



THE REPUBLIC OF UGANDA

THE UGANDA ROADMAP ON ANTICIPATORY ACTION 2026 - 2031



Early
Warning



Anticipatory
Action



Policy &
Advocacy



Governance &
Coordination



Financing
Mechanism



Monitoring,
Evaluation, Research
& Learning

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List Of Abbreviations

AA	Anticipatory Action
AAH	Action Against Hunger
DLG	District Local Government
DRM	Disaster Risk Management
DRPM	Department of Relief, Disaster Preparedness and Management
DRR	Disaster Risk Reduction
ECHO	European Civil Protection and Humanitarian Aid Operations
ESW	Early Warning Systems
FAO	Food and Agriculture Organization
FCDO	Foreign, Commonwealth and Development Office of the United Kingdom
GoU	Government of Uganda
ICPAC	IGAD Climate Prediction and Applications Centre
IDDRISI	IGAD Drought Disaster Resilience and Sustainability Initiative
IOM	International Organisation for Migration
IRRAA	IGAD Regional Roadmap on Anticipatory Action
IFRC	International Federation of Red Cross and Red Crescent Societies
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments, and Agencies
MERL	Monitoring, Evaluation, Research and Learning
MHEWS	MultiHazard Early Warning Systems
MoLG	Ministry of Local Government
NDP	National Development Plan
NPA	National Planning Authority
NPDPM	National Policy for Disaster Preparedness and Management
OPM	Office of the Prime Minister
SDGs	Sustainable Development Goals
SFDRR	Sendai Framework for Disaster Risk Reduction
UAIS	Uganda Agriculture Insurance Scheme
UNRAA	Uganda National Roadmap on Anticipatory Action
UNDRR	United Nations Office for Disaster Risk Reduction
URCS	Uganda Red Cross Society
WFP	World Food Programme
WVU	World Vision Uganda

Early Warning System is used in this context to describe a set of procedures and tools designed to detect and provide timely, accurate, actionable, and inclusive warning information of potential threats or hazards, allowing people or organisations to take anticipatory action to reduce harm or prepare for impact.

Anticipatory Action refers to a set of pre-planned, pre-financed, and timely interventions triggered by reliable forecasts of an impending hazard, implemented before the hazard reaches its peak and within a defined window of opportunity. These actions aim to prevent or mitigate the potential impacts of predictable shocks.

Impact-based Forecasting (IbF) is a method that combines hazard forecasts with vulnerability and exposure data to predict the likely impacts on people, infrastructure and livelihoods.

Thresholds are pre-defined, measurable indicators that signal when a predicted hazard is likely to occur and reach risk categories that justify differentiated early interventions. They are part of a pre-agreed trigger mechanism used to activate anticipatory actions before a disaster fully unfolds.

Triggers are pre-agreed decision points based on local contexts, data-driven forecasts, risk data, and thresholds that indicate when to activate anticipatory actions. They are designed to mitigate the impact of hazards before a disaster strikes, reducing its impact on vulnerable populations.

The Dialogue Platform (DP) on anticipatory action is an event held at national, sub-regional, regional, and global levels. At these regular events, humanitarian actors, scientists, government agencies, and other stakeholders meet to share knowledge and shape the future of Anticipatory Action. It encourages collaboration and innovation across actors, countries and regions.

Anticipatory Action Plans (AAPs) are tools that contain information on triggers and anticipatory actions, as well as describe the step-by-step process for implementing anticipatory actions once a trigger is activated. They provide guidelines for who takes action when, where, and with what funds. The activation of the plan is triggered when a specific forecast reaches a certain threshold that indicates potential severe negative impacts.

Impact Level is the degree of forecasted loss and damage (human, livelihoods, infrastructure, environment, etc.), or in other words, the degree of humanitarian impact of an extreme event that would trigger action. If more than a predetermined probability of a certain amount of loss/damage is forecasted, we act.

Lead Time is the time from when the forecast is issued until the occurrence of the event that is forecasted to happen. For example, a forecast issued on Monday for a storm to make landfall on Friday has a four-day lead time.

Forewarning is the time between warning and impact.

Risk is the expected damage or loss due to the combination of vulnerability and hazards. People are at risk when they are unable to cope with a hazard.

Readiness refers to a group/community organisation functioning as a system, which is prepared for any hazard that is going to happen.

Anticipatory Action marks an important advancement in Uganda's approach to disaster risk management and climate resilience. As the country continues to face recurrent climate-related shocks, including floods, droughts, and landslides, there is an increasing need to move beyond reactive responses toward proactive, timely, and risk-informed action that safeguards lives, livelihoods, and national development gains.

The National Anticipatory Action Roadmap provides a strategic framework for institutionalizing Anticipatory Action within Uganda's disaster preparedness and response systems. Anchored within the Office of the Prime Minister, and aligned with national policies, strategies, and planning frameworks, the roadmap outlines clear priorities for coordination, governance, financing, and capacity strengthening to enable early action before hazards escalate into emergencies.

This Roadmap has been developed through inclusive consultations with Ministries, Departments and Agencies, Local Governments, development and humanitarian partners, civil society organizations, and technical institutions. It reflects a shared commitment to strengthening national leadership and ensuring that anticipatory approaches are evidence-based, people-centered, and responsive to the needs of vulnerable communities.

On behalf of the Office of the Prime Minister, I commend all stakeholders who contributed to the development of this Roadmap and reaffirm the Government of Uganda's commitment to its effective implementation. Successful realization of its objectives will require sustained collaboration, adequate resourcing, and strong accountability across all levels.

By advancing Anticipatory Action, Uganda strengthens its capacity to reduce disaster impacts, protect development investments, and build resilience in the face of climate variability and future shocks.

Alex Kakooza

Permanent Secretary
Office of the Prime Minister
Republic of Uganda

The Uganda National Roadmap for Anticipatory Action (2026-2031) marks a significant advancement in our country's initiatives to proactively address and lessen the effects of climate and non-climate shocks. With the increasing frequency and intensity of these threats, establishing a solid framework to anticipate and respond to early warnings is more essential than ever.

This Roadmap is the result of extensive collaboration and dedication from a diverse array of stakeholders, including governmental bodies, non-governmental organisations, community representatives, and international partners. It reflects our collective commitment to enhancing resilience, safeguarding livelihoods, and protecting the most vulnerable populations in Uganda. The Anticipatory Action (AA) stakeholders at the regional, national, and sub-national levels made significant contributions to this roadmap through their participation in consultation workshops and review meetings, as well as their provision of written feedback on earlier drafts.

This Roadmap aligns with global and regional best practices for Anticipatory Action. Through its six strategic pillars, we aim to establish a coordinated and effective system that delivers anticipatory actions to communities exposed to disaster risks. The implementation of this Roadmap will transform our approach to disaster risk management (DRM). By shifting our focus from reactive to proactive measures, we will not only mitigate the adverse impacts of disasters but also promote sustainable development nationwide.

As we embark on this journey, I would like to extend my gratitude to all contributors for their unwavering support and dedication. Together, we will build a resilient Uganda, capable of anticipating and mitigating the impacts of future hazards, ensuring a safer and more secure future for all. I would like to express my appreciation to all the DRM and AA stakeholders for their unwavering support and commitment.

Hon. Sam Engola (MP)

Minister for Relief, Disaster Preparedness and Refugees
Republic of Uganda

Acknowledgements

The development of Uganda's National Roadmap on Anticipatory Action was significantly enhanced by the essential contributions of various stakeholders, including Ministries, Departments, and Agencies (MDAs), civil society organisations, and development partners. These included but were not limited to stakeholders from the Office of the Prime Minister, Ministry of Water and Environment, Ministry of Works and Transport, Ministry of Agriculture, Animal Industry and Fisheries, Ministry of Gender, Labour and Social Development, Ministry of Local Government, National Planning Authority, Ministry of Energy and Mineral Development, Uganda National Department of Meteorological Services, Uganda Bureau of Statistics, Parliamentary Forum on Sustainable Development Goals/ Disaster Risk, National Environment Management Authority Reduction, Insurance Regulatory Authority, District Local Governments, Uganda Insurers Association, Famine Early Warning System Network, and Makerere University.

The development of this roadmap received tremendous support from development partners, namely: The World Food Programme (WFP), the Food and Agriculture Organization (FAO), the IGAD Climate Prediction and Application Centre (ICPAC), Uganda Red Cross Society (URCS), United Nations Office for Disaster Risk Reduction (UNDRR), the European Civil Protection and Humanitarian Aid Operations (ECHO), the Foreign, Commonwealth and Development Office of the United Kingdom (FCDO), the World Bank, the International Organisation for Migration (IOM), Save the Children Uganda, DanChurchAid (DCA), World Vision Uganda (WVU), and Catholic Relief Services (CRS), among others.

We extend our sincere gratitude to Mr. Mwenyi Davis C.M, the Commissioner Disaster Preparedness and Management (DPM) and Ms. Catherine Ahimbisibwe the Assistant Commissioner DPM for spearheading the development of this roadmap, along with a committed technical team that includes Ms. Immaculate Nyangoma (OPM), Ms. Tiina Honkanen (WFP), Dr. Tapiwa Muzerengi (WFP), Mr. Daniel Winter Putan (WFP), Ms. Peris Muchiri (FAO), Ms. Furuo Li (FAO), Mr. Victor Igbokwe (ICPAC), Mr. Emmanuel Ntale (URCS), Dr. Martin Munene (UNDRR), Mr. Isaac Obai (WFP) and Dr. George Otieno (ICPAC).

In conclusion, the contributions of all those who diligently worked in different capacities to ensure the success of this process are recognised and sincerely valued. Since this is a national roadmap, it is essential for all Ministries, Departments, Agencies, Local Governments, Non-Governmental Organisations (NGOs), the Private Sector, Development Partners, Academia, and Research Institutions, among others, to come together to support its comprehensive implementation.

Uganda is increasingly exposed to climate- and non-climate-related hazards, with disaster events rising significantly over the past two decades. In response, the Government of Uganda has developed the Anticipatory Action Roadmap (2026–2031) to shift from reactive disaster response to proactive, forecastbased planning.

This roadmap provides a strategic framework for institutionalising anticipatory action (AA) across national systems, aligning with global and regional frameworks such as the IGAD Regional Roadmap for AA, the Sendai Framework for Disaster Risk Reduction, and the Early Warning for All initiative.

The roadmap is anchored on six strategic pillars: strengthening multi-hazard early warning systems (MHEWS); enhancing pre-planned, pre-financed AAs; embedding AA into policy and legal frameworks; strengthening governance and coordination; developing sustainable financing mechanisms; and establishing a robust monitoring, evaluation, research, and learning (MERL) system. These pillars aim to ensure timely, inclusive, and evidence-based interventions that mitigate the impacts of predictable shocks.

Key priorities include standardising hazard-specific triggers and thresholds, expanding MHEWS coverage to 80% of districts, allocating at least 30% of contingency funds to AA, shifting increasingly towards harmonized, multi-stakeholder AA plans and documenting lessons from pilot interventions and building up the national investment case and evidence base on AA. The roadmap also proposes the creation of a national repository of AAs and prioritises capacity building at all levels—from national institutions to community actors.

Implementation will be led by the Office of the Prime Minister, in collaboration with relevant Ministries, Departments and Agencies, Local Governments and Cities, Civil Society Organisations, Academia, and the Private Sector.

The roadmap promotes inclusive participation, particularly of women, youth, persons with disabilities, and other vulnerable groups.

By 2031, Uganda ultimately envisions AA as a mainstreamed approach within its disaster risk management system—reducing vulnerability, safeguarding development gains, and enhancing national resilience.



INTRODUCTION

Introduction

The Government of Uganda recognises the need to shift from reactive responses to proactive measures in response to covariate shocks caused by climatic and non-climatic disasters. The reactive approach has proven inadequate in reducing the impact of these disasters, often resulting in human suffering, economic setbacks, gender disparities, and delays in development. Additionally, funding to support affected populations is frequently insufficient to meet their needs and is usually disbursed after predictable hazards escalate into disasters. It is essential to build capacity and develop systems that protect vulnerable groups from predictable hazards through the Anticipatory Action (AA) approach before disasters strike. Moreso, Uganda participates in global and regional coalitions dedicated to reversing the impacts of climate change and related disasters. In 2015, the Ugandan government adopted the 2030 Agenda for Sustainable Development, which aims to eradicate poverty, reduce inequality and injustice, and combat climate change by 2030. Specifically, Goal 13 focuses on mobilizing action on climate change. Uganda also endorsed the Sendai Framework for Disaster Risk Reduction 2015-2030, and the IGAD Regional Roadmap on Anticipatory Action (IRRAA), which focuses on embedding AA into national policies and frameworks, encouraging a forward-thinking approach to mitigating disaster risks and improving climate adaptability among communities in Uganda. These SDGs, along with climate and disaster priorities, have been integrated into Uganda's Vision 2040 and the Fourth National Development Plan (NDP IV) for the period 2025/26 to 2029/30. Therefore, expanding AA systems and their delivery is crucial if Uganda is to reach all vulnerable populations and increase their resilience to weather and climate-related hazards.

Uganda's Risk Profile

Over the years, Uganda has faced a range of covariate shocks, including both climatic and non-climatic hazards. The country's hazards risk landscape comprises multiple dimensions: i) hydro-meteorological hazards including droughts, floods, hailstorms, extreme heat events, and lightning; (ii) geological hazards such as earthquakes and landslides/mudslides; (iii) biological hazards ranging from crop and livestock pests and diseases, human epidemics, pandemics, and invasive species; (iv) human-induced hazards encompassing conflicts and displacements; and (v) environmental hazards characterized by land and wetland degradation, deforestation, pollution of water, air, and soil, alongside inadequate solid waste management.

With such a high-risk profile, Uganda ranks 172 out of 192 countries on the ND-GAIN Index with a score of 34.4, reflecting high vulnerability (0.536) and low readiness (0.224), placing it among the most vulnerable and least prepared nations for climate resilience¹. Before the year 2000, the nation experienced roughly one disaster per year, and by 2019, that number had risen to nine each year comprising both climate-related and non-climate-related events². According to the Uganda National Panel Survey (UNPS) data (2019/20), the share of households that experienced shocks during the last decade ranged from 30 per cent to 40 per cent, with rural and the poorest households being alone affected by disasters, corresponding to approximately 4,800 households³. The effects of these disasters have significantly affected the lives and belongings of the communities that have been impacted.

¹ According to the Notre Dame Global Adaptation Initiative (ND-GAIN) Index, a measurement tool that uses 20 years of data across 45 indicators to rank over 180 countries annually based on their level of vulnerability and readiness to successfully implement adaptation solutions. (<https://gain-new.crc.nd.edu/country/uganda#vulnerability>)

² Ibid.

³ <https://dtm.iom.int/reports/uganda-multi-hazard-infographic-March-2022>

Climate-related hazards are the most common, and the country's vulnerability to such risks is highlighted by its global ranking of 127 out of 193 countries in terms of climate disaster risk⁴. Droughts and floods are the most common in this category, often leading to loss of lives and livelihoods, property damage and huge economic losses. The national risk and vulnerability atlas of 2019 indicates that the entire country is prone to floods and droughts, but at different risk levels⁵. Given the current climate models, the frequency and severity of climate hazards are expected to increase in the face of climate change.

Landslides/mudslides are the most common in the category of geological hazards, while earthquakes are not very common in the country. Landslides/mudslides are common in high-risk areas such as the steep slopes of Bududa, Elgon region, Rwenzori, and other mountainous parts of Uganda, where hydro-meteorological, geological, and anthropogenic factors interact.

Displacements in Uganda are also common and are driven by disasters and conflicts internally or from neighbouring states. According to the World Bank, Uganda accommodates over 1.92 million refugees and those seeking asylum in 13 refugee-hosting districts. Almost 60 per cent of these individuals come from South Sudan, and over 30 per cent from the Democratic Republic of Congo⁶. The Uganda Multi-Hazard Infographic (2022) indicates that 9,918 individuals, which corresponds to 3,672 households, have experienced displacement.

Biological hazards in Uganda pose significant risks to public health, agriculture, and the environment, driven by the country's unique ecological and socio-economic conditions. These hazards include infectious diseases, epidemics, and animal and crop pests and diseases, among others. For instance, in recent years, the country has seen an outbreak of Ebola, leading to human deaths. Furthermore, anthrax, in rural areas where animals and humans frequently interact, is a significant concern. Also, Malaria, transmitted by mosquitoes, remains a leading cause of morbidity and mortality. Schistosomiasis and other neglected tropical diseases are prevalent near water bodies like Lake Victoria.

The high number of hazards in the country underscores the critical need for a multi-hazard early warning system. This system is crucial for addressing the multifaceted threats posed by multiple hazards. By integrating real-time monitoring, data analysis, and coordinated response mechanisms, a multi-hazard early warning system enables timely alerts and AAs, thereby reducing the potential for loss of life, property, and livelihoods.

⁴ The World Risk Index score for Uganda is 2.81, reflecting a combination of high exposure and very high susceptibility,

vulnerability, lack of coping capacities, and lack of adaptive capacities (Bündnis Entwicklung Hilft and RUB 2024).

⁵ OPM (2019). National Risk and Vulnerability Atlas of Uganda. Department of Relief, Disaster Preparedness and Management. Vol.1

⁶ blogs.worldbank.org

⁷ World Bank. (2025). Country Climate and Development Report Uganda

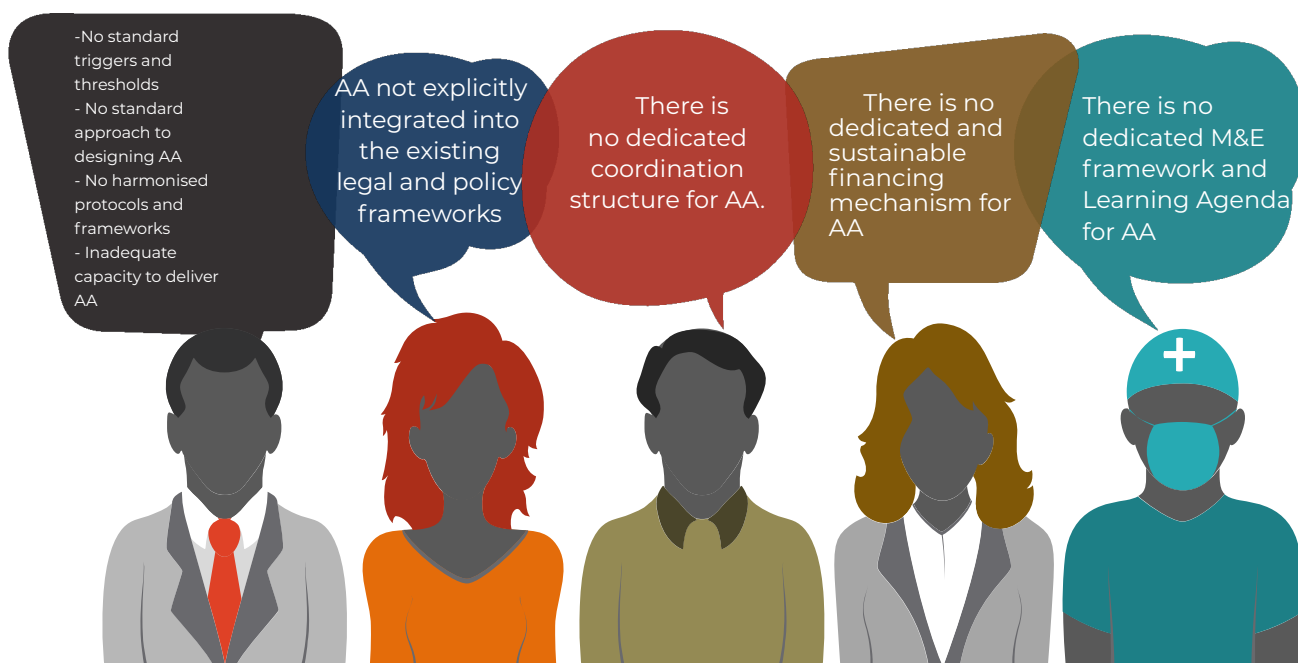
Rationale for Uganda's AA Roadmap

In Uganda, the escalating frequency and intensity of hazards have exacerbated community vulnerabilities, resulting in substantial losses of property and economic productivity. For example, the World Bank estimates that the average annual cost of disaster relief is \$30.7 million, but climate change could raise this figure to \$55.3 million⁷. The severity of these risks is evident from past events: In 2010-2011 droughts led to an estimated \$1.2 billion in losses and damages, equivalent to 7.5% of Uganda's 2010 GDP⁸. These challenges underscore the urgent need for humanitarian support and proactive measures to protect vulnerable populations.

In this roadmap, Anticipatory Action (AA) refers to a set of pre-planned, pre-financed, and timely interventions triggered by reliable forecasts of an impending hazard, implemented before the hazard reaches its peak and within a defined window of opportunity. These actions aim to prevent or mitigate the potential impacts of predictable shocks. Unlike traditional reactive humanitarian responses, AA focuses on preparedness and early intervention, such as prepositioning resources, strengthening infrastructure, or providing timely support to vulnerable communities.

Uganda has made strides in adopting AA and enhancing its Early Warning System (EWS) through frameworks like Vision 2040, the National Development Plans, and the National Disaster Risk Management Plan. The National Dialogue Platform on AA in 2022 and 2024 further emphasised the need for a comprehensive AA roadmap to strengthen these efforts. However, implementing AA in Uganda still faces several challenges, as highlighted in the diagram below.

Developing a roadmap for AA is, therefore, critical to overcoming these challenges by strengthening and integrating forward-looking AA strategies to mitigate emerging risks, protect livelihoods, and capitalise on opportunities for sustainable development in Uganda.



⁷ World Bank. (2025). Country Climate and Development Report Uganda

⁸ Office of the Prime Minister (Uganda). Integrated Rainfall Variability Impacts, Needs Assessment and Drought Risk Management Strategy (2010-2011).

Frameworks Linked to Uganda's AA Roadmap

Uganda's Roadmap on Anticipatory Action is aligned with the IGAD Regional Roadmap on Anticipatory Action (IRRAA), the Paris Agreement on climate change, the Sendai Framework for Disaster Risk Reduction (SFDRR) 2015 - 2030, Africa Agenda 2063, the African Union (AU) Commission's Programme of Action (PoA) for Disaster Risk Reduction (DRR), the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRISI), IGAD Disaster Risk Strategy, and the Sustainable Development Goals (SDGs). Additionally, the roadmap is aligned with the Early Warning for All (EW4ALL) initiative, which aims to ensure universal protection from hazards through multi-hazard early warning systems (MHEWS) by 2027.

Disaster Risk Management in Uganda is rooted in the 1995 Constitution of the Republic of Uganda, specifically in Paragraph XXIII of the National Objectives and Directive Principles of State Policy, which addresses disasters or shocks resulting from climatic and non-climatic hazards. Uganda's Vision 2040 emphasises the necessity of enhancing the nation's resilience to climate change, while the fourth National Development Plan for 2025/2026 to 2030 incorporates a specific program focusing on climate change, natural resources, environment, and water management, aiming to minimise human and economic impacts from natural hazards and disasters. Furthermore, disaster risk management in Uganda is guided by several key policies, including the National Policy for Disaster Preparedness and Management (2011), National Disaster Risk Management Plan (2022), the pending National Disaster Preparedness and Management Fund Bill of 2024, the National Climate Change Policy (2015), the National Climate Change Act (2021), the Rangeland Management Policy, and the National Environment Management Policy. The Uganda Roadmap on Anticipatory Action is closely linked to the pending Disaster Risk Finance Strategy and will form part of its Implementation Plan.

The Department of Relief, Preparedness, and Management (DRPM) within the Office of the Prime Minister (OPM) of Uganda is responsible for overseeing the coordination of disaster risk management, emergency response, issuing disaster alerts and warnings, and proactive measures in collaboration with relevant ministries, local governments, cities, municipalities, town councils, the private sector, civil society, development partners, and communities.



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STRATEGIC PRIORITIES

Vision and mission for Uganda's AA roadmap



Pillars, Objectives and Priority Actions for Uganda's AA roadmap

This roadmap will prioritise strengthening six strategic pillars aimed at addressing the country's contextual needs. The pillars include i) Early Warning, ii) Anticipatory Action, iii) Policy and Advocacy, iv) Governance and Coordination, v) Financing Mechanism, and vi) Monitoring, Evaluation, Research and Learning.

- **Early Warning:** To strengthen multi-hazard early warning systems that enable timely, inclusive, and evidence-based decision-making for disaster preparedness and response.
- **Anticipatory Action:** To enhance anticipatory action based on predictive data, enabling timely and cost-effective actions before humanitarian crises happen.
- **Policy and Advocacy:** To advance policy and advocacy initiatives that institutionalise anticipatory action within national and sub-national disaster risk management frameworks, ensuring proactive and inclusive responses to forecasted hazards
- **Governance and Coordination:** To enhance governance and coordination structures that enable timely, inclusive, and evidence-based anticipatory action
- **Financing Mechanism:** To develop and implement a proactive financing mechanism that enables the timely allocation of resources on anticipatory action
- **Monitoring, Evaluation, Research and Learning:** To establish and operationalise an integrated Monitoring, Evaluation, Research, and Learning (MERL) framework that enhances evidence-based decision-making and promotes adaptive learning on anticipatory action



PILLAR.01

EARLY WARNING

Pillar One: Early Warning

Proactive warning serves as a crucial basis for undertaking anticipatory action (AA) initiatives. The government, along with all relevant actors, will guarantee that communities and other users of early warning systems have access to pertinent, trustworthy, actionable, current, and timely information. The Government of Uganda has taken significant steps to provide its citizens with effective early warning systems. For instance, the Department of Meteorological Services (DMS) of the Ministry of Water and Environment (MoWE) has established nearly 200 automated weather stations over 94 districts, representing 64 per cent coverage by 2022. However, the MoWE Programme Performance Report (2022) highlighted that the target of 80% coverage of districts, as set in the National Development Plan (NDP III), is unlikely to be attained by 2025 at the current rate of progress. Additionally, other stakeholders have invested in EWSs at local sub-regional levels. The Government of Uganda has taken significant steps to provide its citizens with effective early warning systems. For instance, the Department of Meteorological Services (DMS) of the Ministry of Water and Environment (MoWE) has established nearly 200 automated weather stations over 94 districts, representing 64 per cent coverage by 2022. However, the MoWE Programme Performance Report (2022) highlighted that the target of 80% coverage of districts, as set in the National Development Plan (NDP III), is unlikely to be attained by 2025 at the current rate of progress. Additionally, other stakeholders have invested in EWSs at local sub-regional levels. The Office of the Prime Minister, with the support of the United Nations Development Programme, established the National Emergency Coordination and Operations Centre (NECOC), which provides early warning information about possible risks posed by hazards within the Country. Additionally, the Conflict Early Warning and Early Response Unit (CEWERU) within the Ministry of Internal Affairs (MoIA) plays a pivotal role in conflict prevention through its established system for tracking conflict-related indicators through national- and sub-national-level field monitors.

The Ministry of Agriculture, Animal Industry, and Fisheries (MAAIF) is utilising monitoring and surveillance tools to detect pests and diseases in crops and animals, enabling AA. Despite these efforts, gaps remain in data collection, forecasting, dissemination reach, and community engagement, necessitating a holistic roadmap to advance a robust, multi-hazard early warning system (MHEWS). Over the next five years, this roadmap will focus on strengthening early warning systems that enable timely, inclusive, and evidence-based decision-making for disaster preparedness and response in Uganda. Risk knowledge of hazards is key in informing the design and implementation of AAs; therefore, this roadmap will prioritise hazard mapping and risk analysis by enhancing both the quality and quantity of hazard and vulnerability data. This roadmap will focus on establishing and strengthening inclusive, people-centred Multi-Hazard Early Warning Systems (MHEWS) that prioritise the most vulnerable, including persons with disabilities (PWD), women, and children. The MHEWS will enable the collection and analysis of relevant data, as well as impact-based forecasting based on science and indigenous knowledge, to inform locally accepted AAs. Additionally, this roadmap foresees standardising the model of development of triggers and, thereby improving coordination and efficacy in AAs and potentially harmonising across initiatives and partners in order to increasingly use shared triggers and thresholds. It also aims to advocate for timely and effective warnings through multiple channels, ensuring comprehensive reach to the last mile, foster a culture of data sharing, and improve collaborative skill development among stakeholders involved in forecasting, particularly for the development of triggers and thresholds. For scalability and sustainability, the Government will build the capacities at national, district, and community levels for monitoring, analysis, and response preparedness.

The four priority areas of this pillar are as illustrated below:



Map hazards and vulnerabilities
at national and local level



Standardize hazard triggers
and thresholds for AA



Establish and maintain a
harmonised and integrated
MHEWS that monitors, forecasts
and communicates multiple
hazards



Enhance capacities at national,
district and community level
to generate, disseminate and
uptake EW information for AA





PILLAR.02

ANTICIPATORY ACTION

Pillar Two: Anticipatory Action

The anticipatory action (AA) approach to reducing hazard impacts is not new in Uganda, and its implementation has been increasing in recent years. This surge is likely due to growing recognition of AAs' effectiveness in mitigating hazard impacts compared to traditional response mechanisms.

The Government of Uganda, alongside various stakeholders, has made significant efforts to advance AAs. For example, during the 2022/23 triple-dip La Niña-related drought in Karamoja, OPM, in collaboration with FAO and WFP, implemented various drought-focused AAs. These actions included livestock vaccination against drought-related diseases, disbursement of anticipatory cash, rehabilitation of water infrastructure, and provision of early warning information. Following the La Niña event, the El Niño phenomenon triggered severe flooding across multiple parts of the Country. Agencies such as the URCS, FAO, and WFP partnered with the Government of Uganda to implement AAs in flood-prone areas, including desilting flood canals and rehabilitating water harvesting structures ahead of the peak rainy season.

At the same time, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) has been on the frontline of advocating for and developing AAs to protect crop and animal production. For instance, in Karamoja, the ministry protected 80% of the livestock against foot-and-mouth disease (FMD) by acting ahead of a predicted outbreak whose impacts would have been fatal. Moreover, the Danish Refugee Council (DRC) has established a cross-border displacement monitoring framework for AA. The framework is designed to generate timely insights on the interrelated drivers of displacement into Uganda, with the aim of supporting preparedness and strengthening the refugee response in the West Nile region.

Despite these efforts, the design of AAs is done using agency-specific approaches, and implementation of AAs in Uganda has not yet achieved scale, remaining largely project-driven, with limited coordination to sustain and scale the various initiatives. Furthermore, establishing a repository of various AAs, tailored to specific locations and with clear implementation guidelines, would enhance the effectiveness and scalability of these efforts.

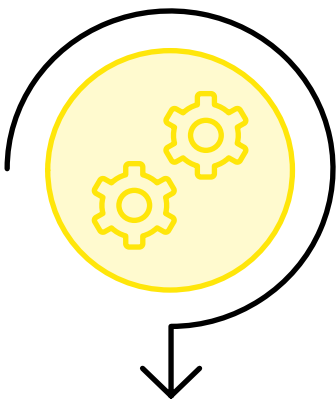
This pillar thus prioritises strengthening inclusive preparedness and coordinated responses to emerging threats through four strategic priorities that ensure the needs of the most vulnerable, including women, children, and persons with disabilities (PWD), are addressed. First, standardising the approach to designing AAs is critical to ensure consistency, effectiveness, and replicability across regions and partners. This harmonised methodology will guide the timing, scale, and nature of interventions to optimise their impact on vulnerable communities. The science behind triggering and delivering AAs of various types also needs to be well communicated and understood by all stakeholders, particularly the communities concerned.

Second, conducting joint simulations based on mutually agreed activation mechanisms will enhance multiagency coordination and readiness. Considering the extensive preparedness and readiness work involved in delivering AA, simulations will serve as indispensable practical rehearsals, building understanding, skill and seamless collaboration among stakeholders before real-life events occur. The simulations will also help gauge the level of preparedness for different hazards.

Third, this roadmap prioritises building a national repository of AAs, combined with the associated triggers, for knowledge management. Establishing a national repository of pre-defined AAs will facilitate quick access to context-appropriate tried and tested measures ready for deployment. This repository will serve as a centralised knowledge base, reducing delays and duplication. Ultimately, enhancing the capacity of AA practitioners to implement joint AAs at the community level is crucial for local ownership and effective delivery. Targeted training and mentorship programs, tailored to different types of AAs that come with their own skills and technical requirements, will be prioritised

to equip practitioners with the skills and confidence necessary to coordinate and execute anticipatory measures, ensuring communities receive timely and lifesaving support.

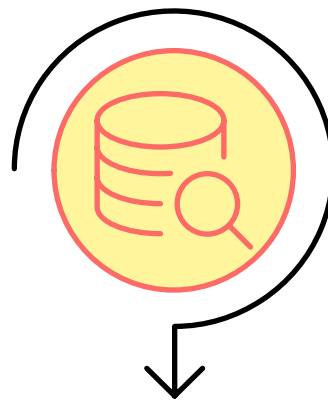
The four key priority areas of this pillar are outlined below:



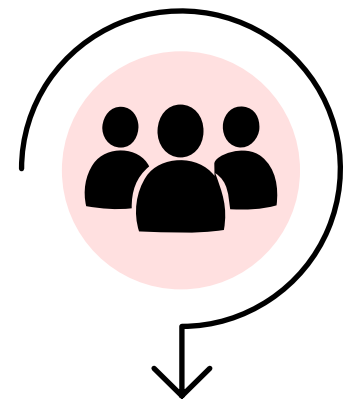
Standardizing the approach to designing Anticipatory Action (AA) interventions is essential for ensuring consistency and effectiveness across all stakeholders. A unified framework will help harmonize methodologies, reduce duplication, and improve coordination, making interventions more predictable and impactful.



Conducting joint simulations guided by agreed upon activation mechanisms will strengthen collaboration and preparedness. These exercises provide an opportunity to test protocols, identify gaps, and refine processes, ensuring that anticipatory actions are timely and well-coordinated when real triggers occur.

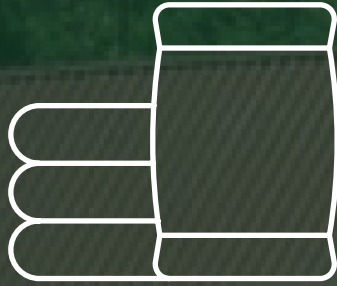


Establishing a national repository of predefined AAs will create a centralized reference point for interventions that can be quickly deployed when specific triggers are met. This repository will enhance readiness by making tested and approved actions easily accessible to practitioners and decision makers.



Building the capacity of AA practitioners to deliver joint anticipatory actions at the community level is critical for localized impact. Training and knowledge-sharing will empower practitioners to work collaboratively, ensuring that interventions are context-specific, inclusive, and effectively implemented.





PILLAR.03

POLICY & ADVOCACY

Pillar Three: Policy and Advocacy

Over the years, Uganda has integrated international and regional Disaster Risk Management (DRM) frameworks into its national regulations and development strategies. Disaster Risk Management is informed by several frameworks, including the 1995 Constitution (Paragraph XXIII of the National Objectives and Directive Principles of State Policy), which grants legal authority to tackle disasters or shocks resulting from both climate-related and non-climate-related hazards. Uganda's Vision 2040 acknowledges the necessity of enhancing the nation's resilience to climate change, while the fourth National Development Plan for 2025/2026 to 2030 includes a specific program dedicated to climate change, natural resources, environmental and water management. The National Policy for Disaster Preparedness and Management (2011), the National Disaster Preparedness and Management Fund Bill, the National Climate Change Policy (2015), the National Climate Change Act (2021), the National Disaster Risk Management Plan (2022), the Rangeland Management Policy, and the National Environment Management Policy offer essential guidance for managing climate issues and disasters.

Although the country has attempted to implement these frameworks, the Disaster Risk Management (DRM) strategy is primarily reactive and lacks a coherent coordination and legal framework to bolster the anticipatory action (AA) approach in Uganda. Additionally, the current frameworks do not explicitly incorporate the AA approach, causing most organisations to engage with it according to their individual strategy and implementation priorities. This situation not only restricts the scope of the AA approach but also undermines the accountability systems necessary for ensuring the effectiveness of AA initiatives.

The legal framework for Disaster Risk Management (DRM) and Disaster Risk Financing (DRF) in Uganda also remains incomplete. The DRM Policy does not explicitly refer to AA, the DRF Strategy is under development with potential for strong synergies with this AA Roadmap, and the Disaster Risk Management Bill, which has been under preparation since 2016, has not been enacted into law as of August 2025. These policy and legislative gaps indicate an immediate need for the integration of AA, as the indispensable basis for the institutionalisation and long-term implementation of AA in Uganda.

To augment the implementation of AAs, stakeholders have developed Anticipatory Action Protocols (AAPs) for various hazards, prominently drought, floods, animal and crop pests and diseases. These rich protocols are well-structured operational documents that define triggers, actions, timelines, and responsibilities to enable timely and coordinated responses before crises occur. However, AAPs are not yet standardized or institutionalized within the national DRM system, despite efforts for their integration in key instruments such as contingency plan and are not yet sufficiently bolstered by mechanisms to hold stakeholders accountable for their implementation. This, in turn, limits their scalability and application across regions and hazards.

To strengthen the policy and advocacy environment for AA in Uganda, priority should be given to fast-tracking the enactment of the DRM Bill and finalising the DRF Strategy in a way that clearly features the AA approach as part of the DRM cycle. These documents, along with other policies, should explicitly incorporate AA principles, triggers, and pre-arranged financing mechanisms to enable and encourage timely and coordinated AA delivery. Another key priority is to develop and institutionalize standardized, national (albeit regional) AAPs across priority hazards, such as floods, droughts, pests, epidemics, hailstorms, and conflicts, to guide multi-partner planning, joint delivery and harmonised implementation. Capacity building and targeted awareness-raising campaigns for government institutions, local authorities, and community members will be crucial to enhancing the understanding and application of AA. Moreover, it is essential to ensure that decision-making processes are inclusive, allowing for the active participation of vulnerable groups, civil society, and private sector actors, thereby promoting accountability and ownership of AA-related policies and initiatives.

Over the next five years, the Government will focus on enhancing policy and advocacy to enable timely, inclusive, and evidence-based AA in Uganda. Specifically, the following priority actions are put forward:

Integrating Anticipatory Action (AA) into the Disaster Risk Management (DRM) Policy and Disaster Risk Financing (DRF) Strategy is essential to ensure that proactive measures are embedded within national frameworks. This will strengthen preparedness and enable timely interventions before hazards escalate into disasters.

It is also important to incorporate AA into the DRM bill. By embedding anticipatory approaches in legislation, the country can establish a legal foundation for early action, ensuring that resources and responsibilities are clearly defined and enforceable.

Developing standardized AA protocols across priority hazards such as floods, droughts, pests, epidemics, hailstorms, and conflicts will create consistency in implementation. These protocols will guide actors at all levels on when and how to act, reducing uncertainty and improving coordination during crises.

National and sub-national contingency plans should be reviewed to integrate AA. This will align existing preparedness measures with anticipatory approaches, ensuring that plans are not only reactive but also proactive in mitigating risks before they materialize.

Building the capacity of national, sub-national, and community-level actors on disaster risk literacy and preparedness is critical. Training and awareness programs will empower stakeholders to understand risk triggers, interpret forecasts, and implement anticipatory actions effectively.

Finally, promoting the participation of women, youth, persons with disabilities, children, and other vulnerable groups in AA is vital for inclusivity. Their involvement ensures that anticipatory actions address diverse needs and strengthen resilience across all segments of society.





PILLAR.04

GOVERNANCE

&

COORDINATION

Pillar Four: Governance and Coordination

In Uganda, the Office of the Prime Minister's Department of Relief, Disaster Preparedness, and Management (hereinafter referred to as "the Department") is responsible for overseeing national mitigation, preparedness, and response to both natural and human-induced disasters. The Department works closely with various government ministries, departments, agencies, local authorities, the private sector, development partners, and communities. Under the Department, the National Emergency Coordination and Operations Centre (NECOC) was established in October 2014 as a 24/7 central facility for early warning, emergency response, and recovery. NECOC coordinates assets and resources through established institutions and mechanisms to ensure effective disaster management.

At the local level, the District Disaster Management Committees (DDMCs) and Sub-County Disaster Management Committees (SDMCs) coordinate, implement, and monitor disaster preparedness and response in accordance with national disaster strategies.

Beyond government structures, development partners and nongovernmental organisations (NGOs) play a key role in disaster risk management and anticipatory action (AA). These stakeholders support the government in designing and implementing AA strategies and initiatives, particularly at the grassroots level, with a focus on reaching the most vulnerable populations.

Despite these efforts, the coordination of AA in Uganda remains fragmented. At the national level, AA-related initiatives are discussed within the DRM platform and the Disaster Risk Finance Working Group that was launched in October 2023, and the Early Warning Sub-Committee. However, there is no dedicated coordination forum for AA.

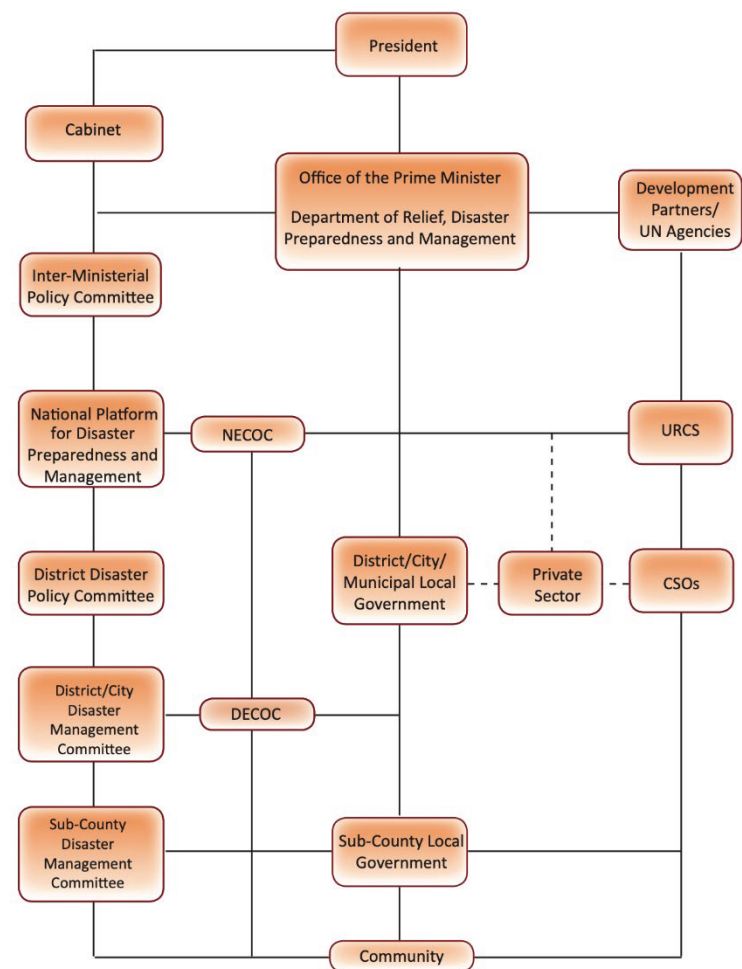


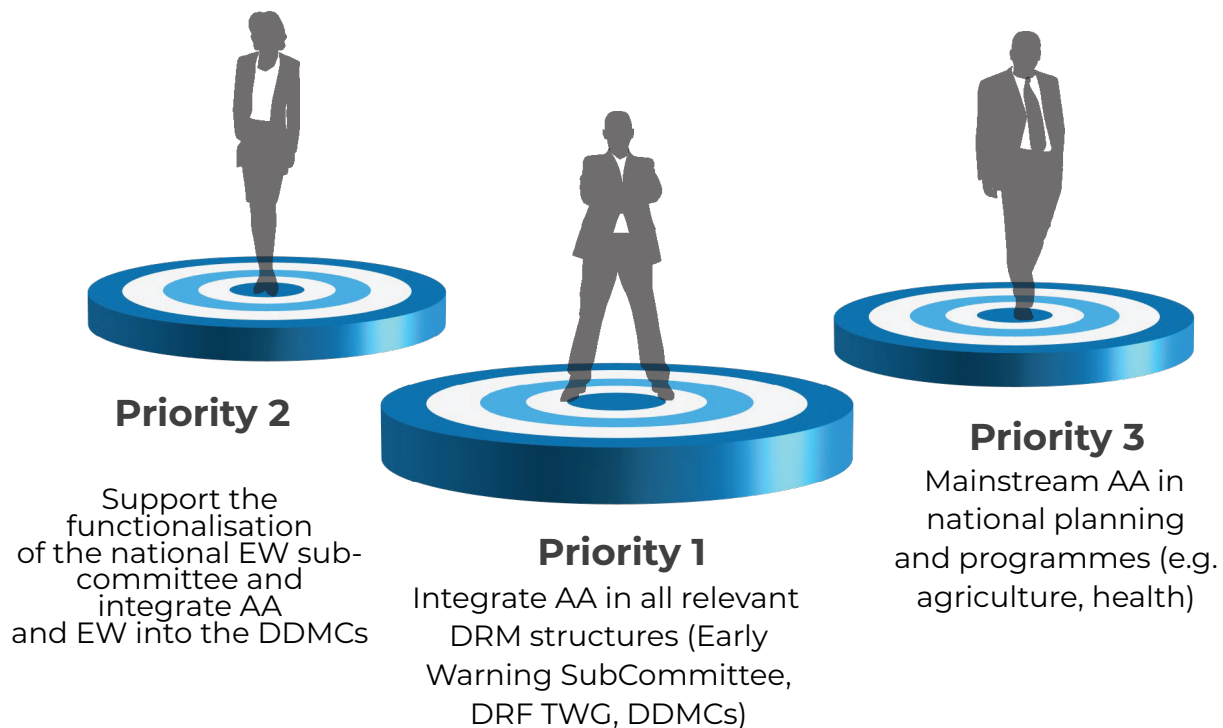
Figure 1. National Disaster Preparedness and Management Institutional Structure

At the local level, coordination and communication between the local government and the central government is limited. National and international actors in the development and humanitarian sectors risk working in siloes, if not proactively coordinated. This weak coordination has resulted in duplicated AA efforts, delayed responses, inefficient institutionalisation and skills transfer, and difficulties in measuring and reporting the aggregate impact of AA interventions and investments in Uganda.

To improve synergies and execution, an enhanced coordination framework is required. This entails establishing a dedicated multi-stakeholder AA coordination platform to harmonise strategies and planning; integrating AA into the Disaster Preparedness and Management Institutional Structure and sectoral frameworks; and prioritising strengthening DDMCs and SDMCs by providing adequate resources and technical capacity to adapt and implement AA strategies effectively.

At the community level, it is essential to establish, strengthen, and actively involve coordination committees of AA, ensuring that AA initiatives are contextually relevant and culturally sensitive. Collaborative frameworks at the community level are crucial for advancing and improving data collection on early warnings, as well as their analysis, dissemination, and evaluation.

Over the next five years, the Government will focus on enhancing governance and coordination structures that enable timely, inclusive, and evidence-based AA in Uganda. Specifically, it will implement the following priority actions.







PILLAR.05

FINANCING MECHANISM

Pillar Five: Financing Mechanism

Globally, approximately 55% of disasters are predictable to some extent, particularly those related to climate and weather, such as floods, droughts, and cyclones yet only 3.1% of crisis-related financing is arranged in advance, leaving most disaster funding reactive rather than anticipatory⁹. The Call to Action at the Global Platform for Disaster Risk Reduction 2025 emphasizes the urgent need to shift from managing disasters to managing risks through Anticipatory Action (AA). Amid humanitarian funding constraints, embedding AA at the heart of preparedness and response systems is key to building a more efficient and effective humanitarian architecture.

Uganda's disaster risk financing (DRF) framework includes a contingency fund, agricultural insurance, and limited project-specific contingent financing. However, these mechanisms are inadequate to address the growing frequency and intensity of climate-related disasters. Since the contingency fund was established in 2018, less than 0.2% of the allocated budget has been approved due to fiscal constraints, and no specific allocation exists for AA. Similarly, the Uganda Agriculture Insurance Scheme (UAIS), launched in 2016, struggles to meet demand and does not provide advance payments—a critical AA requirement. Uganda continues to rely heavily on development partners for AA financing. Recent sources include the Government of Uganda, EU, ECHO, GFFO, Belgium, Denmark, Japan, and Ireland. Partners, including e.g. WFP and the Red Cross increasingly mobilise their own AA activation funds to support Uganda, leveraging finalized Anticipatory Action Plans (AAPs). For long-term sustainability, AA financing must be embedded in national systems and budgets. The roadmap outlines priority actions for the next five years.

The Disaster Risk Financing Strategy, now being finalized, will provide a coherent framework for risk-informed financing. It will integrate AA principles, define instruments such as forecast-based financing and insurance, and clarify roles for government, partners, and the private sector. Implementation will include capacitybuilding for ministries, agencies, and local governments.

Uganda will adopt a blended financing approach combining domestic resources, donor support—including ECHO, GFFO, Denmark, Ireland, WFP's Hunger and Climate Change Trust Fund, CERF, and IFRC's Disaster Response Emergency Fund—and innovative tools like forecast-based financing and risk transfer. Private sector partnerships will expand insurance coverage and leverage climate finance. Over time, Uganda aims to transition from donor dependence to a nationally owned, sustainable system. A comprehensive costing exercise will estimate AA requirements across sectors and hazards, guiding resource mobilization and integration into development plans. Costing will align with Uganda's AA Roadmap and cover both build funds (systems) and fuel funds (activation).

The Public Financial Management Act will be revised to institutionalize AA financing. Amendments will allocate more resources for preparedness, ring-fence 30% of the contingency fund for AA to ensure predictable financing and allow accrual of unspent funds. These reforms will strengthen Uganda's ability to act ahead of disasters and reduce reliance on ex-post reallocations. AA will also be embedded in sectoral and local government planning. This includes integrating AA into annual work plans and budgets, building local capacity to access AA financing, and establishing monitoring systems for resource use. These actions will enable Uganda to shift towards increasing pre-arranged and flexible financing for AA, ensuring timely, cost effective interventions that protect lives, livelihoods, and Uganda's development gains.

⁹ IFRC, World Disaster Report 2022



PILLAR.06

**MONITORING
EVALUATION
RESEARCH AND
LEARNING**

Pillar Six: Monitoring, Evaluation, Research and Learning (MERL)

The Government of Uganda, through the Office of the Prime Minister (OPM), is gradually embracing the AA approach and prioritizing its integration into national planning and disaster risk management frameworks. While globally the AA evidence base has rapidly grown, in Uganda, the evidence base remains weak. Over the next five years, the Government will focus on establishing and operationalizing an integrated Monitoring, Evaluation, Research, and Learning (MERL) framework to strengthen evidence-based decision-making and promote adaptive learning for AA.

Despite these efforts, there is limited knowledge and evidence demonstrating the effectiveness and impact of AA in the Ugandan context. Current methods of evidence generation and knowledge management are fragmented and largely project based. The absence of consolidated evidence restricts advocacy on and understanding of AA and its benefits, creating obstacles to funding and scale-up. To address this, Uganda must establish a robust and dependable MERL system.

MERL will ensure that all stakeholders comply with accepted AA standards and will enhance the effectiveness and efficiency of policies and strategies through ongoing monitoring, evaluation, research, and learning. OPM will oversee MERL activities and build the capacity of local authorities to monitor and assess AA at the grassroots level. This process will involve government ministries, departments, agencies, local governments, civil society, development partners, academia, the private sector, and communities.

Key actions will include establishing a research and learning agenda to define priority research topics and questions on AA effectiveness, cost-benefit analysis, and scalability, while prioritising addressing evidence gaps in areas such as climate risk forecasting, community resilience, and financing models. A joint plan for continuous learning and adaptive management will be developed. A national monitoring and evaluation framework for AA will be created with standardized indicators for performance and impact measurement, aligned with national disaster risk reduction and climate adaptation strategies, and interoperable with existing government data systems.

Efforts will also focus on improving data collection, impact documentation, and dissemination through realtime protocols, case studies, and digital platforms for sharing evidence. Partnerships with universities, research institutions, and think tanks will be promoted to advance AA studies and explore innovative areas such as artificial intelligence and machine learning for predictive analytics. Collaboration with international agencies will be strengthened for technical and financial support.

Existing global and regional evidence will be reviewed and synthesized to inform Uganda's policy decisions, integrate findings into national development plans and disaster preparedness budgets, and advocate for AA funding based on demonstrated impact and cost-effectiveness. Capacity-building initiatives will train researchers and monitoring and evaluation professionals on AA concepts, tools, and methodologies, develop certification programs for AA specialists, and support local governments and community organizations in data-driven decision-making.

RESULTS FRAMEWORK AND REPORTING

Goal: A coordinated and effective system delivering Anticipatory Action to communities exposed to disaster risks

Pillar	Activities	Targets	Output	Indicators	Baseline	Means of Verification	Lead Institution	Other Actors
Early Warning (EW)	Outcome 1: Enhanced early warning systems lead to improved community readiness, reduced disaster impact, and more coordinated anticipatory actions across sectors.							
	Map hazards and vulnerabilities at the national and local levels	100% of districts with updated hazard maps by 2028.	Hazard and vulnerability maps developed.	Number of districts with hazard maps.	National Vulnerability Risk Atlas and District HRV existing Annual State of Disaster Reports (2021-2022)	Mapping reports.	OPM, MAAIF, MWE, DLGs and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,
	Establish and maintain a harmonised and integrated MHEWS that monitors, forecasts and communicates multiple hazards	MHEWS will be operational in all regions by 2028	MHEWS be operational in all regions by 2031	Functionality score of MHEWS.	Regional multi-hazard fragmented monitoring systems	MHEWS operational dashboards.	OPM, MAAIF, MWE and other MDAs	ICPAC
	Standardise hazard triggers and thresholds for AA	National guidelines on hazard thresholds will be published by 2028	National guidelines on standard hazard triggers and thresholds	Number of standardised triggers adopted.	Agency-based triggers and thresholds exist Triggers and thresholds exist for specific hazards.	National policy documents.	OPM, MAAIF, MWE, DLGs and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,
	Enhance capacities at the national, district and community levels to generate, disseminate and uptake EW information for AA	500+ stakeholders trained in EW dissemination by 2031	Trained personnel at the national, district, and community levels.	Number of stakeholders trained in EW.	Existing hydrometeorological network Existing technical capacity at the National and sub-national levels Existing forecasting tools- modelling,	Partner implementation report, including training attendance sheets and pre-/post-training assessments	OPM, MAAIF, MWE, DLGs and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,

					etc. Existing surveillance networks for crop and livestock disease and pests				
Anticipatory Action	Outcome 2: A proactive and coordinated anticipatory action framework that leverages predictive data and pre-agreed triggers to implement timely and cost-effective interventions, reducing the humanitarian impact of disasters and enhancing community resilience								
	Standardise the approach to designing AA interventions	Develop a standardised AA framework by 2027	AA framework document finalised	% of stakeholders using the standardised AA framework Number of AA interventions implemented using the framework	Institutionalised AA interventions	AA framework document	OPM, MAAIF, MWE and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,	
	Conduct joint simulations that are guided by agreed-upon activation mechanisms	At least 2 joint simulations per year.	Joint simulation exercises conducted.	Frequency of joint simulations.	Some simulations have been held	Simulation reports.	OPM, MAAIF, MWE and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,	
	Establish a national repository of pre-defined AAs	Repository operational by 2031	Repository of predefined AAs established.	Repository usage statistics.	Fragmented AA existence	Repository access logs.	OPM, MAAIF, MWE and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,	
	Build the capacity of AA practitioners to deliver joint AAs at communities	300+ AA practitioners trained by 2031	Trained AA practitioners.	Number of trained practitioners in AA.	TBC	Partner implementation report, including training attendance sheets and pre-/post post-training assessments	OPM, MAAIF, MWE and other MDAs	URCS, WFP, FAO, UNDRR, SC, WVU, ACF, ADRA, DRC, OXFAM, WHH, IFRC, Local partners,	
Policy and	Outcome 3: A comprehensive policy and advocacy environment that institutionalises anticipatory action within national and sub-national disaster risk management								

Advocacy	frameworks, ensuring proactive and inclusive responses to forecasted hazards							
Integrate AA into the DRM Policy and DRF Strategy	Policy and strategy updated by 2031	AA integrated into the DRM Policy and DRF Strategy	Number of policies with AA integration	2011 DPM policy exists but without AA provisions A draft DRF strategy is under development	Published DRM Policy and DRF Strategy	OPM	MAAIF, MoFPED, MoWE (DMS, DHS), MoLG, MoES, MGLSD, MOH, Parliamentary Committee on Climate and DRR, IGAD (ICPAC), UNDRR, World Bank, FAO, WFP, URCS, DRC, WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners, Cabinet Secretariat	
Integrate AA in the DRM Bill	DRM Bill passed with AA clauses by 2027	AA provisions included in DRM Bill by 2026	Legislative approval status	A draft DPM bill exists, based on the 2011 DPM policy	Official DRM Bill documents	OPM	MAAIF, MoFPED, MoWE (DMS, DHS), MoLG, MoES, MGLSD, MOH, Parliamentary Committee on Climate and DRR, IGAD (ICPAC), UNDRR, World Bank, FAO, WFP, URCS, DRC,	

							WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners, and Cabinet Secretariat.
Develop standardised AA protocols across priority hazards (floods, droughts, pests, epidemics, hailstorms)	Protocols finalised for all priority hazards by 2028	Standardised AA protocols for all priority hazards developed by 2027	Number of protocols developed	TBC	Protocol documents and technical reports	OPM	MAAIF, MoFPED, MoWE (DMS, DHS), MoLG, MoES, MGLSD, DLGs, MOH, IGAD (ICPAC), UNDRR, World Bank, FAO, WFP, URCS, DRC, WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners.
Review the National and sub-national Contingency plans to integrate AA	All plans updated with AA by 2031	Contingency plans reviewed and updated with AA by 2027	Number of plans with AA integration	TBC	Updated contingency plans	OPM	MAAIF, MoLG, MoWE (DMS, DHS), MOH, DLGs, UNDRR, WFP, FAO, URCS, WVI, Oxfam, CRS, Caritas, DRC, ACF, ADRA, other development and humanitarian partners.

	Build the capacity of national, sub-national and community-level actors on disaster risk literacy and preparedness	500+ actors trained by 2031	Actors trained in disaster risk literacy	Number of trained actors	TBC	Training attendance and evaluation reports	OPM	MoWE (DMS, DHS), MoLG, MoES, MGLSD, MOH, DLGs, UNDRR, FAO, WFP, URCS, DRC, WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners.	
	Promote the participation of women, youth, PWDs, children and other vulnerable groups in the design, implementation and evaluation of AA	Participation mechanisms operational by 2031	Inclusive participation frameworks established	Proportion of women, youth, PWDs, children and other vulnerable groups in decision-making entities who report meaningful participation	TBC	Participation records and feedback reports	OPM and MGLSD	MAAIF, MoWE (DMS, DHS), MoLG, MoES, MGLSD, DLGs, UNDRR, FAO, WFP, URCS, DRC, WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners.	
Governance and Coordination	Outcome 4: Strengthened governance and coordination structures that enable timely, inclusive, and evidence-based anticipatory action, ensuring effective collaboration among all stakeholders at national, district, and community levels								
	Integrate AA in DRM structures (Early Warning Sub-Committee, DRF TWG, DDMCs)	Integration completed by 2028	AA integrated into DRM structures	Number of DRM structures with AA	DRF TWG is operational EW Sub-committee is set to be revived	DRM structure documentation	OPM	MAAIF, MoWE (DMS, DHS), MoLG, MoES, MGLSD, Parliamentary Committee on Climate and DRR, IGAD (ICPAC),	

								UNDRR, FAO, WFP, URCS, DRC, WVI, SCI, Oxfam, ACF, ADRA, other development and humanitarian partners, Cabinet Secretariat.	
	Operationalise the EW Committee and DDMC structures	Committees will be functional in all districts by 2031	EW Committee and DDMCs operational in all districts by 2031	Functionality score of committees	TBC	Meeting minutes and activity reports	OPM	EW subcommittee, MoLG, LGs,	
	Mainstream AA in national planning and programmes (e.g. agriculture, health)	AA will be included in 100% of sector plans by 2028	AA mainstreamed in sectoral plans	Number of plans with AA integration	Draft policy and strategy	Sectoral planning documents	NPA and OPM	NPA, MoWE, MAAIF, MoH, MoES, MGLSD,	
Financing Mechanism	Outcome 5: A sustainable and proactive financing mechanism that ensures timely allocation of resources for anticipatory action, reducing reliance on reactive funding and enhancing the overall effectiveness of disaster risk management								
	Develop a 5-year costing for AA interventions and resource needs	5-year costing framework approved by 2027	Costing framework for AA developed.	Budget allocation percentage.	TBC	Government budget documents.	MOFPED	Donors, CSBAG, OPM	
	Amend the PFMA to increase the annual allocation to the contingency fund, earmark 30% of it for AA, and allow the accrual of unspent funds	30% of contingency funds allocated to AA by 2030.	Government budget allocation increased.	Budget allocation percentage.	TBC	Government budget documents.	MOFPED	MOJCA, OPM, Partners, DLGs, BoU, Donors	
	Integrate AA in the DRF strategy and ensure coordinated implementation	DRF strategy implemented by 2026.	DRF strategy finalised and implemented.	DRF strategy implementation status.	TBC	DRF strategy reports.	MOFPED	OPM, Partners, DLGs, BoU, Donors, Private sector	
	Develop and	At least 3 risk	Risk transfer	Number of risk	TBC	Insurance	MOFPED	IRA, OPM,	

	implement risk transfer mechanisms (micro, meso and macro-insurance, Forecast Index) that align with AA principles	transfer products will be launched by 2031.	mechanisms are operational.	transfer mechanisms.		product documentation.		Makerere University, ITC, BoU, Donors, Private Sector	
	Mainstream AA in MDA and Local Government Development Plans (budget and work plans)	AA integrated into 100% of MDA plans by 2031	AA mainstreamed in development plans.	Number of MDAs with AA in plans.	TBC	MDA development plans.	OPM	MOLG, NPA, MoWE, MAAIF, DLGs, Partners, MOFPED	
Monitoring, Evaluation, Research and Learning	Outcome 6: An integrated MERL framework that enhances evidence-based decision-making, promotes adaptive learning, and ensures continuous improvement in the implementation of anticipatory action initiatives								
	Establish a research and learning agenda for AA	Research and Learning Agenda published by 2028	Research and learning agenda developed.	Number of research outputs.	TBC	A Research and Learning Agenda for AA	OPM	MoWE, MOFPED, Research Institutions (Universities), NGOs, Donors, Partners, MAAIF	
	Develop a national M&E framework for AA	M&E framework published by 2029	National M&E framework for AA.	Functionality of M&E systems.	TBC	M&E system dashboards.	OPM	NPA, MOFPED, DLGs, MDAs	
	Enhance data collection, impact documentation and dissemination for AA at all levels	Data systems operational by 2031.	Improved data collection systems.	Functionality of M&E systems.	TBC	M&E system dashboards	OPM	MDAs, DLGs, MOFPED, MAAIF	
	Promote partnerships for research on AA, including in innovative areas like AI/ml, and the accuracy of information/data	10+ research partnerships formed by 2027.	Partnerships for AA research.	Number of partnerships.	TBC	Research publications	OPM	MDAs, MoWE, Ministry of Internal Affairs (CEWERU), MAAIF, DLGs, Partners	
	Use existing evidence	Existing evidence	Evidence-based	Number of	TBC	Published	OPM	NPA, MoFPED	

	to inform policy and funding	published and used to inform policy and funding by 2031	policy inputs.	research outputs.		agendas and frameworks.		
	Build the capacities of national researchers and M&E professionals on AA	200+ professionals trained by 2031.	Trained researchers and M&E professionals.	Number of trained professionals.	TBC	Partner implementation report, including training attendance sheets and pre-/post-training assessments	OPM	NPA, Research Institutions (Universities), Partners,

ANNEXES

Annex One: Contributing Partners

1	Office of the Prime Minister (OPM)
2	Ministry of Gender, Labour and Social Development (MoGLSD)
3	Ministry of Local Government (MoLG)
4	National Planning Authority (NPA)
5	Ministry of Water and Environment (MoWE)
6	Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)
7	National Department of Meteorological Services (DMS)
8	District Local Governments (DLGs)
9	Uganda Red Cross Society (URCS)
10	World Vision Uganda (WVU)
11	Save the Children Uganda
12	World Food Programme (WFP)
13	Food and Agriculture Organization (FAO)
14	United Nations Office for Disaster Risk Reduction (UNDRR)
15	IGAD Climate Prediction and Applications Centre (ICPAC)
16	European Civil Protection and Humanitarian Aid Operations (ECHO),
17	World Bank (WB)
18	Foreign, Commonwealth and Development Office of the United Kingdom (FCDO)
19	Danish Refugee Council (DRC)
20	Welthungerhilfe (WHH)
21	International Organisation for Migration (IOM)
22	Makerere University Kampala (MUK)
23	Action Against Hunger (ACH)
24	Adventist Development and Relief Agency (ADRA)

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Uganda Roadmap on Anticipatory Action

2026 - 2031

