

BUDGET INCREASE TO UGANDA PROTRACTED RELIEF AND RECOVERY OPERATION: 200852

Food Assistance for Vulnerable Households

Start date: 01 January 2016 **End date:** 31 December 2018

Total revised number of beneficiaries	1,796,825		
Duration of entire project	36 months		
Extension/Reduction period	n/a		
Gender marker code	2A		
WFP food tonnage	385,436		
Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food and Related Costs	229,959,400	39,908,401	269,867,801
Cash and Vouchers and Related Costs	71,589,201	(12,237,950)	59,351,251
Capacity Development & Augmentation	18,477,667	-	18,477,667
DSC	35,495,624	-	35,495,624
ISC	24,886,532	1,936,932	26,823,464
Total cost to WFP	380,408,424	29,607,382	410,015,806

Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food Transfer	155,316,834	29,478,849	184,795,684
C&V Transfer	64,144,558	(9,754,091)	54,390,467

NATURE OF THE INCREASE

1. This revision to Uganda protracted relief and recovery operation (PRRO) 200852 responds to a continued influx of refugees arriving in Uganda since the latest outbreak of violence in South Sudan in July 2016. It also responds to a deteriorating nutrition situation in Karamoja, resulting from the severe and prolonged lean season experienced this year.
2. Specific adjustments to the budget include:
 - a. An increase in the planned number of refugees from 1,198,000 to 1,477,487 by December 2017;
 - b. The introduction of a hybrid transfer modality in the general food assistance for refugees to allow for a more gradual scale-up of cash-based transfers (CBT). This results in:
 - An increase in food transfer recipients in refugee settlements from 598,000 to 1,004,262 refugees by December 2017.
 - A reduction in cash transfer recipients in refugee settlements from 600,000 to 323,225 by December 2017.
 - The lower than planned scale up of cash transfers during the remainder of the PRRO will translate in an overall reduction of cash transfers and related costs of USD 12.2 million.
 - c. An increase in the cash transfer value for refugees based on recent market assessments;
 - d. The introduction of a protective ration for households in highly food insecure areas of Karamoja that have a household member receiving treatment for severe or moderate acute malnutrition.
 - e. An increase in land transport storage and handling cost (LTSH) rate from USD 125.31/mt to USD 143.04/mt.
3. The revision increases the planned beneficiaries from 1,396,000 to 1,796,825 and the overall budget from USD 380.4 million to USD 410 million.

JUSTIFICATION FOR BUDGET INCREASE

Summary of Existing Project Activities

4. WFP has two operations in Uganda. The PRRO addresses the food and nutrition needs of refugees through the provision of humanitarian food assistance which also includes nutrition-specific programming to prevent and treat moderate acute malnutrition (MAM). It also addresses the needs of food insecure households in Karamoja through resilience-building activities.
5. Country programme 200894 supports the Government's health, nutrition and education systems to prevent stunting and micronutrient deficiencies among children, treat and prevent MAM, and increase school enrolment and attendance.
6. Both operations are aligned with WFP's Gender Policy 2015-2020, the regional gender strategy for Eastern and Central Africa and the WFP Uganda Gender Action Plan.

Conclusion and Recommendations of the Re-Assessment

Refugees

7. With an estimated 1,277,476 refugees as of May 2017, Uganda hosts the largest refugee population in Africa.¹ In response to the escalating number of new arrivals, the United Nations High Commissioner for Refugees (UNHCR) increased its South Sudan Refugee Response Planning figures, predicting 400,000 new arrivals this year.² This increases Uganda's refugee population to about 1.5 million by the end of 2017. An estimated 86 percent of new arrivals are women and children and 60 percent are under the age of 18 years.³
8. The nutrition situation in refugee settlements in Uganda varies between the South West and West Nile settlements, where the newly arrived refugees from South Sudan are located. While the global acute malnutrition (GAM) prevalence in the South West settlements has stabilized at acceptable levels (<5%), the GAM prevalence in the West Nile settlements is classified either as serious or critical. High levels of anaemia among children under 5 years of age have been reported across all the refugee settlements, especially in Bidibidi, at 72 percent, indicating a severe public health issue.⁴
9. For new arrivals, WFP provides high-energy biscuits at border points, and hot meals and specialized nutritious foods (SNF) for treatment of MAM at reception centres. As new arrivals settle onto their plots of land, WFP provides a monthly ration of maize flour, pulses, vegetable oil, SuperCereal and salt. Maize flour reduces cooking time and therefore also the amount of firewood needed, reducing the burden on women's time during this period when they are building their new homes.
10. To prevent acute malnutrition during this high-risk period, WFP also provides specialized nutritious foods (SNF)⁵ through blanket supplementary feeding (BSFP) for pregnant and lactating women and girls (PLW/G) and children aged 6-59 months. This is provided for three months, after which beneficiaries are transitioned to the mother and child health and nutrition (MCHN) activity that is integrated with other health and nutrition services in the settlements. Like BSFP, the MCHN programme includes the provision of SNF along with more in-depth infant and young child feeding and nutrition counselling.
11. Once refugees are settled, WFP provides monthly general food assistance through unconditional food or cash transfers. WFP provides SNF and nutrition counselling to prevent and treat MAM through MCHN and targeted supplementary feeding (TSFP) activities. This complements the nutrition and health programmes of the United Nations Children's Fund (UNICEF) and UNHCR.
12. As of July 2017, WFP was assisting about 170,000 refugees with cash transfers in seven out of the 13 refugee settlements, where refugees receive the equivalent of a full in-kind ration in cash. The introduction of cash transfers has provided greater flexibility in the management of resources to deliver food assistance to 1.2 million refugees. WFP partners conduct pre-distribution nutrition education sessions to beneficiaries receiving cash transfers which cover complementary feeding practices, the importance of a balanced and diversified diet and appropriate infant and young child feeding practices. An analysis of the cash transfer modality

¹ UNHCR. Refugees and Asylum Seekers in Country as of 31st May 2017.

² Estimates 1,025,000 South Sudanese will have sought asylum in Uganda by the end of the year. UNHCR revised figures also include an additional 80,000 refugees of which 60,000 are from the Democratic Republic of Congo (DRC) and 20,000 from Burundi in 2017.

³ UNHCR's South Sudan Refugee Situation 31 May 2017. Of the total refugee population, 49 percent of refugee children are female and 51 percent are male while 56 percent of refugee adults are women and 44 percent are men.

⁴ UNHCR, Site Report Bidibidi Uganda 2016

⁵ As per WFP corporate guidelines, Supercereal Plus is provided for children 6-59 months and a combination of Supercereal, oil and sugar is provided to PLW/G.

found positive effects in terms of dignity and improved dietary diversity, and found no indications of adverse effects on intra-household or gender dynamics.⁶ In the majority of households, women and men make expenditure decisions together, and prioritize food. WFP plans to scale-up the cash transfer modality in the other settlements; however, based on lessons learned from the implementation thus far, the scale-up will be more gradual and through a hybrid model that combines cash and food.

Karamoja

13. The Karamoja sub-region is distinct within Uganda, characterized by poverty rates of more than 75 percent⁷, and until recently, by insecurity and conflict. The region has a high degree of social and cultural marginalization, with long-standing dependency on external aid. Gender violence is widespread in the region.⁸ Due to its remoteness, access to basic social services including education and health is low, and the integration of formal markets has traditionally been weak.⁹
14. The prevalence of acute and chronic malnutrition in Karamoja remains high, with a GAM prevalence of 12.5 percent¹⁰. The main drivers of malnutrition are household food insecurity, poor infant and young child feeding practices, including poor dietary diversity, and high prevalence of morbidity among children 6-59 months (24%) which is worsened by poor water, sanitation and hygiene.¹¹
15. Since the poor harvest in September 2016, food insecurity has increased across the region¹². Depleted food stocks at the household level due to a prolonged and severe lean season, coupled with limited income earning opportunities and rising food prices, have pushed vulnerable households past their abilities to cope. As a result, the prevalence of GAM has exceeded the 15 percent critical threshold in some areas. This has resulted in a significant increase in new admissions to WFP/UNICEF-supported curative feeding programmes that treat moderate and severe cases of acute malnutrition.
16. Under CP 200894, WFP in collaboration with the Ministry of Health and UNICEF, provides treatment of MAM through community-based supplementary feeding programmes (CBSFP) in all seven districts of Karamoja. WFP provides SuperCereal plus to children aged 6 to 59 months and a combination of SuperCereal and vitamin A fortified vegetable cooking oil to PLW/G and other malnourished individuals.
17. Due to household food sharing practices in Karamoja and the long and severe lean season experienced this year, the intended recipients of the CBSFP often share the food with family members resulting in reduced recovery rates and increasing non-response rates.¹³

⁶ WFP. *Comparative analysis of the effectiveness of food assistance modalities in refugee settlements (October 2016)*.

⁷ FAO/UNDP/UNICEF/WFP. 2015. Resilience Context Analysis.

⁸ See <http://www.monitor.co.ug/OpEd/Commentary/Gender-based-violence-biggest--threat-to-our/689364-2544854-ig40krz/index.html>

⁹ WFP/UNICEF Uganda. 2014. Food Security and Nutrition Assessment in Karamoja (July 2014).

¹⁰ WFP, UNICEF, MOH. December 2016, Food Security and Nutrition Assessment (FSNA) in Karamoja region.

¹¹ WFP, UNICEF, MOH. July 2016, Food Security and Nutrition Assessment (FSNA) in Karamoja region.

¹² The Food Security and Nutrition Assessment (FSNA) in December 2016 in Karamoja region indicated that up to 45% of the households in Karamoja region were food-insecure out of which 9% were severely food-insecure.

¹³ In 2017, WFP's implementing partners reported that 68% of the beneficiaries shared CBSFP rations with other family members in Amudat and Nakapiripirit and 48% in Moroto and Napak.

Purpose of Budget Increase

Refugees

18. To align its response to UNHCR's updated Refugee Response Plan, the number of planned refugee beneficiaries increase from 1,198,000 to 1,477,487 by December 2017.
19. Building on the positive experience with the introduction of cash transfers, WFP will proceed with the expansion to other settlements where cash is feasible, though it will adopt a more gradual approach to ensure markets are able to absorb the increased demand and that other operational and programmatic aspects are considered before moving to a full cash transfer model. WFP will test and scale-up a 'hybrid' model of food assistance where 50 percent of the in-kind cereal ration will be provided in cash. Cereals are the commodity that refugees generally sell, at very poor terms of trade, in order to purchase other food needs. Cash allows refugees to purchase fresh foods which help to increase their dietary diversity. Replacing 50 percent of the cereals portion of the food basket can help mitigate pipeline breaks, ration cuts and distribution delays while also supporting the gradual development of the local markets.
20. The hybrid model will be implemented first in two settlements, commencing in September 2017 with an estimated 50,000 refugees (10,000 households) and expanding to 150,000 beneficiaries by December 2017. WFP will reduce the number of planned beneficiaries receiving cash transfers from 600,000 to around 323,000 and increase in-kind food beneficiaries from 598,000 to 1,004,262 by end of 2017 to reflect the more gradual expansion of cash transfers.
21. WFP will adjust the cash transfer value in relation to local market food prices, to ensure equity in assistance for those receiving cash and food in kind.

Karamoja

22. To reduce the sharing of SNF for the treatment of severe and moderate acute malnutrition, WFP will provide a protective ration to households with a member receiving treatment in the 37 sub-counties in Karamoja where the GAM prevalence is higher than 10 percent and/or food insecurity levels are above 40 percent. WFP expects to support a total caseload of 121,338 beneficiaries with the protective ration from May to October 2017.

TABLE 1: BENEFICIARIES BY ACTIVITY

Activity		Current			Increase			Revised		
		Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total
GFD – refugees	<i>Food</i>	281,000	317,000	598,000	195,006	211,256	406,262	476,006	528,256	1,004,262
	<i>Cash</i>	288,000	312,000	600,000	(132,852)	(143,923)	(276,775)	155,148	168,077	323,225
	<i>Hybrid Food and Cash</i>	0	0	0	72,000	78,000	150,000	72,000	78,000	150,000
Livelihoods – refugees	<i>Refugees</i>	21,000	21,000	42,000	0	0	0	21,000	21,000	42,000
	<i>Host</i>	9,000	9,000	18,000	0	0	0	9,000	9,000	18,000
TSFP – refugees	<i>6-23 months</i>	8,500	9,500	18,000	1,011	1,095	2,106	9,511	10,595	20,106
	<i>24-59 months</i>	8,500	9,500	18,000	1,011	1,095	2,106	9,511	10,595	20,106
	<i>PLW and other</i>	6,000	6,500	12,500	562	608	1,170	6,562	7,108	13,670
MCHN – refugees	<i>6-23 months</i>	56,000	63,000	120,000			21,060	56,000	63,000	119,000
	<i>PLW</i>	-	62,000	62,000	0	11,700	11,700	0	73,700	73,700
BSFP – refugees	<i>6-23 Months</i>	14,000	16,000	30,000	0	0	0	14,000	16,000	30,000
	<i>24-59 Months</i>	14,000	16,000	30,000	0	0		14,000	16,000	30,000
	<i>PLW</i>	-	16,000	16,000	0	0	0	0	16,000	16,000
Total Refugees*		569,000	629,000	1,198,000	134,154	145,333	279,487	703,154	774,333	1,477,487
FFA – Karamoja	<i>Food</i>	49,000	50,000	99,000	0	0	0	49,000	50,000	99,000
	<i>Cash</i>	49,000	50,000	99,000	0	0	0	49,000	50,000	99,000
Protective Ration - Karamoja	<i>Food</i>	0	0	0	58,242	63,096	121,338	58,242	63,096	121,338
Total Karamoja*		98,000	100,000	198,000	58,242	63,096	121,338	156,242	163,096	319,338
GRAND TOTAL*		667,000	729,000	1,396,000	192,396	208,429	400,825	868,396	946,429	1,796,825

TABLE 2: REVISED DAILY FOOD RATION/TRANSFER BY ACTIVITY (g or USD/person/day)

	REFUGEES				KARAMOJA
	Hybrid Food and Cash	Cash-EVIs (100%)	Cash -NC (100%)	Cash-OC (50%)	Protective Ration (50%)
	Revised	Revised	Revised	Revised	Revised
Cereal	200				200
Pulses	80				40
Oil	30				15
CSB+	50				25
Salt	5				
TOTAL (g/p/d)	365				280
Total kcal/day	1424				1092
% kcal from protein	13%				11.5%
% kcal from fat	26%				22.2%
cash (US\$/person/day)	0.06	0.42	0.29	0.16	
Number of feeding days per year	360	360	360	360	180

FOOD REQUIREMENTS

Refugees

23. In Uganda, the government provides agricultural land to all refugees entering the country, as well as the right to move, work, and open businesses. As a result, refugee reliance on food assistance is expected to diminish over time. Refugees that have been living in settlements in Uganda 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 in the local markets. Refugees that have been in the country between three and five years receive a 50 percent ration (or cash equivalent), and those that have been in the country for more than five years do not receive food assistance. Extremely vulnerable refugee households (5 percent of the total refugee households) receive a 100 percent full ration (or cash equivalent) regardless of how long they have been in the country.

Karamoja

24. The protective ration per person comprises of cereal (200g/day), pulses (40g/day), vegetable oil (15g/day), and SuperCereal (25g/day) to meet 50 percent of the daily food needs of an average family size of six.

TABLE 3: FOOD/CASH TRANSFER REQUIREMENTS BY ACTIVITY				
Activity	Commodity / Cash Transfers	Food requirements (mt) / Cash Transfers (USD)		
		Current	Increase / Decrease	Revised total
GFD – refugees	Commodity	261,175	45,305	306,480
TSFP – refugees children 6-59 months	Commodity	3,048	26	3,074
TSFP – refugees PLW	Commodity	1244	9.75	1,254
MCHN – refugees children 6-23 months	Commodity	9,590	126	9,716
MCHN – refugees PLW	Commodity	9,625	94	9,719
BSFP – refugees children 6-59 months	Commodity	990	-	990
BSFP – refugees PLW	Commodity	346	-	346
FFA – Karamoja	Commodity	41,625	-	41,625
Karamoja Protective Ration	Commodity	0	12,231	12,231
TOTAL FOOD (mt)		327,643	57,793	385,436
GFD – refugees cash	Cash	57,583,772	(9,754,091.26)	47,829,681
FFA – Karamoja cash	Cash	5,560,786	-	5,560,786
TOTAL CASH & VOUCHER (USD)		63,144,558	(9,754,091.26)	53,390,467

Hazard / Risk Assessment and Preparedness Planning (if applicable)

25. As conflict escalates in South Sudan, there is a risk that the overall number of refugees in Uganda will exceed the capacity of the country to absorb new arrivals, putting a strain on Uganda's tolerant refugee policy. A policy shift towards camps would undermine refugee self-reliance, and prolong dependency on relief assistance.
26. In the event of a delayed harvest in Karamoja beyond October 2017, food and nutrition insecurity would be further exacerbated.

Approved by:

 David M. Beasley
 Executive Director, WFP

 Date

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
<i>Food Transfers</i>	-	-	
Cereals	40,231	19,236,089	
Pulses	8,035	4,716,612	
Oil and fats	3,214	2,561,768	
Mixed and blended food	5,875	2,913,625	
Others	438	50,755	
Total Food Transfers	57,793	29,478,849	
External Transport		362,992	
LTSH		9,855,178	
ODOC Food		211,382	
Food and Related Costs ¹⁴			39,908,401
Cash Transfers		(9,754,091)	
Cash Related costs		(2,483,859)	
Cash and Vouchers and Related Costs			(12,237,950)
Capacity Development & Augmentation			0
<i>Direct Operational Costs</i>			27,670,451
Direct support costs (see Annex I-B)			0
Total Direct Project Costs			27,670,451
Indirect support costs (7,0 percent) ¹⁵			1,936,932
TOTAL WFP COSTS			29,607,382

¹⁴ This is a notional food basket for budgeting and approval. The contents may vary.

¹⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)*	
WFP Staff and Staff-Related	
Professional staff	0
General service staff	0
Danger pay and local allowances	0
Subtotal	0
Recurring and Other	0
Capital Equipment	0
Security	0
Travel and transportation	0
Assessments, Evaluations and Monitoring¹⁶	0
TOTAL DIRECT SUPPORT COSTS	0

*No additional DSC required for this BR

¹⁶ Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

ACRONYMS USED IN THE DOCUMENT

BSFP	blanket supplementary feeding
CBSFP	community-based supplementary feeding
CSB	corn-soya blend
CP	country programme
EVI	extremely vulnerable individual
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
FSNA	food security and nutrition assessment
GAM	global acute malnutrition
GFD	general food distribution
MAM	moderate acute malnutrition
MCHN	mother and child health and nutrition
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
SAM	severe acute malnutrition
SNF	specialized nutritious food
TSFP	targeted supplementary feeding
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
WHO	World Health Organization

