085) and pledged (\$242,969) in response to an appeal for \$1,260,000, transferred \$710,000 to the Church of Uganda (as of August 1980).

European Economic Community (EEC) - provided \$1,136,000 in foodstuffs and medicines to WFP in addition to a donation of 700 tons of skimmed milk, 222 tons of corn flour and other food aid of unreported value; made a cash grant of \$700,000 to WFP to finance airlifting and internal transport of part of WFP-supplied maize; donated \$267,188 in kind through LORCS; supplied commodities valued at \$1,000,000 to the Uganda Water and Sewerage Corporation for water system repairs.

European Economic Community, European Development Fund (FED) - made \$840,000 available for emergency activities in addition to development aid.

Food and Agriculture Organization (FAO) - approved an emergency program to control hoof-and-mouth disease; supplied 1,000 tons of maize, wheat, and bean seeds, 250 kg. of vegetable seeds, and 20,000 hoes; value not reported.

International Committee of the Red Cross (ICRC) - issued an appeal for 2 million Swiss francs (approximately \$1.2 million) in April 1979 and had received more than 1.5 million Swiss francs (approximately \$900,000) in response as of May 9; carried out a program of medical assistance providing pharmaceuticals to government and private hospitals, total value not reported; assisted in distribution of emergency medical supplies donated by USG.

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League of Red Cross Societies (LORCS) - coordinated contribution of national Red Cross societies and sent three delegates to Uganda; provided 60 tons of seeds and 10,000 hoes; distributed 1,812 tons of maize meal and 120 tons of milk powder; value not reported.

United Nations High Commissioner for Refugees (UNHCR) - issued an appeal in July 1979 for \$13.3 million to provide assistance to refugees and displaced Ugandans and had received \$5,250,000 in cash and kind contributions in response as of August 1980 (including \$3.5 million in U.S. grants); made interim assistance available from emergency funds and advanced \$630,000 in trust funds; coordinated relief efforts of the U.N. and acted as distribution agent for WFP.

UNICEF - provided 300 health kits to 300 health centers to replace looted equipment; set up child rehabilitation feeding centers; took over responsibility (April 1981) for moving WFP and other donors' food commodities from storage depots to distribution points.

World Food Program (WFP) - channeled international food donations and coordinated emergency food aid operations. UNHCR organized transport and distributed food (including 2,296 MT of P.L. 480 Title II commodities, 730 MT of maize diverted by CARE, 3,500 MT of maize from Ethiopia, 5,000 MT of maize purchased by the Netherlands, and 1,000 MT of cowpeas from Tanzania) primarily to the inhabitants of Karamoja, displaced persons, and returning Ugandans.

(Note: The total quantity of food delivered by WFP through 1980 cannot be determined from available sources of information; however, expected WFP food deliveries in July (1,543 MT) and August (2,955 MT) of 1980 give an idea of the size of WFP operations. Scheduled food shipments to Uganda via WFP for July, August, and September 1980 give a further indication: 7,377 MT of cereals, 700 MT of protein foods, 531 MT of DSM, and 230 MT of vegoil.)

Governments

Belgium - pledged 3,000 MT of maize meal to UNICEF.

Canada - contributed \$133,779 in kind through LORCS.

Denmark - gave \$364,000 for famine relief and another \$89,160 in cash through LORCS; through DANCROSS, provided funds for over 100 tons of food; provided medicines plus transport and sent pharmacists to help reorganize Uganda's central medical stores; contributed toward the UNHCR appeal.

Finland - provided \$11,970 in services through LORCS.

France - donated 3,000 tons of cereals and a field hospital in Karamoja in cooperation with Hopitals Sans Frontiers, and airlifted medicines, value not reported; made two helicopters and crews available to provide security during delivery of relief supplies.

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Germany, Fed. Rep. - contributed \$55,717 in kind through LORCS. (This may include a reported pledge of 30 MT of wheat and 60 MT of rice.) The German Embassy assisted the Uganda Red Cross in purchasing Landrovers, value not reported.

India - supplied 50 MT of rice, value not reported.

Luxembourg (government and Red Cross) - gave \$89,617 in kind through LORCS.

Netherlands - pledged 5,000 MT of cereals to WFP and donated 500 MT of high protein biscuits; contributed toward UNHCR appeal; assisted in the purchase and transport of dried fish from Katali to the famine area; value not reported.

Norway - with the Netherlands, assisted in the transport of dried fish from Katali (see above).

Switzerland - contributed \$104,339 in kind through LORCS; pledged 1,000 MT of wheat flour to UNICEF; contributed toward the UNHCR appeal.

Switzerland (government and Red Cross) - donated \$20,385 in kind through LORCS.

United Kingdom - provided \$4,046,126 through the Overseas Development Mission to assist in the rehabilitation of hospitals and Entebbe Airport and to purchase tools, spare parts and building materials; financed airlift of 400 MT of cowpeas from Tanzania.

Voluntary Agencies

African Evangelical Enterprise - donated 4 MT of milk and 24 MT of DSM, value not reported; channeled relief aid from other sources.

Australia Red Cross - gave \$1,078 in cash through LORCS.

Canada Red Cross - donated \$5,334 in cash through LORCS.

Caritas (West Germany) - supplied 220 MT maize meal, value not reported.

Danchuraid (Denmark), Lutherhjaelpen, and Das Diakonische Werk (Germany) - airlifted 18 tons of protiblend, 23 tons of Swedish Emergency Food and other enriched foods, 1,400 tons of blankets, 500 kg of dried fish (for the Red Cross), 180 kg of hospital equipment and medicines, 240 kg of vehicle tools and spare parts.

Denmark Red Cross - gave \$4,472 in kind and \$19,054 in cash through LORCS.

Docteurs du Monde and Hopitals Sans Frontiers (France) - operated child rehabilitation feeding centers.

Egypt Red Cross - donated \$27,822 in kind through LORCS.

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Finland Red Cross - gave \$58,582 in services through LORCS.

France Red Cross - contributed \$722 in kind through LORCS.

Germany (Fed. Rep.) Red Cross - provided \$2,137,480 in kind, \$87,665 in services, and \$33,028 in cash, all through LORCS. (This may include an airlift of 1,300 tons of cereal assisted by NORCROSS and SWEDCROSS, and the donation of approximately 120 tons of milk products to the Uganda Red Cross.)

Germany Caritas - pledged 220 MT of maize meal.

Iceland Red Cross - gave \$74,721 in cash through LORCS.

Ireland Red Cross - provided \$6,470 in cash through LORCS.

Monaco Red Cross - gave \$176 in cash through LORCS.

Netherlands Red Cross - provided \$94,606 in kind and \$120 in cash through LORCS. (This may include a donation of 90 kg of medicaments.)

Norway Red Cross - contributed \$330,779 in cash, \$27,934 in kind, and \$9,567 in services, all through LORCS.

Oxfam (U.K.) - airlifted 60 MT of WFP maize from Ethiopia at an estimated cost of \$46,000; assisted in the distribution of WFP foods.

Save the Children Fund (United Kingdom) - in cooperation with UNICEF, established child rehabilitation feeding centers; assisted in distributing emergency foodstuffs.

South Africa Red Cross - gave \$189 in cash through LORCS.

Swaziland - contributed \$907 in cash through LORCS.

Sweden Red Cross - provided \$23,619 in services, \$2,220 in kind, and \$321,187 in cash through LORCS.

Turkey Red Cross - donated \$6,201 in kind through LORCS.

United Kingdom Red Cross (BRITRED CROSS) - gave \$350,597 in kind and \$176,806 in cash through LORCS; with other British volags, supplied 200 tons of sugar and 50 tons of salt, value not reported.

USSR Red Cross - provided \$81,896 in kind through LORCS.

Verona Fathers - airlifted a planeload of medicines and provided 7 MT of maize, value not reported; coordinated the distribution of USG-donated medical supplies; assisted in the distribution of WFP foods in northern Uganda.

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Miscellaneous - donations through LORCS totaled \$406.

TOTAL \$17,037,919

* Please note: the figures for total voluntary agency and international assistance are an approximation and may be incomplete. In many cases, the cash value of in kind aid is unavailable.

** Contributions of U.S. Voluntary Agencies are as of 8/81.

*** Contributions through the League of Red Cross Societies are as of 6/81.