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Agenda Item 8

WFP/EB.1/2017/8/1/Rev.1

Projects for Executive Board Approval

For approval

Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

Budget Increases to Protracted Relief and Recovery Operations — Uganda 200852

Food Assistance for Vulnerable Households

Cost (United States dollars)			
	Current budget	Increase	Revised budget
Food and related costs	183,015,405	46,943,995	229,959,400
Cash-based transfers and related costs	40,252,991	31,336,209	71,589,201
Capacity development and augmentation	18,477,667	-	18,477,667
Total cost to WFP	290,388,737	90,019,687	380,408,424

Gender marker code 2A

<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

Draft decision*

The Board approves the proposed budget increase of USD 90 million for Uganda PRRO 200852 — Food Assistance for Vulnerable Households, with a one-year extension from 1 January to 31 December 2017 (WFP/EB.1/2017/8/1/Rev.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.

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Nature of the Increase

1. This revision to Uganda protracted relief and recovery operation (PRRO) 200852 responds to a significant increase in refugees arriving in Uganda since the outbreak of violence in South Sudan in July 2016. It also reduces requirements for food-insecure households in Karamoja to align WFP's activities with expanding government safety net programmes.
2. Adjustments to the budget include:
 - an addition of 600,000 refugees requiring assistance from March to December 2017;
 - a reduction in planned beneficiaries in Karamoja;
 - an increase in cash-based transfers (CBTs) in refugee settlements and Karamoja; and
 - an increase in associated costs and direct support costs for opening a new field office to coordinate the refugee response.
3. The revision increases the planned number of beneficiaries from 1,086,000 to 1,413,000 and the overall budget from USD 290.4 to USD 380.4 million.

Justification for Budget Increase

Summary of Existing Project Activities

4. WFP has two operations in Uganda: i) PRRO 200852, which addresses the food and nutrition needs of refugees through relief activities and prevention and treatment of moderate acute malnutrition (MAM), and the needs of food-insecure households in Karamoja through resilience-building; and ii) country programme 200894, which supports the Government's health, nutrition and education systems in preventing stunting and micronutrient deficiencies among children, treating and preventing MAM, and increasing school enrolment and attendance. Both operations are aligned with WFP's Gender Policy (2015–2020) and the regional gender strategy for East and Central Africa.

Conclusion and Recommendations of the Re-Assessment

Refugees

5. Fighting in Juba in July 2016 that subsequently spread to other areas resulted in an exodus of an estimated 450,000 South Sudanese refugees into Uganda, doubling the number of refugees there.
6. In response, the Office of the United Nations High Commissioner for Refugees (UNHCR) is revising its South Sudan Refugee Response Plan, which estimated that 650,000 South Sudanese people will seek asylum in Uganda by the end of 2016, with an additional 300,000 in 2017. Revised UNHCR figures include an additional 80,000 refugees from the Democratic Republic of the Congo in 2017, and indicate that by the end of the year Uganda will host 925,000 South Sudanese refugees and hundreds of thousands of refugees from other countries.
7. An estimated 86 percent of arrivals are women and children, and 64 percent are under 18.¹ Children and pregnant and lactating women have special protection and nutrition needs.
8. In South Sudan, the food and nutrition security situation is precarious: food production and markets are disrupted by conflict, severely reducing food availability. Global acute malnutrition rates among arrivals in 2016 varied between 4.2 and 7.1 percent, increasing towards the end of the year as the situation in South Sudan deteriorated.² The provision of water, sanitation and hygiene in the new settlement areas is below Sphere standards, which increases the risk of malnutrition.³

¹ UNHCR. 2016. *South Sudan Refugee Situation, 26 November 2016*. Kampala.

² UNHCR, Ministry of Health, Concern Worldwide and *Action contre la faim* (ACF). *Humanitarian Situation Update October 2016*.

³ UNHCR. 2016. *Emergency Update on the South Sudan Refugee Situation, 9–15 November 2016*. Kampala.

9. Market assessments indicate that food is available at reasonable prices in most settlement areas. Analysis of CBTs showed that they helped to maintain personal dignity and improve dietary diversity; no adverse effects on intra-household or gender dynamics were found.⁴ In most households, women and men make expenditure decisions jointly and prioritize food. An impact evaluation of local economies found that each refugee household assisted with WFP cash and land given by the Government generated USD 1,100 in additional income each year in local markets, of which between 50 and 75 percent flowed to host communities, the main providers of goods and services.⁵

Karamoja

10. The subregion is characterized by poverty rates around 75 percent;⁶ until recently insecurity and conflict were prevalent.⁷ There is a high degree of social and cultural marginalization, with long-standing dependence on external aid. The integration of markets has traditionally been weak.⁸ Gender violence is widespread.⁹ Because Karamoja is so remote, access to social services such as education and health is low.
11. Prevalence of acute and chronic malnutrition remains high: the global acute malnutrition rate is 11 percent and the stunting rate is 28 percent. The main drivers of malnutrition are household food insecurity, poor infant and young child feeding practices, poor dietary diversity and 24 percent morbidity among children under 5; the situation is exacerbated by the poor quality of water, sanitation and hygiene.¹⁰
12. There are, however, some positive trends. The decrease in conflict and insecurity in recent years has led to improved delivery of government services, especially in the health system, and expanded government safety net programmes.
13. The Government's commitment to social protection is set out in the 2015 National Social Protection Policy: it covers expansion of direct income support for vulnerable individuals and households through labour-intensive public works under the third phase of the North Uganda Social Action Fund, and a grant for senior citizens. These two central elements of Uganda's social protection system are being scaled up,¹¹ reducing the need for external assistance.
14. A recent decentralized evaluation found that WFP's food assistance-for-assets (FFA) programme is aligned with Sustainable Development Goal 2, the Uganda United Nations Development Assistance Framework and the national policy framework for northern Uganda. It noted that asset creation activities have increased the availability of water even during the dry season and contributed to the control of flooding and erosion; this has reduced the amount of time women spend collecting water and helped to improve agricultural production, food security and income from sales of surpluses. A 2014 evaluation noted that FFA enhanced women's self-reliance by enabling them to carry out tasks normally seen as the preserve of men. The main outcomes included enhanced food security and skills, social and economic benefits and access to resources; these were more evident in agropastoral communities such as Karamoja because women have most of the responsibility for agriculture.¹²

⁴ WFP. 2016. *Comparative analysis of the effectiveness of food assistance modalities in refugee settlements*. Kampala.

⁵ WFP and University of California Davis. 2016. *Economic Impact of Refugee Settlements in Uganda, 2016*.

⁶ FAO/UNDP/UNICEF/WFP. 2015. *Resilience Context Analysis*. Nairobi, 2015.

⁷ Insecurity is related to cattle theft and inter-ethnic conflict.

⁸ WFP/UNICEF/Office of the Prime Minister. 2014. *Food Security and Nutrition Assessment in Karamoja*. Kampala.

⁹ See: <http://www.monitor.co.ug/OpEd/Commentary/Gender-based-violence-biggest--threat-to-our/689364-2544854-ig40krz/index.html>

¹⁰ WFP/UNICEF/Office of the Prime Minister. 2016. *Food Security and Nutrition Assessment in Karamoja region*, July 2016. Kampala

¹¹ The fund targets 20,000 vulnerable households. The grant targets 400,000 elderly people with household transfers.

¹² OEV/2013/007.

Purpose of Budget Increase

Refugees

15. In line with UNHCR's revision of the Refugee Response Plan, WFP will increase the number of refugee beneficiaries from 598,000 to 1,198,000 between March and December 2017.
16. WFP provides arriving refugees with high-energy biscuits at border crossings, and hot meals and special nutritious foods for treatment of MAM at reception centres. As newcomers settle on their plots of land, WFP provides a monthly ration of pulses, vegetable oil, SuperCereal, salt, and maize flour, which cooks rapidly and hence reduces fuelwood consumption while giving women more time to establish their homes. To prevent acute malnutrition during this high-risk period, WFP provides special nutritious foods through a blanket supplementary feeding programme (BSFP) for pregnant and lactating women, and children aged 6–59 months; after three months, BSFP beneficiaries transfer to the mother-and-child health and nutrition (MCHN) activity in the settlements, which includes provision of special nutritious foods and counselling on infant and young child feeding and nutrition.
17. Once refugees are settled, WFP provides monthly assistance through general food distributions or CBTs. To complement the United Nations Children's Fund (UNICEF)/UNHCR nutrition and health programmes, WFP provides special nutritious foods and nutrition counselling to prevent and treat MAM through MCHN and targeted supplementary feeding activities.
18. WFP is working with the sexual and gender-based violence working group to ensure that at-risk individuals are not made more vulnerable as a result of food insecurity. WFP is enhancing distribution centres to protect vulnerable groups and is developing the capacities of community food-management committees to ensure that distributions are safe, secure and well informed.
19. UNHCR, WFP and the Government have relocated their coordination offices to Arua, closer to the areas where most refugees arrive and settle. WFP's field office in Gulu will continue to serve the settlements east of the Nile.

Karamoja

20. The expansion of government safety net programmes in Karamoja enables WFP to refocus on technical assistance, new approaches to social protection and improved delivery of safety net programmes. WFP targets 33,084 food-insecure households – 200,000 people – through FFA; as the coverage of government safety nets increases and food security improves WFP will reduce the number of direct beneficiaries. WFP's nutrition and school feeding programmes under Uganda country programme 200894 remain unchanged.

TABLE 1: BENEFICIARIES BY ACTIVITY						
Activity		Current	Increase	Revised		
		Total	Total	Boys/men	Girls/women	Total
General food distribution – refugees	Food	398 000	200 000	281 000	317 000	598 000
	CBTs	200 000	400 000	288 000	312 000	600 000
Livelihoods – refugees	Refugees	42 000	-	21 000	21 000	42 000
	Host	18 000	-	9 000	9 000	18 000
TSFP* – refugees	6–23 months	14 000	4 000	8 500	9 500	18 000
	24–59 months	14 000	4 000	8 500	9 500	18 000
	PLW** and other	6 000	6 000	6 000	6 500	12 000
MCHN – refugees	6–23 months	65 000	55 000	56 000	63 000	120 000
	PLW	35 000	27 000	-	62 000	62 000
BSFP – refugees	6–23 Months	-	30 000	14 000	16 000	30 000
	24–59 Months	-	30 000	14 000	16 000	30 000
	PLW	-	16 000	-	16 000	16 000
Total refugees***		616 000	600 000	578 000	638 000	1 216 000
FFA – Karamoja	Food	400 000	(301 000)	49 000	50 000	99 000
	CBTs	71 000	28 000	49 000	50 000	99 000
Total Karamoja***		470 000	(273 000)	98 000	100 000	197 000
TOTAL***		1 086 000	327 000	676 000	738 000	1 413 000

* Targeted supplementary feeding programme

** Pregnant and lactating women.

*** Unique beneficiaries, excluding overlaps. Differences in sums are due to rounding.

21. WFP is introducing and scaling up the use of CBTs in refugee settlements and Karamoja and expects to reach 700,000 beneficiaries by the end of 2017. Prior to scaling up the CBT caseload, WFP will conduct additional market assessments to ensure that market actors and service providers have sufficient capacity to respond. The transfer value in the refugee settlements remains unchanged, and WFP continues to monitor market prices to ensure that transfers are adequate. WFP will also monitor markets and conduct post-distribution monitoring to ensure that the transfers are appropriate and markets are responding well. WFP will use market and beneficiary information to determine the appropriate pace of CBT scale up and make adjustments to transfer modalities as needed. The transfer value for FFA beneficiaries in Karamoja is adjusted to retail food prices, increasing to USD 1.7 per person per day for 14 working days three times a year.

	Refugee arrivals					Karamoja
	At border points	TSFP – children aged 6–59 months at reception centres	TSFP – PLW at reception centres	BSFP – children aged 6–59 months in settlements	BSFP – PLW in settlements	FFA CBTs
Plumpy' Sup		92				
Plumpy' Mum			92			
SuperCereal plus				200		
SuperCereal					229	
Oil					25	
Sugar					15	
High-energy biscuits	400					
CBTs						1.7
TOTAL	400	92	92	200	269	
Total kcal/day	1 800	515	500	787	1 140	
% kcal from protein	11%					
% kcal from fat	30%					
No. of feeding days/year	1	14*	14*	90**	90**	42

* TSFP beneficiaries from reception centres transition to TSFP in the settlements until discharged. The TSFP ration in the settlements is the same as in PRRO 200852.

** After three months of BSFP, pregnant and lactating women, and children aged 6–23 months transition to MCHN in the settlements.

Food Requirements

22. The Government provides agricultural land for all incoming refugees and the rights to move, work and open businesses. Over time, most refugees rely less on food assistance and WFP accordingly reduces its support. Refugees resident in settlements for less than three years receive a full ration equivalent to 2,100 kcal per person per day, or a cash transfer that allows them to buy the equivalent food. Refugees resident for between three and five years receive a 50 percent ration or cash equivalent; those resident for more than five years do not receive food assistance.
23. Extremely vulnerable refugee households receive a full ration or cash equivalent regardless of their length of residence.

TABLE 3: FOOD/CBT REQUIREMENTS BY ACTIVITY

Activity	Food/CBTs	Food requirements (<i>mt</i>)/CBTs (<i>USD</i>)		
		Current	Increase/ (decrease)	Revised total
General food distribution – refugees	Food	191 763	69 412	261 175
TSFP – refugee children aged 6–59 months	Food	1 280	1 768	3 048
TSFP – refugee PLW	Food	426	818	1 244
MCHN – refugee children aged 6–23 months	Food	5 578	4 012	9 590
MCHN – refugee PLW	Food	6 744	2 881	9 625
BSFP – refugee children aged 6–59 months	Food	-	990	990
BSFP – refugee PLW	Food	-	346	346
FFA – Karamoja	Food	54 818	(13 193)	41 625
Total food (<i>mt</i>)		260 609	67 034	327 643
General food distribution – refugees CBTs	CBTs	29 926 823	28 656 949	57 583 772
FFA – Karamoja CBTs	CBTs	6 995 682	(1 434 896)	5 560 786
TOTAL CBTs (<i>USD</i>)		36 922 505	27 222 053	64 144 558

Risk Assessment and Preparedness Planning

24. As conflict escalates in South Sudan there is a risk that the number of refugees in Uganda will exceed the country's capacity to absorb arrivals, with resultant strain on its tolerant refugee policy. A change of policy to housing arrivals in camps would undermine refugees' self-reliance and prolong dependence on assistance.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (<i>mt</i>)	Value (<i>USD</i>)	Value (<i>USD</i>)
Food			
Cereals	39 651	15 618 743	
Pulses	6 583	4 133 966	
Oil and fats	3 562	3 134 578	
Mixed and blended food	16 406	10 774 509	
Others	832	208 808	
Total food	67 034	33 870 605	
External transport		685 101	
Landside transport, storage and handling		8 400 127	
Other direct operational costs: food		3 988 162	
Food and related costs¹		46 943 995	
Cash-based transfers		27 222 053	
Related costs		4 114 157	
Cash-based transfers and related costs			31 336 209
Direct operational costs			78 280 204
Direct support costs (see Annex I-B) ²			5 850 344
Total direct project costs			84 130 549
Indirect support costs (7.0 percent) ³			5 889 138
TOTAL WFP COSTS			90 019 687

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

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

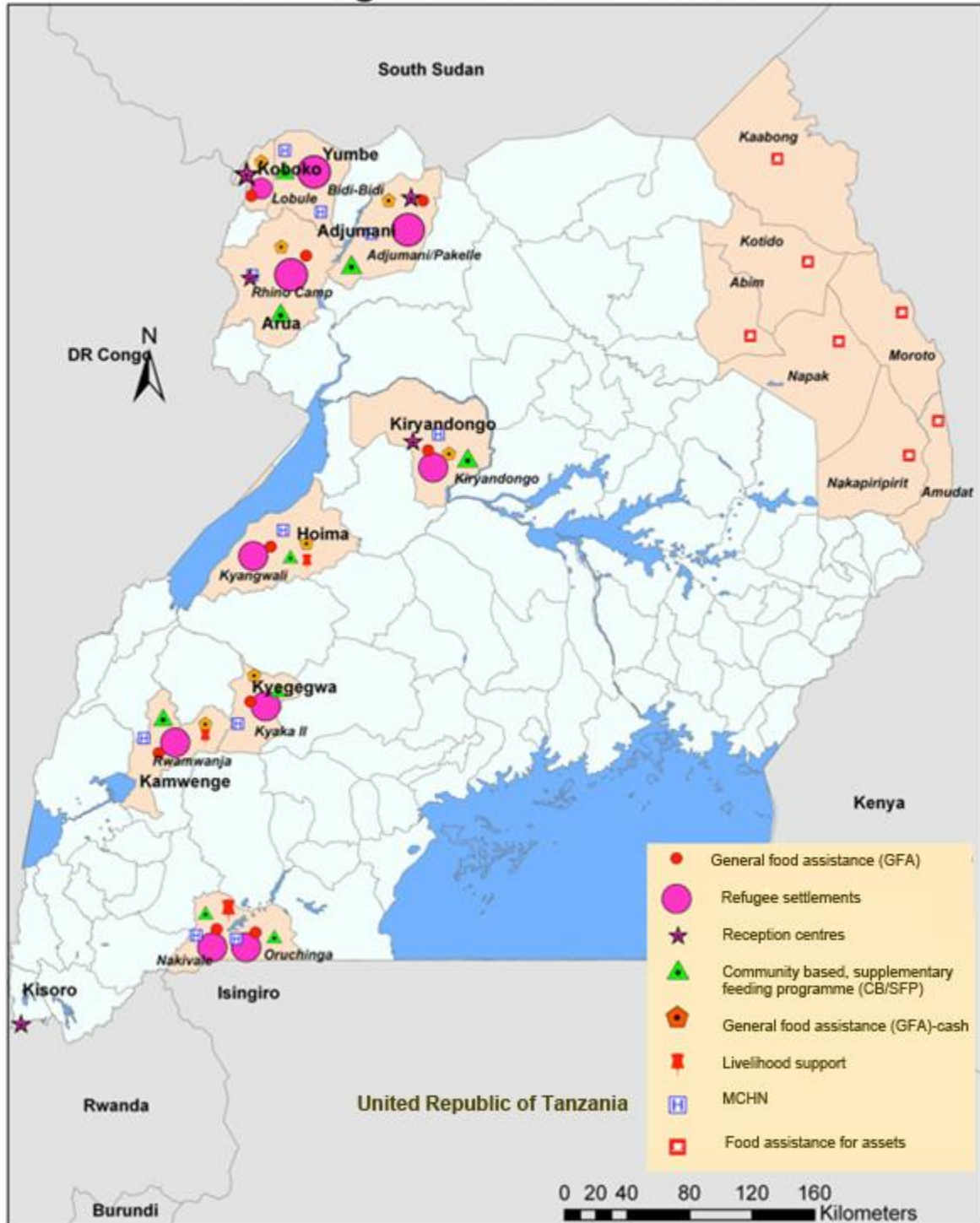
ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	683 050
General service staff	1 878 744
Subtotal	2 561 794
Recurring and other	793 000
Capital equipment	425 000
Security	475 000
Travel and transportation	1 145 550
Assessments, evaluations and monitoring¹	450 000
TOTAL DIRECT SUPPORT COSTS	5 850 344

¹ Reflects estimated costs when these activities are carried out by third parties.

ANNEX II

WFP Uganda: PRRO 200852



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

BSFP	blanket supplementary feeding programme
CBT	cash-based transfer
FFA	food assistance for assets
MAM	moderate acute malnutrition
MCHN	mother-and-child health and nutrition
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
TSFP	targeted supplementary feeding programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund