

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

Executive Board  
Second Regular Session

Rome, 13 - 14 May 1999

## COUNTRY PROGRAMMES

### Agenda item 4



Distribution: GENERAL  
**WFP/EB.2/99/4**  
13 April 1999  
ORIGINAL: ENGLISH

## COUNTRY PROGRAMME—UGANDA (1999–2004)

### ABSTRACT

Despite its endowment of natural resources and phenomenal economic growth, according to the UNDP Human Development Report for 1998 Uganda ranks 160<sup>th</sup> out of 174 on the human development index (HDI) and is one of the most impoverished of the least developed countries (LDCs). Long considered the potential 'granary' of the Great Lakes region, Uganda currently lacks the infrastructure and market outlets for fully exploiting this potential, with 46 percent of Ugandans below the poverty line and unable to afford sufficient food to either meet minimum requirements or to create effective, market demand. Life expectancy is only 42.6 years. Annual real per capita gross domestic product (GDP) is 283 United States dollars. The FAO Aggregate Household Food Security Index for Uganda is 76.4.

Compounding the enormous social challenges facing the country are the frequent rebel incursions and HIV/AIDS pandemic which have killed or displaced 2 million persons or 10 percent of the population, leaving over 1.3 million children orphaned. Uganda's fertility and dependency rates are the third and second highest in the world, resulting in exceedingly poor mother and child health and low school attendance. Masked by national indicators are the significant regional disparities in poverty and human development with northern Uganda's HDI of 0.180 being 90 percent below the country's overall development score.

The proposed country programme (CP) for Uganda covers the five-year period 1999 to 2004 and is designed to support the Government's Poverty Eradication Action Plan (PEAP) which has been adopted in place of the Country Strategy Note (CSN). The CP is pursuant to the Country Strategy Outline (CSO) which was considered by the Executive Board at its Third Regular Session of 1998. To achieve maximum impact, the proposed programme targets *demographically* the poorest of the poor; it concentrates resources *geographically* on the most impoverished areas of northern and southwestern Uganda; and it focuses *sectorally* on the three priority areas of education (70 percent), food security (26 percent), and vocational training (4 percent).

Due attention is paid to women, teenage girls and to children who will benefit from 70 percent of the Country Programme's resources. Agriculture, adult literacy and school feeding components have been tailored specifically to address the needs of women and girls who trail far behind males in virtually all objective indicators of human welfare. The proposed programme will also provide street children the opportunity to acquire marketable skills and to progress beyond their meaningless existence.

Over a five-year period, the Country Programme will require 35,770 tons of food representing \$20.1 million in direct operational costs. This is a reduction of 30 percent in the resources requirement projected in the CSO.

The Executive Director recommends approval by the Board of this Country Programme, at total operational costs to WFP of about \$20.1 million. The related direct support costs are estimated at \$1.9 million; the indirect support costs will be calculated on the basis of the standard rate determined by the Executive Board. Furthermore, if additional resources for development activities become available, supplementary activities foreseen in this Country Programme may be implemented at an estimated cost of about \$8.97 million for direct operational costs and \$1.02 million for direct support costs. The Government's contribution to this programme is estimated at \$939,743.

## NOTE TO THE EXECUTIVE BOARD

**This document contains recommendations for review and approval by the Executive Board.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

Section Chief, OSA/2:                      Ms. N. Menage                      tel.: 066513-2532

Programme Coordinator:                      T. Pakkala                      tel.: 066513-2371

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



## LIST OF ACRONYMS USED IN THE DOCUMENT

AAH	Action Afrika Hilfe
ABEK	Alternative Basic Education in Karamoja
ACDI	Agricultural Cooperative Development International
ACF	Action contre la faim
ADRA	Adventist Development and Relief Agency
ACORD	Agency for Cooperation in Research and Development
ALITE	Augmented Logistics Intervention Team for Emergencies
BPED	British Partnership for Enterprise Development
CBMS	Community-based Marketing System
CCA	Common Country Assessment
CG	Consultative Group
CIMICs	Civilian-Military Committees
CP	Country Programme
CRS	Catholic Relief Services
CSB	Corn-Soya Blend
CSN	Country Strategy Note
CSO	Country strategy Outline
DANIDA	Danish International Development Agency
DFMS	Deep-Field Mailing System
DOC	Direct Operational Costs
EDP	Extended Delivery Point
EFSR	Emergency Food Security Reserve
EFSRA	Emergency Food Security Reserve Administration
FACTS	Food Aid Commodity Tracking System
FDP	Final Distribution Point
FEWS	Famine Early Warning System
FSU	Food Security Unit
GDP	Gross Domestic Product
GFD/SFPs	General Food Distribution/Supplementary Feeding Programmes
GTZ	German Technical Cooperation
HDI	Human Development Index
HSU	Humanitarian Service Unit
ICR	International care and Relief
ICRC	International Committee of the Red Cross
IDEA	Investment in Developing Export Agriculture
IMC	Inter-Ministerial Committee
ITSH	Internal Transport, Storage and Handling
LCC	Local Committee Chairpersons



LDC	Least Developed Country
LOU	Letter of Understanding
LPRC	Local Programme Review Committee
LWF	Lutheran World Federation
M&E	Monitoring and evaluation
MDPR	Ministry of Disaster Preparedness and Refugees
MLSA	Ministry of Labour and Social Affairs
MOA	Ministry of Agriculture, Animal Industry and fisheries
MOE	Ministry of Education
MOGCD	Ministry of Gender and Community Development
MOW	Ministry of Works, Transport and Communication
MTEA	Multi-purpose Training and Employment Association
NFS	National Food Strategy
NURP	Northern Uganda Reconstruction Project
OCHA	Office for the Coordination of Humanitarian Affairs
PEAP	Poverty Eradication Action Plan
PRRO	Protracted Relief and Recovery Operation
RDC	Resident District Commissioner
RSDP	Road Sector Development Programme
SVI	Netherlands Development Cooperation
TSU	Technical Support Unit
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDMT	United Nations Disaster Management Team
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNSECOORD	United Nations Security Coordination Office
UNVs	United Nations Volunteers
UPE	Universal Primary Education



## STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

1. The Country Programme (CP) for Uganda represents WFP's programme of development activities in the country for the five-year period mid-1999 to mid-2004. It is designed to support the economic and social policies of the Government of Uganda as defined in the Poverty Eradication Action Plan (PEAP) of July 1997. The CP is consistent with the PEAP which was formulated with the full involvement of WFP and other members of the United Nations system in cooperation with all relevant partners outside the United Nations.
2. The CP is also in conformity with WFP's policies and mandate. It elaborates on the general programme orientation as outlined in the Country Strategy Outline (CSO) for Uganda (WFP/EB./98/6/4) and takes full account of the Executive Board's comments on this document. The CP excludes protracted and emergency operations in support of refugees and displaced persons. These activities will be merged under a separate protracted relief and recovery operation (PRRO) in 1999. Nevertheless, there is still scope within the CP for catering to these beneficiaries as they emerge from crises.

## THE HUNGRY POOR: PRIORITIES IN ADDRESSING THEIR NEEDS

3. The CSO provided an analysis of the problems confronting the hungry poor in Uganda. Data gathered since the CSO reveal continued macroeconomic stability, with inflation down to 5.8 percent (excluding food crops), increased revenue collection and continued broad-based GDP growth at 5.5 percent. This represents a slight decline from the previous ten-year average of 6.5 percent and is a consequence of El Niño and security problems. With funds available from debt relief, increased investment, and tax revenue, in 1997–98 the Government doubled its spending on primary health care programmes, and increased public spending on rural water supply by 156 percent and on education by 166 percent. The World Bank Consultative Group (CG) meeting in December 1998 noted significant progress in reducing poverty in Uganda, with the proportion of Ugandans classified as poor having fallen from 58 to 46 percent since 1992.

### Food insecurity, poverty and vulnerability

4. A comparison of Uganda's real GDP and Human Development Index (HDI) (0.340) reveals that macroeconomic prosperity under the Economic Recovery Programme (ERP) has yet to be converted into improved living conditions for the rural poor. The UNDP Human Development Report for 1998 ranks Uganda 160th out of 174, placing it among the most impoverished countries in the world. A mere 25.1 percent of children over 15 complete primary education; only 19 percent of women finish primary school and 6 percent finish secondary school. Life expectancy is a dismal 42.6 years. The country's crude death rate of 21.4 per 1,000 is 52 percent higher than the average for LDCs. Only 47 percent of one-year olds are immunized and 1.3 million children are currently orphaned. Uganda's fertility rate of 7.1 percent is the third highest in the world, and the dependency ratio (103.9 percent) is the second highest. These have contributed substantially to poor mother and child health and to reduced savings and investments in family welfare.



5. Of the country's total population of 21 million, about 86 percent live in rural areas. Uganda's poor comprise 92 percent rural inhabitants. Of these, 4.2 million people are classified as "extremely poor," and are concentrated in the northern districts of the country. The majority are farmers who lack access to agricultural credit, market channels, water, seeds and other basic inputs. Asian traders who once operated a network of procurement depots and transport links between the villages and urban areas have long departed, leaving marketing to large, corporate traders that have capitalized on the farmers' lack of organization and bargaining power. Despite the north's agricultural potential, high input costs, alongside low farmgate prices, have rendered farming largely unprofitable in more remote areas. Since 1996, erratic weather combined with rebel activity and wide-scale population displacements have added further to the farmers' plight. Consequently, only 5 million hectares or 28 percent of arable land are under cultivation, with the average area farmed per household having fallen from 3.6 to 2.5 hectares in the past decade. Minor gains in food production (2.4 percent), predominant in southern districts, have failed to keep pace with population growth (2.9 percent).
6. Agricultural stagnation has had far-ranging consequences for Uganda at both the national and household levels. The agricultural sector accounts for 53 percent of GDP and employs 80 percent of Uganda's labour force, including 92 percent of the country's poor. As the main source of income and revenue, agriculture has a direct influence on rural education, health, and other social sectors. Lacking favourable markets, the poor have capitulated by abandoning farms in search of cash wages or by producing only that food which is required for subsistence, leaving a very small margin to cover unforeseen changes in weather, prices and family endowment. The increasing vulnerability of the rural poor is reflected in rural household food expenditure, which rose from 37 percent of income in 1979 to 64 percent in 1989/90. Some 52 percent of the population live in districts where per capita daily consumption (2,070 kcal) is less than the WHO food poverty line or minimum per capita daily calorie intake requirement of 2,100 calories. The FAO Aggregate Household Food Security Index (AHFSI) of 76.4 percent for Uganda reveals relatively limited access to food but there are large variances in both food access and nutritional values regionally, with 46 percent of children under 5 having stunted growth as a result of poverty and an over-dependence upon low-protein matoke, sweet potato and cassava.

### **Government strategies for food security, poverty alleviation and disaster mitigation**

7. Food insecurity and poverty in Uganda have five root causes: a) erratic meteorological patterns, including floods and drought; b) lack of credit, seeds and other agricultural inputs; c) lack of farmers' associations, bargaining power and market access; d) poor road, water, storage and market infrastructure in rural areas; and e) insecurity. The Government's National Food Strategy (NFS) and Poverty Eradication Action Plan (PEAP) are predicated on the fact that all problems are man-made or solvable through appropriate policies and human endeavour, and that even the impact of so-called 'natural disasters' can be largely mitigated by interventions that increase the farmer's coping capacity and resilience to climatic shocks.
8. The top priority identified in both the PEAP and NFS is to raise incomes from agriculture and to increase investment in rural infrastructure, education, health, agricultural extension and other services that will enable the poor to increase agricultural productivity, food supply and income. Education for girls and access by women to primary health care and family planning services are now prominent among the Government's priorities. Communities and NGOs are expected to be key players in providing safety nets to the disadvantaged while the Government's role is to be limited to coordination and policy. Government strategies seek to support the market by



dispersing wealth and purchasing power among the rural poor and by drawing more participants into the cash economy, thereby creating a 'bubble-up' effect with improved living standards percolating upwards to compensate for what has yet to trickle down.

### **Government food aid policies**

9. The Government's policy on food aid remains unchanged. Food aid resources are to address both the short- and long-term needs of refugees, displaced persons and people living in chronically food-deficit areas where the bulk of food assistance should be targeted. Both immediate emergency and humanitarian aid is to encourage self-sufficiency in the long term through a strategic shift to a new paradigm which links relief and development. The WFP Country Programme and PRRO are fully consistent with this policy.

### **Relationship to the Country Strategy Note (CSN)**

10. The Country Programme supports the Government's first five-year PEAP (1997–2002) which has been adopted by the donor community in place of the Country Strategy Note (CSN). As a rolling plan which influences annual budgetary allocations, the PEAP provides a continuous, programmatic framework for individual donor programmes and cycles. The PEAP also forms a basis for all complementary planning instruments, including the World Bank's Comprehensive Development Framework, the WFP Country Programme and the United Nations Development Assistance Framework (UNDAF). Formulation of the latter commenced with United Nations agency retreats in 1998 and 1999 and will be followed by a Common Country Assessment (CCA) in June 1999 and full-scale implementation in January 2001.
11. The WFP Country Programme cycle of five years for the period 1999 to 2004 has been endorsed by the Government of Uganda and the United Nations Development Group (UNDG) in Uganda. The WFP Country Programme, the ongoing and planned Country Programmes of other members of the UNDG and the evolving UNDAF exercise all fall within the framework of the Government's PEAP. Major policy changes in the Government's poverty eradication strategy are unlikely at the termination of the current PEAP. Therefore, to ensure continuity and measurable impact of WFP's development assistance, the Government of Uganda has endorsed the five-year duration of the WFP Country Programme for the period 1999 to 2004. The WFP Country Programme coincides with the four-year UNDAF cycle for the period 2001 to 2004. The effective start of the WFP Country Programme one year in advance of the planned UNDAF will allow the future development programmes of other United Nations agencies to benefit from WFP's development experience in northern Uganda and to be closely integrated with the WFP programmes. The WFP Country Programme is currently the only United Nations country programme targeting the northern part of Uganda which has the highest concentration of poor, food-deficit households.
12. The WFP Country Programme provides for annual and mid-term reviews under a Local Programme Review Committee (LPRC), chaired by the United Nations Resident Coordinator. The LPRC, supported by WFP's Vulnerability Analysis and Mapping (VAM) Unit, will advise on and justify any required changes in programme direction, including adjustments required to further harmonize programme cycles.

### **Collaboration within the United Nations system, other donors and NGOs**

13. Recognizing the Government's successful management of the economy and recent progress in alleviating poverty, donors attending the Consultative Group meeting in December 1998 committed \$2.2 billion for the remaining three-year period (1999–2002) of the PEAP, with most funding earmarked for education, health and agriculture. The Ministry of Planning and



Economic Development will be responsible for coordinating the PEAP, including matching of resources for each sector and region from a multitude of Government and donor sources. The monthly donors' meeting chaired by the World Bank provides a forum for Government/donor discussion on macro-level concerns complemented by more technical, monthly social sector and sub-group meetings. Collaboration among United Nations agencies is effected through monthly and ad hoc meetings chaired by the United Nations Resident Coordinator who has also initiated retreats for more in-depth, joint planning. Meetings of the United Nations Disaster Management Team (UNDMT) provide a forum for coordinating relief and recovery operations, and are facilitated by the Office for the Coordination of Humanitarian Affairs (OCHA) which recently co-located a Humanitarian Service Unit (HSU) with WFP.

14. Most donors have assigned high priority to combating poverty within their programmes. USAID is providing wide-scale support to primary school education which it plans to expand to Karamoja and to other disadvantaged areas; the World Bank and European Union are providing funds for road construction, health and smallholder support in the northern and central regions; UNICEF, WHO, GTZ, UNFPA, the World Bank, DANIDA, Italy and a number of NGOs are supporting the health and nutrition sector; and there is scope for joint programming and collaboration in agriculture with USAID, the Netherlands, Denmark, the Italian Development Cooperation Agency, IrishAid, the German Government and with the British Partnership for Enterprise Development (BPED) which is supporting farmers with rural credit and marketing facilities. Over 80 percent of WFP's resources are currently channelled through projects supervised by 13 NGOs.

## ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES

15. Since September 1964, WFP has launched 66 operations in Uganda for a total of \$262 million, including development (36 percent) and emergency operations (64 percent). However, the majority of its development projects have also reverted to relief and recovery operations as they confronted recurrent drought, flooding and general food insecurity. There has been an increase in the number and frequency of relief operations, reflecting a general decline in agricultural productivity and rural incomes, as well as a history of interventions that focused on temporary relief instead of long-term solutions. It is now evident that the continuum becomes a pendulum if the foundations for development are not addressed as relief operations are ongoing. There is a clear need for emergency, logistics and programme staff and resources to be injected simultaneously to maintain quality in project design and implementation. Within both emergency and recovery/development operations, emphasis will be placed upon strengthening people's capacity to cope with abrupt shocks posed by meteorological, security and market trends.
16. WFP's practice of contracting private transporters and of purchasing food locally has supported the Government's structural adjustment and poverty eradication programmes. In 1994 alone, WFP procured 91,000 tons of commodities valued at over \$22 million, representing over 10 percent of the annual net foreign earnings for Uganda in that year. In providing a market for small farmers, traders and transporters, as well as food for redistribution to the poor, WFP procurement will continue as an indirect but effective strategy for alleviating poverty in Uganda.





## STRATEGIC FOCUS OF THE COUNTRY PROGRAMME AND TARGETING

17. **Goals and objectives.** In line with WFP's Mission Statement and the Government's priorities, the overall goals of the Country Programme are to: a) improve, in a sustainable manner, the level of food security of approximately 113,800 beneficiaries a year through education, agricultural and marketing support and vocational training; and b) enhance emergency preparedness and response by targeting food aid to chronic food-deficit areas, and by providing the rural poor with assets and building their resilience to cope with recurrent calamities.
18. The primary objectives are to: a) increase access of Ugandans to basic education and adult literacy, particularly by girls and disadvantaged women in locations where human development indices are lowest; b) upgrade agricultural and marketing infrastructure and create productive assets; and c) improve health and living conditions of orphaned children.
19. **Demographic, geographic and sectoral concentration.** The CP reflects WFP's Mission of: a) improving the nutritional status and quality of life of the most vulnerable people at critical times of their lives; and b) building assets and promoting self-reliance of poor people and communities. To achieve maximum impact and cost-effectiveness, resources will be allocated using a combination of demographic, geographic and sectoral criteria which pinpoint areas of poverty and food insecurity. WFP will support the Government's poverty eradication efforts by targeting those assessed as Uganda's poorest, specifically: subsistence farmers and pastoralists, orphans, street children, and women and children. WFP's operations will be limited geographically to areas in which the target groups are most concentrated, namely the north, north-east, and areas where social indicators are particularly alarming. Sectorally, WFP will focus on key constraints within education/adult literacy and food security.
20. **Comparative advantage.** All activities within the CP are those in which WFP has a comparative advantage and experience (e.g. school feeding, rural infrastructure, food procurement) or in which the combined strengths of WFP, the Government, NGOs, donor governments and United Nations agencies are greater than any of the five working independently. Most of the impoverished live in politically complex and insecure areas where the Programme's United Nations mandate and ability to establish and maintain food pipelines are indispensable. With its regional procurement and logistics base in Kampala and ability to pool and share resources with other country offices, WFP is the most efficient supplier and transporter of food owing to its greater economies of scale. Kampala is also the hub of WFP's regional telecommunications network to which over 40 NGOs and United Nations agencies are linked, thus enabling WFP to play a key role in coordination and security. WFP will continue to sub-contract those NGOs with existing operational capacity, technical expertise and experience in the country to complement the Programme's expertise. In 1998, WFP and NGO sub-offices were jointly located in a successful effort to pool resources and to reduce costs. Vehicles, radio equipment, expertise, utilities and other equipment/facilities are now shared in these model offices without loss of agency identity or flexibility.



21. **Transition from relief to development.** WFP's strategy will be to address the problems underlying recurrent and costly relief operations, building the capacity of the poor to confront calamities and precluding the need for prolonged or repeated emergency food interventions. WFP will advocate for the victims of natural and man-made calamities and will seek to mobilize all resources required to secure their uninterrupted access to food as a basic right. This will be done during and not after the emergency stage on the conviction that productive assets, employment and income are pre-conditions for the restoration of stability. Targeting the "poorest of the poor" in relatively insecure areas necessitates risk-taking. Working in the absence of other agencies, WFP, UNHCR and the International Committee of the Red Cross (ICRC) have demonstrated that agencies need not await "pre-conditions of development" before becoming involved. By being pro-active, by providing refugees and displaced persons with employment and marketing support, and by restoring their integrity and productive capacity, WFP has provided assets and living conditions that are worth protecting and developing further with local initiatives. Using WFP vehicles and Government security escorts, several bilateral, United Nations and non-governmental agencies began in early 1998 to join WFP, UNHCR and ICRC in reaching more remote villages where food production has since quadrupled, allowing for reductions in relief food distribution.
22. **Low-risk project selection and design.** The Country Programme includes only those activities on which successful trials have been performed through pilot projects. The potential of the CP lies not in its innovative nature but also in its relevance to the poor and its co-location and complementarity with other donor programmes. Planned food aid interventions have been designed to support NGO/Government schemes that have proven feasible and in which technical expertise and other inputs have already been mobilized, thereby reducing risks to a minimum. Equally important has been WFP's insistence that all activities be conceived and planned through the active participation of beneficiaries in both the CP and the PRRO.
23. In preparing this Country Programme, WFP has widely consulted the donor community in Uganda. During these consultations donors expressed their support for the activities and general orientation of the Country Programme.

---

## COUNTRY PROGRAMME ACTIVITIES

### Country Programme resources and preparation process

24. The CSO referred to a total of 56,677 tons of food to be supplied over a five-year period, or 11,335 tons a year. However, taking into consideration the expected level of WFP resources for development and the requirements of other countries, the commitment under the proposed programme is limited to 35,770 tons of food, with direct operational costs (DOC) of \$20.1 million over the five years. The Country Programme averages a food requirement of 7,154 tons a year, equivalent to \$4,020,467 in DOC. Supplementary activities, estimated at \$8.97 million (\$1.79 million a year) have been proposed in the event that additional WFP resources become available for development activities.



<b>COUNTRY PROGRAMME FOOD REQUIREMENTS</b>				
<b>Activities</b>	<b>Basic activities (tons)</b>	<b>%</b>	<b>Supplementary activities (tons)</b>	<b>%</b>
Education/literacy	25 045	70	5 130	28
Agriculture/marketing	9 240	26	11 900	64
Vocational training	1 485	4	1 435	8
Total five years	35 770	100	18 465	100
<b>Total per year</b>	<b>7 154</b>		<b>3 693</b>	

25. The proposed Country Programme has evolved from 34 years of project experience in Uganda which included periodic management reviews and thematic/sectoral appraisals and evaluations. The specific activities outlined in the CP were in response to Government requests and were further reviewed in annual PEAP planning sessions and budget reviews (1997–98) as well as several United Nations/NGO/Government workshops at the district level. Although Uganda has a high absorptive capacity for food-assisted projects, resource constraints have limited the number of joint operations in which WFP can become involved under the PEAP. The expansion of basic programme activities and involvement in disaster mitigation and other schemes proposed will be contingent upon the availability of additional WFP development resources.

<b>FIVE-YEAR OVERVIEW OF WFP DIRECT OPERATIONAL COSTS</b>			
<b>Activities</b>	<b>Basic activities</b>	<b>Supplementary activities</b>	<b>Number of beneficiaries</b>
	<b>(United States dollars)</b>		
Education/literacy	14 644 047	3 111 116	294 000
Agriculture/marketing	4 769 195	5 198 242	260 000
Vocational training	689 098	665 448	15 000
<b>Total</b>	<b>20 102 340</b>	<b>8 974 806</b>	<b>569 000</b>

<b>ANNUAL WFP DIRECT OPERATIONAL COSTS</b>			
<b>Activities</b>	<b>Basic activities</b>	<b>Supplementary activities</b>	<b>Number of beneficiaries</b>
	<b>(United States dollars)</b>		
Education/literacy	2 928 809	622 223	58 800
Agriculture/marketing	953 838	1 039 648	52 000
Vocational training	137 820	133 090	3 000
<b>Total</b>	<b>4 020 467</b>	<b>1 794 961</b>	<b>113 800</b>



### Basic Activity 1a: Education, adult literacy and vocational training

26. The activity's *strategic focus* is to support the Government's strategic priority of increasing access to basic education and adult literacy, particularly by girls and disadvantaged women in locations where human development indices are lowest.
27. **Problem analysis.** Within Uganda, Karamoja has the worst social indicators of any region in the country with literacy, enrolment, combined education and gender-related indices being three to four times below national averages. Only 6.8 percent of the local population 15 years and above have completed primary school, compared with 25.1 percent for the country. Literacy is 18 percent for men and 6 percent for women, compared to the national averages of 63 and 45 percent. Although access to schooling is improving, only 52,220 Karamojongs can read and write, with an appalling 400,000 people, or 89 percent of the population, remaining illiterate. The overall HDI figures for Kotido and Moroto districts are 0.180 and 0.182, respectively, or 50 percent below the already dismal national average of 0.340. The majority of primary schools offer only the first three years of schooling, as opposed to an average seven years nationally. This is attributable to the pastoral and semi-nomadic lifestyle of many Karamojongs which makes school attendance difficult. Young boys are traditionally required to herd cattle, while young girls undertake domestic and agricultural work. Overall, education in north-eastern Uganda is characterized by low enrolment and high drop-out rates.
28. Under project Uganda 2642.02—Assistance to education, health and rural development in Karamoja, WFP was largely successful in addressing the problem. A review of the project at the end of 1997 found that 75 percent of its targets in education had been achieved. Enrolment increased by 74 percent in the first year and 43 percent in the second, with enrolment of girls increasing from almost nil to 39 percent of total enrolment. Meanwhile, the project constructed 45 new classrooms, repaired several others, and supported training institutes which graduated 339 student teachers. This basic activity will continue the education component of the previous project. Provision of free education through the Universal Primary Education (UPE) programme, combined with school feeding under project Uganda 6013.00, is expected to double the official enrolment rate in 1999 while increased budget allocations through the PEAP and enhanced NGO activity in education and adult literacy improve the quality of education provided. The scarcity of water and food in the region will be addressed by the Country Programme under Basic Activity 2—Agriculture and marketing support.
29. **Objectives and intended outcomes.** The activity will aim to: a) increase attendance of children, especially girls, in pre-primary, primary and secondary schools; b) relieve short-term hunger; c) promote the participation of women in adult literacy programmes; and d) encourage adoption of the Alternative Basic Education in Karamoja (ABEK) programmes by pastoral Karamojong children and parents who are unable to attend formal schools.
30. Expected outcomes include: a) attendance of some 48,400 primary school students and 600 pre-primary students, including 15,000 female day students in primary school for 190 days a year; b) alleviation of short-term hunger for these children with assumed improvements in attention span and cognitive performance; c) attendance of 1,400 female adults in adult literacy classes for 180 days a year; and d) enrolment and sustained attendance of 8,400 nomadic or previously inaccessible children in the non-formal ABEK programme for 270 days a year.



31. **Role and modalities of food aid.** Effecting a transition to development will require a catalytic change in present attitudes towards education and the role of women and children. In food-deficit Karamoja, where barter is the main form of economic exchange, no resource is valued more than food. Owing to its nutritional importance, its visibility, and high income-transfer value, it is the most appropriate, motivational and catalytic change agent that can be employed to achieve the activity's objectives. Food aid will serve as: a) an incentive for encouraging children and parents to attend formal schools, alternative education programmes, vocational training and adult literacy classes; and b) a nutritional and dietary support for schoolchildren and women in food-deficient locations.
32. **Implementation strategy.** In school feeding, most Government functions will be undertaken at the district level, with Central Government responsibilities limited to overall coordination and policy. In Kotido district, food storage, handling, short-haul transport and distribution will be undertaken by the Adventist Development and Relief Agency (ADRA). Italian Development Cooperation will assume the same responsibilities in Moroto district. A committee comprised of WFP, the Ministry of Education (MOE), and implementing partners will be established at the district level to oversee project planning and progress. Monthly and ad hoc meetings will be convened by an MOE/WFP oversight committee in Kampala.
33. Most schools and institutions have adequate storage. Institutions located within a 10-kilometre radius of extended delivery points (EDPs) and/or having available transport, will be responsible for collecting their monthly food allocations direct from warehouses. Food aid allocations will be planned on the basis of average, monthly school attendance data, disaggregated by gender, collected from each institution by field monitors. Morning porridge (corn-soya blend (CSB)/sugar) and an afternoon meal will be cooked for day and boarding children attending formal schools, and an evening meal will be provided to boarders. For children attending ABEK, a daily take-home ration of 300 grams of maize meal will be provided at the end of each week.
34. WFP Food Monitors/National United Nations Volunteers (UNVs) will be posted in Kotido and Moroto, where they will be located with implementing partners. WFP staff will undertake frequent joint assessments with District Education Officers and school inspectors and will ensure that stock, dispatch and distribution records are maintained and submitted in an accurate, consistent and timely manner. WFP staff will coordinate the collection and compilation of process and performance data and will brief and accompany visiting Government, donor, NGO and press representatives in order to advocate and maintain support for the project, including provision of additional complementary inputs.
35. The ABEK programme will identify school-aged children not enrolled. The local community, chiefs, Local Councils and elders will mobilize the children under the coordination of the District Education Office and District Education Committees of Kotido and Moroto. Women will bring children for registration. The Ministry of Gender and Community Development (MOGCD) in Kotido and Moroto districts will be directly responsible for women's functional literacy and skills training at development training centres, while the Ministry of Gender, Labour and Social Welfare will have an advisory role both in Kampala and at the district level.
36. **Participants and intended benefits.** The activity will directly benefit 58,800 persons, including 57,400 schoolchildren and 1,400 adult women. Several studies confirm that increasing educational opportunities for women and children offers the best prospect for sustainable development in the region. The beneficiaries will receive nutritional and dietary support, thereby releasing them from cattle-raising and other traditional occupations which perpetuate their poverty and prevent them from expanding their horizons through education. By increasing educational opportunities for girls, the activity will contribute to the active



participation of women in the cash economy, thereby increasing their perceived value within the family and the family's stake in their survival and success. Through food-supported school and literacy programmes, both girl children and female adults will be provided opportunities, otherwise inconceivable, to learn of alternatives to the vicious cycle of early sexual activity, early pregnancy, early marriage and overall child and female deprivation, and they will be in a position to better demonstrate their economic value to Karamajong society in general.

37. **Support, coordination, and monitoring and evaluation (M&E) arrangements.** With illiteracy preventing many Ugandans from actively participating in the national economy, rural education has been elevated to “a strategic and national priority,” and the UPE programme launched, to ensure that the disadvantaged have free access to primary education. Several United Nations agencies, bilateral donors and international NGOs have thus far expressed interest in collaborating with WFP on this activity, including UNDP, UNICEF, UNESCO, World Bank, the Cooperative Office for Voluntary Organizations, ADRA and *Redd Barna*. These agencies will continue to provide scholastic materials, school furnishings, and teacher training.

### Supplementary Activity 1b: Expansion of primary school enrolment

38. This activity would represent an expansion of the basic programme activity in education and would be aimed at promoting the enrolment and attendance of an additional 15,000 primary school students who, as a result of resource constraints, would not be covered under the basic programme activity described above. Because they engage in food collection and cattle-raising, these children's enrolment and literacy rates are far below those of children in food-assisted school programmes. Some 81 additional primary schools—51 in Kotido and 30 in Moroto—will be targeted subject to the availability of additional WFP development resources. The schools are located along main, arterial roads and can be reached in a cost-effective manner. Sufficient capacity exists to accommodate the additional beneficiaries under existing management and logistical arrangements. An NGO has been identified to assist ADRA in the event that the latter's capacity is insufficient.

### Basic Activity 2a: Agriculture and marketing support in Gulu/Kitgum

39. The *strategic focus* of the activity is the achievement of sustainable improvements in food access through the alleviation of short-term hunger, the upgrading of agriculture and marketing infrastructure, and creation of productive assets.
40. **Problem analysis.** As a means of reducing risks and generating higher returns on investment, the Government, private companies and donors have long favoured the concentration of agricultural investment in the more accessible southern districts. Although unintentional, such skewed investment has resulted in the high-potential areas of northern Uganda being marginalized and people living therein being deprived of productive assets for long-term, sustainable development. The resulting disparity in income levels has further exacerbated historical ethnic differences while rebel activity has displaced many farmers from their land. Feeder roads and river transport systems have deteriorated, making most of the trading centres inaccessible to suppliers of inputs and traders. Yields are consequently below average even in secure areas, and the small surpluses of food crops produced are of low quality.
41. Lacking both inputs and markets, many farmers have reduced production, making them vulnerable to price instability and meteorological shocks. Recurrent drought is particularly pronounced in the northern districts of Kitgum, Kotido and Moroto; this depletes household reserves annually and necessitates repeated WFP relief operations during the pre-harvest lean



season. The acquisition of loans, disposal of assets and other ruinous coping strategies under times of stress have further decreased the capacity of households to recover and secure income in future periods.

42. **Objectives and intended outcomes.** This integrated rural recovery-cum-development activity will concentrate and pool the expertise of several United Nations agencies and NGOs to achieve maximum impact. It will expand upon pre-existing schemes in northern Uganda and support only those activities that have proven to be technically feasible and environmentally sound in the following areas:
- a) **Transport.** In order to reduce the prohibitive cost of road transport for farmers and traders, the project will support the Road Sector Development Programme (RSDP) in repairing 840 km. of trunk and feeder roads that link the former, main trading centres with the major arterial routes in Gulu and Kitgum districts. Access to the main routes, including the Gulu-Atiak-Moyo-Adjumani, Gulu-Anaka, Pabo-Olam-Arua, Gulu-Kamudini, Kitgum-Gulu, and Kitgum-Lira roads and the subsequent rehabilitation of these routes under the second phase of the Northern Uganda Reconstruction Project (NURP II), will facilitate marketing, trade and income generation in both districts.
  - b) **Marketing.** Since 1991, WFP has purchased an average 36,000 tons of food in Uganda annually for relief and recovery projects within the Great Lakes region. Most of the food has been purchased from surplus districts in the south where food is more affordable. However, given its increased involvement in both northern Uganda and southern Sudan, in February 1999 WFP established a procurement base in Gulu as a means of reducing transport costs and stimulating production in the north. Under the activity, sorghum, millet, maize and beans will be purchased, subject to the availability of funds, and transported to the WFP warehouse in Gulu for onforwarding to projects in northern Uganda and southern Sudan. In collaboration with the Investment in Developing Export Agriculture (IDEA) Project and with Agricultural Cooperative Development International (ACDI/VOCA), WFP will replicate and extend the Community-based Marketing System (CBMS) in Gulu, Kitgum, Adjumani and Moyo districts. Procurement and quality control depots will be established in each district and IDEA, ACDI, FAO, and NGOs will be actively involved in organizing farmers into associations and giving them market information and training in food storage, drying, cleaning, packaging and small-business practices. It has been agreed by all partners that no further assistance will be provided and that marketing be undertaken on strictly commercial terms without subsidies.
  - c) **Water infrastructure.** To preclude the effects of recurrent drought in eastern Kitgum, Karamoja and in several drought "pockets", as well as the need for repetitive and costly food relief operations, the activity will address the water shortage problem by excavating forty 5x20 metre reservoirs and topping them with lily pads to reduce evaporation. Between 60 and 70 shallow wells will be dug, along with an estimated 100 gravel-lined, shallow wells. Besides the 60 existing and productive boreholes, 5-metre high windmills will be erected with elevated, 26,000-litre storage tanks to transport water gravitationally to neighbouring fields and cattle troughs. This component will be based on WFP's highly successful pilot schemes in Karamoja which utilize locally produced windmills and local expertise. The activity will supplement the water supply schemes being implemented by *Action contre la faim* (ACF) (Gulu) and CARE (Kitgum) in addition it will pool resources and, through food for work, defray labour costs otherwise borne by these agencies and the Government. As in Karamoja, wind-generated water supply systems are expected to have a strong



demonstration effect that will enable WFP to withdraw as other agencies become more actively involved.

- d) **Food production.** Under this component, WFP will support agricultural and food production projects being implemented by FAO, Catholic Relief Services (CRS), World Vision, Hunger Alert, ACF, Agency for Cooperation in Research and Development (ACORD), the Netherlands Development Organization (SVI), Lutheran World Federation (LWF) and Oxfam. Food will fulfill the important role of: a) protecting seed from consumption in food-deficit areas; b) providing farmers a means of subsistence during peak lean seasons; and c) providing incentives, income and added caloric intake for rural families engaged in agricultural production and training, particularly in infrastructure and demonstration schemes. Farmers will be trained in water management, composting/use of organic fertilizers, and household food storage. The CBMS and Food Banks operated by IDEA, World Vision, SVI and LWF will act as transfer agents and provide access to credit (ACDI/PL-480) and other agricultural inputs on a cost-recovery basis. The project will support FAO's supply of essential seeds and farm implements (UGA-99-1/N10) and establishment of cassava multiplication centres (UGA-99-1/N11), covering 29,000 households in Kitgum and 66,155 in Gulu. In the more insecure areas of these districts, WFP and ICRC will continue to synchronize food and seed distribution under emergency operation (EMOP) 5623.00 "Assistance to displaced persons in northern Uganda," which in 1998 succeeded in protecting seed and in quadrupling the area planted by internally displaced persons.
- e) **Grain milling.** There are very few mills operating in the northern districts, resulting in inordinately high milling costs. Particularly affected are poor households, which spend an estimated 10 percent of their savings on milling. Similarly, small farmers are unable to grind their cereals and meet the increasing demand for maize meal and flour. The activity will provide an additional five mills in areas where no milling facilities currently exist. The mills will be operated by women's associations on non-subsidized, commercial terms.
43. **Role and modalities of food aid.** The activity will provide food as an incentive/income transfer and means of subsistence for rural families engaged in construction activities and training during non-farming seasons when employment opportunities are at their lowest. Implementing partners will provide technical expertise, supervision and training. NGOs will also form small farmers' associations and will establish through the CBMS and Multi-purpose Training and Employment Associations (MTEAs), direct linkages with wholesalers. The MTEAs and the relocation of procurement depots to northern Uganda will reduce post-harvest losses and marketing costs. Finally, the purchase of food aid for relief operations will provide market incentives and act as a strong catalyst in stimulating and reactivating surplus production until NURP II and bilateral initiatives can act to restore north-south trading and previous market supply on a sustainable basis.
44. **Implementation strategy.** The need for this activity was identified in the CSO and was further articulated at a WFP-initiated workshop on food security (December 1998) which solicited detailed inputs from United Nations agencies, local NGOs, and district and village representatives. Although the activity has yet to be appraised, its potential for success lies in its support for ongoing schemes which have proven technically feasible but which could further benefit from WFP's food inputs, logistics capacity and procurement activities. The exception is barge transport which is a new initiative but one that is supported by several reputable feasibility studies. The implementation strategy will commence with a review of these studies and with the





formulation of step-by-step implementation plans and schedules. Meetings will then be held with Government and NGO experts to define responsibilities, the majority of which have already been foreseen and budgeted by counterparts.

45. **Participants and intended benefits.** Participants will be drawn from the host population living within refugee-impacted areas and from groups that are not displaced but affected indirectly from regional insecurity and a collapse in production and marketing systems. Amongst these, eligibility will be limited to households headed by women and with high dependency ratios; to farmers holding less than 2 hectares of land; to members of low-income families who are willing to adopt new skills, and to small farmers/traders who are willing to form associations. The activity will directly benefit some 10,400 workers and their families (52,000 persons) per year. Each participant will work/train an average 70 days a year during the lean season and will receive one ration per work day for five family members. The activity will generate a total of 728,000 work days per year, or 3.64 million days of employment over the five-year period of the CP.
46. Benefits from existing FFW-assisted agricultural schemes and pilot community-based marketing systems have been diverse and far-reaching. They include: improved land productivity and value through enhanced supportive infrastructure; increased savings from the food and income-transfer value of FFW rations; increased bargaining power and farmgate prices through participation in farmers' associations and direct deliveries to end-buyers; stabilization of consumer prices; protection of seed during lean seasons; increased access to groundwater reserves during periods of drought; decreased vulnerability to erratic rainfall; and training in composting, basic record keeping, cost management, and in drying, packaging, and storing produce.
47. **Support, coordination, and M&E arrangements.** This activity is supported by several donors who consider it crucial in creating employment, assets and greater stability in northern Uganda. In accordance with the Government's decentralization policy, project activities will be coordinated by the Resident District Commissioners (RDCs) of Adjumani, Moyo, Gulu, Kitgum, Kotido and Moroto. Within the latter, overall project formulation and planning will be undertaken by the Civilian-Military Committees (CIMICs), comprising representatives from NGOs, United Nations agencies and security organs, along with extension officers from the the Ministry of Agriculture, Animal Industry and Fisheries (MOA) and Ministry of Works, Transport and Communication (MOW). Cooperation will be sought with the World Bank for financing the maintenance of roads. WFP will also seek partners to ensure that all schemes under this basic activity are environmentally sound. Local Committee Chairpersons (LCCs) will be responsible for planning individual schemes and for mobilizing labour at the trading centre/village level, in consultation with NGOs. The latter will provide technical supervision, training, credit and non-food inputs. The data collection and reporting responsibilities of each agency, including the prescribed formats, methodologies and reporting schedules, will be embodied in the letters of understanding (LOUs) to be signed with implementing partners. Reimbursement of expenditures will be contingent upon M&E obligations being met.

### **Supplementary Activity 2b: Agriculture and marketing support in Adjumani/Moyo**

48. Like Gulu and Kitgum, the neighbouring districts of Adjumani and Moyo lack access to markets and agricultural inputs and are affected by rebel activity, though less frequently. The key advantage of the two districts is their proximity to the Albert Nile. Although the river is navigable, barge traffic has remained dormant since the early sixties. This supplementary activity would mobilize in-kind donations of four (100-ton capacity) mothballed barges through



WFP's Augmented Logistics Intervention Team for Emergencies (ALITE) Unit. The barges will be used to transport food from main procurement depots in Hoima, Masindi and Kabarole districts to refugee settlements on either side of the Nile, thereby reducing the food aid transport costs incurred by donors by over 40 to 45 percent, equivalent to a savings of \$2.08 million a year (cost recovery = five months). Food will then be transshipped from the Nile at Adjumani and Nimule to displaced populations in Gulu and southern Sudan. The return trip or "back-haul" will carry surplus food and cash crops from Nebbi, Adjumani, Moyo, Gulu and Arua districts, thereby reducing marketing costs and enabling farmers in these areas to compete favourably with farmers in the south.

49. Other objectives of this supplementary activity, pending availability of resources, would be to: a) open a procurement depot at the WFP storage facility in Pakelle (Adjumani); b) rehabilitate 220 kilometres of feeder and trunk roads in Moyo and Adjumani; c) excavate 40 shallow wells, 12 reservoirs, and four canals to transport water from the Nile to neighbouring drought pockets; and d) through seed protection and FFW, support FAO's supply of essential seeds and farm implements (UGA-99-1/N10) and establishment of cassava multiplication centres (UGA-99-1/N11), covering an additional 20,000 and 54 households, respectively, in Adjumani and Moyo districts. The supplementary activity would represent WFP's entry point into a pilot UNDAF exercise which is scheduled to commence in Moyo in early 2000. The water and road schemes will be implemented by Action Afrika Hilfe (AAH), ACF and UNICEF under the overall coordination of the Ministry of Water, Lands and Environment and the Ministry of Works, Housing and Communication. The activity will generate 700,000 work days a year, or 3.5 million days of employment over the five-year period. Direct benefits will accrue to 10,000 workers and their family members (50,000) nearly all of them residing along feeder and access roads and affected by water and food scarcity.

### **Supplementary Activity 2c: Food security and disaster mitigation**

50. At the macro level, privatization of the Produce Marketing Board (PMB) stores under externally imposed structural adjustment and decentralization programmes in 1998 has reduced, to dangerous levels, the Government's capacity to intervene in the market in order to stabilize consumer prices and/or mitigate the impact of national and localized food shortages. The only significant strategic grain reserve is comprised of WFP food stocks in Kampala and Tororo and numerous privately held stocks scattered throughout the country. In the event of a food emergency, the latter would likely be unaffordable. Moreover, since 1996 the annual budget for the Relief Department in the Ministry of Labour and Social Affairs (MLSA) has averaged \$2 million. Annual emergency food requirements, beyond WFP's emergency programmes, often exceed this amount twofold, making the country dependent upon WFP stocks (6 to 12,000 tons) in Kampala/Tororo; these are primarily regional, tied to specific countries and programmes, and subject to transport bottlenecks and pipeline disruptions. Delayed payments by the Ministry to suppliers results in Government food purchases being 30–40 percent above normal prices.
51. At the community level, lack of Government intervention in establishing minimum farmgate prices has made the livelihoods of poor households far too vulnerable to market forces. Large traders naturally pay the lowest price for food crops which individual farmers, often in desperation, are forced to accept. In addition to those assisted under WFP's regular refugee and IDP programmes, there are annually 100,000–180,000 persons a year in need of food, particularly during the lean season, when household reserves are low and food prices are high. Recurrent deficits in nearly all foodstuffs have been experienced in the north-eastern Karamojong districts of Kotido and Moroto, in the northern district of Kitgum, and to a lesser



extent, in the central district of Luwero. Transitory food-deficit areas include the eastern districts of Soroti and Kumi.

52. Pending the availability of resources, this supplementary activity would create a Strategic Grain Reserve to provide protection for up to 120,000 rural poor during a three-month period in the event of food shortages resulting from unforeseen but highly probable natural and man-made calamities. Its longer-term objective will be to improve the early warning and emergency response capacity of the newly established Ministry of Disaster Preparedness and Refugees (MDPR) and to “secure Government commitment to food security” through annual budgetary allotments at the appropriate levels. The activity will considerably improve joint planning, targeting and overall coordination by WFP and the Government and will allow both to enjoy greater economies of scale through pooled resources. At the micro level, it will stabilize prices during lean periods, enabling poor households to retain and invest their savings in family welfare.
53. **Strategic Grain Reserve.** Analysis of trends in the numbers of people at risk in each region point to the need for reserve stocks of 4,500 tons of cereals, sufficient to cover 120,000 people for 90 days. Stocks will be held in three strategic locations, including the former PMB warehouses in Tororo (1,000 tons), Kampala (3,000 tons) and in Gulu (500 tons). Both WFP and the Government will contribute to the reserves which will also act as sources for commodity loans to ongoing WFP and Government projects. Loans and borrowings, pending donor approval, will enable regular stock turnovers and quality control. With appropriate technical assistance, the Strategic Grain Reserve could be managed by the Government.
54. **Capacity-building.** The activity will include the establishment of an Emergency Coordination Cell within the MDPR and an independent Food Security Unit (FSU). The latter will be comprised of staff seconded from WFP, the MDPR and MOA, with technical advice from FAO and the Famine Early Warning System (FEWS). Staff will be imported quality training in Vulnerability Analysis and Mapping (VAM), storage management, and rapid assessment techniques. Additional training will be provided on WFP’s Deep-Field Mailing System (DFMS) and on HF/VHF radio communications.
55. Food aid will give budgetary support to supplement the Government’s efforts to react effectively to food emergencies. Its role will be to act as “seed capital” in establishing:
  - a) revolving grain reserves in strategic locations; and b) a continuous reserve for emergencies through loans and repayments. The reserve would also afford the Government time in which to process payments to purchase replenishment stocks at normal market prices. Ownership of the Emergency Food Security Reserve (EFSR) will be vested in the Government. However, physical stocks will be held in former PMB storage facilities in Tororo and Kampala that are currently being rented by WFP. The Government will guarantee that the EFSR is utilized only in those emergency situations that involve “severe” food shortages and that meet agreed-upon criteria. The exception would be “grain bank” operations which will lend commodities in those cases where delays in the arrival of emergency grains are experienced by relief agencies, stock turnover is required to avoid storage losses, and agencies can provide documentary proof of their ability to replenish the EFSR with grain of equivalent standard.
56. All decisions relative to the release of stocks will be made by an Inter-Ministerial Committee (IMC) on which WFP will have observer status. The IMC will be supported by a technical committee chaired by the manager of the FSU and comprised of MOA, MDPR, WFP, FAO and FEWS representatives. Technical expertise required for establishing the reserves and for subsequent training will be sought from the Emergency Food Security Reserve Administration (EFSRA) of the Government of Ethiopia with which WFP shares a successful experience in managing reserves in excess of 300,000 tons.



### Basic Activity 3a: Vocational training of orphans and street children

57. The *strategic focus* of the activity is to improve the health and living conditions of orphaned children by providing them vocational training, marketable skills and opportunities for legitimate employment as an alternative to street living.
58. **Problem analysis.** The 1991 census revealed that 784,000 or 10 percent of Ugandan children below 18 years of age were orphaned as a result of war, internal strife, and AIDS. By 1998, the number was projected to have almost doubled to 1.3 million children/youth. With the loss of parents, the burden of raising children is transferred to grandparents or the oldest siblings who are typically too old, too young or inadequately skilled to obtain sufficient income for child and family support. Unable to pay school fees, the majority of youths terminate their education to farm their parents' land, only to find that they lack adequate inputs, farming knowledge or surplus labour to produce enough food and cash crops to meet their subsistence requirements. The most desperate, particularly AIDS orphans, migrate to urban areas in search of employment where, again, they find themselves lacking adequate skills with which to compete and gain access to cash wages. Lacking food, shelter, clothing and other basic needs, they are forced to live as street children and to beg, engage in petty theft or exchange sexual services for money. The few who find legitimate work are provided below-minimum salaries and work under unhealthy conditions as a result of their young age, their lack of clout and bargaining power, and lack of adequate law enforcement.
59. In February 1995, WFP initiated a one-year pilot project in the urban areas of Mpigi, Kampala and Jinja. The project was coordinated by the NGO Feed the Children, which supported 12 other NGOs in providing vocational training to 2,100 street children. The project was preceded by a survey of the job market which identified those skills for which there was greatest demand. WFP and its implementing partners identified potential employers for the youth, and after one year, the project had succeeded in improving/maintaining the nutritional status of all the children assisted, in providing them shelter within orphanages and other institutions, and finding suitable employment for over 1,300 or (62) percent. The provision of food and shelter brought about the indirect benefit of decreasing street activity. The majority found remunerative work in plumbing, housing construction, sewing, carpentry, electrical wiring, and poultry-raising. Since 1995, the number of NGOs actively involved with street children has quadrupled and spread to other urban areas in Mbarara, Rakai and Masaka where the incidence of AIDs and parent mortality is particularly high.
60. **Objectives and intended outcomes.** The ground-laying achievements of the pilot project will continue under this activity which will encourage orphans and street children at risk to: a) seek the shelter and care of orphanages and other reputable institutions; b) adopt sound hygienic practices and good health habits; and c) attend vocational training and participate in internships. The activity will directly benefit 3,000 street children a year by providing them dietary and nutritional support, marketable skills, and access to other forms of support provided by the sponsoring institutions.
61. **Roles and modalities of food aid.** The pilot project demonstrated that the provision of food is an effective means of inducing hungry, illiterate and vulnerable children to leave the streets and "hidden economy" and participate in training programmes aimed at self-improvement. While most NGOs have sufficiently trained staff, facilities, tools and equipment, they lack funds to purchase adequate quantities of food, particularly at urban prices. As food is a basic need of the children, its availability as a cooked meal within institutions often plays a pivotal role in determining the success of agencies to attract and retain youth in training programmes. Food aid will therefore be provided as dietary and nutritional support; as budgetary support to local NGOs; and as an incentive for participation.



62. **Implementation strategy.** The activity will be coordinated by the Ministry of Gender, and Community Development (MOGCD) through a steering committee comprised of district officials, WFP and NGO staff. Three lead agencies (World Vision, Feed the Children and International Care and Relief (ICR) will be responsible for implementing the activity within the three districts through their own facilities and through local NGOs with which they have formed long-standing partnerships. Non-food items such as carpentry and masonry tools, sewing machines, and brick and tile-making equipment will be provided by the NGOs. WFP's contribution of non-food items will be limited to cooking and eating utensils. Given the low quantities of food required by each institution and their geographical spread, each agency will be responsible for transporting their monthly food allotments from the WFP storage facility in Kampala without internal transport, storage and handling (ITSH) subsidies.
63. **Participants and intended benefits.** The activity will provide 3,000 orphans/street children (age 6 to 17 years) with cooked meals and a balanced diet, thereby improving or maintaining their dietary and nutritional status. The children will benefit from the incentive value of food which will encourage them to attend vocational training and keep them off the streets. This will in turn help to reduce the negative social impact that unskilled and unemployed youth have had on communities. Food assistance will also provide budgetary support to participating agencies and institutions, enabling them to conserve and invest their funds in complementary tools, training aids and other non-food items. Finally, children will have the opportunity to adopt hygienic practices and other good habits that their abandonment and isolation have otherwise prevented.
64. **Support, coordination, and M&E arrangements.** Assistance to orphans and street children will be coordinated by the Ministry of Gender and Community Development (MOGCD) and implemented by Feed the Children and together with several NGOs and community groups which are supported by four donor governments. To be eligible, such institutions must demonstrate that they are effectively providing orphans and street children with secure living quarters, and quality education and skills that are applicable to the job market. They must also give proof that the children graduating from their programmes have found suitable employment or are receiving adequate follow-up attention.
65. The activity was appraised by a team of consultants in January 1999 and was found to be technically feasible and "highly successful in meeting its objectives at relatively low cost." The small size of each institution allows for close monitoring and control. Information on food aid receipts and utilization, and child participation and attendance will be reported monthly as per guidelines attached to Letters of Understanding and co-signed by implementing partners. Annual and mid-term reviews will be undertaken by joint WFP/United Nations/Government/NGO and donor missions to evaluate the activity's impact.

### **Supplementary Activity 3b: Expansion of vocational training for street children**

66. The availability of WFP development resources beyond the level expected for basic activities would enable the basic programme activity for street children to be expanded to the municipalities of Rakai, Masaka and Mbarara where many orphans are concentrated because of high AIDS and mortality rates. Some 2,900 street children in these urban areas are currently assisted by Feed the Children, ICR and other NGOs which have adequate training capacity and facilities. There is sufficient evidence, however, to demonstrate that current programmes would be vastly improved through the nutritional and incentive value of food assistance as well as the budgetary support function that food resources will achieve for sponsoring institutions. Implementation modalities, institutional arrangements and M&E obligations will remain similar to those of the basic activity.



## ANCILLARY OPERATIONS

67. Several ancillary operations will be undertaken to enhance the impact of activities under the Country Programme and/or to reduce costs. These include the following:
- a) **Blended food production.** There is scope for considerably reducing the size of the food basket and hence ITSH costs through the local production of high-protein biscuits and blended food for school and supplementary feeding. Following a technical appraisal, WFP contracted a local company which has successfully delivered an initial supply of 500 tons of CSB.
  - b) **Development-oriented food procurement.** Clearly one of WFP's most effective means of tackling poverty is through procurement and income transfers to poor subsistence farmers. Since 1991, WFP procurement has amounted to an average of 36,000 tons and \$18 million a year. However, while WFP's reliance upon large traders and stringent penalties has reduced administrative overheads and the rate of default, it did not help smaller traders and farmers' associations to compete and deal directly with the end-buyer for greater, direct benefit. To ensure incentives for small farmer associations and to increase overall competition, WFP will i) continue to hold public tenders; ii) reduce the minimum contracted amount from 500 to 200 tons; iii) arrange standing performance bonds with banking institutions; and iv) allow direct purchases from farmers' associations where quality and quantity control specifications can be guaranteed.
  - c) **Contracting of commercial logistical facilities and support services.** WFP has discontinued the practice of contracting truckers from outside the country and/or operating its own dedicated fleets with management and maintenance services provided by local transport companies. Several thousand Ugandans employed by 12 transporters, two suppliers of casual labours, two superintendent agencies, several clearing agents and the national railways benefit directly or indirectly from WFP contracts which amount to some \$5 million annually.
  - d) **Vulnerability Analysis and Mapping (VAM), Gender and Food Needs Assessment.** In February 1999, WFP established a VAM unit within its Kampala office and recruited a regional M&E officer to simplify and standardize monitoring, reporting, sampling and evaluation procedures. The M&E officer, with assistance from the MOA's Early Warning Unit, FAO and FEWS, will train all relevant WFP and Government/MDPR staff in VAM techniques and rapid food needs assessment, and will provide baseline and impact data for annual and mid-term evaluations. WFP's policy on gender issues will be implemented within this Country Programme. Specifically, women's participation as both beneficiaries and managers will be enforced and measured as per paragraph 74 below.
68. **Telecommunications and LAN support.** With its revolutionary DFMS and with technical support from the Government of Norway, WFP has unrivalled global capacity in the field of telecommunications which it has extended to other agencies at cost. The Technical Support Unit (TSU) of the Kampala office maintains reliable radio e-mail links through over 110 fixed and mobile stations, including over 40 NGOs and United Nations agencies. WFP is also a lead agency for VHF repeater networks in Uganda. These systems will continue to be developed and expanded under the Country Programme.



## KEY ISSUES AND RISKS

69. Given the impoverishment and lack of support facilities in the proposed operational areas, the CP for Uganda, like most strategies aimed at effecting change, carries an element of risk. Indeed, the decision to increase the CP's implementation period from three to five years was influenced by the vast uncertainties posed by Government decentralization, insecurity and other dynamic events. These, along with the decreasing level of resources available for food-assisted development programmes and the financial difficulties of the Government, have underscored the importance of risk avoidance and cost management in formulating the CP.
70. Risk reduction will be greatly enhanced by: a) geographic and sectoral resource concentration; b) use of stringent selection criteria for targeting only the most needy; c) selection of only those activities where WFP has a comparative advantage and/or where its support can enhance the capacity of all agencies working as a team; d) engagement in partnerships with only those agencies that have country and operational experience and that can provide counterpart funding and relevant technical expertise; and e) involvement only in ongoing projects that have proven to be technically, environmentally, socially and economically feasible and appropriate.

## PROGRAMME MANAGEMENT PROCESS

### Appraisal

71. The country office will prepare an "activity summary", or detailed plan of action for those activities identified within the CP. The activity summary will elaborate further on the budget, outputs, food requirements, counterpart activities, sources of Government and external funding, and obligations and formats concerning reporting. The summary will include a calendar for activity implementation, detailed food and financial disbursement plans, and other information required to further justify and guide implementation.
72. The Regional Bureau at headquarters will review and comment on the summary, and if the latter has been deemed consonant with the CP document, it will clear and process activity budgets with other relevant divisions or units. If questions remain concerning the soundness or feasibility of activities, the country office will arrange for an activity appraisal and will revise the activity summary accordingly. In all cases, a Local Programme Review Committee (LPRC), chaired by the United Nations Resident Coordinator and comprised of country office staff, representatives from relevant United Nations agencies, and Government/NGO implementing partners, will confirm that the activity falls within WFP's Mission Statement, within the CP as approved by the Board, the United Nations system's country focus, and the Government's PEAP and priorities. The Country Director will then approve a final draft of the activity summary and will co-sign a related operational contract with the duly authorized Government official.

### Programme implementation

73. Aside from the specific arrangements already indicated for individual activities, there are several actions that will be taken in order to facilitate achievement of WFP's mission and to provide management support, specifically:
- a) **Country office staffing.** The additional field staff required have been budgeted under direct support costs for each activity. Staff capacities will need to be strengthened through training in project management, rapid assessment and participatory rural



appraisal techniques, gender analysis and commodity tracking. The importance attached to WFP policies and procedures governing these functions will need to be matched with adequate training if staff are to appropriately monitor and ensure adherence to them.

- b) ***Participatory planning/Management.*** As mentioned, all activities will be planned and executed with a high level of community involvement. Such participation will be a pre-condition for WFP support. The involvement of women in project planning and management will be strictly monitored to ensure adherence to WFP's Commitments to Women. Individual schemes which lack community commitment to co-manage/execute activities will be discarded. Similarly, the Programme will need to encourage greater involvement by local NGOs and help to mobilize support for them. Progress in these areas will be largely dependent upon the country office maintaining a balance between logistics and programme staff and providing them with training.
- c) ***Logistics.*** WFP will continue with its present flexible strategy of buying locally when surpluses and cash resources are available, and importing in other periods. Food aid imports will be made to the port of Mombasa, from where they will be transported by rail to central warehouses in Kampala and Tororo for transshipment to EDPs in Gulu, Kitgum, Moyo, Arua, Kotido, Moroto, and Mbarara. Security will nevertheless continue to constrain access and implementation for an indefinite period of time. Irregular supplies of fuel and defence assets have resulted in delays and associated costs as WFP convoys awaited adequate protection. Recommendations for enhancing security arrangements have been sent to the United Nations Security Coordination Office in New York and WFP headquarters, and the CP includes ballistic blankets, radio equipment and other non-food items considered necessary for safeguarding personnel and equipment.
- d) Implementation of the Food Aid Commodity Tracking System (CTS/FACTS) in all sub-offices has increased the capacity and effectiveness of field staff to monitor and track food movements from Kampala stores through the EDPs to final distribution points (FDPs). This, in addition to ensuring that food is distributed only in the presence of WFP food aid monitors, will limit the scope for diversions, leakage and misappropriation. It is anticipated that post-c.i.f. losses, averaging 1.5 to 2 percent, will drop further and encourage accountability on the part of implementing partners.
- e) ***Programme redesign/Adjustments.*** Changes in activity schedules, resource allocations and other parameters are fully anticipated on the basis of WFP monitoring, regular NGO/Government reports and regular community feedback. The country office and LPRC will scrutinize the six-monthly country office progress reports and use other evidence to assess the performance of individual activities. They will advise on any required adjustments in design and modalities and will recommend phasing out and termination of activities or components accordingly. Considerable weight will be attached to the opinions of the beneficiaries themselves concerning the success of activities in addressing their needs. As Uganda is a least developed country (LDC), it is difficult to prepare a phasing-out plan within the time frame of this Country Programme. However, during the implementation of the Country Programme, a long-term plan for development could be presented.





## PROGRAMME MONITORING AND AUDIT

74. The monitoring, evaluation and reporting system for these activities will be developed from existing facilities that support planning and decision-making. Its primary aim will be to gauge the success of inputs and activities in achieving objectives. The information obtained will also identify problems and constraints and any needed adjustments in instrumentation, objectives and activities that may arise during implementation. The system will include self-imposed limitations to ensure that essential information is obtained at least cost. It will avoid inundating project managers with data that they cannot process or interpret. Surveys will be more diagnostic than exploratory. Only data that are relevant and accessible and that can be generated and analysed in a timely, accurate, and cost-effective manner will be employed. The system will also utilize standard checklists, reporting formats and other instrumentation to ensure that data from various sources are consistent and comparable. Women's participation in project planning, implementation and food distribution will be measured through surveys and checklists. Baseline data will be collected through surveys before start of project activities to facilitate measurement of achievements.

### KEY INDICATORS FOR MONITORING AND EVALUATION

Area	Key data/indicators
<b>Process monitoring</b>	<ul style="list-style-type: none"> <li>- quantity/type of food procured/shipped/dispatched</li> <li>- quantity/type of food distributed by beneficiary type/location</li> <li>- frequency of distributions and caloric value/persons/month</li> <li>- loans, borrowings and repayments</li> <li>- balance of commitments/stocks/transit vs. needs</li> <li>- % of target population reached via GFD/SFPs</li> <li>- % change in post-c.i.f. losses</li> <li>- DSC/DOC/ITSH expenditure vs. budget</li> <li>- Government/NGO inputs vs. LOU agreements</li> </ul>
<b>Gender</b>	<ul style="list-style-type: none"> <li>- % women in participating in project planning/management</li> <li>- % women involved in food distribution</li> <li>- % women in food for work/vocational training</li> </ul>
<b>Education and adult literacy</b>	<ul style="list-style-type: none"> <li>- number enrolled by age/gender</li> <li>- number in attendance by age/gender</li> <li>- number passing standard exams</li> <li>- % change in student/teacher ratio</li> <li>- % female enrolment/retention</li> </ul>
<b>Agriculture and marketing support</b>	<ul style="list-style-type: none"> <li>- km. roads rehabilitated/ha. Land cultivated</li> <li>- no. of extension officers/workers trained by gender</li> <li>- m<sup>3</sup>/km. of canals/reservoirs excavated</li> <li>- no. dams/wells/terraces constructed</li> <li>- number of farmers' associations formed/functioning</li> </ul>



<b>KEY INDICATORS FOR MONITORING AND EVALUATION</b>
---

Area	Key data/indicators
<b>Vocational training</b>	<ul style="list-style-type: none"> <li>- quantity of smallholder produce procured/price</li> <li>- attendance by age/gender</li> <li>- number graduated/employed by sector/job type</li> </ul>

## Programme evaluation

75. Fact-finding missions and assessments/surveys will be undertaken jointly by WFP stakeholders in order to maintain confidence in the data and to ensure common agreement on problems and solutions. Details on collection methods, indicators, and on the frequency and content of reporting will be further described in LOUs, signed by WFP and implementing partners prior to activities commencing. The LOUs will be binding agreements that specify the monitoring, evaluation and reporting obligations of both parties and the penalties that will be applied in the event of non-adherence. The LOUs will in particular specify information required to make the monitoring, evaluation and reporting system more responsive to WFP's policies and procedures governing gender and beneficiary selection/targeting. The performance of all agencies/companies contracted by WFP and activity-related accounts will be reviewed and duly audited by a qualified external audit company selected by Government and WFP.
76. Long-term evaluation studies involving extensive financial outlays will be discarded in favour of low-cost rapid assessments which utilize both qualitative and quantitative indicators, and involve beneficiaries. The evaluations will be formal investigations undertaken jointly by a multidisciplinary team comprised of WFP, United Nations agencies, the Government and major donors. The teams will draw upon data contained in six-monthly reports and on the quantitative and qualitative results of crop, nutrition, sectorial, activity, and household sample surveys.
77. The evaluations will confirm whether the activities are on-course and whether specific interventions should be continued, revised, or phased out. Exit strategies and contingency plans will also be reviewed at this stage and revised as necessary. Finally, the mid-term CP review will provide details on any changes in numbers of beneficiaries, food requirements and other parameters that may influence the level and type of resources required in second-term operations.



## ANNEX

<b>DIRECT OPERATIONAL COST BUDGET: 1999–2004</b>
--

Country programme activities		Food volume (tons)	Direct operational costs		
			Food costs	Transport	Totals
			(United States dollars)		
<b>Education, adult literacy and vocational training</b>	Basic (WFP)	25 045	6 881 850	7 762 197	14 644 047
	Government	0	0	765 569	765 569
	Supplementary (WFP)	5 130	1 521 175	1 589 941	3 111 116
Subtotal		30 175	8 403 025	10 117 707	18 520 732
<b>Agriculture and marketing support in Gulu/Kitgum</b>	Basic (WFP)	9 240	2 360 050	2 409 145	4 769 195
	Government	0	0	174 174	174 174
	Supplementary (WFP)	11 900	2 975 000	2 223 242	5 198 242
Subtotal		21 140	5 335 050	4 806 561	10 141 611
<b>Vocational training of orphans and street children</b>	Basic (WFP)	1 485	394 325	294 773	689 098
	Government	0	0	0	0
	Supplementary (WFP)	1 435	380 600	284 848	665 448
Subtotal		2 920	774 925	579 620	1 354 545
<b>Totals by category</b>	Total basic (WFP)	35 770	9 636 225	10 466 115	20 102 340
	Total Government	0	0	939 743	939 743
	Total supplementary (WFP)	18 465	4 876 775	4 098 030	8 974 806
<b>Total</b>		<b>54 235</b>	<b>14 513 000</b>	<b>15 503 888</b>	<b>30 016 889</b>

