

**Executive Board  
Second Regular Session**

Rome, 12–14 November 2012

# **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

## **Agenda item 9**

*For approval*

**E**

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## **PROTRACTED RELIEF AND RECOVERY OPERATIONS – UGANDA 200429**

**Stabilizing Food Consumption and Reducing  
Acute Malnutrition among Refugees And  
Extremely Vulnerable Households**

Number of beneficiaries	392,000
Duration of project	Three years (January 2013–December 2015)
WFP food tonnage	130,629 mt
<b>Cost (United States dollars)</b>	
WFP food cost	63,937,596
WFP cash/voucher cost	3,390,912
Total cost to WFP	127,919,046

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# NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval**

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.

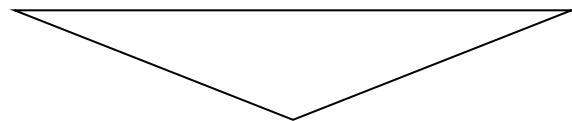
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Should you have any questions regarding availability of documentation for the Executive Board, please contact Ms I. Carpitella, Senior Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

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## EXECUTIVE SUMMARY



This protracted relief and recovery operation 200429 addresses acute food insecurity and malnutrition among refugees in the southwest and northwest of Uganda and extremely vulnerable households that are unable to cope with recurrent shocks in Uganda's poorest region, Karamoja.

Both these target groups need continued protracted relief assistance to guarantee minimum food consumption and prevent deterioration of nutrition status. The Government has limited capacity, and investments in self-reliance, livelihoods and social protection have yet to reach sufficient scale and impact. WFP assistance will fill this gap, is aligned to WFP's Strategic Objective 1 and contributes to Millennium Development Goals 1 and 4.

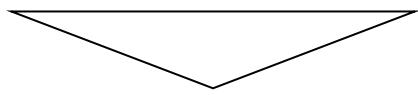
Support to refugees is in line with Uganda's refugee policy and work by the Government and the Office of the United Nations High Commissioner for Refugees to promote self-reliance. Transfer modalities are tailored to the needs and preferences of recipients. The exit strategy is to phase out assistance as refugees' ability to provide for their own needs increases. Refugees' food security status is correlated with their time spent in-country; the 2012 tripartite joint assessment mission recommends that refugees in Uganda for more than five years should receive reduced or no WFP support.

Support to extremely vulnerable households in Karamoja is aligned with the goals of the Karamoja Integrated Development Programme, which calls for targeted transfers to protect the most vulnerable households food and nutrition insecurity, considered essential for the shift from relief to livelihood development. WFP and the Government are exploring the potential for linking the extremely vulnerable households currently supported by WFP to the Government's nascent social protection system.

The design of this operation was guided by the recent evaluation of protracted relief and recovery operation 101213, which found the activities to be highly relevant to the needs of targeted households. Evaluation recommendations have been incorporated into the new operation.

Preparation of this operation included extensive external consultations, at both the central and district levels, with partners in the Government, United Nations agencies, non-governmental organizations and donors.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Uganda 200429 "Stabilizing Food Consumption and Reducing Acute Malnutrition among Refugees and Extremely Vulnerable Households" (WFP/EB.2/2012/9-C/2).

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

## SITUATION ANALYSIS AND SCENARIOS

### Context

1. Sustained economic growth has enabled Uganda to reduce the prevalence of poverty from 31 percent of the population in 2005–2006 to 24.5 percent in 2009–2010.<sup>1</sup> Uganda is on track to halve the poverty rate recorded in 1992/93, and has reduced the share of its population that suffers from hunger.<sup>2</sup> However, uneven progress and geographical disparities remain; Uganda ranks as 161<sup>th</sup> out of 187 countries in the human development index.<sup>3</sup> Overall improvements have not affected refugees and the most vulnerable households in Uganda's poorest region, Karamoja (see map in Annex III).

⇒ *Refugees*

2. Uganda hosts 200,000 refugees, mainly from the Democratic Republic of the Congo (DRC), Kenya, Rwanda, Somalia and South Sudan.
3. Owing to deterioration of security in eastern DRC, there has been a steady influx of refugees since July 2011, with dramatic increases in May and July 2012. The Government and the Office of the United Nations High Commissioner for Refugees (UNHCR) anticipate 50,000 new arrivals from DRC during 2012; more than 35,000 had arrived by mid-year.<sup>4</sup>
4. In the first half of 2012, 2,400 South Sudanese refugees entered Uganda fleeing conflict in Jonglei. Up to 6,000 new arrivals from South Sudan are expected during the second half of 2012.

⇒ *Karamoja*

5. Karamoja is environmentally degraded, arid and prone to natural hazards, particularly droughts, which are increasing in both frequency and severity: four major droughts in the past ten years each affected more than 600,000 people – half the region's population.<sup>5</sup> The most vulnerable households are not resilient to recurrent shocks.
6. Cattle rearing in combination with agriculture is the primary livelihood. There is only one planting season in Karamoja, while in the rest of Uganda fertile soils and rainfed agriculture make two plantings possible.
7. The incidence of poverty is 75 percent, compared with 24.5 percent nationally. Between 1992/93 and 2009/10, poverty rose by 3.6 percent in Karamoja, but declined by 31 percent at the national level.<sup>1</sup> Karamoja's net primary school enrolment is 57 percent – far below the national average of 82 percent.

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<sup>1</sup> Percentage living with less than US\$1.25/day. Uganda Bureau of Statistics. November 2010. Uganda National Household Survey 2009/10. Kampala.

<sup>2</sup> Uganda Ministry of Finance, Planning and Economic Development. September 2010. *Millennium Development Goals Report – Uganda*. Kampala.

<sup>3</sup> United Nations Development Programme. 2011. *Human Development Report 2011*. New York.

<sup>4</sup> Government of Uganda/UNHCR. 2012. Updated contingency plan for the Democratic Republic of Congo influxes. Kampala.

<sup>5</sup> Data from the Centre for Research on the Epidemiology of Disasters.

## Food Security and Nutrition Situation

8. Most Ugandans and refugees consume a combination of staple foods and can usually minimize the impact of price increases by switching to cheaper, alternative staples. Maize prices in 2012 have been well above historical averages, reaching 92 percent higher in April;<sup>6</sup> prices of sorghum, millet, pulses and plantain have also increased. These concurrent increases have an adverse impact on the food security of the poor.

### ⇒ Refugees

9. Refugees' food security is correlated with their time in Uganda, access to productive land, and income.<sup>7</sup> Reliance on external assistance decreases as refugees use land allocated by the Government or informally ceded by Ugandans, and as they earn income from various activities.

10. Most refugees – in Uganda for more than five years – have settled and adjusted, as indicated by the high proportion relying on their own production and purchases as the main sources of food.<sup>8</sup> Newer refugees and extremely vulnerable refugees rely on external food assistance.

11. Prevalence of global acute malnutrition (GAM) and severe acute malnutrition remain low at 4 and 1 percent respectively,<sup>8</sup> but are considerably higher among new arrivals. Stunting is a high 29 percent. Prevalence of iron-deficiency anaemia reaches 60 percent among children under 5 and 45 percent among women. UNHCR implements a minimum package for anaemia prevention, control and treatment, responding to the main causes – worm infestation and malaria.

### ⇒ Karamoja

12. Erratic rainfall, poor yields, widespread livestock diseases, cattle rustling and limited livelihood opportunities make food security precarious. Even during the high season for food availability (usually November–February) of a good year, nearly 10 percent of households consume inadequate amounts of food.<sup>9</sup> During the lean season (March to October), the proportion among extremely vulnerable households (EVHs)<sup>10</sup> is much higher. Lack of labour capacity is strongly correlated with severe food insecurity: 95 percent of EVHs have poor or borderline food consumption.<sup>11</sup>

13. The prevalence of acute malnutrition is serious or critical,<sup>12</sup> ranging from 9 percent in Abim district to 20 percent in Nakapiripirit district in the early lean season; most districts report 13 percent by May. In Moroto and Nakapiripirit, GAM prevalence approaches or exceeds 10 percent, even in the peak season. Levels of anaemia are the highest in Uganda: 70 percent among children aged 6–59 months and 44 percent among women aged 15–49 years, compared with national averages of 50 and 24 percent respectively.

<sup>6</sup> WFP Uganda Market Update, May 2012. Kampala.

<sup>7</sup> WFP, UNHCR and Government of Uganda. Joint Assessment Mission, April 2012.

<sup>8</sup> Between 52 and 71 percent. *Action contre la faim* (ACF), WFP, UNHCR and Government of Uganda. October 2011. Food security and nutrition assessment of refugees in Uganda. Kampala.

<sup>9</sup> ACF. December 2011. Nutrition Surveillance in Karamoja. Kampala.

<sup>10</sup> EVHs have no labour capacity and their members are elderly, children and/or chronically ill; 70 percent are headed by women.

<sup>11</sup> WFP/International Organization for Migration (IOM). December 2010. Karamoja community-based targeting and household categorization database. Kampala.

<sup>12</sup> GAM prevalence of 5–9 percent is poor, 10–14 percent is serious, and over 15 percent is critical. World Health Organization (WHO) 1995. *Cut-off Values for Public Health Significance*. [www.who.int/nutgrowthb/en](http://www.who.int/nutgrowthb/en).

14. Recurrent diseases and illnesses, low dietary intake and diversity, and poor childcare practices pose serious threats to child health and survival, particularly given the limited presence of disease prevention and control – fewer than 24 percent of sick children reach health services in time.

## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHER MAJOR ACTORS**

### **Government**

15. The Government has a refugee policy (2012) and legislation that recognize refugees' rights to work, move around the country and live in communities rather than camps, and it allocates land to refugees.
16. The policy framework for WFP's activities in Karamoja is the Government's Karamoja Integrated Disarmament and Development Programme (KIDDP),<sup>13</sup> which falls under the Peace, Recovery and Development Plan (PRDP)<sup>14</sup> for northern Uganda and calls for targeted transfers to protect the most vulnerable households from food insecurity and malnutrition.
17. WFP is the main implementing agency of the Government's second Northern Uganda Social Action Fund, through country programme (CP) 108070 (2009–2014). The fund is expected to be fully established in 2013.
18. Actions prescribed by the National Policy for Disaster Preparedness and Management include food-for-assets creation and the provision of relief.
19. The Government is piloting a national, cash-based social protection system – Social Assistance Grants for Empowerment (SAGE) – in four districts in Karamoja.<sup>15</sup> National roll-out is scheduled for 2015. SAGE gives cash transfers to senior citizens and vulnerable families.
20. The Ministry of Health implements the National Health Sector Strategic Plan III, which guides health sector investments until 2015. The ministry has rolled out national guidelines on integrated management of acute malnutrition.
21. The 2011–2016 Uganda Nutrition Action Plan (UNAP) provides the framework for scaling up nutrition interventions.
22. The Government has requested the humanitarian community's assistance in implementing programmes under the PRDP, the KIDDP, the refugee policy and associated sectoral plans.

### **Other Major Actors**

23. The Office of the United Nations High Commissioner for Refugees leads United Nations engagement with the Government in addressing refugee protection and assistance needs. In line with government objectives of increasing self-reliance, UNHCR's inputs aim at

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<sup>13</sup> Office of the Prime Minister. January 2007. Karamoja Integrated Disarmament and Development Programme, now called Karamoja Integrated Development Programme. Kampala.

<sup>14</sup> Office of the Prime Minister. September 2007. Peace, Recovery and Development Plan for Northern Uganda 2007–2010. Kampala.

<sup>15</sup> Supported by the United Kingdom's Department for International Development and the Government of Ireland.

improving livelihoods. Investments have helped to increase self-sufficiency, but relief assistance is still needed. WFP, UNHCR and the Food and Agriculture Organization of the United Nations (FAO) plan to jointly assess needs and determine options for supporting refugees' agricultural livelihoods.

24. In Karamoja, the United States Agency for International Development will begin agricultural livelihoods and mother-and-child health programmes in 2013, valued at US\$100 million over five years. The European Union supports a Karamoja Livelihoods and Investment Programme valued at 15 million euros over five years. Most actors have limited capacities to address acute and protracted food insecurity and malnutrition among the most vulnerable households, which are unable to take part in most recovery and development programmes.
25. The REACH partnership will provide support to the Office of the Prime Minister in coordinating implementation of the UNAP, and will engage partners in addressing the determinants of undernutrition in areas assisted by this protracted relief and recovery operation (PRRO). WFP is the lead agency for REACH in Uganda.

## **Coordination**

26. The Office of the Prime Minister coordinates humanitarian affairs. The Ministry of Disaster Preparedness, Relief and Refugees is responsible for refugees and disaster management, while the Office of Karamoja Affairs manages humanitarian assistance to Karamoja region.
27. A policy management committee of government ministers and donor representatives chaired by the Minister of State for Karamoja meets twice a year and guides PRDP and KIDDP implementation. Donors on this committee are advised by the Karamoja working group.
28. District chief administrative officers coordinate investments at the district level. WFP's activities are aligned with government priorities and development plans for the district level.
29. Government line ministries chair sector coordination meetings for food security and agricultural livelihoods, education, water and sanitation, health and nutrition, and protection.
30. The PRRO was developed through central- and district-level meetings with the Government, donors and humanitarian partners to review experience from the previous PRRO (2009–2012) and agree on strategy and approaches.

## OBJECTIVES OF WFP ASSISTANCE

31. The PRRO's overall goal is to support the Government in addressing protracted and acute food and nutrition insecurity among refugees and among EVHs in Uganda's poorest region.
32. In line with Strategic Objective 1,<sup>16</sup> its specific objectives are to:
  - improve food consumption for refugees in the southwest and northwest and targeted households in Karamoja in the northeast; and
  - reduce acute malnutrition among refugees, and among children aged 6–59 months, pregnant and lactating women (PLW), and malnourished adults in Karamoja.
33. The PRRO supports the emergency humanitarian action pillar of WFP's Uganda country strategy 2009–2014 and contributes to Millennium Development Goals 1 and 4.<sup>17</sup>

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

34. A severe drought in Karamoja in 2008 left more than 1 million people – nearly the entire population – dependent on WFP emergency food assistance. To help households reduce their long-term vulnerability to shocks and increase their resilience, WFP scaled up its food-/cash-for-asset activities under CP 108070 (2009–2014), which also includes activities for improving food security and nutrition in chronically vulnerable areas, and supports agriculture and market development. Most of the food-insecure households formerly receiving emergency aid now participate in this extensive programme: most health centres and all schools benefit from WFP assistance and half of the population benefits from asset-creation activities.
35. Protracted relief and recovery operation 101213 “Protracted Relief for Internally Displaced Persons and Refugees” started in April 2009. A budget revision in March 2011 discontinued assistance to displaced persons in Acholi region and extended coverage to support 32,500 EVHs in Karamoja that are unable to participate in the CP’s food or cash transfer activities linked to asset creation. PRRO 101213 ends in December 2012.
36. WFP has been providing food assistance to nearly 130,000 refugees, in eight rural settlements,<sup>18</sup> who have suffered displacement and need external assistance. The need for food assistance decreases after three years, as refugees’ opportunities to earn income and produce food increase. After five years, many refugees no longer require WFP assistance.
37. Most EVHs in Karamoja have some assets, such as small livestock, and are able to generate some income. WFP’s support complements the food they can obtain with their own resources. Communities provide some assistance; EVHs rely on friends and neighbours in times of food shortage. During the lean season, communities’ ability to assist is stretched, and WFP relief is needed.
38. An external evaluation of PRRO 101213 in May 2012 concluded that activities were relevant and appropriate and complemented interventions under the CP. Evaluation recommendations taken into account for this PRRO (200429) include:

<sup>16</sup> Save lives and protect livelihoods in emergencies.

<sup>17</sup> Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 4 – Reduce child mortality.

<sup>18</sup> Pakelle, Rhino Camp, Kiryandongo, Kyaka I and II, Nakivale, Oruchinga and Rwamwanja.

- *for refugees:* i) the ration reforms proposed by the 2011 joint assessment mission (JAM) to link WFP assistance to refugees' time in-country, as a reasonable indicator of food security; and ii) a cash option for refugees in areas where market conditions are favourable; and
- *in Karamoja:* i) maintaining targeting at the household rather than the individual level, to reduce inclusion error; ii) monitoring the food consumption scores of vulnerable households; iii) maintaining community-based supplementary feeding, which costs more than facility-based feeding, but has increased coverage from about 50 to over 70 percent of moderately malnourished children in Karamoja and reaches 90 percent of Karamoja's parishes<sup>19</sup> – recovery targets are consistently met and default rates have not increased since the move to a community-based approach.

## Strategy Outline

39. The PRRO aims to meet protracted relief needs only. Responses focus on the direct causes of inadequate food consumption and acute malnutrition, and include the following.
40. *Food and cash distributions for refugees.* WFP, the Government and UNHCR have analysed and compared the appropriateness of food and cash/voucher transfers based on market factors, retailer networks, policy considerations and beneficiary preferences. Opportunities exist for cash transfers for refugees in three settlements – Rhino Camp, Pakelle and Kiryandongo – where markets are accessible, inflation risk is negligible, and cash would support long-term economic integration and is the likely durable solution for refugees. A joint feasibility assessment in May 2012 found that 25 percent of these refugees would welcome a cash option. The introduction of cash transfers in 2013 will include sensitization on nutrition and other aspects related to them; an evaluation will be conducted at the end of 2013. If appropriate, WFP will submit a budget revision to extend the cash transfer option to additional refugees.
41. *Targeted distributions to EVHs in Karamoja.* Food transfers are more likely than cash to ensure minimum acceptable food consumption for EVHs in food-deficit areas with limited markets, and less likely to contribute to inflation. WFP will consider moving to cash transfers for households near Karamoja's trading centres: such a shift would be coordinated with SAGE and in line with broader efforts towards a long-term social protection system for the most vulnerable households. During the lean season, targeted households in Karamoja will receive 50 percent of the standard recommended emergency ration of 2,100 kcal/person/day.
42. *Targeted supplementary feeding.* WFP will provide targeted supplementary feeding to treat moderately malnourished children, PLW, and malnourished adults in Karamoja. The PRRO will maintain the community-based supplementary feeding model to: i) reach people without access to health facilities; ii) identify cases of malnutrition as early as possible; and iii) deliver supplementary food and health services near communities. Village health teams will be trained to identify moderate malnutrition, conduct periodic village-level screening of children and adults, and monitor recovery during treatment. The 2011 JAM recommended continuing targeted supplementary feeding and support to therapeutic care for refugees in southwest Uganda. Distributions will be through established health facilities, which are easily accessible in refugee settlements.

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<sup>19</sup> WFP. May 2012. Decentralized Operation Evaluation of the Uganda PRRO. A parish is an administrative unit larger than a community and smaller than a sub-county.

43. *Support to the United Nations Children's Fund (UNICEF)-led therapeutic feeding.* WFP will support in-patient and caretaker feeding during the third phase of treatment for severely wasted children in refugee areas and Karamoja. WFP will provide nutritious porridge as children are prepared for discharge from therapeutic feeding, and food for one caretaker per child during in-patient treatment. WFP support to therapeutic feeding is in line with the areas of responsibility agreed with UNICEF.
44. Historical trends suggest that during the PRRO period Karamoja is likely to experience a drought that will further undermine EVHs' ability to meet their basic food and nutrition needs. In response, WFP will increase the size of the ration and/or the duration of assistance, in line with reassessed needs.
45. A drought could push other households into deeper food insecurity. Most of the known food-insecure households in Karamoja are currently enrolled in food- and cash-for-work activities under WFP's CP. There is scope for WFP to increase the ration size, the duration of assistance, and/or the number of households covered.
46. In responding to drought, WFP will work to avoid deterioration of food security and nutrition while maintaining the strategic shift that it and the Government have made away from large-scale blanket emergency assistance. Additional assistance will be mobilized through a PRRO revision or an emergency operation (EMOP).

## **Hand-Over Strategy**

### *⇒ Refugees*

47. Few refugees have expressed willingness to repatriate. Conditions in DRC, the origin of the largest number of refugees, are particularly non-conducive for return. Some South Sudanese refugees are expected to repatriate if conditions improve in their home country. Most current refugees will continue to require protection and assistance within Uganda. United Nations agencies are promoting livelihood activities for refugees. UNHCR and the Government of Uganda are discussing the prospects for local integration of longer-term Congolese and Rwandan refugees.

### *⇒ Karamoja*

48. The hand-over strategy includes the transition of EVHs from PRRO assistance to SAGE, and/or to CP asset-creation activities. Hand-over to SAGE will require that SAGE: i) covers a high proportion of PRRO beneficiary households; ii) provides a transfer sufficient to protect household food consumption; iii) reaches scale during the PRRO period; and iv) is backed by a clear government plan for responding to acute needs during recurrent shocks.
49. WFP and SAGE will collaborate to define the scope and modalities for hand-over. Areas of attention will include alignment of targeting; a comparative study of transfer levels; modalities for, and utilization of, food and cash in both programmes; and long-term options for responding to acute needs alongside chronic poverty. A transition plan will be developed during 2013, and may require a revision of this PRRO. WFP will continue to provide food assistance until the necessary national systems are in place, and may remain as part of longer-term plans for response to acute vulnerability.
50. Whenever possible, WFP will engage assisted households in longer-term activities to build resilience and reduce vulnerability. Some households will gain adult labour capacity during the PRRO period, enabling them to participate in CP asset-creation activities. After 2015, households without labour capacity, if not covered by SAGE, will receive assistance linked to community-based transfer activities through the CP.

## BENEFICIARIES AND TARGETING

51. The PRRO addresses the immediate food consumption and nutritional needs of:
- refugees in the southwest and northwest;
  - EVHs in Karamoja;
  - moderately malnourished children aged 6–59 months, PLW, and malnourished adults in Karamoja and the refugee settlements in southwest Uganda; and
  - severely malnourished children in Karamoja and the refugee settlements in southwest Uganda, and their caretakers.

⇒ *Refugees*

52. Targeting of refugees is based on UNHCR lists of registered refugees. For 2013–2015, beneficiary numbers use UNHCR planning figures, which include expected arrivals, repatriations and population increases. The planning scenario envisages a relatively stable number of longer-term refugees plus 50,000 new arrivals from eastern DRC and 6,000 from Jonglei in South Sudan.
53. The PRRO does not take into account any further increases after 2013, because these are difficult to estimate accurately; it assumes that 2012 arrivals will return home after 2013. Refugees who stay or arrive after 2013 will be assisted through a PRRO revision or an EMOP.

⇒ *Karamoja*

54. An anticipated 34,100 EVHs will require assistance under this PRRO. Re-verification of targeted households is planned for late 2012 to confirm planning figures.<sup>20</sup> Beneficiary numbers for targeted supplementary feeding and support to therapeutic feeding are based on the expected prevalence of moderate and severe acute malnutrition.

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<sup>20</sup> Following re-verification – facilitated by WFP and conducted by communities in Karamoja – households that have gained adult labour capacity will be removed from the lists, and those that have lost it will be added, in line with the extreme vulnerability indicator.

<b>TABLE 1: BENEFICIARIES, BY ACTIVITY</b>			
<b>Activity</b>	<b>Men/boys</b>	<b>Women/girls</b>	<b>Total</b>
Targeted food distributions – refugees	83 000	94 000	177 000
Targeted food distributions – EVHs in Karamoja	73 000	82 000	155 000
Targeted supplementary feeding – refugees*	2 300	2 800	5 100
Community-based supplementary feeding – Karamoja**	48 000	58 000	106 000
Support to therapeutic feeding – patients	4 000	4 000	8 000
Support to therapeutic feeding – caretakers	1 000	7 000	8 000
<b>ADJUSTED TOTAL***</b>	<b>170 000</b>	<b>222 000</b>	<b>392 000</b>

\* Includes 1,280 people on treatment for three months: 5,120 people/year.

\*\* Includes 26,430 people on treatment for three months: 105,720 people/year.

\*\*\* Adjusted to avoid double-counting of beneficiaries, e.g. those under targeted food distributions and supplementary feeding.

## NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF CASH TRANSFERS

55. For targeted food distributions, ration sizes are based on the estimated net nutrition gaps for refugees and EVHs in Karamoja. Refugee ration sizes shown in Table 2 follow the most recent JAM recommendations.

<b>TABLE 2: RATIONS FOR REFUGEES (RECOMMENDED BY JAM)</b>	
<b>Criterion</b>	<b>% of full ration (2,100 kcal/person/day)</b>
≤ 3 years in Uganda, and extremely vulnerable individuals	100
4–5 years in Uganda (northwest)	50
4–5 years in Uganda (southwest)	60
> 5 years in Uganda (northwest)	0
> 5 years in Uganda (southwest)*	50

\* Long-term refugees in the southwest, particularly in the large settlement at Nakivale/Oruchinga, are allocated smaller and less productive areas of land than others.

56. The ration size for EVHs is 50 percent of a full ration (see Table 3).
57. For targeted food distributions, the food ration will consist of maize grain, pulses, fortified vegetable oil, Supercereal and iodized salt (see Table 3). Refugees arriving in 2013 will receive maize meal; longer-term refugees with access to local milling facilities will receive maize grain.
58. For the treatment of acute malnutrition, the food ration will be Supercereal Plus, following WFP standards. Admission and exit criteria for targeted supplementary feeding are based on the Ministry of Health's Integrated Management of Acute Malnutrition guidelines.

59. Cash transfers will correspond to the value of the food transfer on local markets, taking into account projected food price inflation. The transfer will include the cost of local fortified foods such as milled soya-millet blend instead of Supercereal, which is not available on markets in the areas receiving cash transfers.

<b>TABLE 3: FOOD RATION/TRANSFER, BY ACTIVITY (g/person/day)</b>							
Commodity	Targeted food distribution				Targeted supplementary feeding	Support to therapeutic feeding	
	Refugees (extremely vulnerable individual) (100% ration)	Refugees (100% ration)	Refugees (60% ration)	Refugees and EVHs (50% ration)		In-patients	Caretakers (CTs)
Maize grain	-	400	220	200	-	-	-
Maize meal	390	-	-	-	-	-	390
Pulses	70	80	50	40	-	-	100
Vegetable oil	30	30	15	10	-	10	40
Supercereal	50	50	50	50	-	60	-
Supercereal Plus	-	-	-	-	200*	-	-
Sugar	-	-	-	-	-	10	-
Salt	5	5	5	5	-	-	-
Cash (US\$/person/day)**	-	0.61	-	0.29	-	-	-
<b>TOTAL</b>	<b>545</b>	<b>565</b>	<b>340</b>	<b>305</b>	<b>200</b>	<b>80</b>	<b>530</b>
<b>Total kcal/day</b>	2 116	2 122	1 259	1 111	787	354	2 116
% kcal from protein	10.3	12.0	12.6	12.5	16.6	10.4	10.0
% kcal from fat	17.6	21.6	20.3	18.7	23.2	37.7	20.3
Number of feeding days per year	365	365	365	365 refugees 225 EVHs	90	30	30

\* Only 5 percent of these beneficiaries are adults. All beneficiaries will receive Supercereal Plus to avoid the complications for community partners of using two different products.

\*\* Cash transfers planned for 25 percent of refugees in three settlements.

**TABLE 4: TOTAL FOOD (*mt*) and CASH REQUIREMENTS (US\$), BY ACTIVITY**

	Targeted food distribution	Targeted supplementary feeding	Therapeutic feeding	Total
Maize grain	80 153	-	-	80 153
Maize meal	5 476	-	282	5 758
Pulses	17 136	-	36	17 172
Vegetable oil	5 746	-	21	5 767
Supercereal/Supercereal Plus	14 460	5 797	69	20 327
Salt	1 446	-	-	1 446
Sugar	-	-	7	7
<b>TOTAL (<i>mt</i>)</b>	<b>124 416</b>	<b>5 797</b>	<b>416</b>	<b>130 629</b>
<b>Cash transfers (US\$)</b>	<b>3 390 912</b>		-	<b>3 390 912</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

60. Community food management committees of beneficiaries will work with WFP, cooperating partners and other stakeholders on beneficiary registration and food distributions. Women will hold at least 50 percent of leadership positions in the committees.

### Partners and Capacities

61. For assessments, WFP will rely on partners that include UNICEF, FAO, UNHCR and ACF. For implementation, it will select non-governmental organizations (NGOs) that are established in the same geographical areas as WFP and have relevant expertise. New partners will be selected according to clear criteria and assessment; existing partnerships are subject to annual performance reviews. Both processes include government input.
62. The country office has strong partnerships with implementing entities, and well-established staff capacity and field presence for delivering the PRRO. WFP has six sub-offices: two in refugee-hosting areas and four in Karamoja.

### Procurement and Logistics

63. The PRRO will follow standard WFP procurement procedures, procuring from the most cost-effective market, whether international, regional or local. Locally procured commodities are purchased in regions of Uganda with surpluses. Local purchases and commodities arriving by sea in Mombasa (Kenya) or Dar-es-Salaam (United Republic of Tanzania) are transported to WFP central delivery points at Tororo and Kampala, mostly by road, but also by rail. From these points, commodities are transported to 11 extended delivery points before going to final delivery points. WFP uses local commercial transporters or its own trucks.

### Transfer Modalities

64. The country office has been implementing the food-based activities proposed in this PRRO since 2009 under PRRO 101213, and cash transfers since April 2011 under the CP.

WFP will use a tender process to select service providers for cash transfers, using the cash account model. WFP's partners for cash transfers in Uganda are local banks, with NGO cooperating partners responsible for monitoring.

65. Cash-based assistance entails risks of abuse and fraud. WFP will mitigate these risks through tested procedures: coordination among UNHCR, WFP and the payment service provider during the initial beneficiary registration process; complaints mechanisms; and the use of photo-identification and pin numbers. Cash will be distributed through mobile money transfer mechanisms.

### **Non-Food Inputs**

66. WFP will fund nutrition sensitization and financial literacy for cash recipients; physical inputs required for the management of moderate malnutrition and supplementary feeding; and incentives for and identification of village health teams responsible for outreach.
67. WFP will train refugees in the construction of fuel-efficient stoves, to reduce tree-cutting around refugee camps and women's labour burden and protection risks associated with fuelwood collection. The country office has participated in the Safe Access to Firewood and Alternative Energy initiative for the last two years and is promoting fuel-efficiency technologies in Karamoja.

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## **PERFORMANCE MONITORING**

68. Baseline information for the PRRO will use data from a comprehensive food security and nutrition survey conducted in the last quarter of 2012. Outcome indicators for targeted food distributions will be tracked through a food security and nutrition monitoring system in collaboration with UNICEF, UNHCR, the Government and other partners. Outcome indicators for supplementary feeding and outputs for all activities will be monitored through monthly reporting by cooperating partners.
69. Process issues – including utilization, protection and overlap of activities – will be monitored through food basket and post-distribution monitoring.
70. The correctness, completeness and timeliness of monitoring data will be ensured through internal review mechanisms that include mid-year reviews and data audit visits to sub-offices and partners.
71. An internal mid-term review of PRRO activities will be undertaken in 2014, in collaboration with partners and with support from the regional bureau. An external end-of-project evaluation will be undertaken in the first quarter of 2015.

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## **RISK MANAGEMENT**

72. The country office has a risk register to facilitate emergency preparedness and response. Serious contextual risks include severe drought, escalation in refugee numbers, major flooding, and blockage of supply lines because of instability in neighbouring countries.
73. WFP has systems for monitoring these risks and triggering control, mitigation or response actions. Early warning indicators include rainfall, the number and frequency of new refugee arrivals, the security situation in neighbouring countries, and fuel and transport prices. The Government, UNHCR and WFP have joint contingency plans for refugee influxes. Emergency readiness measures are regularly updated at the country office and sub-offices.

74. To mitigate the security risks associated with cash-based assistance in refugee settlements, WFP will work through the established banking system and replicate security measures deployed on existing cash-based activities under the CP.
75. The major programmatic risks are irregular food and cash pipelines caused by delays in resourcing and/or a lack of quality commodities for purchase. In the event of funding shortfalls or pipeline delays for imported commodities, the country office will procure Supercereal, which is available in Uganda, rather than Supercereal Plus; procure maize grain rather than maize meal; reduce rations and/or the duration of assistance; and/or prioritize interventions for reducing acute malnutrition in areas of highest prevalence and for meeting the needs of extremely vulnerable people.
76. The country office will conduct periodic risk assessments and will regularly communicate its progress in risk mitigation actions to stakeholders. Timely communication of PRRO revisions to partners and other stakeholders will help maintain the credibility of WFP's response.

## **Security Risk Management**

77. There are periodic security risk assessments for all areas of Uganda, with minimum operating security standards (MOSS) for Kampala, Karamoja and the rest of Uganda. Specific security assessments are undertaken when warranted.
78. The overall security situation in Karamoja has followed a positive trend over recent years, although insecurity and violence are still a concern for the local population. The main incidents reported include livestock raids and thefts, which often lead to inter-community violence and clashes between law enforcers and cattle raiders. In accordance with the area-specific MOSS, the United Nations uses armed police escorts on many roads in Karamoja. The escorts incur a significant cost for programme implementation.

**ANNEX I-A**

<b>PROJECT COST BREAKDOWN</b>			
<b>Food<sup>1</sup></b>	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
Cereals	85 910	26 146 768	
Pulses	17 172	11 819 340	
Oil and fats	5 767	7 616 517	
Mixed and blended food	20 327	18 188 716	
Others	1 453	166 254	
<b>Total food</b>	<b>130 629</b>	<b>63 937 596</b>	
Cash transfers		3 390 912	
Food and transfers		67 328 508	
External transport		1 879 416	
Landside transport, storage and handling		18 554 554	
Other direct operational costs		12 939 900	
Direct support costs <sup>2</sup> (see Annex I-B)		18 848 133	
<b>Total WFP direct costs</b>		<b>119 550 510</b>	
Indirect support costs (7.0 percent) <sup>3</sup>		8 368 536	
<b>TOTAL WFP COSTS</b>		<b>127 919 046</b>	

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

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

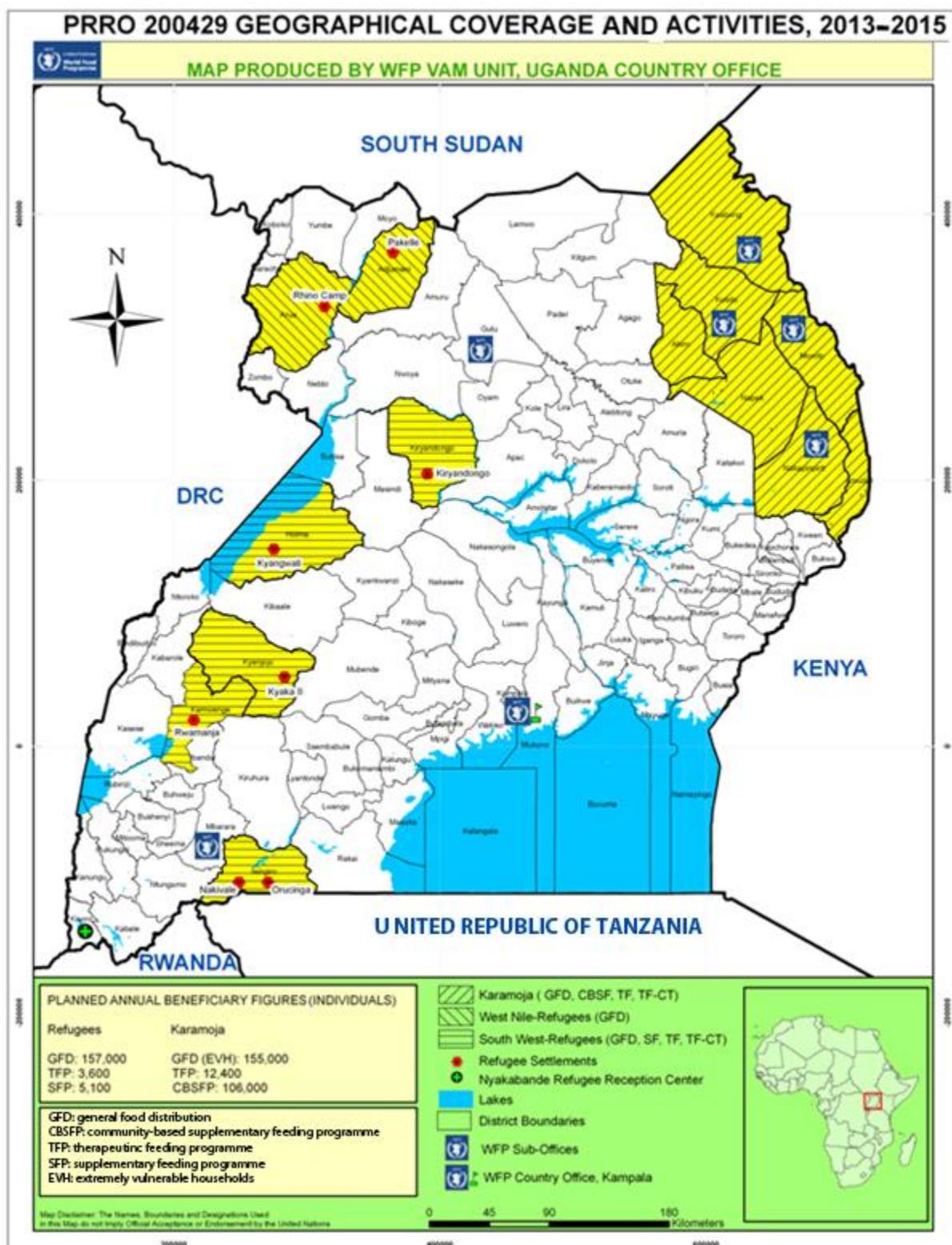
**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and related costs</b>	
International professional staff	3 689 370
Local staff – national officers	1 903 820
Local staff – general service	2 693 351
Local staff – temporary assistance	150 825
Local staff – overtime	120 000
International consultants	200 000
Local consultants	116 667
United Nations volunteers	240 000
Staff duty travel	1 804 000
<b>Subtotal</b>	<b>10 918 033</b>
<b>Recurring expenses</b>	
Rental of facility	1 650 000
Utilities	495 000
Office supplies and other consumables	539 400
Communications services	726 000
Equipment repair and maintenance	660 000
Vehicle running costs and maintenance	1 145 100
Office set-up and repairs	425 000
United Nations organization services	495 000
<b>Subtotal</b>	<b>6 135 500</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	443 700
Communications equipment	543 000
Local security costs	807 900
<b>Subtotal</b>	<b>1 794 600</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>18 848 133</b>

ANNEX II: LOGICAL FRAMEWORK		
Results Chain	Performance Indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1</b> Reduced acute malnutrition in target groups of children and populations	<ul style="list-style-type: none"> <li>➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as %) Targets: &lt; 10% in Karamoja; &lt; 5% among refugees</li> <li>➤ Recovery rate under supplementary feeding programme Target: &gt; 85%</li> <li>➤ Default rates under supplementary and therapeutic feeding Target: &lt; 15%</li> <li>➤ Death rate under therapeutic feeding programme Target: &lt; 3%</li> </ul>	<p>No major outbreaks of disease occur in the project areas</p> <p>Conflict or natural disasters do not cause major access problems</p> <p>Sufficient and timely resources are secured from donors</p>
<b>Output 1.1</b> Food items of sufficient quantity and quality distributed under the supplementary and therapeutic feeding programme	<ul style="list-style-type: none"> <li>➤ Numbers of women, men, girls and boys under the supplementary feeding programme receiving food, by category and as % of planned</li> <li>➤ Numbers of women, girls and boys under the therapeutic feeding programme receiving food, by category and as % of planned</li> <li>➤ Tonnage of food distributed on time, by activity and type, as % of planned</li> </ul>	
<b>Outcome 2</b> Improved food consumption over assistance period for refugees and target households in Karamoja	<ul style="list-style-type: none"> <li>➤ Household food consumption score among EVHs and refugees Target: &gt; 28</li> </ul>	
<b>Output 2.1</b> Food and cash of sufficient quantity and quality distributed to refugees and targeted households in Karamoja under secure conditions	<ul style="list-style-type: none"> <li>➤ Numbers of women, men, girls and boys receiving targeted food rations and cash, by category and as % of planned</li> <li>➤ Tonnage of food/value of cash distributed, by activity and type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of actual distribution</li> <li>➤ Numbers of United Nations agencies and international organizations collaborating in the provision of complementary inputs and services, by activity</li> </ul>	

## ANNEX III

## MAP OF UGANDA



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

## ACRONYMS USED IN THE DOCUMENT

ACF	<i>Action contre la faim</i> (Action Against Hunger)
CP	country programme
CT	caretaker
DRC	Democratic Republic of the Congo
EMOP	emergency operation
EVH	extremely vulnerable household
FAO	Food and Agriculture Organization of the United Nations
GAM	global acute malnutrition
JAM	joint assessment mission
KIDDP	Karamoja Integrated Disarmament and Development Programme
MOSS	minimum operating security standards
NGO	non-governmental organization
PLW	pregnant and lactating women
PRDP	Peace, Recovery and Development Plan
PRRO	protracted relief and recovery operation
REACH	[A partnership for ending child hunger]
SAGE	Social Assistance Grants for Empowerment
UNAP	Uganda Nutrition Action Plan
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund