# BUDGET REVISION TO UGANDA COUNTRY PROGRAMME 108070

## Supporting Government-Led Initiatives to Address Hunger

	<b>Cost (United States dollars)</b>		
	Current budget	Increase	<b>Revised budget</b>
Food cost	50,142,485	(3,963,042)	46,179,442
External transport	3,818,047	554,524	4,372,571
LTSH	18,348,113	(973,311)	17,374,803
ODOC	110,132,241	(14,133,168)	95,999,073
DSC	47,769,611	(4,124,364)	43,645,247
ISC (7%)	16,114,735	(1,584,755)	14,529,980
Total WFP cost (US\$)	246,325,232	(24,224,117)	222,101,116

Start date: 16 November 2009 End date: 15 November 2014

## NATURE OF THE REVISION

- 1. This revision proposes to decrease the budget for country programme (CP) 108070 "Supporting Government-Led Initiatives to Address Hunger" by US\$24 million in response to updated requirements, prospects for funding and WFP's assessed comparative advantage. Specifically, this budget revision will:
  - Increase the number of households participating in productive safety nets in Karamoja, in line with the food assistance requirements for communities and acknowledging that these activities are one of Government's key priorities for the Karamoja region (under Component 1 of the CP, Food and Nutrition Security).
  - Decrease the frequency of food assistance distributions for households participating in productive safety nets in Karamoja each year, in line with seasonal work cycles.
  - Increase the number of planned beneficiaries under WFP's school meals activity, in line with recent actual increases in enrolment.
  - Increase the number of planned beneficiaries under the mother-and-child health and nutrition (MCHN) activity, in line with recent actual increases in attendance.
  - Decrease the planned number of beneficiaries under: i) Community Renewed Ownership of West Nile Schools (CROWNS) teachers' housing construction initiative;<sup>1</sup> and ii) the hunger sensitization initiative, which have now been concluded.
  - Adjust the planning targets for market infrastructure construction and agricultural livelihoods support, and local purchase (under Component 2 of the CP, Agriculture and Market Support), resulting in reduced requirements for other direct operational costs (ODOC).
  - Change the land transportation, storage and handling (LTSH) costs from a standard matrix to a multi-tier matrix to more accurately reflect actual costs.
- 2. The adjustments to the budget are: i) a net decrease in food and associated costs for productive safety net activities; ii) additional food and associated costs for school meals and MCHN; iii) a decrease in for agriculture and market support activities; and (iv) a decrease in ODOC for agriculture and market support activities. Thus food and cash assistance

<sup>&</sup>lt;sup>1</sup> Under the Netherlands-funded CROWNS programme, 484 teachers' houses were constructed to increase quality of education by housing teachers close to schools.

requirements will decrease by US\$4 million and external transport/LTSH will decrease by US\$0.4 million while ODOC will decrease by US\$14 million and direct support costs (DSC) will reduce by US\$4 million.

3. Beneficiary numbers of the CP will decrease from the current 2.8 million people to 0.9 million people in 2013-2014.

## JUSTIFICATION FOR BUDGET DECREASE

### **Summary of Existing Project Activities**

- 4. WFP's activities in Uganda are aligned with the country strategy for 2009-2014, which supports implementation of the WFP Strategic Plan at country level. The strategy identifies three priorities for WFP in Uganda: 1) emergency humanitarian action; 2) food and nutrition security; and 3) agriculture and market support. Priority area 1 is covered by protracted relief and recovery operation (PRRO) 200429 "Stabilizing Food Consumption and Reducing Acute Malnutrition among Refugees and Extremely Vulnerable Households" (2013-2015).<sup>2</sup> Priority area 2 is addressed through Component 1 of this CP, which has interventions aimed at providing adequate nutrition throughout the life cycle: mother-and-child health and nutrition (MCHN); support to early childhood education for pre-school children; school meals; hunger sensitization and support for the community; and household asset creation and resilience-building. Priority area 3 is addressed through Component 2 of this CP; it comprises activities to improve market infrastructure, post-harvest handling, local purchase and agricultural livelihoods.
- 5. Food and cash transfers under this CP are limited to the food and nutrition security component targeted to Karamoja, where WFP complements the CP activities with support to 32,500 extremely vulnerable households with unconditional, seasonal food transfers through PRRO 200429. The other assistance of the CP is capacity development through the agriculture and market support component (see map in Annex III).
- 6. A budget revision approved by the Executive Board in February 2011 increased the CP by US\$88 million to establish the Karamoja Productive Assets Programme (KPAP) to assist 74,000 households and to scale-up market infrastructure construction and acquisition and agricultural livelihoods support.

## **Conclusion and Recommendations of the Re-Assessment**

#### Component 1 - Food and nutrition security

#### Productive safety nets

7. The KPAP is part of the Government's Second Northern Uganda Social Action Fund (NUSAF2), a major vehicle for delivering livelihood development assistance to the north of the country, including Karamoja. Under NUSAF2, WFP provides food or cash transfers and livelihood support to households participating in public works activities<sup>3</sup> - currently the largest development programme in Karamoja.

<sup>&</sup>lt;sup>2</sup> For 2009-2012, priority area 1 was addressed by PRRO 101213 "Protracted Relief for Internally Displaced Persons and Refugees in Uganda".

<sup>&</sup>lt;sup>3</sup> Participating households are food-insecure and vulnerable households with labour capacity (at least one able-bodied member) identified through a large-scale targeting exercise by WFP in 2010 and updated yearly subsequently, and through community targeting. Vulnerable households with no labour capacity are assisted by WFP through PRRO 200429.

- 8. Although WFP initially expected to provide five food or cash distributions per year in exchange for work completed during the lean season, adjustments are required due to less time being available for participants to engage in productive asset creation than was originally envisaged.
- 9. Cash transfers are provided to 10 percent of NUSAF2 beneficiaries. WFP intended to progressively increase the percentage of beneficiaries each year receiving cash; however, the partner network coverage is currently not strong enough to support an expansion of cash beneficiaries. Cash transfers are therefore only recommended to continue for beneficiaries living within walking distance (7 km) of the region's major trading centres.

#### Agricultural livelihoods

10. The agricultural livelihoods activities have been completed using the available funding and will not continue in 2013 or 2014.

#### School meals and early childhood development

- 11. School meals in Karamoja are succeeding in attracting more children to school. Beneficiary figures in 2012 reached 104,000 schoolchildren compared to the 97,000 originally planned. A 5 percent per year increase in enrolment is expected over the coming two years. Gender parity in enrolment has now been reached in most districts. WFP's support to the construction of teachers' houses under the CROWNS programme concluded in 2012.
- 12. An evaluation by the International Food Policy Research Institute has compared the effectiveness of food and cash transfers in achieving nutritional and cognitive outcomes under the early childhood development (ECD) activity. While the evaluation is still being finalized, results indicate that the current mobile money system does not have sufficient capacity to efficiently distribute cash transfers to so many small and remote locations. Thus the piloting of cash transfers under this activity will not continue.

#### School gardens

13. The school gardening activities have been completed using the available funding and will not continue in 2013 or 2014.

#### Mother-and-child health and nutrition

14. Attendance by pregnant and lactating women and children under 2 at health centres in Karamoja has been higher than expected, according to clinic attendance figures and WFP monitoring data. Further increases in attendance are expected in the coming two years.

#### Component 2 - Agriculture and market support

15. Despite high government interest and demand for planned interventions under Component 2, the resources that were expected to be available to undertake these activities have not materialized.

#### Market infrastructure, post-harvest handling and value addition

- 16. In 2011, the Overseas Development Institute conducted a mid-term evaluation on WFP's global Purchase for Progress project<sup>4</sup> and WFP Uganda was selected for an in-depth evaluation of its agriculture and market support portfolio.<sup>5</sup> The evaluation recommended that WFP reconsider the cost-benefit of investment in infrastructure and give increased importance to efforts to increase the technical capacity of farmers.
- 17. WFP also carried out an internal mid-term review of its partnerships and outputs in 2011. The review noted that: i) WFP had built some infrastructure ahead of the farmer groups' capacity to utilize it fully; ii) that additional investments in training and business planning were needed to ensure that infrastructure constructed would be fully used; and iii) that geographical coverage was broad and included areas not imminently surplus-producing.
- 18. In line with these recommendations, in 2012 WFP tightened geographical coverage and shifted investment focus from large-scale expansion and construction to consolidation. This includes improving the capacity of farmer's groups to use new post-harvest handling technologies, manage and utilize stores, and thereby to improve their capacity to realize profits. Efforts have also been made to link farmer groups to credit and other inputs. Partnerships have been developed in line with this focus. A new Joint Action Agreement, signed in August 2012 between WFP, the Ministry of Agriculture and the Ministry of Trade, reflects the adjustments. The overall objective of the agreement is to ensure that investments result in higher incomes for farmers, through accessing a range of markets for high-quality products including, but not limited to, WFP local purchases.
- 19. Further assessments of the capacity of in-country private sector actors to mill and fortify grain show there is adequate capacity in the private sector.

#### Local purchase

20. The expected beneficiaries of local purchase will decrease reflecting: i) investment in warehouse infrastructure being less than originally planned; ii) a revised understanding of the number of smallholder farm families accessing large warehouses; and iii) an updated assessment of the levels of local procurement by WFP in Uganda.

#### Livelihood support

21. Given the limited prospects for future funding for WFP's agricultural livelihoods activities under this CP component in northern Uganda, WFP support started to phase out in 2012. Other development actors have indicated their interest to continue to support some of these activities through other channels.

<sup>&</sup>lt;sup>4</sup> WFP 2008-2013 Purchase for Progress (P4P) Initiative: A Strategic Evaluation (mid-term), October 2011. <u>http://www.wfp.org/countries/uganda/publications/purchase-for-progress</u>

<sup>&</sup>lt;sup>5</sup> WFP's Agriculture and Market Support (AMS) in Uganda (2009-2014): Mid-Term Evaluation, October 2011. http://documents.wfp.org/stellent/groups/public/documents/reports/wfp241810.pdf

## **Purpose of Budget Revision**

22. This budget revision will adjust the CP's planning for 2013-2014 in line with updated needs and the revised comparative advantage of WFP. The expected outcomes of the CP are shown in a revised logical framework (see Annex II), with the activities aligned to WFP's Strategic Objectives 2, 4 and 5.<sup>6</sup>

#### Component 1 - Food and nutrition security

#### Productive safety nets

23. WFP will increase the number of planned beneficiaries targeted under the productive safety net activity by over 5,000 people in response to high number of food-insecure people in Karamoja. To improve the reliability of NUSAF2 as a seasonal hunger safety net and to better-align food assistance distribution to the seasonal calendar, the frequency of food/cash distributions will be adjusted: three distributions will be conducted per lean season (instead of five) for the work that can realistically be completed during the same lean season. This will result in an overall decrease in food assistance requirements for this activity. Furthermore, in view of the limited coverage of cooperating partners for cash transfers, there will not be an expansion of cash transfers in 2013-2014, with food transfers used instead.

#### Agricultural livelihoods

24. As the agricultural livelihoods activities will not continue, the planned beneficiaries will reduce from 3600 to zero (see paragraph 10).

#### School meals and early childhood development

- 25. In line with the anticipated 5 percent increase in enrolment, beneficiary planning figures for the school meals activity and ECD will increase by 33,400 school children. WFP's pilot activity supporting ECD centres in Karamoja will continue using in-kind food transfers only, due to the difficulties encountered in the distribution of cash in remote areas.
- 26. Girls' take-home rations are no longer required as incentives for attendance and will be discontinued. Similarly, with the conclusion of the CROWNS programme, WFP support to the construction of teacher's houses will not continue in 2013.

#### School gardens

27. As the school gardening activities will not continue, the planned beneficiaries will reduce from 12,000 to zero (see paragraph 13).

#### Mother-and-child health and nutrition

28. In line with increased attendance in health centres, beneficiary planning figures are adjusted to reach 38,000 beneficiaries in 2013 and 2014, instead of the 25,000 originally planned. Hunger sensitization and awareness-raising activities in south-west Uganda will be integrated into the ongoing MCHN and supplementary feeding activities.

<sup>&</sup>lt;sup>6</sup> Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 4: Reduce chronic hunger and undernutrition; Strategic Objective 5: Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase.

#### Component 2 - Agriculture and market support

29. This revision adjusts the plans for agriculture and market support activities to reduce and geographically focus support, as recommended by the external evaluation and internal review of this component.

#### Market infrastructure, post-harvest handling and value addition

30. New construction under this activity in 2013 and 2014 will be on the basis of assessed gaps in infrastructure and demonstrated market opportunities. WFP will increasingly engage the private sector in managing warehouses. WFP's original plan for the rental/purchase of a processing and fortification plant with potential to operate as a national facility will not proceed, resulting in a reduction of direct operational costs.

#### Local purchases

31. There will be no change in the nature of the local purchase activity: WFP will continue to purchase maize and beans, in particular, from farmer organizations and small- to medium-scale traders. There is a change in the overall level of local procurement from these groups than had been expected earlier and the beneficiaries decrease from 621,000 to 238,000.

#### Livelihood support

32. WFP's support for agricultural livelihoods activities in northern Uganda will not continue in 2013-2014.

#### Change in the land transport, storage and handling costs

33. Since the CP began in 2009, 57 percent of commodities have been sourced locally, with 43 percent procured regionally and internationally. A multi-tier LTSH matrix will enable WFP to more accurately reflect actual procurement costs based on the origin of the purchased commodities. The LTSH rates will be US\$98/mt for local purchases, 140/mt for regional purchases and US\$268/mt for international purchases.

TABLE 1: BENEFICIARIES BY COMPONENT				
		Beneficiaries		
Activity	Category of beneficiaries	Current	Increase/ decrease	Revised
Component 1 - Food and nutri	tion security			
Productive safety nets	Poor households in Karamoja communities	456,342	5,659	*462,001
Agricultural livelihoods	Poor households in post- conflict situations	3,600	(3,600)	0
School meals	Children in school	84,266	30,334	114,600
Early Child Development	Children in pre-school	40,245	3,030	43,275
CROWNS Teachers' housing	School Teachers	50,153	(50,153)	0
School gardens	Children in school and teachers	12,000	(12,000)	0
MCHN	Pregnant and lactating women and young children	50,000	25,632	**75,632
Hunger sensitization	Pregnant and lactating women and young children	190,317	(190,317)	0
sub-total		912,555	(213,954)	698,601
Component 2- Agriculture and	market support			
Market infrastructure	Smallholder farmers	620,800	(509,410)	111,390
Post-harvest handling & value addition	Smallholder farmers	1,090,500	(972,510)	117,990
Local purchases	Smallholder farmers	620,800	(382,516)	238,284
Livelihood support	Poor households, post- conflict	827,400	(827,400)	0
Sub-total		1,917,900	(1,679,616)	238,284
Total		2,830,455	(1,893,573)	936,882

\* Of which the beneficiaries receiving cash transfers will be 47,460 beneficiaries (7,910 households) \*\* This refers to the beneficiaries over a two-year period (2013-2014): 37,816 per year (75,632 for two years) compared to the previous planning figure of 25,000 per year (50,000 for two years).

	Maize	Sorghum	Pulses	Veg. oil	Sugar	Super- cereal	Duration/ Frequency	Kcal per day
Productive Safety Nets: (KPAP, poor households in Karamoja communities)*	3 kg grain or US\$2.11						9 days/month, up to three cycles/year	
School meals** (day schools - breakfast and lunch)		200	50	15		40	185 days	1,121
School meals (school boarders)	255 (maize meal)		65	25		50	250 days	1,564
ECD, children aged between 2-6 years				20	15	200	360 days	1,037
MCHN*** (Pregnant and lactating women)				25	15	229	360 days	1,197
MCHN*** (Young children)				25	15	229	360 days	1,197

\* For asset-creation and productive safety net activities, the beneficiary will be provided with a family ration of 3kg per household per day. Each household will be expected to work for 9 days per month.

\*\* Girls' take-home rations to primary grades 4 to 7 will no longer be provided (incentives are no longer needed)

\*\*\* Rations for MCHN are unchanged from the original CP.

34. The school meals ration for breakfast and lunch is adjusted to include sorghum in the food basket; previously, maize was the only grain used.

## **FOOD REQUIREMENTS**

35. This budget revision will reduce the food commodity requirements of the country programme by 7,878 mt valued at US\$1.2 million and the cash transfer requirements by US\$2.8 million.

Table 3: Food (mt) and cash (US\$) requirements by activity				
Component	Commodity/Cash	Current	Increase/ decrease	Revised total
	Cereals	86,484	(8,024)	78,460
	Pulses	4,718	628	5,346
Component 1	Vegetable oil	2,724	519	3,243
	Super Cereal	25,158	(1,037)	24,121
	Sugar	1,257	37	1,294
Component 3	Cash (US\$)	8,415,687	(2,774,416)	5,641,271
	Total: Food	120,341	(7,878)	112,463
	Total: Cash	8,415,687	(2,774,416)	5,641,271

## RECOMMENDATION

The Executive Director is requested to approve the budget revision to Uganda country programme 108070, which results in an overall reduction of US\$24 million, to a revised budget total of US\$222 million.

## APPROVAL

Approved by:

Ertharin Cousin Executive Director, United Nations World Food Programme Date

## **ANNEX I-A**

BUDGET DECREASE COST BREAKDOWN			
Food <sup>7</sup>	Quantity ( <i>mt</i> )	Value (US\$)	Value (US\$)
Cereals	(8,024)	(1,733,948)	
Pulses	628	361,163	
Oil and fats	519	659,576	
Mixed and blended food	(1,037)	(520,062)	
Others	37	44,653	
Total food	(7,878)	(1,188,627)	
Cash transfers (2,774,416)			
Voucher transfers 0			
Subtotal food and transfers			(3,963,042)
External transport			554,524
Landside transport, storage and handling			(973,311)
Other direct operational costs			(14,133,168)
Direct support costs (see Annex I-B)			(4,124,364)
Total WFP direct costs			(22,639,362)
Indirect support costs (7.0 percent) <sup>8</sup>			(1,584,755)
TOTAL WFP COSTS			(24,224,117)

 <sup>&</sup>lt;sup>7</sup> This is a notional food basket for budgeting and approval. The contents may vary.
 <sup>8</sup> The ISC rate may be amended by the Executive Board during the project.

# (218,366)

Staff and staff-related costs	
International professional staff	(218,366)
Local staff - national officers	(808,800)
Local staff - general service	(1,012,159)
Local staff - temporary assistance	(197,244)
Local staff - overtime	(18,620)
Hazard pay and hardship allowance	(37,065)
International consultants	(88,160)
United Nations volunteers	(130,032)
Staff duty travel	(323,891)
Subtotal	(2,834,337)
Recurring expenses	
Rental of facility	(173,870)
Utilities	(46,739)
Office supplies and other consumables	(34,650)
Communications services	(169,228)
Equipment repair and maintenance	(112,817)
Vehicle running costs and maintenance	(310,240)
Office set-up and repairs	(96,954)
United Nations organization services	(145,054)
Subtotal	(1,089,552)
Equipment and capital costs	
Communications equipment	(88,072)
Local security costs	(112,404)
Subtotal	(200,476)
TOTAL DIRECT SUPPORT COSTS	(4,124,364)

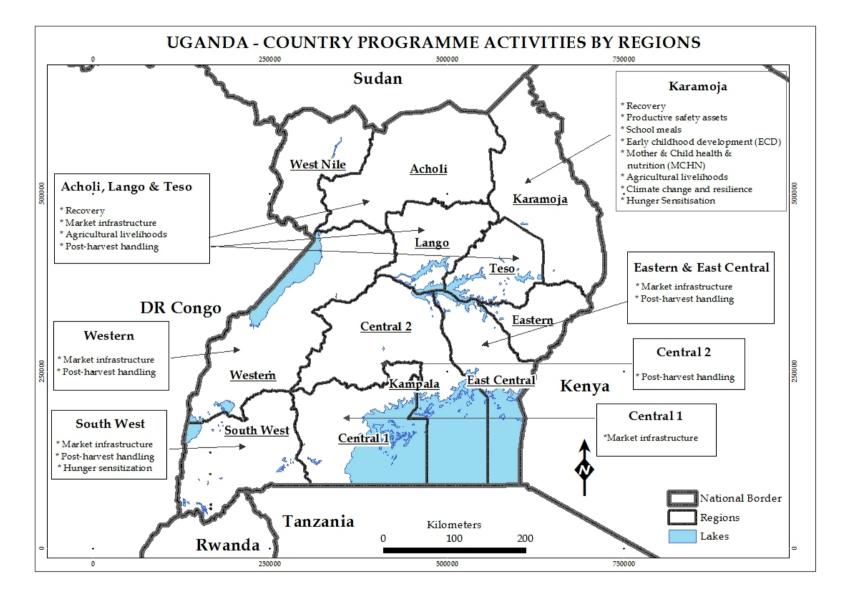
**DIRECT SUPPORT REQUIREMENTS (US\$)** 

	ANNEX II: LOGICAL FRAMEWORK	
Results chain	Performance indicators	Assumptions
<b>UNDAF Outcome:</b> Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security	<ul> <li>UNDAF outcome indicator:</li> <li>Percent and number of people living below the poverty line</li> </ul>	
CP Component 1: Food and nutrition security		
Goal: Most chronically vulnerable communities have streng Outcome 1.1 (Strategic Objective 2) Adequate food consumption over assistance period reached for target households at risk of falling into acute hunger	<ul> <li>gthened their resiliency to shocks and chronic child hunger has been cut (Strain Food consumption score &gt;35 in 100% of targeted communities</li> </ul>	<ul> <li>ategic Objectives 2 and 4)</li> <li>No major pipeline break in food supply</li> <li>No major resource shortfall</li> </ul>
<b>Output 1.2.1</b> Food and non-food items and cash distributed in sufficient quantity and quality to targeted beneficiaries	<ul> <li>100% of planned tonnage of food distributed, by type against plan</li> <li>100% of planned quantity of non-food items distributed, by type against plan</li> <li>100% of target men/women beneficiaries receiving cash on time</li> <li>100% of targeted men/women beneficiaries receiving food on time</li> </ul>	<ul> <li>No major disasters and/or confl occur in the intervention areas</li> </ul>
Outcome 1.2 (Strategic Objective 2) Hazard risk reduced at community level in target communities	<ul> <li>Household asset score increased for 80% of targeted households</li> <li>Community asset score is at least 80% in the targeted community.</li> </ul>	<ul> <li>No major change in government priorities during the project implementation period.</li> </ul>
<i>Output 1.2.1</i> Build or restore community assets in targeted communities	<ul> <li>80% of targeted households benefiting from asset creation</li> <li>100% community assets created against plan</li> </ul>	<ul> <li>No major resource shortfall</li> <li>No major disasters and/or conflict occur in the intervention areas</li> </ul>
Outcome 1.3 (Strategic Objective 4) Improved nutritional status of pregnant women, lactating mothers and children (boys and girls under 2)	Prevalence of stunting among targeted children under 2 reduced by 20%	No major change in government
<b>Output 1.3.1</b> Food items distributed in sufficient quantity and quality to targeted beneficiaries under the MCHN programme	<ul> <li>100% of planned tonnage of food distributed, by type against plan</li> <li>100% of planned quantity of non-food items distributed, by type against plan</li> <li>100% of targeted men/women beneficiaries receiving food on time</li> </ul>	<ul> <li>priorities during the project implementation period.</li> <li>No major resource shortfall</li> <li>No major disasters and/or conflict occur in the intervention areas</li> </ul>

Outcome 1.5 (Strategic Objective 4) Increased access to education and human capital development in assisted schools	<ul> <li>5% average annual rate of change in number of girls and boys enrolled</li> <li>Attendance rate of 80% in assisted schools</li> <li>A 95% Ratio of girls to boys enrolled in assisted schools</li> </ul>	<ul> <li>No major pipeline break in food supply</li> <li>No major resource shortfall</li> </ul>
<b>Output 1.5.1</b> Food items distributed in sufficient quantity and quality to children (boys and girls) at targeted schools	<ul> <li>100% of planned tonnage of food distributed, by type against plan</li> <li>100% of planned quantity of non-food items distributed, by type against plan</li> <li>100% of targeted men/women beneficiaries receiving food on time</li> </ul>	<ul> <li>No major disasters and/or conflict occur in the intervention areas</li> </ul>

CP Component 2: Agriculture and market Support Target: Farmers and traders are in a position to sell to WFP (and other quality-oriented buyers) locally produced food commodities, (Strategic Objective 5)				
Outcome 2.1 (Strategic Objective 5)         Increased marketing opportunities with cost-effective         local purchases by WFP and other quality oriented         buyers         Output 2.1.1         Food purchased locally	<ul> <li>10% increase in income of targeted farmers annually</li> <li>MT of food purchased by quality oriented buyers including WFP (from smallholder farmers and small to medium-scale traders)</li> <li>80% of total WFP food requirements obtained through local purchase</li> <li>No. of tenders issued to small farmers (using new modality)</li> <li>Mt of food purchases from smallholder farmers and small to medium scale traders</li> </ul>	<ul> <li>Warehouse receipt system is accepted by the target users</li> <li>Stakeholders recognize market opportunities and are willing to take advantage of them</li> <li>Normal conditions for cultivation during the project period (weather, inputs, diseases, etc.)</li> <li>Agricultural inputs are made available through sustainable means and are easily accessed by farmers</li> </ul>		
<b>Output 1.2</b> Farmers and traders trained in marketing and stores management, post-harvest handling, food quality and farming as a business	<ul> <li>&gt; 100% of targeted farmers and traders trained</li> <li>&gt; 100% of targeted SCP have business plans</li> </ul>			

#### **ANNEX III-MAP**



# ACRONYMS USED IN THE DOCUMENT

СР	country programme
CROWNS	Community Renewed Ownership of West Nile Schools
DSC	direct support costs
ECD	early childhood development
ISC	indirect support costs
KPAP	Karamoja Productive Assets Programme
LTSH	landside transport, storage and handling
MCHN	mother-and-child health and nutrition
NUSAF2	Northern Uganda Social Action Fund
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
WFP	United Nations World Food Programme