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I. Introduction

The U.S. Agency for International Development's (USAID's) Office of Food for Peace (FFP) intends to award up to two cooperative agreements to improve food and nutrition security and economic well-being in the Karamoja sub-region of Uganda. FFP investments are intended to contribute to the achievement of USAID/Uganda's Country Development Cooperation Strategy (CDCS) 2.0, particularly in building a foundation for community and household resilience.

Subject to availability, the anticipated funding for these new multi-year development food security activities is approximately \$75 million (total resources for up to two awards) for a five-year period. The activity focus area is the Karamoja sub-region. Applicants may request variable annual funding levels over the life of the activity, but the total amount awarded will not exceed approximately \$75 million in total. Subject to availability, it is expected that the activity(ies) will be funded with either Feed the Future Community Development Funds (CDF) or Title II resources. With appropriate justification, applicants may request funding to support the local and/or regional procurement of food commodities, cash transfers and vouchers as FFP seeks to address underlying issues surrounding access to and utilization of food.

The Karamoja sub-region, which includes the seven districts of Kaabong, Kotido, Abim, Moroto, Napak, Nakapiripirit, and Amudat, is designated as USAID/Uganda's secondary Feed the Future Zone of Influence. Applicants may propose which districts they plan to work in and should stay within the confines of the Karamoja sub-region. A successful applicant will define an innovative and holistic approach to building resilience of communities through an integrated food security, nutrition, and economic well-being improvement activity shaped by an in-depth understanding of community and household stresses and shocks in the Karamoja sub-region. The successful candidate(s) will implement an activity that strengthens and capitalizes upon local systems and leaderships and builds upon existing strengths in communities, local government, and the private sector with a strategic eye towards sustainability. The successful candidate(s) will link with other activities in the target districts that seek to reduce extreme poverty and improve education, improve health status, strengthen family planning and livelihoods, and reduce/mitigate conflict.

II. Country Background

More than one-third of the national population live in chronically poor households, comprised of people living on less than \$1.90 a day¹, while over 70 percent experience multidimensional

¹ The World Bank (2016). The Uganda Poverty Assessment Report 2016 Farms, cities and good fortune : assessing poverty reduction in Uganda from 2006 to 2013

poverty², or live at constant risk of falling back into poverty in the face of shocks and stresses. This vulnerability is characterized by the inability of households and communities to mitigate and manage risk and adapt to climate and other shocks and stresses.³

The pervasive weakness of systems, particularly those related to education, health, and economic development, as well as issues such as poor health and household-level poverty, makes much of Uganda's population extremely vulnerable to external shocks and stresses. While it is beyond the power of any donor to mitigate completely against crises such as conflict, humanitarian emergencies, and climatic variability and change, work can and must be done to improve the resilience and reduce the vulnerability of Ugandans so that they are better equipped to withstand such crises.

Applicants should refer to [FANTA's Food Security Desk Review for Uganda](#); [FEWS NET's Karamoja Uganda Enhanced Market Analysis](#); and [ATLAS' Climate Risk Screening](#) in Karamoja for additional background on the unique food security, health, nutrition, and climate conditions, market viability, and shocks in the Karamoja sub-region. Applicants should also refer to USAID/Uganda's CDCS 2.0⁴ for further explanation of Mission priorities.

III. Relationship to USAID/Uganda's CDCS 2.0 and Other U.S. Government Strategies

USAID/Uganda's CDCS 2.0

USAID/Uganda's new CDCS 2.0's goal of "Uganda's systems are accelerating inclusive education, health, and economic development" is vitally important to these FFP activities. The proposed FFP activities will contribute to all three of the CDCS 2.0's development objectives:

- 1) Community and household resilience in select areas and target populations increased
- 2) Demographic drivers affected to contribute to long-term trend shift
- 3) Key systems more accountable and responsive to Uganda's development needs

In the two years prior to the launch of the CDCS 2.0 development process in March 2015, USAID/Uganda conducted a series of learning exercises from the implementation of CDCS 1.0. These exercises ultimately generated several top-line, strategic-level lessons learned which impact this activity:

² Moyer, J.D., et al. (2015). *Advancing development in Uganda: evaluating policy choices for 2016-2021 and selected impacts to 2040*. Frederick S. Pardee Center for International Futures: Denver, Colorado, USA

³ USAID Leveraging Economic Opportunities (LEO) (2016). *Ensuring escapes from poverty are sustained in Uganda*.

https://www.microlinks.org/sites/default/files/resource/files/Transitory_escapes_and_Resilience_UgandaCaseStudy_final_edited_LS_002_....pdf

⁴ At the time of the CSI posting, the CDCS is not public. Applicants are encouraged to check the USAID/Uganda website for the new CDCS which will be released to the public in the next several weeks.

- The systematic application of a thoughtful and deliberate Collaboration, Learning and Adapting (CLA) approach to activities achieved better results;
- When integration is built into activity design, and deliberately managed through implementation, results are transformational;
- Neither Ugandan systems nor USAID assistance has to date given appropriate weight to the youth bulge and its attendant effects, raising questions about long-term sustainability.

Uganda is in the midst of a demographic tsunami - based on current projections, the population is set to double to nearly 80 million by 2040. Recognizing that over 78 percent of Ugandans are under the age of 30⁵, USAID/Uganda's CDCS 2.0 focuses on the median Ugandan - the 14 year old girl. In order to drive sustainable development, new investments will need to focus on reaching her and her peers, more broadly on positive youth development.

FFP Strategy

The investments made in Karamoja align directly with [Food for Peace's 2016-2025 Food Assistance and Food Security Strategy](#) and with FFP's strategic goal: Food and nutrition security of vulnerable populations improved and sustained. To achieve this goal, FFP has set out two strategic objectives that cut across both emergency and development programs and encompass work to support change at the individual and household level, as well as work to strengthen local systems and support more sustainable and transformative change.

Strategic Objective 1: Lives and livelihoods protected and enhanced

FFP works to protect and enhance the lives and livelihoods of those affected by crisis, and those vulnerable to crisis due to chronic poverty and hunger. In acute emergency situations, this may be by meeting immediate food and nutrition needs of those most vulnerable to food deficits. In recovery and development settings, the emphasis may shift towards improving the lives of the most marginalized and protecting development investment through capacity building, knowledge transfer, household asset-building, or other productive investments contributing to improved food security across a range of sectors.

Strategic Objective 2: Communities and institutions transformed

Development work that not only avoids doing harm but also succeeds in strengthening local systems can lay an important foundation for transformative change. Under SO2, FFP works to strengthen communities and institutions which then serve as catalysts for greater and more sustainable change in emergency, recovery and long-term development settings alike. SO2 provides a pathway to address root causes and drivers of food insecurity through efforts to strengthen the capacity of institutions, reduce risks, and provide engines of growth, opportunity and change.

⁵ Republic of Uganda (2014). National Population and Housing Census. Provisional Results.

U.S. Government’s Global Food Security Strategy

The [U.S. Government’s Global Food Security Strategy \(GFSS\)](#) is an integrated whole-of-government strategy and includes agency-specific implementation plans as required by the Global Food Security Act of 2016. This strategy reflects the unique skills, resources, and lessons learned from U.S. federal departments and agencies that contribute to global food security, as well as input from partners throughout the private sector, academic institutions, and civil society. It charts a course for the U.S. Government to contribute to the achievement of global food security and the range of Sustainable Development Goals, together with partners across the globe.

The GFSS advances the overarching goal of Feed the Future to sustainably reduce global hunger, malnutrition, and poverty through three interrelated and interdependent objectives:

- Inclusive and sustainable agricultural-led economic growth, as growth in the agriculture sector has been shown in some areas to be more effective than growth in other sectors at helping men and women lift themselves out of extreme poverty and hunger. It does this by increasing availability of food, generating income from production, creating employment and entrepreneurship opportunities throughout value chains, and spurring growth in rural and urban economies.
- Strengthened resilience among people and systems, as increasingly frequent and intense shocks and stresses threaten the ability of men, women, and families to sustainably emerge from poverty.
- A well-nourished population, especially among women and children, as undernutrition, particularly during the 1,000 days from pregnancy to a child’s second birthday, leads to lower levels of educational attainment, productivity, lifetime earnings, and economic growth rates.

USAID’s [2012 Policy and Programming Guidance on Building Resilience to Recurrent Crisis](#) defines resilience as “the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth.” In short, resilience is the ability to manage adversity and change without compromising future well-being. As this suggests, resilience is a necessary condition—or set of capacities—for reducing and ultimately eliminating poverty, hunger, malnutrition, and humanitarian assistance needs in the complex risk environments in which USAID works and poor and chronically vulnerable people live. For more information on USAID’s resilience work, visit: <https://www.usaid.gov/resilience>.

IV. Guiding Principles

The following principles should inform the design and implementation of this activity:

- **Sustainably strengthen and support existing markets, social systems, and Government of Uganda strategies.** Effective and well-functioning systems relevant

to implementing sound policies and strategies are drivers of sustainability and positive change. Applicants are encouraged to identify and support local systems⁶ in their manageable interest that are critical to the delivery of goods and services for this activity. Where appropriate and feasible, applicants should link and contribute to the Government of Uganda's strategic plans for Karamoja (e.g., Karamoja Integrated Development Plan II).

- **Coordinate and link with others to leverage comparative advantages and catalyze investment for collective impact.** Development in Karamoja features a plethora of actors who often do not act in coordination with one another. Without coordination, development efforts are at risk of, at best, not realizing potential synergies, and, at worst, undermining investments. Where appropriate, working with other USAID/Uganda, Government of Uganda, including the Office of the Prime Minister, and other donors' investments in Karamoja as well as any USAID cross-border investments is encouraged. Specific methods of collaboration with other USAID implementing partners include but are not limited to coordination of annual work plans, sharing information on which participant households they are working with, making joint field visits, proactively sharing reports with one another, co-design of layered activities, and generally having regular productive communication with other implementers, unprompted by USAID.
- **Support the enfranchisement, aspirations, and agency of women and youth.** As a result of the shift from pastoralism and cattle-raiding to agro-pastoralism, the roles of men, women, and youth are evolving rapidly. Women and girls are particularly vulnerable to poverty and deprivation and they face a high risk of discrimination and social exclusion. Prioritizing inclusive development is fundamental to realizing equitable development gains in Karamoja. Understanding what demographic and societal changes are underway and how to promote positive changes in how older and younger men and women relate are essential—both for social stability and attaining food security programming objectives. Where appropriate, applicants are encouraged to engage youth strategically, through youth-focused programming and the integration of youth throughout the proposed interventions.
- **Use resource transfers and subsidies strategically.** FFP supports the use of tailored resource transfers to meet the food security needs of participants and to build capacity of and leverage households and local systems to ensure long-term food security and to become more resilient to shocks and stresses. Doing so not only provides direct support to activity participants but also can strengthen markets, leading to wide reaching multiplier effects.

⁶ Refer to USAID's [Local Systems: A Framework for Supporting Sustained Development](#) for more information.

- **Integrate and leverage all pathways to better nutrition.** Addressing food insecurity and chronic malnutrition requires holistic and integrated interventions in support of vulnerable households. Applicants are encouraged to ensure the convergence of nutrition sensitive and nutrition specific interventions and strategies targeting vulnerable 1,000-day households.
- **Ensure activity plans for flexibility to respond to likely shocks.** Karamoja is vulnerable to recurrent shocks, especially climate shocks, and it is likely that one or more major shocks, such as a drought, will stress the sub-region during the implementation period. Applicants are encouraged to articulate how proposed programming will reduce vulnerability to cyclical shocks common to the sub-region and respond in the event of a shock.
- **Build upon existing knowledge base.** Over the course of multiple decades, humanitarian assistance and, more recently, development resources have been provided throughout the sub-region. Applicants are encouraged to build upon existing knowledge base of participants across technical areas. Ultimately, the aim is to transition knowledge into practice.

V. Collaborating, Learning, and Adapting

[Collaborating, learning, and adapting \(CLA\)](#) is fundamental to USAID/Uganda and FFP investments. Applicants are strongly encouraged to apply CLA throughout the award's lifecycle, as well as through the creation of an enabling environment that promotes leadership and resilience. The key elements of the CLA concept are:

- **Collaborating.** This should enable cross-sector integration, convergence, and enhanced development results, and resilient, effective interventions internally within the awards; and, externally, to maximize development resources, to build trust, and to continuously engage inclusively with other stakeholders, particularly local government, the Ministry for Karamoja Affairs, and other implementing partners.
- **Learning.** An intentional, systematic and resourced approach should be taken to learning from data of all kinds, as well as drawing out tacit knowledge to inform better programming. This should apply at all levels of programming, as well as to management approaches, processes, and staff engagement.
- **Adapting.** Adaptability will enable change within the activity, while recognizing the incentives and behavioral changes necessary for that adaptation to take place.

Critical to the CLA agenda, applicants can consider their ability to respond to the potential for iterative, adaptive, flexible, and responsive shifts in the development context. Applicants can anticipate incorporating a learning and communications agenda into the award with intentional

and explicit emphasis on ongoing analytical approaches to validate and/or inform adjustments in the activity itself. As learning is critical to the sustained impacted of activities as well as scaling the successful components, applicants should actively and regularly share progress with local government and other development partners.

Awardees will have the opportunity to collaborate with other USAID and other donor investments as part of a larger resilience approach within Karamoja, more broadly within Uganda, and within the Horn of Africa Region. This activity is expected to contribute to USAID's overall resilience efforts in the Horn of Africa, as articulated in [The Horn of Africa Resilience Network \(HoRN\) Regional Resilience Framework 2.0](#). This could include participating in joint work planning and implementation, co-location of activities, and contributing to national and regional learning efforts. Successful applicants should anticipate:

- Coordinating with other USAID and other donors' partners and specifically working with the Karamoja Resilience Support Unit.
- Strengthening the evidence base on resilience programming. This effort will build on and benefit from the evidence base from resilience efforts in other countries, especially similar activities in pastoralist zones in Kenya and Ethiopia. It will also systematically collect evidence on what activities and approaches are working in Karamoja.
- Adapting its activities as conditions change and learning evolves. Karamoja is a dynamic sub-region, and the shocks and stresses that drive the need for resilience programming in the sub-region will impact implementation. Regular and systematic coordination between partners, reinforced by a GIS-based monitoring system, will allow more rapid and analytically sound adjustments.

VI. Geographic Targeting and Activity Participants

Based on analyses of key indicators of food security; nutritional and health status; educational and water and sanitation deficiencies; historical need for humanitarian assistance; and other considerations, the seven districts of Karamoja have been chosen as the geographic focus for FFP investment.

The Karamoja sub-region experiences the highest levels of vulnerability in Uganda and has a history of marginalization and underdevelopment. Previous years of insecurity exacerbated widespread poverty and the sub-region suffers from the worst development indicators in Uganda: over 80 percent of the Karamojong⁷ live in absolute poverty⁸, acute and chronic malnutrition rates among children remain persistently high, and illiteracy rates among women

⁷ For the purposes of the CSI, the term Karamojong is used to refer to the inhabitants of the districts within the Karamoja sub-region. This collective includes ethnic groups or sub-tribes of the Dodoth, Jie, Pokot, Bokora, Matheniko, Pian, Tepeth, Nyakwe, Iik, Ngipore, and Ethur.

⁸ Resilience Analysis Unit (2015). Resilience Context Analysis Resilience to food insecurity and malnutrition in Karamoja, Uganda

reach over 77 percent⁹. Weak and underfunded local governments lead to non-governmental organizations (NGOs) and civil society organizations filling gaps and providing social services. There are over 106 NGOs currently implementing activities in the sub-region across multiple sectors and in all of the seven districts. Their work is often constrained by ineffective coordination of interventions and inconsistent and sometimes conflicting approaches. USAID is implementing efforts to strengthen coordination across NGOs, with other donors and with Government of Uganda stakeholders at the Office of the Prime Minister, particularly the Ministry of Karamoja Affairs and elsewhere.

Karamoja is also subject to recurrent drought (and other) crises, during which the vast majority of people in the sub-region are reliant on humanitarian assistance. As recently as 2009, 970,000 out of an estimated 1.2 million people in Karamoja needed life-saving humanitarian assistance as a result of drought and conflict.¹⁰ This drought crisis scenario has repeated itself in Karamoja every three to four years for decades and has been exacerbated by past conflict. These conditions disrupt lives and livelihoods and necessitate costly interventions. The U.S. Government provided an estimated \$210 million in humanitarian assistance to Karamoja between 2003 and 2014.¹¹ This is unsustainable and underscores the need to build resilience to recurrent crises by strengthening the capacities of people, households, communities, and systems in the sub-region. Doing so will be essential for achieving sustainable improvements in food security, nutrition, and economic well-being.

Years of outside aid has led to donor dependency, undermining local development and household and community resilience in Karamoja. In recent years, the sub-region has stabilized, setting the stage for resilience and development gains to be realized. With peace came a fundamental shift in many Karamojong's economic opportunities, resulting in great potential for both development in the livestock sector and diversification of livelihoods. There is an opportunity to better link the sub-region with the rest of Uganda.

Assistance to communities in the identified districts will be integrated across sectors, with other parts of the USAID/Uganda portfolio, and with the Government of Uganda, private sector, and other donor initiatives and activities. Additionally these activities have the opportunity for engagement with USAID/Kenya and East Africa's investments in the neighboring Turkana County of Kenya. Interventions should be socially and ethnically inclusive, sensitive to conflict dynamics, and focused on sustainably improving food and nutrition security and economic well-being at the household and community levels.

⁹ UBOS and ICF International Inc. (2012). Uganda Demographic and Health Survey 2011, Kampala, Uganda: UBOS and Calverton, MD: ICF International, Inc.

¹⁰ USAID/Uganda estimates.

¹¹ Ibid.

Activity Participants: Under this award, FFP plans to target poor and very poor households who routinely experience food gaps, are not able to sufficiently recover between shocks, and may lack the resources or capacities necessary to invest in positive change. These households will be considered the impact group with which the FFP activity aims to achieve positive outcomes. At the same time, FFP realizes that there are other actors and systems that play key roles in achieving these outcomes but do not fit the impact group criteria. Therefore, FFP is supportive of activities aimed at different target groups or systems as long as applicants are able to indicate how these actions will positively affect the impact group.

While Karamoja is an impoverished sub-region, the Karamojong should not be broadly classified as poor, disadvantaged individuals. Entrepreneurship is alive, and there is untapped commercial potential within the livestock sector and in the greenbelt areas. There is also a very robust set of lessons to be learned from indigenous coping strategies. While the traditional pastoralist society may not have wealth in terms of cash, livestock is a critical asset among the Karamojong, and adequate consideration should be given to its key role both in society and development. Interventions should be based on the relative needs of the participants, specific to the livelihood zone, ethnicity, and seasonal trends.

Role of Resource Transfers: Applicants are encouraged to consider if resource transfer modalities are appropriate to enable vulnerable households to smooth consumption, adopt healthier practices, and take advantage of opportunities leading to sustainable linkages to services, markets, and employment. These modalities could include any combination of local and/or regional procurement, cash, vouchers, asset transfers, or “smart subsidies” (e.g., improved inputs). Resource transfer selection should be justified based on market appropriateness (including seasonality), feasibility, activity objective, and cost efficiency while adhering to do no harm principles.

Understanding the role of resource transfers as time-bound, and using them creatively and appropriately as a means to enable communities and households to make strategic and transformational choices for themselves, can help minimize dependence or short-lived impact. FFP encourages applicants to consider imposing conditionalities in exchange for resource transfers, as appropriate. Applicants should detail the proposed delivery mechanisms, their feasibility and timing in relation to livelihood group and seasonality. Considering the life of the award, applicants should detail the time-bound nature of the proposed resource transfers and the long term plans to graduate participants from assistance.

The World Food Program (WFP) is currently piloting its participant and transfer management system, SCOPE, in Karamoja. SCOPE is a web-based application used for participant registrations, intervention setups, distribution planning, transfers, and distribution reporting. Ultimately, it is envisioned that SCOPE will be used across development actors in Karamoja. If

SCOPE is successfully implemented by the time of the award(s) being awarded, or during the lifetime of the award, it is anticipated that awardees will work within WFP's SCOPE system.

VII. Activity Priorities: Context, Challenges, and Opportunities

FFP believes there are four key thematic areas which should be addressed in order to achieve a food secure future in Karamoja sub-region of Uganda: community-level governance, preventing chronic malnutrition, water, sanitation and hygiene (WASH), and sustainable livelihoods. In addition, the guiding principles noted in section IV improve the potential for success of our work in these thematic areas. When these thematic areas are addressed and guiding principles applied, Karamojong households should be better placed to achieve food security and weather future shocks.

Applicants must address each thematic area, unless they provide a thorough explanation of why working in a particular thematic area would not be appropriate for the proposed approach. Applicants are only expected to respond to relevant challenges and opportunities that underpin their theory of change. Unless otherwise noted, applicants may address other challenges or identify opportunities that further the achievement of the activity's goal that are not addressed in the CSI. Applicants must also articulate how interventions or activities proposed under each thematic area will leverage and reinforce interventions or activities in the other thematic areas to ensure synergy and complementarity of efforts.

A. Community Level Governance Structures

Context

The Karamoja sub-region is shaped by a complex range of conflict and security dynamics, all linked to different governance, social, cultural, and development issues. The sub-region has long been characterized by violent conflict, illicit small arms proliferation, and insecurity.

Owing to years of tradition and history, the Karamoja sub-region has dual systems of governance coexisting in the same communities. First, the traditional, informal structures of the council of elders, although waning, still retain significant power and authority over assets, behaviors, decision-making, provision of security and roles in the community. Second, the formal governance structure in Karamoja is that of Local Councils (LCs). The local councilors are the elected representatives of the people, who serve on the LCs, and are most trusted among the communities, supported by technical and administrative personnel. These councils cascade at different administrative levels (village (LC1), parish (LC2), sub-county (LC3), and district (LC5)). However, these LCs often lack planning and budgeting skills, knowledge of their responsibilities, and are short of funds and human resources to deliver needed social services, as well as to coordinate development interventions by other stakeholders. As a result, the sub-region has weak ownership of a coherent development process.

As good governance is a foundational component of development, improved community level governance structures in Karamoja should have ripple effects across the other thematic areas highlighted in the CSI.

Challenges

Poor stakeholder coordination: The Karamoja sub-region has attracted a considerable number of development practitioners, each coming with different objectives, approaches, and expected results, with limited synergy built around their interventions. From faith-based organizations, NGOs, United Nations agencies, community groups, and private sector entities, each actor places emphasis on its niche or mandate. The lack of coordination means interventions do not draw from synergies, often even contradict each other, as well as miss opportunities for a more concerted response to development challenges. In particular, the weak local government capacity deprives the communities of the framework to which stakeholders can align their interventions and provide oversight and ownership.

Untapped participation of communities: After decades of protracted humanitarian crises, outside engagement and resources are deeply rooted in Karamoja. In many ways the role of different charities has undermined rather than strengthened communities' resilience and self-reliance. The dependency culture is also witnessed among government officials who condition their participation in meetings to fees and allowances. Additionally there is limited participation of communities in development interventions targeted "at" them. The communities are often not adequately consulted on planned development interventions, especially regarding their own knowledge and local context. In the long run, the community reliance on charity perpetuates cyclical vulnerability.

Weak local government capacity for service delivery: While generally Uganda has an elaborately decentralized system of governance, meant to bring services closer to the communities, the local government units are grossly underfunded with over 90 percent of central government appropriations allocated to districts' salaries. In addition, most local governments lack adequate and qualified staff to deliver on their mandate. Therefore, local governments are not only unable to plan, budget, or efficiently deliver services, but also unable to coordinate interventions by other stakeholders to ensure alignment with the needs of communities and local government priorities.

Conflict – resource based, ethnic, and cross-border: Conflict in Karamoja is a confluence of mutually reinforcing factors, including but not limited to, communal violence, ethnic and clan-related warfare, food insecurity, poor human development, displacement, and a deteriorating natural environment. To a significant extent these factors constitute a perennial, almost structural, set of conflict dynamics in Karamoja. There has generally been relative peace in

Karamoja with a significant reduction in the level of violence in the sub-region in recent years. This is partly a result of the forceful disarmament of livestock raiders in the sub-region. It is also a result of considerable work by local, national, and international NGOs in training peace mediators and promoting peace dividends. Following the recent disarmament by the Uganda People's Defense Force in the Karamoja sub-region, inter-community dialogues and increased participation of women in peace communities have resulted in relative peace. However, the situation remains fragile, with inter-ethnic tension and livestock raids, contributing to unresolved conflict and resentment. Trauma, domestic violence, and alcohol abuse, among other challenges remain highly prevalent in Karamoja. In particular, with many of the root causes of conflict remaining (inequality, perceived unfairness, community/government mutual distrust) or increasing (pressure on land, hopelessness among young people and women), additional work is needed. In addition, the sub-region's borders remain insecure and relatively porous between northeastern Uganda, South Sudan, and northern Kenya (linking to Somalia).

Opportunities

Improving monitoring and assessment of inter-ethnic conflict: A number of actors, including faith-based organizations, NGOs, and government institutions, are engaged in conflict monitoring and assessment. These interventions have improved the understanding of the incidences of violence and the trends across the sub-region. A number of stakeholders have also been trained across the sub-region in peace-building, reconciliation and conflict resolution practices. However, better systems are needed to monitor and assess what is actually happening in Karamoja and to measure the impact of programs and security responses in the sub-region.

Building upon existing coordination mechanisms: The Ministry of Karamoja Affairs is an existing Government of Uganda entity that is mandated to coordinate operations and stakeholders within Karamoja. Ongoing district-level technical working groups in protection, health, etc., are led by either district officials or different UN agencies. Although these working groups are narrowly focused on a particular sector, they point to a promise for a more enhanced coordination capability for interventions not only at the district level, but also in lower community levels. Recently, the Karamoja Partners Donor Group has put in place new mechanisms, along with the International NGO Karamoja Group, to promote evidence-based analyses, coordination, and the alignment of their interventions with Government of Uganda policies. The two groups aim to better coordinate with the Government of Uganda through improved information sharing, maintaining up-to-date intervention mapping and joint assessments.

Existing formal and informal structures: The presence of services user committees, such as water user committees, health services committees, hand pump mechanics associations, etc., provides an opportunity to strengthen and deepen governance at lower community levels.

Additionally, there is an opportunity to support informal structures such as the pastoralist council of elders, Kraal leaders, and others to promote decision-making and enhance community security and behavioral change.

Promoting government accountability: Expanding transparency and access to information can advance government accountability and service delivery. Providing technical assistance to and building the capacity of government officials for service delivery have the potential to assist with the sustainability of the investments made under this and other activities. By facilitating and strengthening the coordination capacity of local governments, it is possible to ensure that investments and interventions made by different stakeholders have the potential to draw on synergies and minimize unnecessary duplication and overlap. Additionally, assisting communities with systems to hold government accountable to provide inherently governmental services is a potential investment area to be explored.

B. Preventing Chronic Malnutrition

Context

Compared to the rest of the country, Karamoja sets itself apart by its poor nutritional situation, with simultaneously high levels of stunting, wasting, and micronutrient deficiencies. Chronic malnutrition remains higher in the Karamoja sub-region when compared to the rest of the country: 45 percent in Karamoja, compared to the national average of 33 percent.¹² Similarly, global acute malnutrition measured during the lean season has not improved between 2010 and 2015, where it hovers between 12 and 15 percent,¹³ near the emergency threshold level. Strikingly, women age 15-49 years are highly undernourished with over one-fourth having a low BMI, while 43 percent are anemic. While cattle and small ruminants remain highly prized by most Karamajong, consumption of animal-source foods is limited for children and pregnant women, especially among non-pastoralist households. Dietary diversity remains low, as does the minimum acceptable diet of children 6-23 months. Given the high prevalence of child illness, especially malaria and diarrhea, proper feeding during illness is critical to reducing chronic malnutrition. Additionally, according to the 2011 Uganda Demographic and Health Survey (UDHS), nearly three in ten children born to mothers residing in Karamoja, were reported as either very small or smaller than average at birth.

Given the persistent food insecurity in the sub-region, successful activities will support a holistic approach, use existing structures, and foster linkages to improve nutrition-specific (maternal, infant and child nutrition) and nutrition-sensitive (including WASH and family planning) community services, along with local capacity strengthening to sustain ongoing improvements.

¹² UBOS, ICF: Uganda Demographic and Health Survey. 2011, Kampala, Uganda: UBOS and Calverton, Maryland: ICF International Inc, <http://www.measuredhs.com/pubs/pdf/PR18/PR18.pdf>.

¹³ Food Security and Nutrition Assessment (December, 2015). UKAid, UNICEF, WFP, School of Public Health, Makerere University College of Health Sciences, January 2016

For FFP, a preventive approach to undernutrition in the first 1,000 days of life includes a strong focus on maternal nutrition, exclusive breastfeeding, and increasing knowledge and use of nutritious and adequate complementary foods beginning at six months. A preventive intervention should also contribute to decreasing the incidence of both chronic and acute malnutrition through improvements in practices such as immunization, deworming, malaria prevention and treatment, community integrated management of childhood illnesses, growth promotion; monitoring and improved pregnancy spacing; use of safe drinking water, and appropriate hygiene. Taking best practices into account, emphasizing the scale-up and integration of sound strategies which will address child and women's nutrition, along with strategic support to district governments to improve planning and coordination of nutrition-related activities is critical to improving nutritional outcomes in Karamoja.

Challenges

Implementation of the Uganda Nutrition Action Plan (UNAP) at the district and subcounty levels: As the UNAP continues to be rolled out in Karamoja, there remain many questions as to *how* this will be done and more importantly, *by whom* over the long term. The UNAP calls for District Nutrition Coordination Committees (DNCC) to plan, budget, leverage existing resources, advocate for and monitor nutrition activities at the district level working across all nutrition-sensitive (agriculture, education, social protection, WASH, etc.) and nutrition-specific (prevention and treatment of undernutrition and illness) actors. DNCC leadership is limited due to lack of funding and lack of capacity in planning, budgeting, and coordination skills.

Poor uptake of services to prevent malnutrition, especially in children under two: While exclusive breastfeeding practices are among the best in the country, minimum acceptable diet of children 6-23 months is very low. With regards to child dietary diversity, most children have vegetarian diets by default and their feeding is not prioritized within the household. Several successful efforts have been put in place to strengthen management of acute malnutrition in Karamoja, as GAM rates have stabilized over the last two years of drought, however stronger attention to *prevention* of all forms of malnutrition is needed.

Lack of Diverse, Nutrient Dense Diet: Regarding sources of food, there is a fair degree of variation between pastoralist, agro-pastoralist, and agricultural livelihood groups. An important challenge that remains is how to simultaneously increase the availability (and affordability) of nutrient-rich diverse foods such as animal source foods, while ensuring that the most vulnerable members of the household benefit. A major barrier to better nutrition in the Karamoja context is how to extend the availability of nutrient dense foods during periods where they are scarce, especially during the lean season.

Complex gender dynamics among the Karamojong negatively impact health and nutrition: Women and girls have primary responsibility for hut building, homestead fencing, household cleanliness, childcare, food preparation, and water and firewood collection. Due to women’s conflicting household responsibilities, they often have to rely on their daughters to take care of other children. Low BMI of Karamajong women may likely be due to high energy expenditure given women’s role in agriculture and other labor as well as poor consumption patterns. Some of the major barriers to improving women’s and child nutrition are gender related, including lack of sharing of household responsibilities, gender-based violence, and changing roles of men in a post-conflict Karamajong society. Additionally, early childhood marriage and thus early onset of childbirth remains a common practice among the Karamajong.

Alcohol Abuse: Over the past 10 years, women have begun brewing more sorghum beer for sale, an important food and ritual item. The economic importance of beer is perhaps best expressed in the Karamojong saying that “beer is the cattle of women.” There is limited evidence that women are able to keep the revenue associated with the sales of the beer. The health implications of beer commercialization are multi-faceted, including feeding infant and young children the dregges; the social implications are no less so, including the link between alcohol consumption and sexual and gender based violence. While banned in Uganda, the drinking of locally distilled gin (Waragi) is on the increase. Waragi has a higher alcohol content than sorghum beer and it has led to serious social and health implications. The growing alcohol consumption trend has been noted among communities, development actors, and local governments as an increasingly serious problem facing the Karamojong.

Family Planning Uptake: Karamoja lags behind the rest of the country in many family planning related indicators. According to the most recent UDHS, the percentage of currently married women using a contraceptive method was lowest in Karamoja (8 percent). In terms of fertility desires, married women in Karamoja are the least likely (27 percent) to want to limit childbearing (the Karamoja sub-region has one of the shortest median intervals of birth) and have the highest number of ideal children (7.2 children) of the regions in Uganda. Childbearing begins at a earlier age in Karamoja, where the percentage of teenagers who have begun childbearing was also among the highest in Uganda (around 30 percent). Of note, a much lower proportion of women living in the Karamoja sub-region support negotiation of safer sexual relations compared with women living in the rest of Uganda.

HIV/AIDS: The Uganda AIDS Indicator Survey (UAIS)¹⁴ indicated that Karamoja was one of the regions in Uganda that showed a 100 percent increase in HIV prevalence in a five-year period, from 2.4 percent to 5.3 percent. While an updated UAIS is underway, there are several factors in the Karamoja sub-region that increase the risk of HIV transmission. For example, reports from the UAIS and UDHS show low comprehensive knowledge of HIV

¹⁴ Ministry of Health Uganda & ICF International (2012). *Uganda AIDS Indicator Survey 2011*. Kampala, Uganda.

prevention in Karamoja, including the correct and consistent use of condoms, compared to the rest of Uganda. Karamoja also registers Uganda's lowest proportion of women who support negotiation of safer sexual relations. Stigma towards people living with HIV is still high among communities. There is also a very low coverage of male circumcision, a growing migratory population (e.g. mining work), and increasing urbanization.

Opportunities

Emphasize girls', women's and mothers' health and nutrition, including family

planning: Further emphasis is needed on the health, safety and well-being of adolescent girls and young women, as well as nutrition during pregnancy. Women carry an extremely heavy burden among the Karamojong with regards to labor, caregiving, and myriad other household responsibilities. Additionally, women's literacy is abysmally low in the sub-region. These factors, among others, may be associated with Karamajong women having the highest prevalence of underweight in Uganda, which is a major contributor to babies being born too small. With a high fertility rate compared to the rest of the country, there is a critical opportunity to address barriers to family planning, including modern contraceptive methods, decreasing social-cultural and gender barriers to use, and capitalizing on the upward trend of Karamajong women delivering in facilities.

Nutrition Sensitive Considerations: Considerations should be made to enhance availability and affordability of complementary foods with considerations for seasonal variations. A "one size fits all" approach for identifying nutrition-sensitive pathways will not work across the different livelihood zones, and special considerations will be needed for the poorest of the poor and during inevitable periods of drought or other shocks. Given that most Karamojong are pastoralist or agro-pastoralist, there is great potential to increase access to and extend the availability of animal source foods. Other areas such as early child development, family planning and education/literacy could also be explored and potentially mainstreamed into livelihoods activities. As discussed below, social and behavior change (SBC) should target both nutrition-specific and a select number of key nutrition-sensitive practices.

Strengthen existing community health and nutrition systems: Opportunities to support "bottom up" approaches at lower level health centers and within communities while also forging stronger linkages with district level efforts such as the DNCC are potential investment areas. As mentioned in the guiding principles, it is critical to avoid duplication of other actors' investments (such as UNICEF's efforts and DFID-supported investments). However, there is potential to build upon existing mother-care groups and strengthen community ownership through support to village health teams and Health Unit Management Committees. Greater buy-in from Government of Uganda officials is required as such structures need to be officially recognized by the local governments to enhance oversight, accountability, and sustainability. Furthermore, community health and nutrition efforts,

including support to fill gaps in coverage of management of acute malnutrition, will require a resilience focus, utilizing facilitative approaches which build upon customary institutions of the Karamojong (e.g., manyatta leadership) as well as other social networks.

Continued support to social and behavior change (SBC) to reduce chronic and acute malnutrition: After many years of implementing the Care Group model and similar approaches, applicants may consider further development of such an approach linked to existing community structures and networks, emphasizing what is feasible and sustainable in the Karamojong context. Applicants are encouraged to identify a manageable number of both nutrition-specific and nutrition-sensitive behaviors. Understanding *and* addressing social factors, as well as addressing cultural barriers, will be essential given the multiple deep-seated and intractable barriers to normative change in the sub-region.

Male engagement: Men have traditionally been portrayed as either explicitly or implicitly lacking in knowledge and/or unconcerned about their families' health, which can be formidable barriers to women's decision-making about fertility, contraceptive use, and health care utilization. For example, contraceptive use can put women at risk for intimate partner violence. Opposition from one's partner is cited as an important reason for lack of FP adoption by women. Evidence suggests that activities that deliberately try to transform male gender norms are more effective at improving health outcomes than those that merely acknowledge or mention gender roles. In order to address these issues, a focus will be given to working with men and boys to equalize the power balance in households, and to thus enhance women's decision-making and the utilization of FP services

Linkages with other U.S. Government and donor partners in the region: There are many health sector implementing partners and donors working in Karamoja. It will be essential to collaborate with other USAID implementing partners, other USG agencies, and other development partners (e.g., Japan International Cooperation Agency, United Nations Children's Fund, United Kingdom's Department for International Development, World Bank, United Nations Population Fund, and private not-for-profit medical bureaus). For example, two of Karamoja's seven districts are PEPFAR-supported districts (Kotido and Moroto). USAID expects its *Regional Health Integration to Enhance Services in Eastern Uganda* activity will scale up proven high impact biomedical HIV prevention, treatment, and care strategies, including HIV testing and counseling, increased antiretroviral coverage, elimination of mother-to-child transmission, and voluntary medical male circumcision. Applicants are encouraged to include strategic and logistical coordination among stakeholders and active collaboration with other USG partners working in the Karamoja and at the national levels where applicable. USAID/Uganda will work closely with the implementing partner to prioritize opportunities for such collaboration and participate in ongoing planning, coordination, and learning processes.

C. Water, Sanitation, and Hygiene (WASH)

Context

Karamoja faces significant challenges in WASH, especially access to sanitation facilities, hand-washing and safe fecal disposal behaviors, maintaining boreholes, and treatment of drinking water. While over 80 percent of households in Karamoja have access to safe water (primarily boreholes),¹⁵ pump breakdowns and distance to water sources limit water access, and water fees continue to be an access barrier for the poorest households. Additionally, across the sub-region, households frequently use unprotected water sources such as dams, ponds, and open wells and springs, which are oftentimes shared with livestock.¹⁶ Capacity at government, water user committee, and mechanic level is limited across the sub-region. Very few households treat their water, and availability of water is low – only 17 percent of households use the recommended rate of 15 liters per person per day.¹⁷ There is also limited information available on food safety/hygiene practices and menstrual hygiene within Karamoja. Karamoja has the worst access to improved sanitation in Uganda (13 percent of households), and the highest percentage of households with no toilet at all (69 percent). Additionally, the majority of people (66 percent) defecate in the open. Eliminating open defecation has proven challenging, as has ensuring that water user committees function well and operate and maintain water points successfully.

Questions remain as to how to sustainably improve key WASH behaviors, water infrastructure, and access to and use of improved toilets. It will be important to understand variations in adoption of behaviors and cultural acceptability among districts, livelihood zones, and ethnicities, including differences between the more transient populations and the more settled populations and how gender issues may affect WASH.

Due to the interlinked and multi-sectoral nature of WASH, practices (positive or negative) can have lasting impacts health, food production, and livelihood outcomes among participants. Improvements in WASH and nutrition confer benefits on their own, but their complex interactions are inextricably linked. Additionally, food and agricultural systems provide opportunities for the promotion of WASH practices that can contribute to better health and improved nutritional status via multiple entry points (e.g., planting, processing, animal care, food preparation).

Challenges

Water quality: Less than 10 percent of households in Karamoja treat their water,¹⁸ and drinking water can be of poor quality, increasing the risk of poor health and nutrition

¹⁵ GOU, UKAID, UNICEF, & WFP (2016). *Food Security and Nutrition Assessment in Karamoja Region*.

¹⁶ Ibid.

¹⁷ UNICEF & WFP (2016). *Food Security and Nutrition Assessment. Karamoja, Uganda, July 2016*.

¹⁸ Makerere University & WFP (2016). *Food Security and Nutrition Assessment in Karamoja Region*.

outcomes. Hand pumps break down frequently, requiring people to use unsafe water sources like unprotected springs, which are also often further away.¹⁹ Those in northern Karamoja are more likely to treat their water than those in southern Karamoja.²⁰ Furthermore, boiling is the common method of treatment, which puts pressure on precious natural resources.

Water amount: Access to water for human consumption and production is essential, but water is often not available where and when people need it, increasing the labor burden for women and girls, forcing them to travel long distances to fetch water, and thus undermining educational and livelihood opportunities. Only 29 percent of households in Karamoja have at least 15 liters of water/person/day, which means that most are not in compliance with Sphere standards, which is considered a minimum standard in humanitarian situations for drinking, cooking, and personal hygiene (not including agriculture and livestock needs). According to the Uganda Bureau of Statistics²¹, water gathering distance averages 0.9 miles and takes about one to two hours on average between traveling to and from the site and waiting to access water. Water table depths and groundwater resources are largely unknown as water resources in the sub-region remain largely unmapped.

Entrenched customs of open defecation: Karamoja has the worst access to improved sanitation in Uganda (13 percent of households), and the highest percentage of households with no toilet at all (69 percent).²² The majority of people (66 percent) use open defecation as their main method.²³ Although northern Karamoja has higher access to and use of improved sanitation than southern Karamoja, it is still very low. In addition to low access to latrines, other barriers to using them include insecurity at night, unpleasant smell, and cultural taboos or cultural norms. Community Led Total Sanitation approaches have been used in Karamoja, but triggering rates are low. Relapses to open defecation have been common in the absence of very consistent follow-up.

Low level of hygiene practices: While many households can name three of five critical handwashing times (70 percent) and the benefits (60 percent), very few (8 percent) had a handwashing station with water and a cleansing agent available, with 11 percent in northern Karamoja and 4 percent in southern Karamoja.^{24,25,26} Contributors to low levels of hygiene practices include the lack of water (not enough boreholes, broken boreholes, distance to

¹⁹ ICF International. 2014. *Baseline Study for Title II Development Food Assistance Programs in Uganda*.

²⁰ Ibid. Note: The baseline study defined northern Karamoja as Kaabong, Kotido, Abim (GHG implementation area) and southern Karamoja as Moroto, Napak, Nakapiripirit, and Amudat (RWANU implementation area).

²¹ Uganda Bureau of Statistics (2014). *Uganda National Household Survey 2012/2013*. Kampala Uganda; UBOS.

²² UBOS. 2016. *Uganda National Population and Housing Census 2014*. Kampala, Uganda: UBOS.

²³ Ibid.

²⁴ ICF International (2014). *Baseline Study for Title II Development Food Assistance Programs in Uganda*.

²⁵ Fernandes (2013). *Trials of Improved Practices in Karamoja: Investigating Behaviours of Nutrition and Hygiene. Final Report*. Uganda: RWANU project.

²⁶ Uganda Bureau of Statistics (2014). *Uganda National Household Survey 2012/2013*. Kampala Uganda; UBOS.

boreholes); cost of soap and low priority to purchase; and the perception that people who are too clean are lazy or not working.^{27,28} In northern Karamoja, barriers to handwashing among “non-doers” include lack of access to soap; disapproval from the elderly; remembering to do so; lack of awareness; and low awareness of the increased risk of diarrhea from not washing hands and reduced risk of diarrhea if they do wash hands.²⁹

Water Point Governance: Most borehole sites have an associated water user committee, which collects fees and is responsible for operation and maintenance. Unfortunately, many water user committees have struggled to operate effectively. Local government and hand pump mechanics also lack capacity. Operations and maintenance thus are compromised, leading to frequent pump breakdowns and no access to safe water while money is raised for repair.

Opportunities

Water access: In 2016, over 80 percent of households in Karamoja had access to safe water, primarily boreholes.³⁰ However, distance to and functionality of boreholes can significantly impact the water availability. The 2016 Food Security and Nutrition Assessment found that households that treated water and/or had more water available had a smaller proportion of wasted children 6–59 months.³¹

Community ownership, maintenance, and governance: In communities serviced with basic drinking water supply, there is often still significant space to improve service quality, management, and sustainability of the water supply system. The functionality and effectiveness, for example, of the water user committees vary greatly. The Government of Uganda identified community engagement and adequate staffing as key to having functional water user committees and ensuring that water points are maintained and operational.

Build on and learn from existing WASH interventions: Despite the ongoing presence of multiple WASH partners, a significant space exists for WASH interventions that are impactful and sustainable. The greatest health outcomes from investments in WASH are achieved when individuals correctly and consistently practice improved hygiene behaviors. There is strong awareness of and a desire to be seen as being a latrine user (although this has not affected behaviors).³² Presence and use of toilets was associated with lower prevalence of wasting among children 6–59 month (9.3 percent among children with toilets, 13.7 percent among children with no facilities), and a similar relationship was found for underweight and stunting.³³

²⁷ ICF International (2014). *Baseline Study for Title II Development Food Assistance Programs in Uganda*.

²⁸ Fernandes (2013). *Trials of Improved Practices in Karamoja: Investigating Behaviours of Nutrition and Hygiene. Final Report*. Uganda: RWANU project.

²⁹ Ibid.

³⁰ GOU, UKAID, UNICEF, & WFP (2016). *Food Security and Nutrition Assessment in Karamoja Region*.

³¹ Ibid.

³² ICF International (2014). *Baseline Study for Title II Development Food Assistance Programs in Uganda*.

³³ GOU, UKAID, UNICEF, & WFP (2016). *Food Security and Nutrition Assessment in Karamoja Region*.

There is enormous potential to leverage investments in WASH and productive water infrastructure and programming that has been or is being supported by other actors in Karamoja.

Private Sector: The Government of Uganda’s Improved Sanitation and Hygiene strategy recognizes the importance—and unrealized potential—of the private sector in dramatically improving household sanitation uptake. For example, the principal motivations for household sanitation adoption in Uganda—pride and social acceptance, comfort and convenience, safety and security—are all non-health related. These motivators could prove to be effective drivers for designing and delivering a successful, broad-scale social marketing approach that can help substantially increase uptake among those not motivated by more traditional, health-oriented models. Currently, little is being done to address equally important supply-side issues, particularly increasing consumer awareness of, and access to, affordable and attractive latrine technology options.

D. Sustainable Livelihoods: Agriculture, Livestock, Natural Resource Management, Off-farm Opportunities, and Productive Water

Context

The Karamoja sub-region is characterized by three distinct livelihood systems, namely agricultural, pastoral, and agro-pastoral. To varying degrees, all of these zones are vulnerable to shocks, especially poor duration, intensity, and dispersion of rainfall, and conflict. A combination of poor infrastructure, insecurity, low human capital, weak service delivery, and low productivity further increases this vulnerability. Pastoralism is, and is likely to remain, the dominant livelihood due to the variable and arid climate, with many households supplementing their diets with crop production. Karamoja is structurally food deficient in terms of staple commodities, with the food gap generally being met through inter-regional trade with neighboring districts.

Due to a combination of factors, more people, especially men and youth, are moving temporarily or permanently to urban centers to look for work. Therefore, diversification of off-farm livelihoods is a critical factor to address.³⁴ Given the socio-environmental variability across the landscape, ensuring that all activities are tailored to specific livelihoods, ethnicities and seasonal trends will be critical to reaching a resilient, food secure future for Karamoja.

Challenges

Increasing pressure on the natural resource base: Natural resources are the foundation of most livelihoods in Karamoja, but are being significantly degraded, undermining the main land-based livelihoods. Environmental and land degradation is becoming ever more visible as

³⁴Mercy Corps (2016). Karamoja Strategic Resilience Assessment

less than optimal crop cultivation spreads and grazing becomes more concentrated, especially around larger water sources. The quality of the soil is also being impacted, following repeated cultivation and indiscriminate clearance of vegetation cover, which exposes it to the risk of increased surface runoff and soil erosion, after torrential rains and flash floods.³⁵ Use of improved seeds and fertilizer (both organic and inorganic) is almost non-existent, and livestock manure is not consistently used to support crop production. Charcoal production, largely for sale outside of Karamoja is also severely exacerbating environmental degradation.³⁶ As a result, women and girls have to walk increasingly longer distances in search of water and firewood.

Low investment in human capital: Human capital investment remains low across Karamoja relative to other regions in Uganda. Over seventy-three percent of household heads have never attended school, only 1.4% of women 15-49 years have completed primary school, and 12% of women are literate.³⁷ Low formal educational attainment, lack of business skills, low literacy, and limited vocational skills partnered with limited employment opportunities contribute to underdevelopment throughout the sub-region. This not only increases household vulnerability but limits the opportunities to diversify livelihoods and engage in the larger economy.

Conflict: Conflict in Karamoja is a confluence of mutually reinforcing factors that have evolved over the years, including but not limited to communal violence, ethnic- and clan-related warfare, food insecurity, poor human development, displacement, and a deteriorating natural environment. Conflict over natural resources is a real threat. While the Government of Uganda disarmed the Karamojong, initially voluntarily and later forcefully, neighboring groups in Kenya and South Sudan remain armed. While there is relative peace in Karamoja compared to prior years, competition for scarce natural resources is ongoing and thus the potential for conflict remains.

Lack of reliable and proximate access to water: In terms of water conservation, both for animal consumption as well as for productive water use, rainfall is not efficiently captured or stored. Additionally, natural resource degradation negatively affects water catchment areas, reduces infiltration, and increases runoff and siltation of water points (e.g., dams, valley tanks and ponds.)

Undervalued potential of livestock sector: The existing policies and strategies that are in favor of crop production, the kraal system, and sedentariness present challenges to a free grazing system and development of the livestock sector from a systems perspective. Herd

³⁵ United Nations Development Programme (2015). *Uganda Human Development Report 2015: Unlocking the Development Potential of Northern Uganda*. Kampala, Uganda: UNDP.

³⁶ Starks, J. (2011). *Climate Change and Conflict in Uganda: The Cattle Corridor and Karamoja*.

³⁷ UBOS and ICF International Inc. 2015. *Uganda Malaria Indicator Survey 2014–2015*. Kampala, Uganda and Rockville, MD: UBOS and ICF International.

management is not conducted with respect to income and production optimization; rather traditional herd management values size and growth potential. At the production level, the lack of access to quality feeds, water, and veterinary services presents significant challenges to the sustainability of livestock as a livelihoods opportunity in Karamoja. The veterinary service delivery system is weak, with limited well trained human resources, lack of a reliable cold chain, and lack of quality veterinary drugs and vaccines. The Government of Uganda and development partners have made significant efforts to improve the veterinary services in Karamoja, through the establishment of a network of animal health service providers, where community animal health workers (CAHWs) are linked to veterinary drugs shops and veterinarians in major towns. However, the “layers” created by several players in services provision may not be sustainable if CAHWs do not generate sufficient incomes from their activities. In addition, limited market access, low marketing skills, traditional herd management methods, limited organized trade associations and information asymmetries limit the degree to which Karamojong are able to leverage livestock marketing opportunities.

Climate variability and change: As noted in the ATLAS Climate Risk Screening in Karamoja, droughts are common in Karamoja, and long periods without rain in the middle of the rainy season can negatively affect agricultural production. In many cases recent droughts have resulted in losses of 50 to 100 percent of total expected production for affected households.³⁸ Flooding is also a challenge and flash flooding can destroy property and crops and hamper transport. While the future impacts of climate change are uncertain, they are almost certain to negatively impact production and livelihoods. Higher temperatures will increase evapotranspiration and stress crops, people, and animals, as will more variable rainfall, and more extreme events, especially, droughts and floods. Recent impacts and future losses in crop production due to climate variability and change highlight the risks and challenges of investments in rain-fed agriculture in the sub-region.

Limited access to financial services: Formal financial institutions (including microfinance) are limited to major towns throughout the sub-region, and access to financial services is extremely limited for vulnerable populations. Savings and credit cooperatives (SACCOs), although more common, lack public confidence and generally do not reach the poor. Limited access to financial services means that the poor have reduced opportunities for capital accumulation, access to credit, and alternative livelihoods. Village savings and loan associations (VSLAs) are more commonly found and also afford the most vulnerable opportunities for inclusion. Despite traditional practices of utilizing livestock as the primary method for asset accumulation FFP activities have experienced some success utilizing VSLAs.

³⁸ Ministry of Water and Environment (2015). *Economic Assessment of the Impacts of Climate Change in Uganda*. Kampala, Uganda.

Opportunities

Livestock: Development of the livestock sector presents perhaps the biggest opportunity for a pathway out of poverty as the sub-region currently is the most important source of livestock within Uganda³⁹. Literature indicates that a decrease in livestock population within Karamoja resulted in increased food insecurity and poverty rates, highlighting the critical link between livestock ownership and food security.⁴⁰ The sector has a high potential for creating jobs for the growing youth population in Karamoja and livestock remains an important protein source for people in towns and growing urban centers, not only in Karamoja, but Uganda as a whole. There is also high potential in the livestock export market to neighboring Kenya and South Sudan. Livestock opportunities are not limited to cattle, but also smaller animals such as sheep, goats, and poultry. Opportunities for promoting food security, business, increased incomes, and labor (as with draught animals), exist along the entire livestock value chain from production, supply, and processing to the final consumer level.

Increased Karamojong engagement and participation in market systems: The Karamoja market system, despite having unique challenges, is functional and generally performs well. Larger markets are well integrated with regional markets and include a robust set of market actors. Specific opportunities exist to engage Karamojong in the market system as key actors and not merely participants. This includes deciphering how resource transfers could help facilitate market growth and expansion while ensuring inclusion of activity participants. Estimates currently indicate that more than 80 percent of trade in the sub-region is dominated by non-Karamojong traders.⁴¹ Overcoming challenges with market information asymmetries, poor infrastructure (road conditions in the rainy season), weaker performance at secondary markets and lack of social and human capital as it relates to markets will be key to long-term success. In addition, understanding cultural gender norms regarding trade as well as how seasonal trade trends pertain to household food security management will be equally important.

Sustainable agricultural production: Significant investments have already been made in agricultural systems to improve productivity and reduce risk, but there remain many opportunities for investment. Ongoing work continues in increasing demand for improved seeds and investments in soil fertility for increased productivity and sustainability. Fertilizer (both organic and inorganic) use is almost non-existent, and there is potential to use more livestock manure for crop production. Improving market-driven access to high quality agriculture inputs, in areas with identified needs and appropriate agroecological conditions, could also help improve productivity if properly implemented. Best practice soil and water conservation measures, including those involving agroforestry and improved natural resources management, have great potential in Karamoja to increase production and reduce risk. Crop

³⁹ Starks, J. (2011). *Climate Change and Conflict in Uganda: The Cattle Corridor and Karamoja*.

⁴⁰ Karamoja, Uganda FEWS NET Enhanced Market Analysis Report, 2016 (forthcoming)

⁴¹ Karamoja, Uganda FEWS NET Enhanced Market Analysis Report, 2016

diversification into more drought tolerant varieties and crops, including agroforestry species, can help mitigate climate risks both in the short and longer term. Agroforestry utilizing native species can help increase diversity, mitigate climate risks, and produce valuable commodities. There is also potential for additional agricultural research to test and disseminate crops, fodder, and approaches to improve productivity and resilience.

Expansion of off-farm livelihood opportunities: Expanding off-farm livelihoods, especially outside of agriculture and livestock, presents a key opportunity area to assist communities and households manage the risks inherent in climate-sensitive livelihoods, and engage youth and vulnerable urban populations. Increasing formal or informal wage labor can be an important source of income for many Karamojong, especially those without land or with no or limited livestock, and could help smooth consumption during years of shock. Successful off-farm livelihood plans would consider the multiple dimensions which need to be addressed, including but not limited to, literacy, business skills, vocational and “soft” skills, financial inclusion, access to credit or grants, and employability. FFP recognizes that the ways in which off-farm pathway activities are layered, sequenced, and integrated play a critical role in positioning participants for success. Pathways should be informed by careful value chain and labor market assessments to ensure that both the incentives and demand for new skills and capacities are sustained post-activity.

Well designed and managed water infrastructure: Water infrastructure, such as boreholes, ponds, dams, and valley tanks, can increase reliable and proximate access to water for production and consumption and help mitigate the impacts of rainfall variability and drought and extend production into the dry season. A number of actors have made significant investments in water infrastructure, including dams, and these actors are likely to continue this type of investment in the near future. However, without proper design, maintenance, and management, this infrastructure can easily fall into disuse and/or disrepair. There is an opportunity to fully realize the potential of water infrastructure by leveraging and supporting the long-term sustainability of these investments. Creative and sustainable ways of addressing the challenge of livestock and humans sharing water points without compromising the water quality is critical for the safety of the water consumers and longer term development of the sub-region. Additionally, Uganda’s Water Act and National Water Policy have recently been revised to promote stakeholder-led and catchment-based water resources management, aiming to increase water source and catchment protection in the wake of climate change and variability.

Collaborative Wildlife and Forest Management: Land in the Karamoja sub-region is becoming increasingly fragmented, with agriculture cultivation and other gazetted uses (e.g., forestry, wildlife, mining) further reducing the space for pastoral livelihoods. Over 77 percent of the land area in Karamoja is gazetted: 40.8 percent are wildlife conservation areas, 24.8 percent

is under exclusive mineral exploration licenses, and 11.6 percent is under National Forest reserves.⁴² By gazettement these lands, the Karamojong lose access to land ideal for livestock grazing, farming, settlements, and other livelihood activities, especially in the wake of climate change and variability. Lack of access to these land resources undermines land-based livelihoods and increases vulnerability to shocks. The Uganda Wildlife Act and the Forestry Act create a window for the community to participate in Wildlife and Forestry management. There are provisions for collaborative arrangements for the management of Wildlife and Forests, including regulated and sustainable access to and utilization of natural resources by and for the benefit of the communities living in proximity to Wildlife and Forest Conservation areas.

VIII. Sustainability Planning

FFP encourages the identification and promotion of self-financing and self-transferring models that will continue to spread under their own momentum both during and after the activity because they have strengthened or changed the system in which they operate. In the context of Karamoja, where significant challenges exist to the efficient functioning of public and private sector systems of service delivery, it will be particularly important to identify those actors and institutions, including local change agents, that offer the best opportunity for sustainable improvements and change. This includes supporting the legitimacy and accountability of government institutions, and strengthening existing community, private sector, and public sector pathways for product and service delivery. Applicants are encouraged to refer to the FANTA III and Tufts University's Exit Strategy⁴³ conceptual framework when describing how the activity intends to ensure sustainability after the award's end.

A key objective of FFP investments in Karamoja is ensuring that the government, other local partners and stakeholders take ownership of their development processes and sustain activity results. Applicants are reminded that baseline and final evaluations are population-based, reflecting the expectation that impacts extend well beyond direct participants' households. Participatory development, where communities are empowered to take ownership, should be an important aspect of all proposed interventions and a guiding principle over the duration of the proposed activity. Elements to consider may include: community and government ownership and engagement, capacity-building of local stakeholders, and clear plans for the management of collective assets. While FFP applicants must focus on improving access to opportunities, knowledge, and assets for the poor and very poor, this will only be achieved by strengthening and facilitating relationships and building trust among the individuals, groups, and institutions upon which the sustainability of that access depends.

⁴² Rugadya et.al, (2010). *Tenure in Mystery: Status of Land under Wildlife, Forestry and Mining Concessions in Karamoja Region, Uganda*.

⁴³ Rogers, B.L.and Coates, J. (2015). *Sustaining Development: A Synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects*. Washington, DC: FHI 360/Food and Nutrition Technical Assistance III Project (FANTA).

IX. Development Data

To facilitate purposeful activity monitoring, and to contribute meaningfully to the USG Open Data Policy and Development Data Library (ADS Chapter 579), FFP is beginning efforts to catalog and spatially map activities and assets at a village/community-level. To this end, applicants should include the necessary resources and capacity to provide FFP with geospatial datasets and accompanying maps that catalog activities and assets at a community/village level. Necessary resources will include GPS units or GPS-enabled devices (e.g. GPS-enabled mobile phones) as well as geospatial software (e.g. ArcGIS or similar, freeware such as QGIS, R). Necessary capacity will include activity staff capable of cataloging community-level data and creating basic maps that illustrate: basic features (e.g. roads), activities (e.g. specific interventions), and assets (e.g. any infrastructure constructed/rehabilitated under the award).

X. Evaluation Criteria

In addition to the evaluation criteria provided in the RFA, the following criterion will be used to evaluate applications:

- a) Mitigating risk and response to predictable shocks
 - i) Factors under this criterion include, but are not necessarily limited to, the following: Given USAID/Uganda and FFP's choice to invest multi-year resources in areas that are highly vulnerable to drought, significant forethought regarding emergency response is required. Indeed, recurrent drought -, coupled with the potential for conflict and other aggravating factors, virtually ensures that such a response will be required within the activity's lifecycle. To address this, applicants must contain a response strategy for dealing with predictable shocks relevant to the proposed target area(s) and livelihood group(s). The response strategy should be embedded in the proposed activity's strategy, meaning it should align with and support development goals and preserve development gains made in intervening (non-shock) years. The response strategy should be included in the Program Description (as described in the RFA) and awardees should not anticipate additional resources for the response strategy at this time.

Acronym List

CAHW	Community Animal Health Workers
CDCS	Country Development and Cooperation Strategy
CDF	Community Development Funds
CLA	Collaborating, Learning, and Adapting
CSI	Country Specific Information
DNCC	District Nutrition Coordination Committees
FFP	Office of Food for Peace
LC	Local Councils
NGO	Nongovernmental Organization
RFA	Request for Applications
SACCO	Savings and Credit Cooperative Organization
SBC	Social and Behavior Change
VSLA	Village Savings and Loan Associations
UAIS	Uganda AIDS Indicator Survey
UDHS	Uganda Demographic and Health Survey
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene

Annex A: Uganda CDF Budget Requirements

In addition to the budget requirements specified in the FY17 RFA, there are Community Development Fund (CDF) requirements that must be followed by applicants for Uganda.

Keep in mind: All budgets must be in MS Excel format with all formulae/calculations visible and unlocked.

Paperwork to be submitted

- A summary of the budget must be submitted using Standard Form 424 (Application for Federal Assistance) and 424A (Budget Information – Non-Construction Programs) which can be downloaded from the grants.gov website at www.grants.gov. The Standard Form 424B (Assurances – Non-Construction Programs) must also be signed and submitted.
- Applicants must submit a copy of their Certificate of Compliance if the organization's systems have been certified by the USAID/Washington's Office of Acquisition and Assistance.
- Applicants that have never received a cooperative agreement, grant or contract from the U.S. Government are required to submit a copy of their accounting manual. If a copy has already been submitted to the U.S. Government, the applicant must advise which Federal Office has a copy and provide a point of contact with contact information (e.g., phone number). Alternatively, applicants may file a self-certificate of compliance in accordance with USAID standards. This certificate template is available upon request from the USAID point of contact named in this RFA.

Budget narrative specifics

- The budget narrative should discuss cost components that make up the overall cost of the item being described, with the unit cost and number of proposed units clearly identified for all line items.
- The applicant's proposed budget should provide estimates of the activity based upon the total estimated amount for the agreement. Applicants are required to minimize their administrative and support costs for managing the activity to maximize the funds available for activity interventions.
- The cost application must include the breakdown to the furthest extent possible of all costs associated with the activity according to costs of, if applicable, headquarters, regional and/or country offices.

Costs associated with salaries, travel, equipment, etc.

- The name, annual salary, and expected level of effort of each person charged to the activity must be indicated. The same information must be provided for consultants as for regular personnel.
- Allowances must be broken down by specific type and by person, and must be in accordance with the applicant's policies and USAID regulations.
- Travel, per diem, and other transportation expenses must be detailed in the budget to include number of international trips, expected itineraries, number of per diem days and per diem rates.
- Specify all equipment to be purchased and the expected geographic source. Include specific details of the proposed equipment, such as brand, model, size, etc.
- Direct costs such as supplies, communication costs, photocopying, visas, passports and other general costs, as appropriate, must be separate cost line items.
- Indirect costs, such as fringe benefits use the NICRA as evidence of rate approval. If the fringe benefit rate has not been approved, the applicant must propose a rate and explain in detail how the rate was determined.

Sub-grantees and subcontractors need the same financial plan details as the applicant

Financial plans for all proposed sub-grants and subcontracts must have the same format and level of detail as those of the applicant. Following the applicant's detailed budget breakdown, detailed budget breakdowns for each sub-awardee/sub-contractors must be presented. Sub-awardee/sub-contractor budgets must not be intermingled. The first page must be a summary budget, following the same budget format and line items as are set forth above for the full term of the sub-award/sub-contract. Provide detailed budget notes which explain how the sub-grantees'/contractors' proposed budget was reviewed and how a determination was made that it is fair and reasonable.

Are you part of a consortium?

If the applicant is a consortium, the cost application must include documents that reflect the legal relationship among the parties. The documents should include a full discussion of the relationship among the applicants, including the identity of the applicant that the U.S. Government will treat for purposes of administration of any cooperative agreement; identity of the applicant that will have accounting responsibility; how the applicant proposes to allocate effort under any cooperative agreement; and the express agreement of the principals of the

applicant organization to be held jointly and severally liable for the acts of omissions of the other.

Note that applications are submitted at the risk of the applicant, and all preparation and submission costs are at the applicant's expense.