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**Executive Board
Annual Session**

Rome, 6–10 June 2005

EVALUATION REPORTS

Agenda item 7

For consideration

E

Distribution: GENERAL
WFP/EB.A/2005/7-A
25 April 2005
ORIGINAL: ENGLISH

SUMMARY REPORT OF THE EVALUATION OF WFP'S DEVELOPMENT AND RECOVERY PORTFOLIO IN UGANDA

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

This report synthesizes the findings of an independent evaluation of WFP's Development and Recovery Portfolio in Uganda, which comprises Country Programme 10019.0, the recovery component of Protracted Relief and Recovery Operation 10121.0 and Development Project 10139.0 in support of families affected by HIV/AIDS, all implemented between 1999 and 2005. The evaluation was commissioned by the Office of Evaluation and fielded in September 2004.

The evaluation team found that the design of the Development and Recovery Portfolio in Uganda is a good example for implementation of WFP's policies; it is also relevant to the Government's national development framework. However, only 31 percent of the distribution target tonnage for the Development and Recovery Portfolio was met during the period under review.

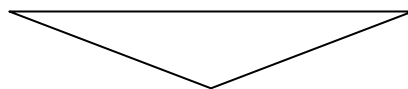
The low implementation rate is partly explained by low levels of funding for the development activities – 54 percent of the country programme and 48 percent of the development project – and partly by the fact that fewer internally displaced people than planned returned home so recovery activities could not be implemented. The number of internally displaced people in camps increased threefold over the two years, and resources were shifted from recovery to relief in order to assist people in the camps. The revised distribution target for relief activities was 93 percent achieved. The country office should be commended for an efficient change of strategy to accommodate the evolving humanitarian situation.

The activities implemented were generally found to be efficient and effective. The effect of the rations per beneficiary are in many cases reduced, however, because beneficiary numbers are higher than planned. There are corporate lessons to be learned from the effort to stimulate local production by procuring directly from small-scale farmers. To increase production, farmers need increased access to agricultural inputs; WFP needs to strengthen partnerships with organizations that can provide them. More attention should be given to identifying procurement procedures that take into account the conditions of small farmers while complying with WFP standards. In general, the low level of support costs available for the development activities – direct support costs and other support costs – affected the ability of the country office to complement the projects with non-food inputs, technical expertise and capacity-building of staff and partners. This has in some cases affected the quality of activities, especially food for assets, the sustainability of interventions in general and the development of exit strategies in particular.

Lack of baselines and systematically collected data based on outcome indicators makes it difficult to show results beyond output.



DRAFT DECISION*



The Board takes note of the information and recommendations set out in the “Summary Report of the Evaluation of WFP’s Development and Recovery Portfolio in Uganda” (WFP/EB.A/2005/7-A).

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



EVALUATION OBJECTIVE

1. The objective of this evaluation was to assess the relevance, efficiency, effectiveness and sustainability of the portfolio of development and recovery activities implemented by WFP's country office in Uganda. The purpose was to provide accountability to the Board and to synthesize the lessons from the current operations to promote organizational learning. The findings were available to the country office by the end of September 2004 in time to inform the new protracted relief and recovery operation (PRRO) presented to EB.1/2005, and the country programme (CP) document to be presented to EB.2/2005.

EVALUATION SCOPE AND METHOD

2. The scope of the evaluation was the Development and Recovery Portfolio comprising CP 10019.0, development project (DEV) 10139.0 and the recovery component of PRRO 10121.0.

TABLE 1: THE RECOVERY AND DEVELOPMENT PORTFOLIO OF WFP IN UGANDA			
Programme category	Recovery and development components	Approved costs as of September 2004	
		mt	US\$
PRRO 10121.0 ¹	Food for assets (FFA)	14 954	
	School feeding	42 108	
	Social support ²	19 900	
Total PRRO		76 962	44 400
CP 10019.0 ³	Component I: Vocational Training for Street Children and Orphans	6 280	
	Component II: Support for Education and Adult Literacy in Karamoja	39 415	
	Component III: Agriculture and Marketing Support	14 045	
Total CP		59 740	33 467
DEV 10139.0 ⁴	Food Aid Support to Families Affected by HIV/AIDS through family rations and food for training (FFT)	10 313	6 528
Total		147 015	84 395

¹ Duration: April 2002–March 2005.

² Social support interventions include psychosocial support for former child soldiers and orphans, assistance to tuberculosis (TB), sleeping sickness and HIV/AIDS patients, and nutritional support through therapeutic and special feeding centres.

³ Duration: December 1999–December 2005.

⁴ Duration: ten months from August 2004.



3. The evaluation was carried out by a team of three independent consultants with expertise in food security, nutrition and school feeding, gender and HIV/AIDS programming. The team was supported by three WFP resource staff with skills in evaluation, procurement and logistics. The team reviewed central WFP files and documentation from external sources. It spent 23 days in Uganda in September 2004, where it held discussions with (i) key informants at the national, district and provincial levels, (ii) WFP staff at Headquarters, the country office and sub-offices, (iii) United Nations and other international agencies, (iv) non-governmental organizations (NGOs) and (v) community-based organizations (CBOs). It visited 53 project sites in Karamoja, Gulu and West Nile districts, the southwest and the towns of Kampala and Jinja, where it carried out semi-structured interviews with individual beneficiaries, focus groups and households. Given the time and level of resources dedicated to the evaluation, random sampling was not possible, so the interviews may not be representative. However, information was triangulated with different respondents, findings were presented to stakeholders' meetings and feedback was gathered.

WFP'S ACTIVITIES IN UGANDA

4. Uganda, famous for its fertile soils and favourable growing climate, is often considered one of the more successful examples of development in Africa, following 15 years of military disorder that ended in Kampala and the south when the current government was established in 1986. This apparent success, however, masks the facts that 46 percent of the Government's 2003–2004 budget is donor funded and that large parts of the country suffer from civil strife and inadequate levels of development; 35 percent of the population lives on less than US\$1 a day.⁵ At the time of writing, the violent conflict with the Lord's Resistance Army (LRA) in the north is still not resolved: 1.6 million people live in camps, the land is unproductive and the population is almost entirely dependent on food aid. The challenge of HIV/AIDS orphans has been prominent in Uganda for the last two decades: 42 percent of Ugandan households support at least one child orphaned by HIV/AIDS, malnutrition, disease or conflict. It is estimated that 70 percent of vulnerable children in Jinja are orphans, 20 percent are street children and 10 percent children from needy families.
5. PRRO 10121.0 was approved by the Board in February 2002 for three years and a value of US\$103 million, of which 34 percent was to be dedicated to recovery activities. The recovery strategy was built on the assumption that the relative calm in the north during 2001 was an indicator of an approaching end to the conflict and that internally displaced people (IDPs) would start returning home and would need assistance. The recovery component comprised food packages for returnees, asset creation through FFA, school feeding in re-established pre-primary and primary schools and social support to extremely vulnerable groups such as people living with HIV/AIDS (PLWHA) and formerly abducted children in Acholiland.
6. LRA attacks intensified from June 2002, however, preventing IDPs from returning home to rebuild their livelihoods. Instead, the number of IDPs increased from 500,000 in February 2002, when the project was approved, to 1.6 million in October 2004. This meant that the resources contributed to the PRRO were needed for the relief component rather than for recovery; thanks to the flexibility of the budget structure, the country office was

⁵ Forum on Debt and Development, February 2004, www.fondad.org.



able to shift the resources and meet 93 percent of the revised relief target in terms of tonnage.⁶

7. CP 10019.0, approved by the Board in May 1999 for 5 years⁷ and a value of US\$20 million, was designed to support the Government's Poverty Eradication Action Plan (PEAP) through vocational training for street children and orphans, school feeding and adult literacy, and agriculture and marketing support, mainly in post-conflict and refugee-settlement areas. DEV 10139.0 "Food Support to Families Affected by HIV/AIDS", was approved by the Regional Director in November 2001, but implementation was delayed until August 2004 because of lack of funding.

FINDINGS

Relevance

8. The design of the Development and Recovery Portfolio was found to be consistent with WFP's Enabling Development policies, "From Crisis to Recovery" (WFP/EB.A/98/4-A) and Strategic Priorities (SPs) 2, 3 and 4. The team found the portfolio to be in line with the Government's PEAP and Plan for Modernization of Agriculture (PMA). This was confirmed with partners at the national, district and village levels. The food assistance was found especially relevant in Acholiland, where continued LRA attacks have forced people into camps and prevent farmers from cultivating their land, leaving the area largely food-insecure.
9. Karamoja is a marginalized region that suffers from recurrent droughts, the lowest development indicators in the country and high rates of violence. WFP is addressing some of the development issues through school feeding, adult literacy and pilot FFA interventions, but like most other actors over the decades, it has not taken into account the fact that the main activity in Karamoja is pastoral. Interviews with beneficiaries revealed attitudes that indicated a degree of dependency on food aid, which suggests that WFP in collaboration with government and other stakeholders should review the response in the area.
10. West Nile is a post-conflict area that hosts 200,000 refugees from the Democratic Republic of Congo and the Sudan whom WFP supports mainly through FFA and school feeding under the PRRO. To avoid tension between host populations and refugees, WFP is targeting both groups. In West Nile, the pockets of food insecurity are the result of low production. The team found that coverage is still limited, but that WFP is addressing this innovatively by stimulating local production through local procurement and training in post-harvest handling.

⁶ The original budget was revised four times to accommodate the changing humanitarian situation. In September, the total budget for the PRRO was US\$204 million, of which only 22 percent was to be dedicated to recovery.

⁷ The budget was revised twice, most recently in May 2004 when the Board approved an extension in time to harmonize the planning cycle with the PEAP and the United Nations Development Assistance Framework (UNDAF). In September 2004, the total budget was US\$33.5 million.



Efficiency

11. Efficiency is a measure of how economically inputs are converted into results. Difficulties in quantifying the results achieved limit this analysis to the cost efficiency of delivering the inputs based on alpha value analysis.⁸ To get an idea of the economic value of the rations to beneficiaries, the economic transfer value was calculated for the two largest components of the development and recovery portfolio – school feeding and FFA.
12. As shown in Table 2, WFP Uganda can provide food rations for beneficiaries of school feeding, the HIV/AIDS and TB projects from an external source for a price similar to what beneficiaries would pay in the local market. This indicates high cost efficiency and suggests that in areas where WFP operates cash assistance would not be cheaper. The satisfactory alpha values for the total ration, however, hide less efficient alpha values for maize and beans, which suggests that these commodities should be bought locally when available if cash resources permit. Local procurement for interventions in Uganda is already 45 percent of total distribution, mainly maize and beans.⁹ In FFT, food for work (FFW) and support to refugees, WFP's costs appear to be 22–25 percent higher than if the beneficiaries bought the same rations on the market, assuming that sufficient food was available and that money would be an alternative in highly food-insecure areas.

Efficiency measure	Programme	Alpha value
Alpha ratio ¹⁰	PRRO 10121.0 school feeding programme (SFP) ¹¹	0.984
	PRRO 10121.0/CP 10139.0. HIV/AIDS	1.055
	PRRO 10121.0 TB patients	1.006
	PRRO 10121.0 FFT	0.751
	PRRO 10121.0 FFW	0.784
	PRRO 10121.0 refugees	0.783

13. Based on the assumption that standard rations are distributed to targeted beneficiaries for the standard 210 days for SFP and 90 days for FFW, the economic transfer value of the SFP ration would be approximately US\$26. Including commodity costs, external transport costs and landside transport, storage and handling (LTSH) to final distribution points (FDPs), the cost to WFP of delivering the ration for 210 days is US\$26.50. The economic transfer value of FFW for 90 days is US\$69.30; it costs WFP US\$70.60 to get the ration to

⁸ Alpha value is the ratio of the local market price to the total cost to WFP to deliver the commodity from an external source to the locality. The closer to 1 the value is the more cost neutral is the transaction. The local prices are taken as an average from 4 commercial centres in WFP project areas.

⁹ In 2004 the Country office distributed 196,000 mt of which 88,000 mt was procured locally. Ugandan Grain Traders Ltd (UGTL) estimates that the national production amounts to 475,000 mt.

¹⁰ Alpha value for School Feeding under the CP is considered to be the same as that for the PRRO since the rations are the same.

¹¹ Alpha value is the ratio of the local market price to the total cost to WFP for delivering the commodity from an external source to the locality: the closer the value is to 1, the more cost-neutral the transaction. The local prices are taken as an average from four commercial centres in WFP project areas.



the FDP. In short, it hardly costs WFP more to deliver the food than its value to the beneficiary.

TABLE 3: ECONOMIC TRANSFER VALUE			
Efficiency measure	Programme	Days	US\$
Economic transfer value ¹²	PRRO 10121.0 FFW	90	69.30
	PRRO 10121.0 SFP	210	25.98
Total income transfer per household, assuming three children for 210 days and one adult for 90 days	SFP and FFW: 77.94 + 69.3		147.24

14. The evaluation mission found that the country office logistics unit supports the programme effectively: virtually no delays are reported by the programme section. Areas that need strengthening are cross-functional coordination between logistics, programming and procurement, which becomes necessary for the development and recovery activities, which have a slower implementation rate than relief operations. CP component III needs special attention, because procurement from small farmers involves collection of produce from farms and payment directly to farmers and so requires different management. The capacity of partners needs to be assessed and the LTSH rate reviewed accordingly.

Effectiveness

15. A chronology of the interventions indicates that the development and recovery portfolio started slowly, with exception of the school feeding components; consequently, the results of the activities in the portfolio are limited, especially at the outcome level. The reasons for this, largely outside the country office's control, are the low return rate of IDPs and the low funding levels for the development activities. Lack of systematic collection of performance data at the outcome level further complicates ascertaining the results achieved. The evaluation team recognizes that planning and start-up of the recovery and development activities have been time consuming, and considers that given sufficient resources, the portfolio is likely to demonstrate more results during the next implementation phase.

Food for Assets

16. According to WFP's FFA guidelines, the purpose of FFA is to protect livelihoods in crisis situations and enhance resilience to shocks (SP 2) through asset creation and contribution to household food consumption. In Uganda, FFA activities for refugees are implemented under the PRRO; FFA for hosting communities is under CP component III. For the reasons mentioned above, only 20 percent of the portfolio planned for FFA had been implemented by August 2004; consequently there were few results when the mission visited.
17. The assets produced are mainly dams, woodlots, fish ponds, community roads and FFT. The team found the woodlots and ponds to be of good quality, though in some cases the longer-term benefits are threatened by lack of maintenance and non-food inputs, which is usually the responsibility of the cooperating partner. WFP needs to work harder to ensure

¹² Economic transfer value is the local market value of the ration to beneficiaries given as an incentive or as payment during FFW, FFT or SFP. It indicates the economic benefit value of the programme to each beneficiary during the programme period.



that its partners comply with their responsibilities agreed in memoranda of understanding (MoUs) and be prepared to provide training and technical support. Unfortunately, WFP's capacity to do this is hampered by the limited scale and unpredictable timing of the other direct operational costs (ODOC) funds.¹³ CP components in particular suffer from the low ODOC ceiling and the low level of funding in general.

18. Analysis of distribution data reveals that low rations were received by beneficiaries participating in FFA in 2004 (30 kg) and 2003 (51kg). According to the FFA guidelines, between 100 kg and 200 kg of food should have been programmed per FFA beneficiary. The low ration is partly a result of adjustments based on funding shortfalls and partly of decisions made at the village level to share the work and related rations equally among villagers. The result is that the food is spread too thinly to contribute significantly to household incomes and is not sufficient to cover periodic shortfalls in consumption.

Agriculture and Marketing Support

19. Component III of the CP also contributes to SP 2 through stimulation of local production of maize and beans. WFP offers to buy 10 percent of the Uganda country office's local procurement from small-scale farmers' groups, subject to compliance with WFP's quality requirements and competitive prices. To enhance farmer's ability to comply with quality standards, WFP and its partnering NGOs helped to organize small-scale farmers into associations and offered them training in food storage, drying, cleaning, packaging and small-business practices, and gave them market information. Under this component, FFW was offered to construct storage facilities and community roads.
20. According to the country office, the CP exceeded its targets for number of farmers trained by about 25 percent, reaching 5,659 small-scale farmers in 2004. Of these, 1,170 were heads of farmers' groups representing 30,796 farmers. By September, however, WFP had been able to procure only 3.7 percent of its local purchases from small farmers; the figure for 2003 was 6.2 percent. This is mainly because of farmers' difficulties in complying with WFP procurement standards and procedures; also, WFP and its partners lack capacity to ensure complementary inputs such as extension, seeds and tools.
21. Local procurement from small farmers is an excellent opportunity for WFP to contribute to development. The farmers interviewed reported that they had increased income from agricultural production by up to 20 percent and that they had invested their returns in farm improvements and settling debts such as school fees and medical bills. However, the country office needs to give the necessary attention to the design and monitoring of the partnership agreements for this component to ensure the quality and coverage of training and non-food inputs.

Support to Education

22. This part of the portfolio contributes to SP 3, increased access to education and reduction gender disparity, and SP 4, improvement of children's health and nutrition. It consists of school feeding, alternative basic education in Karamoja (ABEK) and functional adult literacy (FAL) classes. WFP has temporarily stopped support for ABEK to review its quality and the relevance of food aid. The school feeding projects provide a mid-morning

¹³ For development interventions, direct support costs (DSC) are 10 percent and ODOC is 6 percent of direct operational costs (DOC). The funds are made available to the country office when and if they are programmed, which affects planning of projects with long timeframes and any strategic planning of capacity-building schemes.



snack and lunch for primary schoolchildren; in Karamoja and secondary schools hosting refugees in Arua, these are also provided for children in secondary schools.

23. The country office reached 88 percent of its CP and PRRO school feeding targets, reaching an average 300,000 schoolchildren in 2002–2004. WFP has ensured continuous supply of a complete food basket with little or no break in the pipeline; meals have been of good quality, culturally acceptable and considered “tasty” by the children. There have been problems in managing food preparation in a few schools, which has resulted in delayed or missed meals. At most schools, food management committees and parent-teacher associations (PTAs) function well; WFP is endeavouring to improve the performance of managements that are currently weak.
24. Outcome indicators are not systematically collected, but WFP’s attempt to verify numbers of beneficiaries by headcount suggests that that enrolment numbers reported by the Ministry of Education and Sports could be inflated. During the interviews, teachers and parents reported positively on the main indicators such as attendance, interest in learning, pupils’ capacity to concentrate and learn and improved educational performance. The team found that education quality expressed by teacher/pupil ratio, didactic materials and infrastructure should be improved, particularly in lower grades; WFP needs to advocate for this with the United Nations Children’s Fund (UNICEF).
25. According to the Ministry of Education and Sports, providing nutritionally balanced meals has reduced short-term hunger and is reflected in students’ improved health and nutritional status. Girls’ take-home rations in Karamoja have contributed to a decrease in gender disparities in lower grades from 44 percent to 52 percent girls in grade 1; the recent ration increase to girls in grades 3 to 7 should increase completion rates and reduce high drop-out rates in higher grades.
26. SFP coverage in WFP-supported districts is still low; not all schools in each district and county are covered.¹⁴ The mission found cases of students moving from non-supported to supported schools. Schools introducing SFP receive support for only one meal per day; two meals are introduced as the system develops.

Support to Families Affected by HIV/AIDS

27. This component of the portfolio contributes to SP 3, improving the nutrition and health status of PLWHA. It consists of CP component 1, the social-support component of the PRRO and the stand-alone DEV 10139.0. When the CP was designed in 1998, HIV/AIDS was not a WFP priority, but CP component 1 offering vocational training for orphans and vulnerable children (OVC) became in practice a support for OVCs orphaned by HIV/AIDS. The activity, targeting individual children through institutions in towns in the south, is linked to the national HIV/AIDS strategy providing vocational skills to children to enable them to generate an income and re-integrate into communities. According to the country office’s distribution data, WFP reached 32,700 beneficiaries in the period under review, 97 percent of target, with 63 percent of the planned food.
28. The social-support component of the PRRO targets PLWHA in conflict or post-conflict areas. The food is provided through cooperating partners such as health clinics, NGOs or CBOs that provide anti-retroviral treatment (ART) to ensure minimal nutritional intake for PLWHA and dependents. The country office reached 68,000 beneficiaries, 33 percent of

¹⁴ It is difficult to calculate any coverage rates, because statistics are not easily available and numbers differ enormously. As an example, according to available information, 44 percent of the children enrolled in pre-primary and primary schools in Karamoja are covered.



its target, with 80 percent of its targeted tonnage in the period under review. WFP's cooperating partners reported that availability of food aid for PLWHA had the unintended positive effect of encouraging voluntary testing, contributed to reduced opportunistic infections and increased adherence to drug regimes. The ability to recover through ART was reported as dependent on the nutritional condition of the patient. Among PLWHA interviewed, the issues of food, anti-retroviral (ARV) drugs and school fees, in that order, were reported to be their biggest concerns. Health staff in Arua referred to food as the "first medicine".

29. In 2001, the Regional Director approved the DEV 10139.0 to support families affected by HIV/AIDS through a national NGO; implementation only started in August 2004 because of lack of funding. WFP's efforts in this area are hampered by a lack of recognition among major donors of the importance of adequate food intake in ART. Research and interventions against HIV/AIDS are led by the medical sector, so the solution to the problem is perceived to be medicine; there is no recognition that a large part of the affected population is also food-insecure. Health staff, cooperating partners and beneficiaries confirm that adequate food increases the likelihood of recovery with ARV, but there seems to be no scientific evidence of this. WFP should commission a study of the link between recovery rates and food security. Donors' current focus on medicine is in fact discrimination against food-insecure PLWHA.

Nutritional Support

⇒ *TB patients*

30. WFP provides food support to TB patients and their families according to the direct observation (short course) treatment scheme under the social-support component of the PRRO. It follows the national policy on TB treatment supported by WHO. Food support is provided to TB patients and family members throughout the treatment scheme. Food support is effective in reducing default rates and improves patients' ability to recover and stabilize their nutritional condition. Lack of decentralized health centres or clinics means that the programme still shows low coverage.
31. **Nutritional support to malnourished children and pregnant and lactating women** – supplementary feeding centres (SFCs) and therapeutic feeding centres (TFCs) under the PRRO. WFP has assisted in development of Ministry of Health SFC and TFC guidelines, training, monitoring, reporting and enhancing government nutritional assessment capacity as a precondition to implementation. Monitoring targeted beneficiaries' rates of return to normal nutritional status has shown the effectiveness of WFP's intervention, which has provided the food requirements for caregivers and malnourished children, and encouraged caregivers to seek health care for the children concerned. Collection of more comprehensive data to show the effectiveness of SFCs and TFCs is being prepared; WFP is setting up a database with information from each of its locations. Some SFCs and TFCs meet minimum standards but services tend to be limited to urban/semi-urban areas and have low coverage in host and non-camp populations. In Karamoja, where malnutrition rates are high, access to SFCs and TFCs is limited. Complementary activities such as mother-and-child health (MCH) and nutrition education, are as a rule non-existent and sometimes result in non-achievement of intervention potential or even inappropriate utilization of resources. For example, there is little follow-up of discharged previously malnourished children.



32. Food support for pregnant and lactating women is not yet fully effective, because they have only recently been included;¹⁵ the programme is being consolidated with a view to including MCH in the more stable areas where partners have the capacity to manage such complex programmes.

Gender

33. Gender is mainstreamed into programming activities in terms of the numbers of men and women targeted, but there is a need to develop women's capacity in leadership and decision-making. The entry point of WFP gender-linked intervention is usually through implementing partners (IPs) that offer certain services, but their understanding of gender implications was sometimes found to be limited and they frequently lack the human-resource capacity to enforce gender aspects.
34. The prevalence of HIV/AIDS among women is estimated to be four times that of men aged 20–24.¹⁶ The vector in targeted communities is considered to be largely men, but the proportion of men who seek assistance in case of illness is much smaller than that of women; men are therefore more difficult to reach. Only 20 percent of WFP's beneficiaries in activities dedicated to HIV/AIDS are men. Adolescent girls at high risk of infection are not included in WFP's FAL activities either. WFP and its partners need to identify ways to reach these population groups.

Assessments, Targeting and Programming

35. WFP targets the most vulnerable districts on the basis of vulnerability analysis and mapping (VAM), but targeting below district level is left to cooperating partners. HIV/AIDS, nutritional support and social support are largely self-targeting, because only the lowest income quintiles prefer to use national public health clinics, NGOs and CBOs. This is not necessarily true for FFA. On the basis of the team's observations in Karamoja and West Nile, implementation depends on the presence of a cooperating partner and therefore does not necessarily reach the most remote and needy populations. Food-security monitoring is undertaken jointly with the Government and partners through six-monthly emergency food needs assessments and nutrition surveys, but they are mainly used to adjust food rations.
36. Food quantities actually distributed per beneficiary are often lower than planned, which raises the question whether the intervention can have had the intended effects. This is true for FFA, nutritional support, social support and to a lesser extent school feeding. Malnutrition rates and food insecurity are worse in remote areas; existing WFP programme components are not yet effective in those areas because of problems of insecurity, lack of capable partners and the limited absorption capacity of district authorities.

Performance Monitoring

37. In 2003, the country office was one of the pilot offices for rollout of WFP's new monitoring guidelines. This is reflected in a high degree of awareness and commitment to results-based management (RBM) among staff at all levels. A monitoring plan matrix was developed by the country office; standard data-collection formats have been developed and are being used for all programme areas and in all sub-offices, though quality varies. The

¹⁵ SFCs and TFCs were initially started in conflict-affected areas to address severe child malnutrition; adult malnutrition was not reported at that time.

¹⁶ HIV/AIDS and rights to self-protection programme. UNICEF and the Republic of Uganda.



formats require collection of information on commodity movements, food distribution, use of food and impact on beneficiaries, and beneficiary participation in food management. However, the evaluation team found that reconciled information was not readily available in the country office. Information about results at outcome level in particular was not systematically or consistently collected.

38. As in most WFP operations, the principal responsibility for food distribution and post-distribution monitoring (PDM) lies with cooperating partners; it is only undertaken by WFP staff on a spot-check basis. Unfortunately, the quality and quantity of reporting from partners is sometimes unsatisfactory, which hampers WFP's capacity to report on results achieved, especially at the outcome level. The increasing demands on outcome reporting from donors make it necessary for WFP to ensure that outcome monitoring is taking place; donors must accept that outcome monitoring increases the costs of project implementation.

Sustainability

39. The probability of continued long-term benefits from the development and recovery portfolio was found to be clear where they contribute to human capital such as school feeding and FFT; this is especially true for IDPs and refugees who would not have had access to education without WFP's intervention. There is a need to explore possibilities to reduce the risk of young people losing agricultural knowledge while they are in the camps. The sustainability of the benefits from FFW activities is in some cases threatened by the absence of non-food inputs and technical advice and lack of clarity about responsibility for maintenance. This was especially clear in the cases of fish ponds and road construction.
40. In the case of the social-support activities of the PRRO and CP component I, the long-term benefits after WFP assistance depend largely on partners' capacity to take over the activities. The country office has made an effort to build capacity with its partners in ministries and their decentralized representations, and with NGOs and CBOs. However, sustainability depends on increased investment based on clear exit strategies agreed with partners.

RECOMMENDATIONS AND MANAGEMENT RESPONSE MATRIX

41. A summary of the mission's main recommendations and actions envisaged or taken by WFP is given in the Annex to this report.



**ANNEX: EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY—
UGANDA: EVALUATION OF THE RECOVERY AND DEVELOPMENT PORTFOLIO – PRRO 10121.0, CP 10019.0, DEV 10139.0**

OEDE Recommendations (October 2004)	Action by	Management response and action taken (16 March 2005)
Cooperating partners (para 22, 43)		
<p>1. Given the fundamental role of ODOC resources in local partner capacity-building and in achieving development objectives, the ceiling imposed on ODOC funds should be increased, especially for development activities; donors who wish to support development should provide their funds with full cost recovery every year in January to facilitate country office planning processes.</p>	OD/FD	<p>Development funding constraints limit the ability to programme food and non-food resources. Increased ODOC allocations reduce food aid available for development. All other options for supporting local capacity should therefore be explored. It should be noted that there is no strict ODOC ceiling, but an indicative guideline that may be adjusted according to the situation. FD does request multilateral donors to provide contributions early in the calendar year. However, this is not possible for certain donors, given the timing of their fiscal year.</p>
<p>2. The capacity of cooperating partners to honour the memorandum of understanding (MOU) needs to be assessed; if necessary, WFP must be prepared to provide training and technical support to ensure the quality of the result.</p>	Country office	<p>This is noted and will be pursued with immediate effect for recovery activities under the PRRO, ongoing CP and new CP 2006–2010. Supplementary activities depend on the availability of ODOC funds.</p>
<p>3. WFP must ensure that sufficient complementary resources are available, either through their own or counterpart funding before the activity is initiated.</p>	Country office	<p>The country office will pursue commitment for counterpart funding in all MOUs before initiating project activities.</p>
<p>4. WFP should include cooperating partners in the formulation of project documents and other funding proposals to donors to ensure partners' ownership of the activities and their results.</p>	Country office	<p>This is ongoing. The common country assessment (CCA)/United Nations Development Assistance Framework (UNDAF) process included government representatives, civil society, United Nations agencies and partners. The CP 2006–2010 outline was presented to partners and other stakeholders during the joint strategy meeting in February 2005. The consultative process for development of CP components will include cooperating partners and other stakeholders in targeted areas.</p>
<p>5. New high-quality partners such as the German Agency for Technical Cooperation (GTZ), the European Commission (EC) Karamoja Programme, and the Food and Agriculture Organization of the United Nations (FAO)/International Fund for Agricultural Development (IFAD) should be considered to ensure the quality of the recovery and development interventions.</p>	Country office	<p>WFP is currently working with GTZ in the West Nile region and co-funding fish-farming and dam-construction activities. The field presence of the EC Karamoja programme is limited. WFP is currently working with FAO in food security assessments and tool and seed distributions. IFAD projects are mostly implemented by government ministries, in most cases not in WFP's area of operation. The country office will optimize partnership with capable partners.</p>



**ANNEX: EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE SUMMARY—
UGANDA: EVALUATION OF THE RECOVERY AND DEVELOPMENT PORTFOLIO – PRRO 10121.0, CP 10019.0, DEV 10139.0**

OEDE Recommendations (October 2004)	Action by	Management response and action taken (16 March 2005)
Monitoring and reporting (paras 42-43)		
<p>6. The logframes should be reviewed to ensure that indicators and targets are specific and measurable. More time should be dedicated to monitoring outputs and outcomes against established targets; this should be regularly reviewed by management to ensure correct implementation. Training on establishing verifiable outcome indicators and collecting and analysing data may be necessary. The country office should review the monitoring requirements in the MOUs, including the overhead given to partners, and put more emphasis on enforcing the MOUs with regard to monitoring, including outcome data.</p>	Country office	<p>The country office has recruited a monitoring and evaluation (M&E) officer to enhance its M&E capacity and follow up data collection on programme outputs and outcomes. M&E issues will be emphasized in all MOUs signed with partners. Training of staff and partners in RBM is a priority for the country office.</p>
<p>7. Higher levels of DSC and ODOC should be permitted to ensure proper monitoring. FD should advocate with donors that outcome monitoring is more costly, involving baseline studies, impact studies and more food-aid monitors.</p>	FD	<p>Justification for these costs should be included in the document for Board approval. FD will then be in a position to advocate for them with the donors.</p>
<p>8. Adequate budgets must be set aside for monitoring of the new PRRO and CP. Priority should be given to developing baselines and improving outcome monitoring.</p>	Country office	<p>Baseline surveys will be pursued where necessary. The low ODOC level in the new CP remains a major challenge.</p>
Targeting and programming (paras 40–41)		
<p>9. WFP should expand development and recovery activities into remote areas with high malnutrition rates and food insecurity identified by VAM, and compensate the cooperating partner if necessary.</p>	Country office	<p>Lack of capable partners in remote areas with high malnutrition rates remains a major challenge. The country office will continue advocating for more partners through coordinating forums in Karamoja, Arua and West Nile.</p>



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OEDE Recommendations (October 2004)	Action by	Management response and action taken (16 March 2005)
Nutrition (paras 35–37)		
10. WFP should invest in implementation of more comprehensive community-based nutrition programmes; minimum requirements for nutrition education should be defined. In the longer term, SFC/TFC support should become part of an MCH programme, including regular growth monitoring, which could replace the current regular and costly nutrition surveys.	Country office	Development of comprehensive community-based nutrition programmes is a priority in the ongoing PRRO and programmed in the new CP 2006–2010.
Small scale procurement (paras 24–26)		
11. Management of the component needs to be reviewed. WFP should consider handing over the implementation of the project to NGOs. Country office management need to ensure collaboration between programming, logistics and procurement.	Country office	Review of management of small-scale procurement will be pursued by the country office. Most post-harvest training activities are carried out in collaboration with NGO partners and partially funded by WFP. Coordination between programme and logistics is improving and followed up by country office management.
12. WFP needs to seek cooperation with implementing partners such as Agricultural Cooperative Development International, Volunteers in Overseas Cooperative Assistance and the Agricultural Productivity Enhancement Programme, Global 2000, GTZ, FAO and IFAD to ensure complementary agricultural inputs such as extension, tools and seeds, which are essential to the success of the activities.	Country office	WFP is currently working with these partners. The ongoing partnership will be strengthened during implementation of the new CP 2006–2010.
13. The country office should investigate in conjunction with ODTP the possibility of entering into direct contracting by using the tender results of the regular procurement tenders as the basis for small-scale farmers' prices to avoid advantageous but unsustainable tender procedures. Simultaneously, small farmers' groups need to be trained in commercial delivery requirements.	ODTP	The country office and ODTP have agreed to run tenders for smaller quantities, inviting only the farmers associations. The country office has applied the "special provisions for purchasing from smaller vendors" allowed under our present rules and regulations. The country office will explore the possibility of waiving the competitive tendering process for the farmers' associations with ODTP. This will be accompanied with post-harvest training and formation of farmer groups in collaboration with partners.
14. Requirement for a small-farmer bid/performance bond should be waived; WFP could consider accepting the physical stock as a security for small tonnages.	ODTP	The country office will begin to waive the performance bond for smaller suppliers resulting from their limited financial capacity. This will be explained in the CCTI report.





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UGANDA: EVALUATION OF THE RECOVERY AND DEVELOPMENT PORTFOLIO – PRRO 10121.0, CP 10019.0, DEV 10139.0**

OEDE Recommendations (October 2004)	Action by	Management response and action taken (16 March 2005)
Support to education (paras 27–31)		
15. SFPs should apply targeting district-wide and within target areas; all primary schools should be supported with equal food rations as soon as possible to prevent students from moving according to ration size.	Country office	This is not possible now because of lack of resources and problems faced by the country office with Home Grown School Feeding plus (HGSP+) and the Government preference for supporting a milk project.
16. The monitoring forms and procedures used by the Ministry of Education and Sport, district education officers and the project management unit should be improved to ensure that enrolment rates and other outcome indicators are monitored and analysed for management purposes. A channel for feeding monitoring results into programme design and implementation should be introduced.	Country office	This is currently pursued by the country office through funding of the Education Standards Agency (ESA). The results of the study will assist the country office and the ministry to stream monitoring forms and procedures and documenting of outcomes. The M&E officer is also involved in review and revision of monitoring forms and procedures at the country office.
17. WFP needs to advocate with the Government and UNICEF for improved quality of education expressed by teacher/pupil ratio, didactic materials, infrastructure, etc.	Country office	WFP is managing for results through advocacy for complementary resources; it is a member of the Education Sector Funding Agency Group, through which WFP advocates for quality improvement in education with the Government and donors.
Support to families affected by HIV/AIDS (paras 32–34)		
18. The country office addresses the HIV/AIDS issue through many different entry points and partnerships, which requires different management by WFP. The country office should consider concentrating the focus and strengthen the capacity in one or two approaches.	Country office	The new CP 2006–2010 will focus only on prevention of mother-to-child transmission (PMTCT) and TB. However the nutrition needs of people infected and affected by HIV/AIDS are very large, and the Government has continued to request WFP to keep the broader perspective.
19. The sub-offices and cooperating partners expressed a need for guidance on how to implement the social-support guidelines, for example phase-out of individuals through the gradual reduction of rations and how to monitor outcome. PDPH may want to consider systematizing the experience gained over the last two to three years of operations to promote organizational learning.	PDPH/country office	Regular meetings with partners to update them on guidelines and implementation modalities, including phase-out, is being pursued by the country office. PDPH is developing an HIV/AIDS programming handbook, which will be developed in collaboration with stakeholders and WFP country offices during 2005; it is scheduled for field testing in December 2005.

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OEDE Recommendations (October 2004)	Action by	Management response and action taken (16 March 2005)
20. WFP should commission an expert study to show the link between food intake and recovery with ARV.	PDPH	PDPH is commissioning studies in countries such as Benin, Cameroon and Mali with the objective of examining the link between nutrition and the effectiveness of ART.
Gender (paras 38–39)		
21. The country office needs to develop women's capacity in leadership and decision-making through its activities by strengthening the CP's capacity to enforce gender aspects.	Country office	Staff and partners will be trained in implementation of the Enhanced Commitments to Women (ECW) 2003–2007.
22. WFP should consider how to reach men and adolescent girls under HIV/AIDS activities.	Country office	This is being pursued by the country office through school feeding, PMTCT and partners in home-based care.
Logistics (para 19)		
23. The DEV logistics planning timelines need to be different from those of emergency operation (EMOP) planning. For CP 10019.0 component III, the procurement and logistics units need to develop a joint strategy. A contact person, preferably with programming background, should be nominated in the procurement unit to streamline and secure a constant flow of information between it and the logistics unit.	Country office	Coordination between logistics and programme for CP components is being followed up by country office management through quarterly activity planning and calls forward. Recommendations of the evaluation mission will be pursued by country office management.
Exit strategy (para 14 and 45)		
24. In Karamoja and West Nile, WFP should phase out in a way that guarantees a safety net for extremely vulnerable individuals, targeting them with 100 percent rations until multi-donor recovery programmes can be established. Bearing in mind the mainly pastoral economy in Karamoja, a review of the response to the needs in the area should be undertaken.	Country office	The new CP will focus on enhancing safety-net programmes such as school feeding and MCH; the PRRO expansion has a similar focus. The country office agrees that the Karamoja poverty issues require an integrated approach beyond the scope of WFP activities. WFP will continue to advocate with Government and development partners for a comprehensive plan for development of the Karamoja region.
25. Efforts in capacity-building of partners should be increased. They should be based on long-term strategies for WFP's exit and handover of activities.	Country office	Agreed. ODOC funds permitting, the institutional capacity of the Government to take over management of food aid programmes will be strengthened.



ACRONYMS USED IN THE DOCUMENT

ABEK	Alternative Basic Education in Karamoja
ART	anti-retroviral therapy
ARV	anti-retroviral
CBO	community-based organization
CCA	common country assessment
CP	country programme
DEV	development project
DOC	direct operational costs
DSC	direct support costs
EC	European Commission
ECW	Enhanced Commitments to Women
EMOP	emergency operation
ESA	Education Standards Agency
FAL	functional adult literacy
FAO	Food and Agriculture Organization of the United Nations
FDP	final distribution point
FFA	food for assets
FFT	food for training
FFW	food for work
GTZ	German Agency for Technical Cooperation
HGSF+	Home-Grown School Feeding Plus
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
IP	implementing partner
LRA	Lord's Resistance Army
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MCH	mother-and-child health
MOU	memorandum of understanding
NGO	non-governmental organization
ODOC	other direct operational costs
ODTP	Food Procurement Service
OVC	orphans and vulnerable children



PDM	post-distribution monitoring
PDPH	HIV/AIDS Unit
PEAP	Poverty Eradication Action Plan
PLWHA	people living with HIV/AIDS
PMA	Plan for the Modernization of Agriculture
PMCTC	prevention of mother-to-child transmission
PRRO	protracted relief and recovery operation
PTA	parent-teacher association
RBM	results-based management
SFC	supplementary feeding centre
SP	Strategic Priority
TB	tuberculosis
TFC	therapeutic feeding centre
UGTL	Uganda Grain Traders Ltd
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations International Children's Emergency Fund
VAM	vulnerability analysis and mapping

