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Programme
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Programa
Mundial
de Alimentos

**Executive Board
Third Regular Session**

Rome, 11–14 October 2004

POLICY ISSUES

Agenda item 4

*For information**



Distribution: GENERAL
WFP/EB.3/2004/4-D/Add.1
15 September 2004
ORIGINAL: ENGLISH

EXPANDED SCHOOL FEEDING AND HEALTH PROGRAMME: NEW PARTNERSHIPS IN UGANDA



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NOTE TO THE EXECUTIVE BOARD

This document is submitted for information to the Executive Board.

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

The Government of Uganda is expanding its school feeding programme over the next five years (2005–2009) to cover 2.5 million students. The current programme, assisted by WFP under the ongoing country programme and protracted relief and recovery operation, reaches 325,000 pupils. Through its protracted relief and recovery operation and development portfolio, WFP will provide funding for this programme. The Government of Uganda's new initiative will be funded bilaterally at a cost of US\$332 million in its first phase. It has been endorsed by New Partnership for Africa's Development, which will advocate for funds to support financing costs because it meets the requirement that 50 percent of funding comes from government sources for the pilot Home Grown School Feeding initiative. WFP will be the implementing partner of the Government of Uganda.

The Home Grown School Feeding initiative supports national economic development priorities, through the poverty-eradication action plan that focuses on modernization of agriculture, universal primary education and promotion of private-sector investment. Food commodities in this programme will be procured locally, except when such purchase would distort prices or there are in-country shortages. In addition, the Home Grown School Feeding initiative will create a market for agriculture and dairy-based industry.

The multi-sectoral approach in this initiative supports the overall growth of children through: (i) increased school attendance; (ii) school retention; (iii) improved school performance; (iv) health service support through health checkups; (v) deworming; and (vi) enhanced referral systems, agriculture, environment and HIV/AIDS-prevention training.

The programme contributes to achieving the Millennium Development Goals. Partnerships with New Partnership for Africa's Development, the United Nations Children's Fund, the Food and Agriculture Organization of the United Nations, the World Health Organization, the World Bank and the International Food Policy Research Institute will support and strengthen the programme to achieve its goals. The programme has been developed by an inter-ministerial committee consisting of: the Ministry of Education and Sports; the Ministry of Agriculture, Animal Industry and Fisheries; the Ministry of Health; the Ministry of Water, Lands and Environment; and the Ministry of Finance, Planning and Economic Development, in close collaboration with WFP.

This submission to the Executive Board is to provide information on these new developments for the proposed bilaterally-funded expanded school feeding programme in Uganda.

DRAFT DECISION*

The Board takes note of the information contained in the document "Expanded School Feeding and Health Programme: New Partnerships in Uganda" (WFP/EB.3/2004/4-D/Add.1).

* 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.



BACKGROUND

1. There is consensus that the central development challenge confronting African countries today is the reduction of poverty, particularly among the rural poor.¹ The incidence, depth and severity of poverty are higher in rural areas than urban areas. While Uganda's economic recovery has been gaining momentum over the past decade, with economic growth averaging about 6 percent, its growth has not made a significant impact on the rural economy and the incidence of poverty in rural areas. Recent trends in the rural-urban divide of poor people between 1999–2000 and 2002–2003 show a rise in the proportion of poor people in the rural areas.²
2. The latest health-outcome indicators for Uganda show a disappointing trend over the 1990s. Between 1995 and 2000, infant mortality increased from 81 to 88 deaths per 1,000 births, under-5 mortality increased from 147 to 152 deaths per 1,000 births and maternal mortality fell marginally from 527 to 505 per 100,000 live births.³ Stunting, a measure of child-nutrition status, increased from 38 percent to 39 percent during the same period.
3. Uganda has increased food production over the years because of its forward-looking policies on agricultural development. Economic development is also evident in the average gross domestic product (GDP) growth rate of 6 percent per year during the 1990s, with a rapid rise in primary-school enrolment from 2.3 million in 1994 to 7.6 million in 2003.⁴ With high fertility rates⁵ and rapidly increasing population size however, these achievements have not kept pace with overall development; several areas are highly food-insecure. Average landholdings are small, and with low technological investment in agriculture, yields have been poor. The poor development of infrastructure, marketing avenues and post-harvest food-processing technology has led to limited expansion of agricultural production and only a few food-processing units.
4. Between 1994 and 2004, WFP has assisted the Government's plan for modernization of agriculture and the local agricultural economy through local procurement of maize and beans amounting to 511,818 mt valued at US\$113 million, or UGX227 billion.⁶
5. African leaders have established a New Partnership for Africa's Development (NEPAD) within the framework of the African Union. NEPAD was recognized by the special session of the United Nations General Assembly in November 2002 as the main framework for international community efforts in supporting Africa's Development.
6. In November 2003, WFP and NEPAD signed a memorandum of understanding⁷ for cooperation in several areas; among them was WFP's support to school feeding and basic education. WFP, NEPAD and The Millennium Hunger Task Force (MHTF) prioritized the launch of the pilot Home Grown School Feeding programme, designed to stimulate local

¹ Asian Development Bank (ADB) "African Development Report 2002: Rural Development for Poverty Reduction in Africa".

² Uganda Bureau of Statistics (UBOS, 2003) Uganda National Household Survey (UNHS) 2002–2003.

³ Health Sector Poverty Eradication Action Plan (PEAP) revision paper 2003.

⁴ "Education Management Information System (EMIS) Report", Ministry of Education and Sports, 2004.

⁵ Births per woman in Uganda are 6.9, the third highest rate in the world.

⁶ At the time of writing US\$1 = UGX2,000. In September 2004, the conversion rate is US\$1 = UGX1,760.50.

⁷ WFP/EB.1/2004/4-F: Information note on WFP's support for NEPAD.



production through purchases of locally produced food, giving small farmers the opportunity and initial assistance to supply food products to schools.

7. The Government of Uganda adopted the eight Millennium Development Goals (MDGs), with specific targets and indicators to be achieved by 2015. The MDGs have a strong focus on the life-cycle approach to national development. They include: (i) eradication of extreme poverty and hunger; (ii) achievement of universal primary education; (iii) promotion of gender equality and empowerment of women; (iv) reduction of child mortality; (v) improvement in maternal health; (vi) combating HIV/AIDS, malaria and other diseases; (vii) ensuring environmental sustainability; and (viii) developing a global partnership for development. All MDGs are strongly linked to schoolchildren, especially those in primary school.
8. With increased emphasis on primary-school enrolment, there is a window of hope for future generations; there are currently 7.3 million children in universal primary education (UPE) schools. Food insufficiency at the household level is reflected in the irregularity of school attendance and in the poor attention span of schoolchildren. This leads to poor school performance and low pass rates.
9. Developing human and social capital in rural areas such as those in Uganda requires improving on current achievements of the UPE programme. This includes enhancing the quality of education and increasing access to post-primary education, particularly vocational training.
10. Malnutrition reduces children's learning capabilities through mental and physical stunting.⁸ Providing a nutritious meal at school is a simple but practical way to give poor children in rural areas a chance to learn and thrive. This benefit is further enhanced through complementary activities in school health, water and sanitation, and school gardening.
11. Although NEPAD and WFP have selected nine potential pilot countries for this partnership, this is the first proposal prepared by a Government with a clear plan for implementation at the national level.

THE NEW INITIATIVE

12. The Government of Uganda is expanding its school-feeding programme over 2005–2009 to cover 2.5 million students. The current programme, assisted by WFP through the ongoing country programme and protracted relief and recovery operation (PRRO) reaches 325,000 pupils. The Government of Uganda's new initiative is expected to be funded bilaterally at an estimated cost of US\$332 million in the first phase. It has been endorsed by NEPAD, which will advocate for additional funds to support programme-financing costs, because it meets the NEPAD requirement that 50 percent of programme funding comes from government sources for the pilot Home Grown School Feeding initiative. WFP will be the implementing partner of the Government of Uganda.
13. Local procurement of food commodities under this programme is envisaged to encourage local production and increase the productivity and marketability of the local crops and dairy products.
14. There are direct linkages to the national commitment to increase primary-school attendance, improve the quality of learning for students through alleviation of short-term hunger and increase agricultural productivity. All of these goals will contribute to meeting

⁸ WFP, 2004. www.wfp.org/aboutwfp/introduction/school_feeding.html.



the MDGs and PEAP, while developing the national capacity for post-production agricultural technology and increasing the value of crops produced.

15. While developing national human resources, school feeding also supports economic development and poverty reduction at the national level. This strategy has been endorsed by NEPAD as the Home Grown School Feeding initiative of Uganda. It is recognized as a positive step in the support of national development.
16. This programme's strength is its focus on comprehensive development and partnerships with development organizations. These include NEPAD, the Millennium Hunger Task Force, WFP, the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), the World Bank, the International Food Policy Research Institute (IFPRI) and the World Health Organization (WHO).
17. The programme focuses on the comprehensive development of primary-school children through provision of nutritious meals at school to relieve short-term hunger, increase attention span, ensure participation in physical education classes and develop children into productive citizens. Increased access to safe water and appropriate sanitation facilities will be a component of this initiative. The project has a strong nutrition/health education component, including HIV/AIDS awareness. Girls' education is extremely important to reduce the inter-generational cycle of hunger and malnutrition. With the focus on local purchase of food commodities and dairy produce, partnerships can be developed to improve output in both sectors for long-term poverty alleviation. Establishment of school gardens, woodlots and the inclusion of agriculture in the curriculum will contribute to improved environmental and ecological practices.
18. The expanded school feeding and health programme will focus on the most food-insecure regions of the country at the national level. If successful, this programme can be expanded to cover all the national schools under UPE.
19. The programme has been developed by an inter-ministerial committee comprising the Ministry of Education and Sports, the Ministry of Agriculture, Animal Industry and Fisheries, the Ministry of Health, the Ministry of Water, Lands and Environment and the Ministry of Finance, Planning and Economic Development, in collaboration with WFP.

The Strategy

20. Phase one of the expanded school feeding and health programme will be implemented for a five-year period, 2005–2009. The comprehensive programme will be managed and implemented, through partners, by the Ministry of Education and Sports and WFP. Agency-specific technical assistance will be sought from UNICEF, FAO, WHO, the World Bank, IFPRI and line ministries. Based on its past experience, WFP will help to establish units producing blended-foods such as corn-soya-blend and corn-soya milk using local commodities. The commodities included in the school-feeding programme are maize, beans, fortified corn-soya-blend, vegetable oil, sugar, salt and milk or corn-soya milk. Efforts will be made to purchase food commodities locally.
21. WFP and the Ministry of Education and Sports will implement the expanded school-feeding programme through district departments of education and non-governmental organizations (NGOs) with experience in education-sector programming. NGOs with knowledge of food, nutrition, sanitation and health will be contracted as partners. Where the possibility of identifying NGOs is limited, as in Karamoja, WFP will strengthen the capacity of the district departments of education to implement and monitor the programme.



Coverage of the Programme

22. Programme implementation will be undertaken by WFP, with the Ministry of Education and Sports and with sectoral support from line ministries. The Ministry of Education and Sports, working with WFP's Vulnerability Analysis and Mapping (VAM) Unit, will identify and prioritize food-insecure districts. This will ensure that populations in greatest need of school feeding, and those that are likely to benefit most, are priorities. Beginning with phase one of the programme, special efforts will be made to include districts with low literacy rates among girls.

Beneficiaries

23. The programme will have primary and secondary beneficiaries. The number of both primary and secondary beneficiaries will expand during implementation of the programme.

24. **Primary beneficiaries** will be UPE primary schoolchildren in day schools, teachers and cooks. With the exception of the Karamoja region, non-UPE schools and boarding schools will not qualify.

25. The main selection criteria for districts include (i) a low literacy rate, (ii) a low enrolment rate, (iii) a high drop-out rate (iv) a low school-attendance rate, (v) a high food-insecurity index, (vi) a high poverty level and (vii) poor health indicators. There will be a special focus on conflict-affected areas and the Karamoja region.

26. The annual beneficiary caseload progression during⁹ 2005–2009 will be as follows:

- Year 1 (2005): 500,000
- Year 2 (2006): 1.0 million
- Year 3 (2007): 1.5 million
- Year 4 (2008): 2.0 million
- Year 5 (2009): 2.5 million

27. The annual expansion will occur first in districts covered by the current WFP-assisted school feeding programmes under PRRO 10121 and country programme 10019. When these districts are fully covered, new districts with similar food insecurity and low enrolment rates will be included.

28. **Secondary beneficiaries** will include:

- food-producing farmers;
- private-sector food processors;
- employees in the food-processing industry (for employment generation);
- institutions of higher learning; and
- primary private and boarding schools.

⁹ Note: The academic school year in Uganda runs from February to December.



IMPLEMENTATION STRATEGY

29. The programme will be implemented in two phases: phase one will be implemented in 2005–2009 and phase two will be implemented in 2010–2014. As a multi-sectoral programme, it will be managed by a number of partners. Agency-specific technical assistance will be sought from UNICEF, WHO, FAO, the World Bank, IFPRI and WFP. WFP has gained experience in school feeding and emergency food and logistics management, local procurement and the establishment of blended-food production units, such as corn-soya-blend and corn-soya-milk utilizing local commodities.
30. The Ministry of Education and Sports, in collaboration with WFP, will implement the programme through district departments of education. The management structure will be the programme steering committee, whose membership will be drawn from stakeholders. An inter-ministerial committee will be formed as an overarching policy-making body and will include WFP.
31. Programme Components will include: (i) school meals; (ii) take-home rations for girls in the Karamoja region, where the literacy level for girls is 6 percent; (iii) improved access to safe water; (iv) increased sanitation facilities; (v) annual health checks and referral support for children, including deworming; (vi) nutrition and health education covering basic hygiene, water conservation, fuel conservation and environmental protection; (vii) education on the importance of food for growth, using the life-cycle approach; (viii) vegetable gardening; and (ix) information on HIV/AIDS. The establishment of school-gardening projects and woodlot creation will also be components.

GUIDING PRINCIPLES

32. The programme's guiding principles are:
- Uganda's commitment to the MDGs;
 - the establishment of NEPAD and the commitment of the African nations and the world community, through the United Nations, to recognize NEPAD as the framework for supporting Africa's development;
 - the commitment of NEPAD, WFP and MHTF to support Home Grown School Feeding programmes, which are designed to promote local production through local purchases;
 - WFP's commitment, as part of its fifth strategic priority, to help the Government of Uganda establish and manage a national food-assistance programme;
 - funding provisions for programme activities earmarked within the Government budget framework papers of the respective central ministries and local governments, effective from financial year 2004–2005;
 - a broad partnership base with United Nations agencies such as the Office of the United Nations High Commissioner for Refugees (UNHCR), UNICEF, FAO and WHO; and
 - the support of IFPRI and the World Bank in evaluation and monitoring.



MONITORING AND EVALUATION

33. Through the Ministry of Education and Sports and a programme steering committee, the Government will implement a system for regular monitoring and evaluation of programme activities. The system will be participatory and will involve local government, line ministries and other stakeholders.
34. Implementation strategies and structures are guided by the need to build partnerships among stakeholders for effective, sustainable management of the school feeding programme. Effectiveness is defined as ensuring that pupils have adequate and nutritious sustenance, and that they are able to learn effectively. Local ownership of the programme will ensure sustainability.

Role of WFP

35. As the implementing partner of the Government of Uganda, WFP will receive funding to manage the programme on behalf of the Ministry of Education and Sports and to meet costs of implementation. Details will be defined in the agreements to be signed between the Government and WFP.
36. WFP will follow strict procedures and guidelines for staff hiring, procurement and all financial transactions undertaken under this programme.
37. Food commodities will be procured locally, except when this would substantially distort prices or there are in-country shortages. As the Government's implementing partner, WFP will procure food and non-food items such as cooking pots, eating utensils, water tanks and materials for sanitation purposes. When the included budget is insufficient to meet large programme needs, WFP will advocate, along with the Government, for obtaining additional bilateral funding for toilets, classrooms, teachers' quarters, food-storage rooms and other infrastructure materials.
38. With WFP's experience in the production of blended foods, it will work with partners such as FAO and Land O'Lakes to assist in developing and supporting national entrepreneurs and building their capacity to meet increased demand.

PROGRAMME BUDGET

39. A modality for funding and its utilization will be worked out between WFP and the Government of Uganda, in consultation with NEPAD, as part of the operational agreement. The Government estimates that the budget requirement for the programme during the five year period will be US\$332 million, or UGX664 billion.¹⁰

POTENTIAL FUNDING SOURCES

40. Potential funding sources for the programme include the following:
- The Government of Uganda will provide funds through the earmarking of resources within the medium-term expenditure framework (MTEF) under the Poverty Action Fund (PAF). Collaborating ministries such as the Ministry of Agriculture, Animal Industry and Fisheries, the Ministry of Health and the Ministry of Water, Lands and

¹⁰ At the time of writing US\$1 = UGX2,000. In September 2004, the conversion rate is US\$1 = UGX1,760.50.



Environment will identify programmes under their jurisdiction from which funds may be directed to the education sector.

- Another potential funding source is the NEPAD initiative for education, under which US\$200 million has been earmarked for Africa and is expected to increase to US\$2 billion by 2015. Within the framework of the memorandum of understanding signed by WFP and NEPAD, WFP will endorse Uganda's proposal for submission to the NEPAD secretariat, through the Ministry of Foreign Affairs, if the Government agrees to contribute 50 percent of the programme's implementation cost.
- Global funds for health and nutrition, under which school health and nutrition programmes are being supported, are another potential funding source.
- WFP funding mechanisms include a possible three-year extension of the 2005–2008 PRRO, which supports school feeding for vulnerable groups and those in refugee and conflict-affected areas, and a future country programme to begin in 2006.
- Philanthropic organizations are an additional funding source.
- Parents' contributions will be made through provision of cooking services, firewood, condiments and other supplements. Parents in each locality will agree on the most appropriate provision of their contributions.

SUSTAINABILITY

41. Expected benefits to the economy, especially the agricultural sector in which 90 percent of the country's population is employed, include improved incomes, enabling parents to take greater responsibility for feeding their children.
42. Investors will be able to exploit the increased market for agricultural products in institutions such as private primary schools, secondary schools, tertiary institutions, boarding schools, hospitals and clinics, and police and military barracks. Regional markets will offer additional opportunities.
43. This programme will provide increased human capacity through improved education and health for millions of Ugandan children. The return on investments in education in terms of economic sustainability is enormous.
44. This submission to the Executive Board is intended to provide information on these new developments for the proposed bilaterally-funded expanded school feeding programme in Uganda.



ANNEX I

PROGRAMME LOGFRAME			
Objectives	Performance indicators	Means of verification	Critical assumptions
Programme Objective: Improve school attendance, reduce short-term hunger and reduce dropouts especially girls in targeted primary schools in Uganda			
1) Improve school enrolment	<ul style="list-style-type: none"> ➤ Attendance/absenteeism rates ➤ Attention span ➤ Degree of participation in co-curriculum activities ➤ Drop-out rates, especially for girls ➤ Transition rates 	Attendance registers Teacher physical observation reports School records/registers Monitoring reports on transition rates from non-formal to formal education institutions Education Management Information Systems	<ul style="list-style-type: none"> ➤ Stable political, social and economic conditions in programme districts ➤ Support from the cooperating Government ministries/agencies ➤ Consistent support from development partners ➤ Commitment and support from parents, guardians, teachers etc ➤ Support from the private sector through anticipated investment in processing of dairy products
2) Increase regularity in attendance			
3) Improve children's attention span			
4) Increase children's ability to participate in school activities			
5) Reduce number of school drop-outs			
6) Improve girl's attendance			
Programme objective: Improve nutrition and health status for primary school children in targeted districts			
1) Increase access to safe water and sanitation in schools	<ul style="list-style-type: none"> ➤ % of primary schools with pupils-per-latrine stance ratio of 40:1 or better ➤ % of primary schools with functional hand washing facilities for use after toilet and bathrooms for girls ➤ % of primary schools with safe water sources such as boreholes, protected springs or wells, piped water within 0.5 km radius 	Surveys Verify school registers and annual reports School health cards of school children Records of school clinics.	<ul style="list-style-type: none"> ➤ Availability of resources ➤ Effective collaboration and cooperation with stakeholders ➤ Conducive national and local environment will prevail



PROGRAMME LOGFRAME

Objectives	Performance indicators	Means of verification	Critical assumptions
2) Contribute to reduction of morbidity among school children	<ul style="list-style-type: none"> ➤ % of sickness absenteeism reduced ➤ % school children medically examined at least once a year ➤ % of boarding schools sprayed twice a year with indoor residual insecticide to control mosquitoes and malaria 	Activity reports Health Management Information System	
3) Improve nutrition of school children	<ul style="list-style-type: none"> ➤ % of primary schoolchildren with a normal body mass index (BMI) of 18-24 ➤ All primary school children in target area de-wormed twice a year ➤ School meals fortified with micronutrients 		
4) Provide life-skills and sex education	<ul style="list-style-type: none"> ➤ % of primary school teachers trained to provide sex education, life-skills and counselling ➤ % of primary schools with relevant text books and information, education and communication materials ➤ % of primary schools that conduct sex-education sessions ➤ % of primary schools that conduct life-skills and counselling training 		



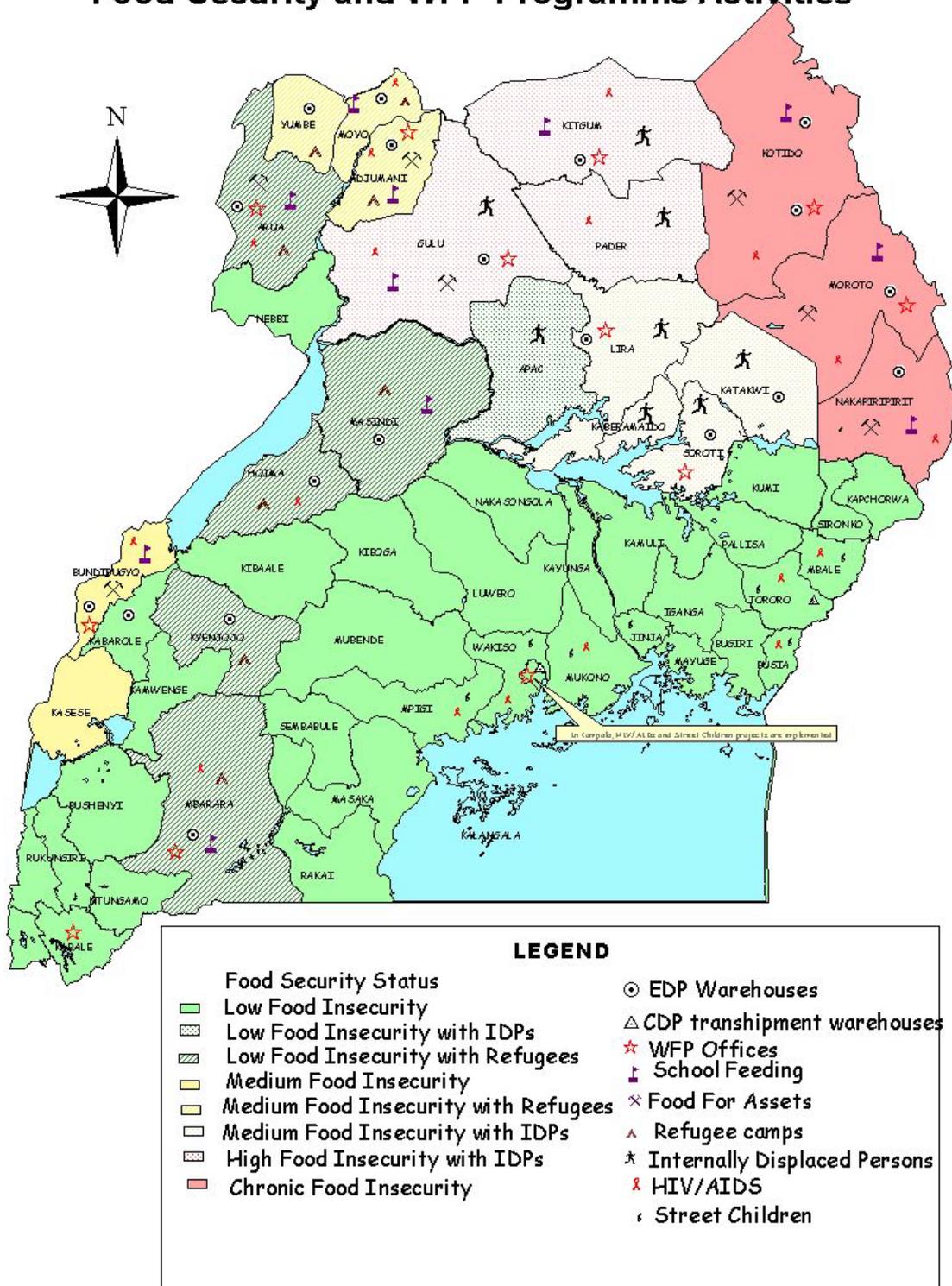
PROGRAMME LOGFRAME

Objectives	Performance indicators	Means of verification	Critical assumptions
Programme objective: Increase incomes of smallholder agriculture farmers			
1) Ensure that a growing share of the food purchases under ESFP is made directly from smallholder farmers	<ul style="list-style-type: none"> ➤ Smallholder-friendly guidelines for food purchase in place ➤ Number of farmers from whom purchases have been made ➤ Amount of funds spent on procurement of food directly from farmers ➤ Number of farmers' groups supplying food to ESFP ➤ Number of smallholder groups able to meet specifications ➤ Number of districts supplying food to ESFP 	Food supply records Financial records Monitoring reports District activity-monitoring committee (AMC) reports	
2) Improve post-harvest handling of food commodities	<ul style="list-style-type: none"> ➤ Number of farmers trained in post harvest handling of food 	Training reports	<ul style="list-style-type: none"> ➤ Appropriate post harvest technologies readily available
3) Increase private-sector participation in ESFP	<ul style="list-style-type: none"> ➤ Variety of staple foods consumed in ESFP ➤ % increased commercial processing of traditional foods ➤ % increased private-sector investment in food processing 	Food procurement records WFP Reports Investment records MAAIF reports	<ul style="list-style-type: none"> ➤ Private sector scales up processing of staple foods



ANNEX II

UGANDA
Food Security and WFP Programme Activities



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

ADB	African Development Bank
AMC	Activity monitoring committee
BMI	body mass index
EMIS	Education Management Information Systems
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
IFPRI	International Food Policy Research Institute
MDG	Millennium Development Goal
MHTF	Millennium Hunger Task Force
MTEF	Medium Term Expenditure Framework
NEPAD	New Partnerships for Africa's Development
NGO	non-governmental organization
PAF	Poverty Action Fund
PEAP	Poverty Eradication Action Plan
PRRO	protracted relief and recovery operation
UBOS	Uganda Bureau of Statistics
UNHCR	Office of the United Nations High Commissioner for Refugees
UNHS	Uganda National Household Survey
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
VAM	vulnerability assessment and mapping
WHO	World Health Organization

