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# **DRAFT COUNTRY PROGRAMMES**

**Agenda item 8**

*For consideration*



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## **DRAFT COUNTRY PROGRAMME UGANDA 10807.0 (2009–2014)**

**Supporting Government-Led Initiatives  
to Address Hunger in Uganda**

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## EXECUTIVE SUMMARY

In line with the Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results and Mutual Accountability, this draft country programme supports government-led priorities, activities and initiatives to address hunger in Uganda. It has been developed through an extensive set of consultations with the Government, the United Nations country team in Uganda, non-governmental organizations and beneficiaries. Consultations were also conducted with Uganda's major bilateral development partners, taking into particular account opportunities for South–South cooperation. As a result, the country programme is directly linked to the Government's major recovery and development plans, filling gaps not met by other partners and drawing on WFP's comparative advantages.

Since 1997 the Government of Uganda has promoted a development agenda based on its Poverty Eradication Action Plan, with generally positive consequences for welfare and hunger indicators. However, these improvements have not reached certain parts of the country. While food availability is not a major problem for the country as a whole, food access and food utilization are inadequate in many regions, including Karamoja, Acholi, Lango, Teso, West Nile and the Southwest. The precise causes of food and nutrition insecurity vary geographically and across livelihoods.

Recognizing these challenges, the country office in consultation with the Government and partners has developed a Country Strategy (2009–2014). The Strategy identifies three priority areas: 1) emergency humanitarian action; 2) food and nutrition security; and 3) agriculture and market support. A separate emergency operation and a protracted relief and recovery operation address the first priority area, responding to immediate crises. This country programme focuses on the second and third of these priority areas: supporting medium- and longer-term solutions to hunger.

Reaching over 1.4 million beneficiaries, activities for food and nutrition security address: disaster preparedness and mitigation, recovery and chronic hunger. Activities for agriculture and market support, which are tied closely to the Purchase for Progress initiative and target over 913,000 beneficiaries, will focus on market infrastructure, post-harvest handling and local purchases.

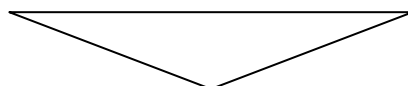
At the end of the five-year country programme, it is envisioned that the following Country Strategy targets will have been achieved:

- Most post-conflict recovering households have become net food producers and chronic child hunger (measured by prevalence of stunting) has been cut by one-fifth.
- Farmers and traders are in a position to sell to WFP more than US\$100 million annually in locally produced food.



The initiation of this country programme, a successor to country programme 10426.0, has been brought forward to more closely align it to the Government's proposed National Development Plan and the new United Nations Development Assistance Framework cycle. It takes action to implement the new WFP gender policy. It also reflects the recommendations of recent evaluations and assessments and supports WFP Strategic Objectives 2 to 5.

## DRAFT DECISION\*



The Board endorses draft country programme Uganda 10807.0 (2009–2014), (WFP/EB.A/2009/8) for which the food requirement is 82,169 mt at a cost of US\$158.4 million covering total WFP costs, and authorizes the Secretariat to formulate a country programme, taking into account the observations of the Board.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.





## SITUATION ANALYSIS

### Broader Context

1. *Overview.* Since the 1990s, the Government of Uganda has promoted a development agenda that has led to a reduction in national poverty and improvements in human security. The proportion of the population living below the national poverty line declined from 56 to 31 percent between 1992/93 and 2002/03.<sup>1</sup> Its score on the human development index has increased steadily since 1995 and Uganda now ranks 154<sup>th</sup> out of 177 countries worldwide. The broader economic, political and social developments in the country have contributed to these improvements, but have also presented challenges to certain sectors, social groups and geographic regions.
2. *Economic context.* Gross domestic product grew at an average annual rate of 6.9 percent during the 1990s, while during the 2000s economic growth has averaged 5.7 percent.<sup>2</sup> This growth has been primarily fueled by the development of the processing industry and services. By contrast, productivity growth in the agricultural sector has averaged only 2.1 percent between 1990/92 and 2001/03, while 87.5 percent of Uganda's population live in rural areas.<sup>3</sup> The situation is exacerbated by the 50 percent increase in prices of basic staple commodities such as maize and beans since the beginning of 2008, due to greater demand in neighbouring countries and higher fuel prices<sup>4</sup> – making it more difficult for vulnerable households to access sufficient food.
3. *Political context.* Uganda has had a stable national government since the mid-1980s. However, the 21-year conflict with the Lord's Resistance Army (LRA) created widespread insecurity in the north, leading to the displacement of almost 2 million people. A 2006 ceasefire agreement has brought improved security to these areas over the past two years, but the two sides failed to sign an agreement in November 2008 and the prospects for a formal accord remain unclear. At the same time, cattle rustling, marginalization and the proliferation of small arms in the northeast of the country have continued to hinder development in Karamoja. Political instability in neighbouring countries has also sometimes led large numbers of refugees to seek asylum in Uganda, placing stress on host communities.
4. *Social context.* Some progress has been made in the areas of education and health at the national level. As a result of government-led initiatives, supported by WFP and other partners, the adult literacy rate rose from 56 to 67 percent in one decade, eight percentage points above sub-Saharan Africa's average,<sup>5</sup> while HIV prevalence declined from 18 percent in 1993 to 6.5 percent in 2007.<sup>6</sup> However, in Karamoja adult literacy rates

<sup>1</sup> Uganda's 2006 Annual PEAP Implementation Review. 2007.

<sup>2</sup> International Monetary Fund (IMF). 2008. *World Economic Outlook 2008*. Washington DC.

<sup>3</sup> The World Bank. 2007. *World Development Report 2008*. Washington DC.

<sup>4</sup> International Food Policy Research Institute (IFPRI). 2008. *An Assessment of the Likely Impact on Ugandan Households of Rising Global Food Prices*. Washington DC. In rural areas, over 60 percent of households purchase more food than they sell, by value. It is these "net buyers" of food who are particularly affected by recent food price rises. Several donors have supported mitigation efforts on their behalf.

<sup>5</sup> UNESCO. 2007. *Education for All by 2015: Will We Make It?*

<sup>6</sup> Ministry of Health. 2008. *National HIV/AIDS Strategic Plan*. Kampala.



remain at just 6 percent,<sup>7</sup> and there are significant gender disparities in completion rates for primary education.<sup>8</sup> The HIV prevalence in the internally displaced person (IDP) camps in Acholi is almost double the national average. Over 1.5 million people – mainly productive adults – have died from AIDS-related illnesses since 1982, with profound social consequences.<sup>9</sup> Moreover, high population growth, which at 3.2 percent stands among the world’s highest,<sup>10</sup> has eroded some of the benefits of economic growth – though it has also presented some opportunities.

5. *Achieving the hunger target of Millennium Development Goal (MDG) 1.* Given this context, Uganda still faces challenges in meeting the hunger target of MDG 1. To achieve the hunger target of MDG 1, Uganda must reduce the proportion of undernourishment<sup>11</sup> (a measure of food availability) and the prevalence of underweight (an indicator of food access and utilization) in its population by half between 1990 and 2015. For undernourishment, it needs to lower the proportion to 9.5 percent, i.e. 3.5 million undernourished among an estimated population of 36.9 million.<sup>12</sup> Uganda had 4.1 million undernourished people in 2003–2005<sup>13</sup> and may have had 4.4 million in 2008.<sup>14</sup>
6. To achieve the hunger target of MDG 1, the Government, WFP and others will therefore need to reduce the number of undernourished by at least 900,000 by 2015, while ensuring that those that are not currently undernourished will not fall into the hunger trap. The prevalence of underweight children declined from 23 percent in 1990 to 16 percent in 2006.<sup>15</sup> To achieve the hunger target, the rate will need to be reduced to 11.5 percent – an additional 4.5 percentage points.

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<sup>7</sup> Office of the Prime Minister. *Karamoja Integrated Disarmament and Development Programme*. 2007. Kampala.

<sup>8</sup> Ministry of Education and Sports (MOES). 2007. *MOES League Table of Key Performance Indicators*. Kampala. For example, in Kaabong District, female completion rates are 3 percent compared to 11 percent for males.

<sup>9</sup> Uganda AIDS Commission. 2008. “HIV/AIDS in Uganda”. Available at <http://www.aidsuganda.org/>.

<sup>10</sup> The Uganda Bureau of Statistics.

<sup>11</sup> According to the WFP document *World Hunger Series 2007 – Hunger and Health*, “undernutrition” refers to the physical manifestation of hunger that results from serious deficiencies in one or a number of macronutrients and micronutrients. “Undernourishment” is the condition of people whose dietary energy consumption is continuously below a minimum requirement for fully productive, active and healthy lives. It is determined using a proxy indicator that estimates whether the food available in a country is sufficient to meet the energy requirements of the population. “Stunting” is an indicator of chronic malnutrition calculated by comparing the height-for-age of a child with a reference population of well-nourished and healthy children. “Underweight” is an indicator of both chronic and acute malnutrition calculated by comparing the weight-for-age of a child with a reference population of well-nourished and healthy children. The prevalence refers to the percentage of children under 5 in a population that are classified as underweight.

<sup>12</sup> Assuming, as the Uganda Bureau of Statistics does, a 3.2 percent population growth rate between 2008 and 2015.

<sup>13</sup> FAO. 2008. *The State of Food Insecurity in the World 2008*. Rome.

<sup>14</sup> Assuming a constant proportion since 2001–2003 and using the Uganda Bureau of Statistics’ population figure of 29.6 million for 2008.

<sup>15</sup> WFP. 2007. *World Hunger Series 2007: Hunger and Health*. Rome. Government of Uganda. 2006. *Uganda Demographic and Health Survey*. Kampala.



## Regional Hunger Disparities

7. *Overview.* Food availability is not a major problem for the country as a whole, but food access and food utilization are inadequate in many locations. The precise causes of food and nutrition insecurity vary geographically and across livelihoods.
8. *Karamoja.* With an estimated population of 1.2 million, Karamoja is the poorest and most marginalized region within Uganda. Over 80 percent of its people live below the poverty line.<sup>16</sup> The semi-arid region forms part of a broader cluster of neighbouring pastoral and agro-pastoral areas, which include north-western Kenya, south-eastern Sudan and south-western Ethiopia.
9. The region is prone to increasingly frequent and severe natural disasters, especially droughts, in part as a result of climate change.<sup>17</sup> Over time, the combination of frequent natural disasters, ongoing violence, severe environmental degradation, poor infrastructure, high poverty rates and weak agriculture has eroded people's capacity to cope and left them structurally vulnerable to hunger. As a result, relatively small shocks can lead to high levels of acute undernutrition. Because of a drought in 2007, global acute malnutrition (GAM) rates in Moroto and Nakapiripirit districts exceeded the critical threshold of 15 percent in February 2008.<sup>18</sup> Recurrent shocks – and the limited time for recovery between them – are therefore undermining development efforts.
10. Even in the absence of a specific crisis, communities struggle day to day with chronic hunger. Household livelihoods do not provide women with sufficient access to food to meet the needs of their young children at the early stages of life. They therefore often miss the critical “window of opportunity” (0 to 2 years) to prevent stunting and the associated mental and physical damage. Moreover, in four of the five districts in Karamoja, completion rates for primary education range from 6 to 10 percent. In Abim, the one district with higher completion rates (50 percent overall), there is a 33 percent gender disparity (67 percent completion for boys, 34 percent for girls). Yet the number of years of schooling completed, especially for girls, is directly related to reductions in chronic hunger and undernutrition in the next generation, since more-educated women have better livelihoods, are more open to new ideas and are thus better able to care for the nutritional needs of their children.<sup>19</sup> As a result of these challenges, stunting rates are well above 30 percent in most districts,<sup>20</sup> and over 80 percent of children and 50 percent of women in Karamoja suffer from anaemia.
11. *Acholi, Lango and Teso.* Before the conflict between the LRA and the Government, these regions were considered the “granaries” of Uganda, consistently producing surpluses for domestic and sometimes international markets. However, after over 20 years of conflict and instability, 940,000 people remain internally displaced in 2008. The peace negotiations and the temporary improvement in security have enabled some IDPs to return home. In Lango, all IDPs have gone back to their villages of origin with the assistance of the

<sup>16</sup> Uganda's *Poverty Eradication Action Plan*, 2004/5.

<sup>17</sup> Ministry of Agriculture, Animal Industry and Fisheries. 2007. *Horn of Africa Consultations on Food Security Country Report: Uganda*. Kampala. According to this study, Uganda had seven droughts between 1991 and 2000 as compared to only eight in the previous 80 years.

<sup>18</sup> Ministry of Health, WFP and UNICEF. 2008. *Nutrition Survey in Karamoja*. Kampala. A large-scale emergency intervention reduced those levels by September 2008.

<sup>19</sup> WFP. 2006. *World Hunger Series 2006 – Hunger and Learning*. Rome.

<sup>20</sup> Government of Uganda. 2006. *Uganda Demographic and Health Survey*. Kampala and preliminary analysis of the Uganda 2009 comprehensive food security and vulnerability analysis.



humanitarian community, although they continue to face difficulties in accessing basic social services. In Acholi and Teso, most remain in camps and transit sites, although some now have better access to their lands.

12. In camps and transit sites, the levels of undernutrition have stabilized. According to the annual nutrition survey conducted in May 2007, the GAM rate for Gulu and Amuru districts had fallen to 3.1 percent from a June 2006 rate of 4.3 percent; while the rates for Pader and Kitgum districts were 4.5 and 7.2 percent, respectively, according to 2008 surveys.<sup>21</sup> However, several challenges remain. Many IDPs still depend on food aid to meet their nutritional needs: the share of the typical IDP food basket coming from own production, markets, gathering and borrowing needs to be increased, from about 50 percent today. Given the current security situation, however, there is strong potential for recovery – with the right support.
13. *West Nile and Southwest.* Since the mid-1980s, West Nile and the Southwest have received influxes of refugees fleeing instability in southern Sudan, the Democratic Republic of the Congo (DRC), Rwanda and more recently Kenya. According to the Office of the United Nations High Commissioner for Refugees (UNHCR), Uganda's refugee population stood at around 153,000 in January 2009, of which around 56,000 were Sudanese and located predominantly in West Nile. Although the GAM rates in the refugee settlements have been kept below emergency levels, there is a high degree of reliance upon food aid. More than half of the registered refugees receive rations providing between 40 and 100 percent of their daily caloric needs. Stunting levels among host populations remain among the highest in the country, indicating an underlying problem of chronic hunger.<sup>22</sup>
14. *Other parts of the country.* During the conflict, the central and eastern (and to some extent southwestern) parts of the country have remained largely unaffected. As a result, they have developed at a faster rate than the rest of the country.

## Uganda Priorities and Policies Impacting Hunger

15. *Poverty Eradication Action Plan and National Development Plan.* The Government is currently revising its principal development framework, the Poverty Eradication Action Plan (PEAP), which will come to an end in 2008/09.<sup>23</sup> The Government expects to launch a new National Development Plan 2009–2014 (NDP), as a successor to the PEAP. The NDP will attempt to better link short-term priorities with long-term goals, integrate sector plans within a coherent overall strategy and identify concrete programmes to be implemented.
16. The current draft of the NDP outlines several challenges for agricultural development, including: creating an enabling environment (policy consistency, institutional reforms), finding sustainable markets for agricultural products, adding value to agricultural products and boosting production and productivity.<sup>24</sup>

<sup>21</sup> Ministry of Health, WFP and UNICEF. 2008. *Nutrition Survey*. Kampala. The most recent figures for Teso and Lango place the GAM rates at below 5 percent.

<sup>22</sup> WFP. 2005. *Comprehensive Food Security and Vulnerability Analysis*. Kampala. Government of Uganda. 2006. *Uganda Demographic and Health Survey*. Kampala. The findings also appear to be confirmed by the preliminary analysis of results from the 2008 comprehensive food security and vulnerability analysis.

<sup>23</sup> PEAP Joint Staff Advisory Note, June 2005.

<sup>24</sup> Government of Uganda. 2008. *National Development Plan* (draft). Kampala.



17. *Peace, Recovery and Development Plan for Northern Uganda.* In October 2007, the Government launched its Peace, Recovery and Development Plan for Northern Uganda (PRDP) 2007–2010, which will go into effect in July 2009. The PRDP functions within the PEAP and is expected to be part of the NDP. The plan focuses on the sustainable development of Acholi, Teso, Lango and Karamoja.
18. *Plan for Modernization of Agriculture.* The Plan for Modernization of Agriculture provides the framework for transforming Uganda's agriculture from a subsistence-based to a commercial-oriented sector. Prosperity for All, a possible successor to the PMA, is a more recent initiative that will attempt to achieve similar aims through integrated socio-economic programmes (e.g. food security, homestead improvements, income generation, micro-credit and improved marketing) targeted to the rural poor.
19. *The Karamoja Integrated Disarmament and Development Programme (KIDDP) 2007-2010.* A medium-term framework harmonizing the various interventions by the Government and its development partners in the region, the KIDDP highlights a progressive shift of policy focus in Karamoja, from humanitarian issues to recovery and development processes; implementation began in 2008.
20. *Other development plans.* Other development plans include: a) the Education Sector Strategic Plan 2004–2015, which gives the basis for free and compulsory primary education; b) the Uganda National Disaster Preparedness Policy and Institutional Framework, led by the Office of the Prime Minister; c) the National Adaptation Plan of Action 2007, which deals with the challenges of climate change; d) the National HIV & AIDS Strategic Plan 2007/08–2011/12; e) the Health Sector Strategic Plan II 2005–2010, which provides the framework for reducing child hunger and undernutrition with an emphasis on micronutrients; f) the Uganda Gender Policy (2007), which aims to, among other things, reduce gender inequalities that would limit the attainment of the goals of the National Development Plan; and g) the Development Assistance to Refugee Hosting Areas 2009–2013, which promotes a holistic approach in tackling long-term development needs of refugees and hosting communities. A food and nutrition bill will be discussed soon in the national parliament.

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## PAST COOPERATION AND LESSONS LEARNED

21. Although this country programme (CP) represents a more coherent, integrated and hunger-focused approach than WFP has had in the past, the country office will be able to draw on its comparative advantage and lessons learned from previous activities.

### Comparative Advantage

22. *Hunger knowledge and analysis.* WFP has extensive experience in responding to hunger and in working with the Government, the Food and Agriculture Organization of the United Nations (FAO) and others to develop sustainable hunger solutions at the policy level. Through its vulnerability analysis and mapping, WFP has the capacity to understand the root causes of hunger and the various social, cultural and political factors that contribute to it in the different regions and sub-regions of the country. This analysis can provide an important technical input (and serve as a basis for advocacy) for the Government's longer-term planning to address hunger.
23. *Linking humanitarian and development assistance.* WFP's dual humanitarian and development mandates permit it to make a unique contribution in transition and recovery





situations. WFP can help the Government and communities to transition from relief to recovery to development in a manner that does not risk being too abrupt nor excessively protracted.

24. *Community-based presence.* WFP in Uganda has one central office in Kampala, ten sub-offices and five field offices across the country. Most WFP staff work outside Kampala in close contact with communities, district and local government and field partners. WFP's perspective is therefore weighted heavily towards activities, policies and programmes that make a real difference to people on the ground.
25. *Demand-side interventions.* While FAO and government agencies take the lead in supporting agricultural production, WFP can effectively complement these efforts by providing significant demand incentives through its local purchases, which totalled over US\$55 million in 2007 and over US\$53 million in 2008. As a result of these purchases and interactions with traders and producers, the country office has developed extensive experience and understanding of food and transport markets. Due to the volumes of commodities handled, it is also well placed to provide guidance on proper warehouse storage, handling and management, including support to the monitoring of quality standards.

## Lessons Learned

26. *Community-based early warning systems.* In partnership with FAO and the United Nations Children's Fund (UNICEF), WFP has pioneered efforts to develop community-based early warning systems in Karamoja and Teso, as part of the Belgian Survival Fund project. Experiences suggest the importance of integrating indigenous early warning signals with technical data on weather conditions as a basis for planning.
27. *Skills training.* A 2008 evaluation<sup>25</sup> of the country office's food-for-asset activities highlighted the particular value of skills training. In Gulu, the trained participants were encouraged to form cooperatives and 78 percent of the cooperatives were still functioning. Nearly half of the participants (49 percent) reported an increase in income as a result of the training. However, the evaluation identified ways to strengthen the training activities. First, it emphasized the importance of ensuring that the skills have a clear economic market. Second, the evaluation stressed the importance of supporting the participants with start-up equipment.
28. *Safety net.* A 2007 protracted relief and recovery operation (PRRO) evaluation<sup>26</sup> reviewed the country office's activities, including its general food distributions. Recognizing the important role that the distributions had played in maintaining the GAM rates below 10 percent, it argued that in areas facing recurrent shocks, such as Karamoja, a more predictable and long-term safety net should be put in place.
29. *Mother-and-child health and nutrition.* The 2007 PRRO evaluation also argued that mother-and-child health and nutrition (MCHN) should take a community-based approach, in order to better reach the beneficiaries. It suggested that growth monitoring should be integrated into the component as well as a clearly defined set of nutrition education

<sup>25</sup> Abola et al. 2008. *Outcome and Impact Evaluation of the UN World Food Programme Food-for-Asset (FFA) Activities in the Sub-Regions of Lango, Acholi, Karamoja and West Nile in Uganda.* A mid-term evaluation of the CP was not undertaken due to timing constraints with the change in the United Nations Development Assistance Framework (UNDAF) cycle.

<sup>26</sup> Smart, Tembo, Adonga and Wagubi. 2007. *Findings of the Independent Evaluation of WFP PRRO 10121.1.*



objectives. A lesson learned from these programmes in Karamoja under the current CP 10426.0 is that the provision of financial assistance to health staff is not sustainable for the Government. It was therefore proposed that any new versions of the component should be better integrated into the normal operations of the health facilities.

30. *School feeding.*<sup>27</sup> Under the current CP, the Karamoja region has experienced an improvement in the net student enrolment rates from 5 percent (in 1996) to 33 percent (in 2007), as well as an improvement in the attendance rates, from 20 percent (in 1999) to 51 percent (in 2007). Recent WFP monitoring of teachers' perceptions has indicated a 95 percent positive response on the impact of meals on the capacity of children to concentrate and assimilate information in class. In line with government policy and after consultation with the Ministry of Education and Sports, the country office is handing over its school feeding activities to parents and communities in most parts of the country. WFP has supported the Ministry in launching an innovative national campaign to sensitize parents and communities on their roles, with an initial focus on packed lunches for school. In the meantime, WFP will continue its school feeding programmes in Karamoja, given the persistent food security and educational challenges there.
31. School feeding has been relatively cost-efficient over the past few years. In 2005, it cost 7 US cents per day to feed a child in school. In 2006, the figure fell to just over 4 US cents, but increased to 14 US cents in 2007. A principal reason for the rising cost was the increased price of food. At the same time, as the security situation in the north improved, IDPs began moving closer to home and additional schools reopened, increasing the distribution points and the logistics costs of reaching the beneficiaries. While food prices remain high, the hand-over of school feeding in the north should improve cost-efficiency in the remaining target area of Karamoja.
32. *Market infrastructure.* In June 2008, an evaluation of WFP's food-for-assets projects determined that while 87 percent of participants saw a benefit from the assets, only 41 percent reported that their incomes had improved because of them.<sup>28</sup> The evaluation identified several reasons for the limited impact on income: the projects were not directly commercial (e.g. health structures, water points) or were not maintained (e.g. valley dams). This CP will therefore focus on market-oriented structures that are relatively simple to maintain once constructed (e.g. access roads and market collection points) and will use participatory approaches to ensure better maintenance of assets requiring more regular upkeep (e.g. valley dams).
33. *Local purchases.* The country office has a proven track record in local purchase. In recent years, it has procured food in Uganda to support assistance programmes in Burundi, DRC, Rwanda and Uganda. In 2007, it purchased 210,000 mt valued at over US\$55 million. Purchases from small farmers represented approximately 8 percent of these totals. Over the past three years, 27,000 mt have been bought from 90 small-farmer groups. At a time when food prices have been steadily rising, this has translated into real economic benefits for small farmers. The quality and quantity of the food purchased has improved when the groups are given training on marketing, post-harvest handling and storage. However, these efforts have been hindered by inadequate storage facilities and poor feeder roads. This CP, which represents a substantial scaling-up of purchases from smallholders,

<sup>27</sup> See IFPRI. 2008. *The Impact of Alternative Food for Education Programs on School Participation and Education Attainment in Northern Uganda*. Washington DC. Nordic Consultants. 2008. Draft evaluation report of NRC's school feeding programme in Acholi.

<sup>28</sup> Abola et al. 2008. *Outcome and Impact Evaluation of the UN World Food Programme Food-for-Assets (FFA) Activities in the Sub-Regions of Lango, Acholi, Karamoja and West Nile in Uganda*.



will therefore have a strong training component for farmer groups and include the construction of market collection points and feeder roads.

34. These lessons and recommendations have informed the development of the strategic focus for the CP. The country office is also sharing these lessons learned as part of the extensive consultative process that is underway to prepare the new United Nations Development Assistance Framework (UNDAF) for Uganda.<sup>29</sup>

## STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

35. The country office, in consultation with the Government and partners, has developed a Country Strategy (2009–2014). The Strategy identifies three priority areas: 1) emergency humanitarian action; 2) food and nutrition security; and 3) agriculture and market support. It has been presented on an individual basis to many WFP partners, including government ministries, donors and United Nations agencies and discussed at a series of wider consultations both in Kampala and the regions. The comments and suggestions received have been incorporated into the strategy document. This CP focuses on priorities 2 and 3. (Separate emergency operation (EMOP) and PRRO documents address priority 1.)

### Objectives

36. Targets to achieve by the end of the five-year CP are:
- *CP Component 1 – Food and nutrition security:* Most post-conflict recovering households have become net food producers and chronic child hunger (measured by prevalence of stunting) has been cut by one fifth. This target supports WFP Strategic Objectives 2, 3 and 4.<sup>30</sup>
  - *CP Component 2 – Agriculture and market support:* Farmers and traders are in a position to sell to WFP more than US\$100 million annually in locally produced food. This target supports WFP Strategic Objective 5.
37. The CP directly supports the current UNDAF goal 1: “Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security”. More importantly, it is harmonized with the content and basic timing of the new UNDAF cycle (mid-2009 to 2014), which has been brought forward to be in line with the Government’s new National Development Plan. It also supports WFP’s Enabling Development Objectives 1 to 5.<sup>31</sup>

<sup>29</sup> The new UNDAF is not yet finalized, but the broad direction is emerging and is supported by this CP.

<sup>30</sup> WFP Strategic Objectives addressed by this CP are 2 – “Prevent acute hunger and invest in disaster preparedness and mitigation measures”; 3 – “Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations”; 4 – “Reduce hunger and chronic undernutrition”; and 5 – “Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase”.

<sup>31</sup> WFP’s Enabling Development Objectives are: 1 – “Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs”; 2 – “Enable poor households to invest in human capital through education and training”; 3 – “Help poor families to gain and preserve assets”; 4 – “Mitigate the effects of recurring natural disasters in vulnerable areas”; 5 – “Help households that depend on degraded natural resources to shift to more sustainable livelihoods, improve productivity and prevent further degradation of the natural resource base”.





## CP Component 1: Food and Nutrition Security

38. To achieve the food and nutrition security target, the activities will focus on disaster preparedness and mitigation, recovery and chronic hunger.
39. **Disaster preparedness and mitigation.**<sup>32</sup> Some communities (e.g. in Karamoja) repeatedly suffer from shocks that force them to engage in harmful distress strategies and impede longer-term development processes – or even reverse them altogether. As a prerequisite for other recovery and development activities, WFP must therefore prioritize some of its non-emergency resources towards reducing vulnerability to these shocks.
40. The key implementation activities in this area will include:
- *Community-based early warning, preparedness and climate change adaptation.* The CP will work with communities to set up early warning systems. These efforts are particularly important in the context of climate change, which is impacting Karamoja and many other parts of Uganda.<sup>33</sup> The systems will integrate information from the latest technology (e.g. Famine Early Warning Systems Network (FEWS NET) satellite imagery) with indigenous indicators (e.g. timing of the onset of rains) to identify potential shocks. The communities will be trained to develop their own contingency plans (e.g. holding onto their grain) and undertake preparedness efforts (e.g. constructing flood barriers). These activities will be carried out through food-for-training and food-for-assets projects<sup>34</sup> and are tentatively targeted at seven disaster-prone districts in Karamoja and Teso.
  - *Local grain reserves.* To prepare for larger-scale responses, WFP will support efforts by local governments to establish a system of strategic grain reserves at the district level. Kept in stores affiliated with the warehouse receipt system, the reserves may be purchased just after the harvest when prices are low and then disbursed to the communities in bad years at a price equivalent to their initial cost plus storage to stabilize market prices and keep food purchases within the reach of smallholders.<sup>35</sup> In the event of a severe crisis, WFP could purchase the reserves and distribute them as part of a productive safety net. The reserves will likely be targeted – at least initially – at the same seven disaster-prone districts in Karamoja and Teso that will set up community-based early warning and preparedness systems.
  - *Productive safety nets.* Providing support early, before a crisis forces the populations to deplete any accumulated assets, is an essential part of preparedness and disaster mitigation, especially in the context of climate change in Karamoja. The support will take the form of cash-, voucher- or food-for-asset activities for able-bodied adults, such as: watershed management, pasture restoration, reforestation and construction of feeder roads. For pastoral areas, a review of best practices will be undertaken to suggest a range of interventions adapted to pastoral livelihood systems. In most cases, the activities will be implemented in conjunction with partner organizations that possess technical expertise in the given field and in-depth knowledge of the local context. In all cases, direction and support for such interventions will be sought from

<sup>32</sup> Goal 4 of the WFP Uganda Country Strategy 2009–2014: “Reduce vulnerability to acute undernutrition caused by shocks”.

<sup>33</sup> See Government of Uganda. 2007. *National Adaptation Plan of Action*.

<sup>34</sup> In line with WFP’s Enhanced Commitments to Women III.2 and 3 the asset-creation activities will strongly consider women’s preferences and needs.

<sup>35</sup> The precise approach will be finalized in consultation with local district governments and other partners.



district and local-level authorities and community leaders, thereby maximizing local ownership and sustainability. The decision to provide these conditional transfers will be made on the basis of assessments (e.g. emergency food security assessment, land use and crop yield surveys and nutritional assessments). As part of the safety net, direct food or cash transfers will also be considered for extremely vulnerable individuals who do not have able-bodied household members though WFP and partners will strongly advocate for the Government to take the lead in providing such assistance as part of a Government-led social protection strategy.

41. **Recovery.**<sup>36</sup> When communities become less vulnerable to shocks, they are able to begin the process of sustainable recovery.
42. This set of activities will concentrate on food-, voucher- and cash-based activities to strengthen and diversify livelihoods. The livelihood strengthening activities will include:
  - *Natural resource management.* Efforts to restore forest cover and develop community woodlots will reduce pressure on natural resources, especially in Karamoja and Acholi. Given the scarcity of water in Karamoja during the dry season, watershed infrastructure will be constructed and improved in this region. These activities will require an incremental, step-by-step, consultative approach using best practices from within and outside the country as models to adapt within different settings. These efforts will be scaled up based on a careful review of results and capacity.
  - *Agricultural support.* In most cases, WFP's partners in Uganda such as the National Agricultural Advisory Services (NAADS) and FAO take the lead on production issues. NAADS aims to increase access and utilization of agricultural advisory services by farming households, improve farm productivity and incomes and enhance the capacity of private-sector service providers to meet farmer advice and information needs. FAO primarily focuses on training small farmers in agronomy and, to a lesser extent, post-harvest handling through its Farmer Field Schools. During an extensive consultation process with both partners, however, it was recognized that – within the particular context of Uganda – there is significant need for WFP to complement the work of FAO more directly and to scale up these efforts, particularly in areas where WFP has expertise and can add value. Based on this division of labour, the offices in Uganda are exploring possibilities for joint programming and advocacy across a wide range of areas – including post-harvest handling and storage, market information systems, voucher and cash-based activities, and climate change adaptation and mitigation – that are especially relevant locally.
43. Livelihood diversification efforts will include:
  - *Alternative agriculture-based activities.* These activities will help to diversify agricultural livelihoods. They will be carried out in partnership with government bodies such as the Northern Uganda Social Action Fund (NUSAF), United Nations agencies such as the United Nations Development Programme (UNDP) and FAO and international and local non-governmental organizations (NGOs).
  - *Alternative skills training.* Some young people who participated in the conflict or grew up in camps appear to lack the interest and experience to become farmers.<sup>37</sup> The

<sup>36</sup> Goal 5 of the WFP Uganda Country Strategy 2009–2014: “Help rebuild food and nutrition security among groups and communities affected by shocks”.

<sup>37</sup> This view has been expressed by a number of key informants, including several participants at a regional workshop to discuss WFP's strategic direction in Gulu in November 2008.



successful model for skills training in Gulu will be used to equip young men and women with marketable economic skills. Under this approach, an analysis of the market is completed, followed by participatory consultations with women and men to identify and formulate activities. The beneficiaries then participate in the relevant vocational training classes. Similar projects in Karamoja will offer such opportunities for youths and men who might otherwise engage in detrimental activities such as cattle raiding. Skills targeting women may include those related to jewellery-making. These projects will be undertaken through food- or cash-for-training. The programmes will aim to have women make up at least 50 percent of the participants.<sup>38</sup>

44. **Chronic hunger.**<sup>39</sup> Chronic hunger among children (including micronutrient deficiencies) undermines the development prospects of Uganda because of its adverse impact on the physical and mental capacities of the population. WFP will aim to help bring chronic undernutrition below critical levels among vulnerable groups – thus breaking the inter-generational cycle of hunger.
45. To address this problem effectively and efficiently, WFP and its partners have to target the “window of opportunity” – the period when children are 0 to 2 years of age – when it is possible to achieve the greatest and most sustainable benefits. It is also critical to address hunger in school-aged children and to support their education, so that when they become adults they will be in a better position to provide for their children during the window of opportunity.
46. These activities directly support the solutions-focused REACH<sup>40</sup> partnership, a renewed effort of FAO, UNICEF, WFP, World Health Organization (WHO) and others to accelerate countries’ progress towards achieving MDG 1, Target 1.C – “Halve, between 1990 and 2015, the proportion of people who suffer from hunger” – as measured by the prevalence of underweight children under 5.
  - *Community-based mother-and-child health and nutrition programmes.* Pregnant or lactating women will receive food for themselves and their children only after attending antenatal and postnatal health clinics with a strong nutrition and food security education component.<sup>41</sup> Currently, most of these services are provided at health facilities that may be at some distance from beneficiaries. In line with evaluation recommendations and working in support of the Ministry of Health, this project will first pilot and then scale up a community-based approach. Village health teams, organized and trained by the Ministry of Health and UNICEF, will be used for outreach, education, referrals<sup>42</sup> and community-based growth monitoring. The intervention will be concentrated in districts where over 80 percent of the targeted population can be reached in order to ensure that the programme has an impact on stunting rates in those areas.

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<sup>38</sup> WFP’s gender policy (ECW III.I) requires that at least 70 percent of the participants in food-assisted training be women or adolescent girls. In practice, due to the types of skill training available and the other demands placed on women, it has been difficult in Uganda to achieve that target.

<sup>39</sup> Goal 6 of the WFP Uganda Country Strategy 2009–2014: “Help address chronic hunger and undernutrition among children and pregnant and lactating women”.

<sup>40</sup> REACH is the inter-agency partnership for ending child hunger and undernutrition.

<sup>41</sup> In some locations where food intake is not the primary concern, the MCHN project will focus exclusively on the services and not provide food.

<sup>42</sup> The referral approach draws on experience with a community-based system in Karamoja.



- *Targeted child safety net and support for education.* In Karamoja, school feeding—including a morning porridge and midday lunch – will provide a targeted safety net to help food-insecure households meet the needs of their school-aged children. At the same time, it will also help to improve educational indicators (e.g. enrolment, attendance, retention and completion) and therefore give children a better chance to strengthen their families' livelihoods in the future. The rations will have adequate micronutrient content and will be accompanied by deworming efforts to help address the problem of anaemia. In order to reduce the gender disparities in completion rates, take-home rations consisting of corn-soya blend (CSB) and vegetable oil will be offered for girls in the last four years of primary school if they attend class more than 80 percent of the time. In support of the Government's Quality Education Initiative, the CP will also explore on a small scale the use of cash incentives for performance. Cash awards of approximately US\$20 would be provided to the top 20 percent of students, according to their scores on the end-of-year examinations. In other parts of the country, WFP will continue to support the Government in developing community-led options to ensure children receive enough food at school (e.g. the packed lunch campaign).
- *Hunger awareness.* To promote the sustainability of these initiatives, the country office will engage in efforts to create a public demand for addressing hunger. First, it will continue to teach a course on hunger to ensure that leaders in a range of disciplines, including government, journalism, academia, education and medicine, understand the problem and the ways to address it. These efforts will build on the success of the two-week short course run by the country office in June 2008 in collaboration with Makerere University. Second, the country office will help lead community sensitization efforts on the damaging impacts of hunger, and possible solutions, in order to create a political demand for action. This initiative will be an expansion of current efforts to raise awareness on hunger and learning in partnership with the Ministry of Education and Sports.
- *Gender Issues.* Gender inequality is a major cause and effect of hunger; any efforts to address food insecurity and chronic hunger must also tackle gender disparities. United Nations agencies in Uganda are developing a joint programme on gender, intended to support government efforts to reduce gender inequality while ensuring better coordination of United Nations gender-related programmes. WFP will address gender and livelihoods, gender and rights, and gender and social services.<sup>43</sup>
- *HIV and AIDS.* The special needs and/or support that might be needed by beneficiaries who are affected by HIV and AIDS will be taken into account as an integral part of programme design. Steps will be taken to sensitize and train staff and links will be maintained, as appropriate, with the Uganda AIDS Commission and the Joint United Nations Programme on HIV/AIDS (UNAIDS), among other partners.

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<sup>43</sup> This is in line with the new programme priorities of the WFP Gender Policy (WFP/EB.1/2009/5-A), specifically: i) breaking gender barriers through improved MCHN programmes; ii) promoting gender equality through school feeding programmes; iii) promoting positive gender relations; and iv) supporting sustainable livelihoods.



## CP Component 2: Agriculture and Market Support

47. To achieve the agriculture and market support target, the country office will focus on market infrastructure, post-harvest handling and local purchase. The country office's Purchase for Progress initiative falls under this broader set of activities.
48. **Market infrastructure.**<sup>44</sup> In order to change the longer-term prospects for smallholders, they need to be integrated into the growing agricultural market. The CP will therefore tackle constraints to market linkages, such as inadequate storage facilities, poor roads, limited integration and inadequate market information. Using cash- and voucher-for-assets approaches, the activities will include:
- *Market collection points and storage facilities.* Small farmers generally produce limited quantities of food in widely-dispersed locations. A major challenge is to gather together, or "bulk", the commodities for purchase in safe, easily accessible facilities. Market collection points are storage warehouses that can be constructed in strategically selected locations close to small-farmer groups. These sites will be located in the south and central parts of the country as well as the north (Acholi region) and northeast (Karamoja region). The CP will therefore construct at least seven market collection points through food- or cash-for-work in food-insecure communities and private contracting in other locations. It will also consider the rehabilitation of existing, privately owned storage facilities on a cost-recovery basis. It is expected that the market collection points will be used primarily by farmer associations and medium-scale (or smaller) traders, since larger traders have their own system of warehouses.
  - *Feeder roads.* For the market collection points to be useful, the roads running to them – from both farmer communities and major trading centres – need to be clear and in good condition. These activities will boost market connectivity for the farmers, traders, processed food producers and buyers. The CP will partner with communities in the areas surrounding the market collection points to rehabilitate or construct main feeder roads through food- or cash-for-work activities.
  - *Warehouse receipts system.* Once the physical infrastructure is in place, small farmers and medium-scale traders will need to be connected to market and financial systems. The warehouse receipt system, led by the Uganda Commodity Exchange, helps to establish these linkages. The system functions by giving small farmer groups and medium-scale traders a receipt once they deposit commodities that have met quality standards in a market collection point. The system registers the deposit in an online database that can be accessed by larger buyers, like WFP and facilitates interactions between the farmer groups, traders and potential buyers on prices. The receipt can also be used as collateral with financial institutions to obtain loans to make investments in production or trading business. The idea will be to establish the conditions in which the normal market – led by medium-scale traders interacting with farmers – will flourish.

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<sup>44</sup> This corresponds to Goal 7 in the Country Strategy Document: "Help strengthen critical food supply, delivery and marketing infrastructures".





- *Market information system.* This system will provide the farmers, pastoralists and traders with access to information on farm gate, wholesale and retail prices, potential buyers, market stock positions and weather forecasts.<sup>45</sup>
49. **Post-harvest handling.**<sup>46</sup> Even if smallholders are linked to the market, they must have produce to sell in order to benefit from these linkages. As described earlier, WFP has a comparative advantage in the post-harvest period to reduce losses and ensure the products have added value and meet the required quality standards.
- *Post-harvest training.* WFP has many partners in Uganda who are focused on support to agricultural production. The NAADS is a leader in agricultural extension, while FAO trains small farmers in agronomy through its Farmer Field Schools. WFP can complement these production efforts by focusing on specific aspects of post-harvest handling. Discussions with both NAADS and FAO have suggested that this area represents an important gap of expertise in the country that WFP can fill in conjunction with technical partners. Drawing on its vast experience in moving and warehousing quality food, the country office will help small farmers to reduce post-harvest losses and raise quality standards, especially in the crop sector through food- or cash-for-training programmes.
  - *Meeting quality standards.* In order to sell to WFP, farmers must meet high quality standards. Without access to proper equipment for cleaning, drying and grading their produce, it is extremely difficult for most smallholder farmers to meet these requirements. WFP will work to ensure that such equipment is made more widely available to local producers through the market collection points. Training activities will also ensure that targeted farmers understand quality standards.
  - *Value addition.* The country office can also help increase farmers' earnings by assisting them to add value to their products in several ways: milling to make grain easier to prepare; fortification to add specific micronutrients to a commodity; bagging to ensure that the product is not damaged or tampered with; and the drying, salting and smoking of fish to increase the shelf life of this product.
  - *Gender issues.* One of the root causes of rural poverty is women's lack of control over productive resources, which inhibits women's participation in commercial agriculture and has a consequent negative impact on their nutrition and health.<sup>47</sup> WFP will encourage the participation of women in its activities aimed at supporting agriculture and markets, in particular through P4P activities. This includes: ensuring that women represent 50 percent of farmer associations and 20 percent of medium-scale traders; introducing gender modules in related training packages; and requiring that the signatory or at least one co-signatory to a bank account for farmer associations working with WFP be a woman, thereby safeguarding that women also receive economic benefits through the payment plan.<sup>48</sup>

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<sup>45</sup> In conjunction with FAO, the country office will work to ensure that: i) existing systems provide the range of information required; and ii) access to this information is available through internet services at market collection points and through mobile phone messages sent to farmers (an approach that has already been initiated).

<sup>46</sup> This corresponds to Goal 8 of the Country Strategy Document: "Help increase production through local purchase and enhance post-harvest handling, processing, storage and marketing of quality foods".

<sup>47</sup> UNDP. *Human Development Report 2007/2008*. New York.

<sup>48</sup> This is in line with the "WFP Gender Policy" (WFP/EB.1/2009/5-A), specifically the programme priority to promote positive gender relations and support sustainable livelihoods through P4P.



50. **Local purchase.**<sup>49</sup> Smallholders are unlikely to make the effort to reduce losses and bring their produce to market if there are no buyers available. WFP can provide this demand through its local purchase activities.

- *Production incentives.* The volume of WFP's annual local purchases can provide strong production incentives to smallholders. When food prices are high, demand from local communities may diminish; however, WFP as a stable, major buyer will provide assured demand for the goods.<sup>50</sup> Demand-side efforts by WFP will be aligned with production and supply-side efforts by FAO, Alliance for a Green Revolution in Africa, NAADS and others.
- *Expanding the range of food commodities procured.* Currently, the country office purchases most of its maize grain and beans within the country. By expanding the range of food products procured, WFP should be able to significantly increase its local purchases while diversifying the diet of beneficiaries. The country office will also explore the possibility of adding fish to its local purchases.

### Targeting, Transfers and Rations

51. The CP will target more than 2.3 million people in Karamoja, Acholi, Teso, Lango, West Nile, Southwest and other regions (see Table 1), with

- 1.4 million for food and nutrition security activities; and
- 913,000 for agriculture and market support activities.

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<sup>49</sup> This corresponds to Goal 9 of the Country Strategy Document: "Help expand opportunities and improve incomes and the quality of life of smallholder farmers through local purchase".

<sup>50</sup> WFP Uganda's local purchase targets are not limited to what can be used in WFP programmes in Uganda, but take into account WFP's regional and global food supply needs. In 2007, 29% of WFP purchases in Uganda were for use outside the country; in 2008, the figure was 21%.

TABLE 1: BENEFICIARIES, BY COMPONENT ACTIVITY AND GENDER								
Thematic Area	Year 1	Year 2	Year 3	Year 4	Year 5	Men/ boys	Women/ girls	Total
<b>Component 1 – Food and Nutrition Security</b>								
Disaster preparedness	10 500	91 186	116 772	44 100	--	131 279	131 279	<b>262 558</b>
Recovery	160 092	159 788	127 852	127 852	--	287 793	287 793	<b>575 585</b>
Chronic hunger (school feeding)	72 250	75 863	79 475	83 088	86 700	214 270	183 106 <sup>51</sup>	<b>397 376</b>
Chronic hunger MCHN	34 307	34 307	34 307	34 307	34 307	67 122	104 412	<b>171 534</b>
<b>Subtotal</b>	<b>277 149</b>	<b>361 144</b>	<b>358 406</b>	<b>289 347</b>	<b>121 007</b>	<b>700 463</b>	<b>706 590</b>	<b>1 407 053</b>
<b>Component 2 – Agriculture and Market Support</b>								
Market infrastructure	68 000	68 000	68 000	68 000	68 000	170 000	170 000	<b>340 000</b>
Post-harvest handling	143 328	143 328	143 328	143 328	--	286 656	286 656	<b>573 312</b>
Local purchases	143 328	143 328	143 328	143 328	--	286 656	286 656	<b>573 312</b>
<b>Subtotal<sup>52</sup></b>	<b>211 328</b>	<b>211 328</b>	<b>211 328</b>	<b>211 328</b>	<b>68 000</b>	<b>456 656</b>	<b>456 656</b>	<b>913 312</b>
<b>Total of both components</b>	<b>488 477</b>	<b>572 472</b>	<b>569 734</b>	<b>500 675</b>	<b>189 007</b>	<b>1 157 119</b>	<b>1 163 246</b>	<b>2 320 365</b>

52. Targeting has been carried out through a three-step process. First, a combination of assessments (emergency food security assessments, nutrition surveys, land use and crop yield assessments) and monitoring tools (e.g. food security and nutrition monitoring system) was used to identify food-insecure areas. A comprehensive food security and vulnerability analysis (CFSVA) was conducted in 2008; preliminary findings and field observations helped inform the selection of target areas.<sup>53</sup> Second, the country office staff held workshops and discussions with district officials and partners to determine the appropriate activities within those food-insecure areas.

53. Third, for the food- and cash-for-assets activities, modalities for targeting were developed that use a combination of a participatory community-based selection process and "self-targeting" following community dialogues. The activities involve the construction of market collection points, feeder roads collection points, feeder roads, livelihood training, livelihood infrastructure (e.g. fish ponds) and productive safety net activities. MCHN interventions will be available to all pregnant women, lactating mothers up to 6 months after they give birth and children between the ages of 6 months and 2 years.

<sup>51</sup> This includes 41,000 girls who receive take-home rations.

<sup>52</sup> Some of the activities (e.g. post-harvest handling and local purchases) target the same populations. Therefore, the sub-total is less than the sum of the figures for the individual activities.

<sup>53</sup> The CFSVA covers the entire country, which was divided into strata. The strata may be the size of a district or several districts depending upon the location. The results are statistically valid at the level of the strata, and provide indicative evidence at lower disaggregations.





Education incentives for Karamoja will be given to anyone who attends school from the catchment area, with the bonus provided to those with exceptional performance.

54. The CP complements efforts under the EMOP and PRRO to address the Country Strategy's priority 1: emergency humanitarian action. The EMOP focuses on drought response in Karamoja, while the PRRO covers IDPs in Acholi and refugees in West Nile and the Southwest. In areas of overlap, this CP will work with food-insecure beneficiaries who no longer receive emergency assistance or are given it only on a seasonal basis.
55. Because cash- and voucher-for-assets is a new activity for the country office, its use will be piloted in the first year and, only if successful, scaled up during subsequent years through budget revisions.<sup>54</sup> As part of the pilot, the country office will explore ways to integrate a gender perspective into the design and implementation of the programme (e.g. automated teller machine (ATM) cards for disbursements may be in the woman's name). The choice of cash or food transfers will depend upon the season; cash transfers will be used during the post-harvest period (September to February), when prices are low and cash will have maximum purchasing power. Vouchers may be used instead of cash in locations, such as Karamoja, where security is a problem. Food transfers will be given during the lean season (March to August) when prices are highest and the injection of cash may contribute to inflation.
56. The food baskets are indicated in the table below.<sup>55</sup> The ration for asset creation applies to all activities that are food- or cash-for-assets (i.e. either work or training) related to community-based early warning and preparedness, local grain reserves, productive safety nets, natural resource management, agricultural support, alternative agriculture-based activities, alternative skills training, market collection points, feeder roads and post-harvest training.<sup>56</sup>

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<sup>54</sup> If the pilot is successful, the cash and vouchers may be used to replace food in project activities that have already been planned (e.g. food for work), and no additional resources will be required. In other instances, scaling up cash and vouchers will involve introducing new activities that will require budget revisions.

<sup>55</sup> In the case of cash transfers, an amount equivalent to the local cost of purchasing the food basket will be given. In light of the high food prices, the current daily rate would be 2,400 UGX (or approximately US\$1.20).

<sup>56</sup> The country office has standard work norms and technical standards for many of these activities, but will have to work in partnership with specialized agencies such as FAO for some new ones.



**TABLE 2: STANDARD RATION**  
(in grams per person per day unless otherwise indicated)

Ration	Maize grain or meal	Pulses	Vegetable oil	Sugar	CSB	Duration	Kcal per day
Asset creation*	300 g (grain)	60 g	10 g			30 to 120 days	1 340
MCHN (Pregnant and lactating mothers)			25 g	15 g	229 g	Up to 12 months	1 197
MCHN (Young children)			25 g	15 g	229 g	Up to 18 months	1 197
Education incentives (In-school breakfast)				10 g	50 g	150 to 252 days	240
Education incentives (In-school lunch)	150 g (meal)	45 g	10 g			150 to 252 days	660
Education incentives (Take-home ration)**			4 kg		25 kg	Three times a year	

\* For asset-creation activities, the beneficiary will be provided with a family ration (x 6).

\*\* Take-home ration will be provided at the end of each school term to girls in grades P4–P7 that have attended 80 percent of the schoolday.

## Hand-Over and Sustainability

57. In most cases, the CP activities do not establish new programmes that need to be handed over to the Government, but rather support the Government's efforts to help communities to stand on their own. By the end of the five years of this project, the country office expects the following results:

- *Food and nutrition security.* Smallholders will become net producers, rather than net recipients, of food – especially in the post-conflict communities and the southwest and other regions. Ongoing programmes, such as those of NAADS, FAO and the Fisheries Department, should be sufficient to provide any remaining support required in these areas. In Karamoja, it is less certain whether the communities will have achieved sustainable solutions at the end of the five years. The need for further WFP-specific interventions to complete the transformation in this region will be assessed towards the end of the CP.<sup>57</sup>
- *Agriculture and market support.* Basic market infrastructure and strong demand incentives will connect smallholders to the larger economy throughout the country. The Uganda Commodity Exchange will run the warehouse receipt system and WFP will support it by continuing to purchase receipts as a stimulus to production.

58. In some cases, it may make sense for the government to take over the running of the activities (e.g. safety nets, MCHN). However, the inability of local district governments to own and “absorb” this project would be a threat to implementation and sustainability. One important step taken by WFP to mitigate this risk has been the time invested during the consultation process with the Government of Uganda, which has ensured that the

<sup>57</sup> For school feeding, the country office is currently piloting a hand-over strategy in Acholi that involves a sensitization and mobilization campaign for parents who provide children with a packed lunch. The relevance to Karamoja of this strategy will be assessed.



programme is closely aligned to existing development plans and sector-specific strategies. The programme will build the capacity of district local governments in planning, implementing, monitoring and evaluation and reporting. These activities may include:

- *Direct financial and logistical support.* This support for agriculture and health services will be given through the secondment of additional technical and support staff to fill capacity gaps in district local governments.
- *Increased knowledge and sensitization.* Capacity-building of government staff, especially leaders (e.g. chief administrative officers) will also be undertaken through trainings and exchange visits. Where necessary, support from other partners with relevant expertise will be sought in developing the capacity of government agencies. The hand-over to district governments will be tracked and evaluated to ensure that the efforts are sustainable.<sup>58</sup>

## Resource Mobilization

59. This CP has significantly larger resource requirements than its predecessor, reflecting the shift in programming emphasis towards medium- and longer-term solutions to hunger and a clearer use of this funding category, which now encompasses all recovery and development activities. This approach will have far-reaching consequences for the country office's resource-mobilization strategy. It means that the country office will need to tap into a wider range of donors as well as more development-oriented funding sources. In line with the Paris Declaration on Aid Effectiveness, this will also mean placing a greater emphasis on integrating WFP activities into the relevant medium- and longer-term government-led development frameworks – a key objective of WFP's Uganda Country Strategy 2009–2014.
60. To help ensure that the CP is well funded, the country office will put in place several measures: more focus on country-level resource mobilization; hiring of staff with technical expertise; joint programming with other United Nations agencies; and a financial contribution from the Government of Uganda.
61. Around US\$28 million per year is budgeted for implementation of the activities in this CP, while actual needs in the country for such interventions are estimated at US\$69.2 million annually. Indeed, preliminary analysis suggests that investments of US\$69.2 million per year in the activities outlined in the CP could result in gains in income and productivity of at least US\$346 million annually to the national economy.<sup>59</sup> This would be a significant contribution to reducing the cost of hunger to the national economy, which is estimated to be as much as US\$1.1 billion annually.<sup>60</sup> The country office intends to come back to the Executive Board with appropriate budget revisions as additional resources are mobilized and made available during the period covered by the CP.

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<sup>58</sup> The new Uganda UNDAF will include a set of indicators for monitoring progress on capacity development under Outcome 2 ("sustainable livelihoods") and Outcome 3 ("quality basic social services"). WFP Uganda will use these as a guide to monitor the capacity of government systems and as a basis for determining the appropriate time to begin handing over activities. It will also explore incorporating indicators to monitor government policies and budget allocations as reflected in, for example, the Medium-Term Expenditure Framework.

<sup>59</sup> According to figures produced by FAO, every dollar invested in reducing hunger can yield between 5 and 20 times its value in terms of gains in income and productivity (*The State of Food Insecurity in the World 2004*).

<sup>60</sup> According to figures produced by FAO, the cost of hunger to the national economy can be up to 10 percent of GDP (*The State of Food Insecurity in the World 2004*).



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## PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

### Management

62. The national and local governments will guide the interventions under the CP. WFP's efforts, in partnership with other actors with expertise in capacity development and training, will support and help develop the capacity of the Government to implement the activities. Within the country office, the Programme Unit in conjunction with the sub-offices will have primary responsibility for managing the CP.

### Monitoring and Evaluation

63. The country office uses a results-based management approach to its programming. As a baseline for the projects, the country office will draw on two sources: a CFSVA, which has components related to agricultural livelihoods and nutrition; and a Purchase for Progress baseline survey, which will identify some of the infrastructure and productivity gaps. They will establish the baseline figures for outcome indicators, against which the project's success will be measured.

64. The project's monitoring and evaluation system will be an integral part of the WFP countrywide monitoring and evaluation management system coordinated by a fully staffed sub-unit. Outcome and output data will be captured and stored in the WFP Integrated Programme Activity Database (IPAD), which will provide a basis for reports and improved management.

65. Evaluations will be held midway through the CP and at the end. The mid-term evaluation will be more qualitative and focused on identifying lessons to improve the programme. The final evaluation will assess overall performance.

## ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt (US\$)	Value (US\$)
<b>WFP COSTS</b>			
<b>Direct operational costs</b>			
Food commodities <sup>1</sup>			
– Cereals	41 962	394	16 539 322
– Pulses	9 739	611	5 956 957
– Vegetable oil	3 886	901	3 503 074
– CSB	22 358	638	14 274 018
– Sugar	1 610	500	805 000
– Cash/vouchers	2 614	517	1 352 665
<b>Total food</b>	<b>82 169</b>		<b>42 431 035</b>
External transport			4 623 418
Total landside transport, storage and handling (LTSH)			17 616 719
Other direct operational costs (ODOC)			44 156 292
<b>A. Total direct operational costs</b>			<b>108 827 464</b>
<b>B. Direct support costs<sup>2</sup></b>			<b>39 190 662</b>
<b>C. Indirect support costs<sup>3</sup> (7.0 percent)</b>			<b>10 361 269</b>
<b>TOTAL WFP COSTS</b>			<b>158 379 395</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary

<sup>2</sup> The direct support costs amount is an indicative figure presented to the Executive Board for information purposes. The annual direct support costs allotment is reviewed and set annually following an assessment of direct support costs requirements and resource availability.

<sup>3</sup> The indirect support costs rate may be amended by the Executive Board during the period covered by the project.



## ANNEX II: RESULTS AND RESOURCES MATRIX

Results chain	Performance indicators	Risks, assumptions	Resources required
<b>UNDAF Outcome:</b> Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security	<b>UNDAF outcome indicator:</b> <ul style="list-style-type: none"> <li>▪ Percent and number of people living below the poverty line</li> </ul>		
<b>CP Component 1: Food and Nutrition Security</b>			
Target: Most post-conflict recovering communities have become net food producers and chronic child hunger has been cut (Strategic Objectives 2, 3 and 4)			
<b>Outcome 1.1 (Strategic Objective 2)</b> Early warning systems, contingency plans and food security monitoring systems in place and enhanced with WFP capacity development support	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of targeted communities have a disaster preparedness index of greater than 7 by 2014</li> </ul>	<ul style="list-style-type: none"> <li>▪ No major pipeline break in food supply</li> </ul>	<i>Food:</i> US\$36,061,978  <i>LTSH:</i> US\$16,121,553  <i>ODOC:</i> US\$13,634,422
<b>Output 1.1.1</b> Disaster mitigation measures in place with WFP capacity-development support	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of targeted communities have a disaster response system put in place by 2014</li> </ul>		
<b>Output 1.1.2</b> Built or restored disaster mitigation assets by targeted communities	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of disaster mitigation assets created against plan</li> </ul>		
<b>Outcome 1.2 (Strategic Objective 3)</b> Adequate food consumption over assistance period for targeted households and communities	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of households with a food consumption score &gt; 35 without food assistance by 2014</li> </ul>		
<b>Output 1.2.1</b> Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of beneficiaries receiving food and non-food items</li> <li>▪ Tonnage of food distributed by type, as percentage of planned distribution</li> <li>▪ Quantity of non-food items distributed, by type, as percentage of planned distribution</li> </ul>	<ul style="list-style-type: none"> <li>▪ No major disasters occur in the intervention areas</li> <li>▪ No major pipeline break in food supply</li> </ul>	



## ANNEX II: RESULTS AND RESOURCES MATRIX

Results chain	Performance indicators	Risks, assumptions	Resources required
<p><b>Output 1.2.2</b></p> <p>Capacity and awareness developed through WFP-organized actions/training</p>	<ul style="list-style-type: none"> <li>100% of targeted government officials receive training, exposure trips or exchange visits against plan</li> </ul>		
<p><b>Outcome 1.3 (Strategic Objective 4)</b></p> <p>Improved nutritional status of targeted women, girls and boys</p>	<ul style="list-style-type: none"> <li>20% reduction in prevalence of stunting among targeted children under 2 by 2014</li> <li>20% reduction in prevalence of iron deficiency anaemia in school-aged girls and boys</li> </ul>		
<p><b>Output 1.3.1</b></p> <p>Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>100% of beneficiaries receiving food and non-food items</li> <li>Tonnage of food distributed by type, as percentage of planned distribution</li> <li>Quantity of non-food items distributed, by type, as percentage of planned distribution</li> </ul>		
<p><b>Outcome 1.4 (Strategic Objective 4)</b></p> <p>Increased access to education and human capital development in assisted schools</p>	<ul style="list-style-type: none"> <li>Annual rate of increase in enrolment above 6%</li> <li>Attendance rate of 80% in assisted schools</li> <li>Retention rate of 80% in assisted schools</li> <li>Pass rate of 50% at assisted schools</li> <li>Ratio of girls to boys enrolled equals 1 in 95% of assisted schools</li> </ul>		



## ANNEX II: RESULTS AND RESOURCES MATRIX

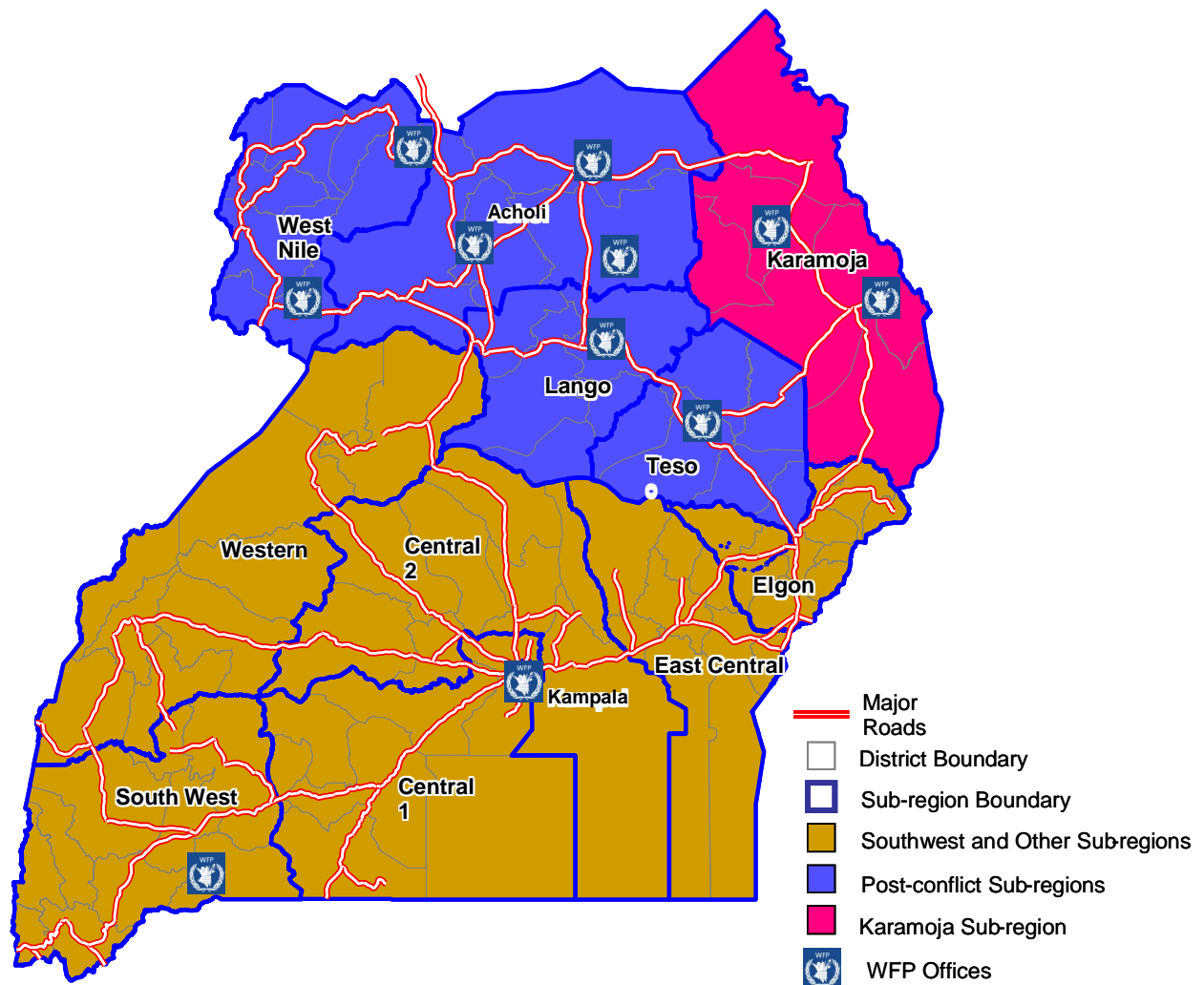
Results chain	Performance indicators	Risks, assumptions	Resources required
<p><b>Output 1.4.1</b></p> <p>Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>▪ <b>100%</b> of beneficiaries receiving food and non-food items against plan</li> </ul>		
<p><b>CP Component 2: Agriculture and Market Support</b></p> <p>Target: Farmers and traders are in a position to sell to WFP locally produced food commodities (Strategic Objective 5)</p>			
<p><b>Outcome 2.1 (Strategic Objective 5)</b></p> <p>Increased marketing opportunities with cost-effective WFP local purchases</p>	<ul style="list-style-type: none"> <li>▪ <b>10%</b> increase in local purchase annually</li> <li>▪ <b>10%</b> increase in income of targeted farmers annually</li> </ul>	<ul style="list-style-type: none"> <li>▪ Warehouse receipt system is accepted by the target users</li> <li>• Stakeholders recognize market opportunities and are willing to take advantage of them</li> </ul>	<p><i>Food:</i> US\$6,369,057</p> <p><i>LTSH:</i> US\$1,495,166</p> <p><i>ODOC:</i> US\$30,521,870</p>
<p><b>Output 2.1.1</b></p> <p>Food purchased locally</p>	<ul style="list-style-type: none"> <li>▪ <b>70%</b> of the country office's food purchased locally by 2014</li> <li>▪ <b>50%</b> of the country office's local purchases come from smallholder farmer groups by 2014</li> <li>▪ <b>10%</b> increase in the number of targeted farmers that have access to district food markets annually</li> <li>▪ <b>10%</b> increase in the volume of surpluses meeting WFP quality standards annually</li> </ul>	<ul style="list-style-type: none"> <li>▪ Normal conditions for cultivation during the project period (weather, inputs, diseases, etc.)</li> <li>• Agricultural inputs are made available through sustainable means and are easily accessed by farmers</li> </ul>	





## ANNEX III

## Map of Uganda



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

## ACRONYMS USED IN THE DOCUMENT

ATM	automated teller machine
CFSVA	comprehensive food security and vulnerability analysis
CP	country programme
ECW	Enhanced Commitments to Women
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FEWS NET	Famine Early Warning Systems Network
GAM	global acute malnutrition
IDP	internally displaced person
IFPRI	International Food Policy Research Institute
IPAD	Integrated Programme Activity Database
KIDDP	Karamoja Integrated Disarmament and Development Programme
LRA	Lord's Resistance Army
LTSH	landside transport, storage and handling
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NGO	non-governmental organization
NUSAF	Northern Uganda Social Action Fund
ODOC	other direct operational costs
PEAP	Poverty Eradication Action Plan
PRRO	protracted relief and recovery operation
UCE	Uganda Commodity Exchange
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization