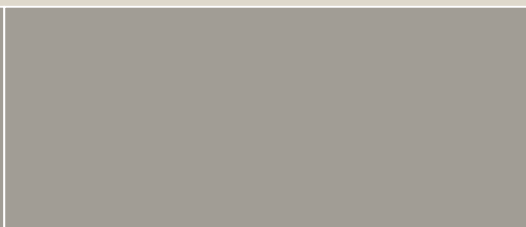




# **Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003–2007)**

**Evaluation Report 3/2009**



**Norad**

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# **Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003 – 2007)**

**May 2009**

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## Preface

In 2006 the Rattsø Commission, established by the Norwegian Government with the mandate to assess the role of the Norwegian civil society in development cooperation, recommended that the Government should take more responsibility for evaluations of the work of Norwegian Civil Society.

The evaluation of development aid through Norwegian NGOs in Northern Uganda is the second country oriented report in response to the Rattsø commission. It aims at assessing the achievements of Norwegian organisations and their partners in this part of Uganda. Questions in the evaluation has been whether the Norwegian NGOs and their partner organisations have achieved their objectives and have managed to contribute positively to the lives of the people they have assisted in Northern Uganda from 2003 – 2007. This was a period marked by conflict, internal displacement, and humanitarian issues. The evaluation team discusses the outcomes of the assistance provided, the relations between the Norwegian organisations and their Uganda-based partners as well as relations with the UN and the local government. In addition the evaluation team addresses the issue of transition from humanitarian assistance to long term development cooperation as normal life is slowly returning to the people of Northern Uganda.

The report documents results of the activities such as enhanced self-esteem among groups assisted, improved food security in households, improved quality of livestock, and successful introduction of energy saving stoves, to mention some of the results. However, the multiplier effects of such interventions were not documented. Education programmes has led to increased enrolment rates and improved retention of teachers. The caveat is that the potential of the structures and activities to remain effective beyond direct support from the Norwegian organisations remains doubtful.

The evaluation has been carried out by the Ugandan company Image Consult Ltd, Kampala. It is the first time a major evaluation commissioned by our department – this time after a national tender process – has been implemented by a consultant in a partner country. We are pleased with the result, and trust that the report will be useful to Ugandan organisations as well as the Norwegian NGOs.

May 2009



Asbjørn Eidhammer, Director of Evaluation



# Contents

<b>Preface</b>	<b>lii</b>
<b>Contents</b>	<b>v</b>
<b>List of Acronyms</b>	<b>viii</b>
<b>Executive Summary</b>	<b>xiii</b>
<b>1. Introduction</b>	<b>3</b>
1.1 Background and Contextual Information on Northern Uganda	3
1.2 Rationale of the evaluation	5
1.3 Objectives of the Evaluation	5
1.4 Scope of the Evaluation	6
1.5 Norwegian NGOs in Northern Uganda	9
1.5.1 Overview	9
1.5.2 Norwegian Refugee Council (NRC)	9
1.5.3 Save the Children Norway (SCN)	11
1.5.4 CARE Norway (CARE)	11
1.5.5 Caritas Norway (CN)	12
1.5.6 Norwegian Red Cross (NRX)	13
1.5.7 Médecins Sans Frontières Norway (MSF)	15
<b>2. Methodology and Analytical Framework</b>	<b>16</b>
2.1 Methodology	16
2.1.1 Approach and methods of data collection	16
2.1.2 Process of data collection and analysis	16
2.2 Analytical Approach	18
2.2.1 Intervention and Outcome Analysis	18
2.2.2 Gender Analysis	19
2.2.3 Conflict Analysis	20
2.3 Limitations	21
<b>3. Findings from Intervention Analysis</b>	<b>23</b>
3.1 Inputs, Implementation and Outputs	23
3.1.1 Overall	23
3.1.2 Norwegian Refugee Council	24
3.1.3 Save the Children Norway	30
3.1.4 CARE Norway/ CARE International (Uganda)	35
3.1.5 Caritas Norway/Caritas Uganda	39
3.1.6 Norwegian Red Cross	46
3.1.7 Médecins Sans Frontières Norway	50

3.1.8 General Conclusion	53
3.2 Relations with Partners and Other Stakeholders	54
3.2.1 Introduction	54
3.2.2 Norwegian Refugee Council	54
3.2.3 Save the Children Norway	55
3.2.4 CARE	58
3.2.5 Caritas Norway/Caritas Uganda	60
3.2.6 Norwegian Red Cross	60
3.2.7 Médecins Sans Frontières Norway	62
3.2.8 Conclusion	62
3.3 Conflict Analysis of the Implementation Context	63
3.3.1 Influence of Socio-political factors	63
3.3.2 Opportunities and Limitations Presented by the Cooperation Context	64
3.3.3 Conflict Sensitivity	65
3.3.4 Adaptation of Programmes to the changing Context	72
<b>4. Outcomes</b>	<b>76</b>
4.1 Introduction	76
4.2 Norwegian Refugee Council (NRC)	77
4.2.1 Micro Level Outcomes	77
4.2.2 Meso Level Outcomes	79
4.2.3 Sustainability of Outcomes	81
4.3 Save the Children Norway (SCN)/Save the Children in Uganda (SCIUG)	82
4.3.1 Micro level outcomes	82
4.3.2 Meso level outcomes	83
4.3.3 Sustainability of Outcomes	88
4.4 CARE Norway/CARE International (Uganda)	88
4.4.1 Micro-Level Outcomes	88
4.4.2 Meso-level Outcomes	90
4.4.3 Sustainability of outcomes	90
4.5 Caritas Norway (CN)/Caritas Uganda	90
4.5.1 Micro-Level Outcomes	90
4.5.2 Meso Level Outcomes	92
4.5.3 Sustainability of outcomes	92
4.6 Norwegian Red Cross/ International Committee of the Red Cross	93
4.6.1 Micro-Level Outcomes:	93
4.6.2 Meso-Level Outcomes	95
4.6.3 Sustainability of Outcomes	95
4.7 Médecins Sans Frontières Norway	95
4.7.1 Micro level outcomes	95
4.7.2 Meso/organisational level outcomes	96
4.7.3 Sustainability of Outcomes	96
4.8 Conclusion	97



<b>5. Conclusions and Recommendations</b>	<b>98</b>
5.1 Conclusions	98
5.2 Recommendations	100
5.2.1 To MFA and Norad	100
5.2.2 Recommendations to Norwegian NGOs	101
 ANNEX 1: Evaluation Terms of Reference	 iii
ANNEX 2: List of Documents Received and Reviewed	xii
ANNEX 3: List of Persons Consulted	xviii

## List of Acronyms

<b>Acronym</b>	<b>Full Title</b>
ABEK	Alternative Basic Education for Karamoja
ACDO	Assistant Community Development Officer
ACT	Artemether Combination Therapy
ARLPI	Acholi Religious Leaders Peace Initiatives
BDS	Business Development Services
CACD	Children in Armed Conflict and Disaster
CCF	Christian Counselling Fellowship
CDOs	Community Development Officer
CEASOP	Collaborative Efforts to Alleviate Social Problems
CN	Caritas Norway
CPC	Child Protection Committee
CSO	Civil Society Organisation
CSOPNU	Civil Society Organisations for Peace in Northern Uganda
CU	Caritas Uganda
DOK	Diocese of Kitgum
ECOSEC	Economic Security
EHIs	Essential Household Items
EVI	Extremely Vulnerable Individuals
GWAD	Grassroots Women's Association for Development
HIDO	Health Integrated Development Organisation
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IGA	Income Generating Activity
KKK	Ker Kal Kwaro Acholi
LRA	Lord's resistance Army
MDGs	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MOFPED	Ministry of Finance Planning and Economic Development
MOH	Ministry of Health
MSF	Medecins San Frontières
NFIs	Non Food Items
NGOs	Non-governmental Organisations
Norad	Norwegian Agency for Development Cooperation
NRC	Norwegian Refugee Council
NRC	Norwegian Red Cross
OECD	Organisation of Economic Cooperation and Development
PLWA	people living with HIV/AIDS
PRDP	Peace Recovery and Development Plan
PTAs	Parents Teachers Association
RCM	Red Cross Message
SCA	Save the Children Alliance
SCIUG	Save the Children in Uganda

SCN	Save the Children Norway
SGBV	Sexual and Gender Based Violence
SMC	School Management Committee
SMOWAC	Social Mobilization of Women Affected by Armed Conflict
TBAs	Traditional Birth Attendants
UN	United Nations
U.S	United States
UNCRC	United Nations Conventions on the Rights of the Child
UPDF	Uganda Peoples Defence Forces
URCS	Uganda Red Cross Society
VIP	Ventilated Improved Pit Latrines
VSLA	Village Savings and Loans Associations
WFP	World Food Programme
YEP	Youth Education Pack



# Executive Summary





# Executive Summary

## Introduction

The purpose of this evaluation was to obtain an assessment of the Norwegian development cooperation through Norwegian Non Governmental Organisations and their Ugandan partners in Northern Uganda and thus contribute to the building of knowledge. The evaluation covered the period 2003 - 2007.

This evaluation covered six Norwegian Non Governmental Organisations (NGOs) with over five year's experience of implementing programme activities in Northern Uganda. These Norwegian NGOs are: Norwegian Refugee Council, Save the Children Norway, CARE Norway, Caritas Norway, Norwegian Red Cross, and Médecins Sans Frontières Norway. The organisations have implemented activities that cut across humanitarian assistance/emergency interventions, peace building, service delivery, rights based activities and capacity building. A total of ten types of different interventions were covered by the above NGOs, and these were spread out in the districts of: Amuru, Gulu, Kitgum, Lira, Oyam and Pader in the North Central; Nebbi in the North West; and Moroto and Nakapiripirit in the North East.

## Outcomes

Notwithstanding the rather difficult situation in which NGOs in Northern Uganda were operating, the interventions of Norwegian NGOs through their Ugandan partners brought about a number of short and medium-term changes at individual or target group (micro) level and at community (meso) level.

At micro level, interventions related to agriculture, food security and livelihoods contributed through training, provision of agricultural inputs and technical support to: enhancing the self-esteem and confidence of group members; improving food security in the households; and improving quality of livestock. The introduction of energy saving stoves contributed significantly to easing the burden of collecting firewood by women and girls in Nebbi diocese and Amuru district. However, the multiplier effects of the interventions in terms of reaching a bigger part of the population and contributing significantly to environmental protection were not documented by the evaluation team.

Through infrastructure development and training of teachers, education interventions contributed to: increasing enrolment rates, and retention of children, especially girls in schools within Internally Displaced Persons (IDP) camps and in return areas, and in the case of Karamoja within the Alternative Basic Education for Karamoja (ABEK) catchments areas: creation of a child-friendly learning environ-

ment; and improved retention of teachers in schools. But it is probable that withdrawal of Norwegian development cooperation support could significantly constrain the retention of these gains.

Village Savings and Loans Associations (VSLA) programme activities in Gulu, Amuru, and Pader districts also contributed to enhancing members' self esteem and confidence. Members have also made savings, which has contributed to the ability to meet education requirements for their children, attainment of a reasonably balanced diet and accessibility to health care services, hence an improvement in their quality of life. It is however presumptive to surmise that these outcomes could outlive the current camp arrangements: the proximity and confluence of people within the camp is an opportunity which might not be replicated in the return areas, especially in people's original homes where homesteads are far from each other.

Water and sanitation activities have contributed to enhancing access to safe water and improving sanitation and hygiene in IDP camps and hence minimising disease outbreaks.

Child Protection activities contributed to increasing the levels of awareness by children in terms of demanding for their rights; increasing children's participation in decision-making and increasing children's level of confidence in terms of advocating for issues affecting their welfare. The child protection interventions have also contributed to improving the relationship between children and their parents, teachers and the general community. The potentials of these structures to remain effective beyond direct support from the Norwegian NGOs is great if local governments increase funding and supervisory support to such structures as the Child Protection Committees (CPCs).

It is also important to point out that community and organisational (meso) level outcomes have been registered by the Norwegian NGOs in Northern Uganda and include: a reduction in stigma against persons who are HIV/AIDS positive in Nebbi diocese, where, unlike before, HIV/AIDS positive persons are now increasingly accepted and supported in the communities, and they are also coming out in the open to participate in awareness raising campaigns.

The attitude of the community towards Extremely Vulnerable Individuals (EVIs) such as the very elderly and Persons With Disability (PWD) has been changed as a result of a host of interventions such as the Norwegian Refugee Council (NRC) Shelter Project, with more community members now participating in ensuring the welfare of EVIs.

Change in gender relations and community attitudes towards women and girls have improved, as they are now more respected and valued in society and their rights are deemed as worth protecting, a situation very different from what existed at the height of the war five years ago.

It is however doubtful whether most of these capacity gains can be sustained beyond the support of the Norwegian NGOs, due to limited opportunities for local



resource mobilisation and an apparent inability of local governments to commit local resources to donor supported interventions.

### **Partnership Relations**

Partnerships existed at the level of Norwegian NGOs and members of their international alliances operating in Uganda and in particular Northern Uganda, district-based Ugandan NGOs or civil society organisations and district local governments. The evaluation team established that relations between Norwegian NGOs and their Ugandan partners were generally good.

The capacities of district based partners in terms of organisational skills, human resources and procedures to manage projects efficiently have increased through training, supply of equipment and logistical support. This is also the case of local government departments that have cooperated with the NGOs.

This evaluation however established that emphasis by most Norwegian NGOs and members of their international alliances was placed on delivering results of the planned interventions and as such, limited efforts were designed to strengthen the capacity of their district-based implementing and cooperating partners. Where provided, capacity building of district-based partners did not take into account their long-term institutional growth, but rather short-term needs of the implementation. Given the proximity of district-based implementing partners to the target beneficiaries, and the fact that they, unlike Norwegian NGOs, will stay behind even after Norwegian development cooperation is withdrawn, a likely consequence of their weak capacities would be their inability to sustain benefits of the interventions after the Norwegian NGOs have left.

### **Conflict Sensitivity**

All the interventions studied in this evaluation displayed conflict sensitivity. Conflict analysis was an integral part of most proposals. The work of the six Norwegian NGOs over the period 2003 – 2007 reflected both work *in* and *on* conflict, meaning that some programmes sought to mitigate or contribute to addressing the consequences or effects of the conflict, and some were intended to directly contribute to a resolution of the conflict. For example Norwegian Refugee Council's interventions, Norwegian Red Cross' interventions, Save the Children's education programme, CARE's Social Mobilization of Women Affected by Conflict programme and Caritas' sustainable agriculture and HIV/AIDS programmes; were intended to respond to the consequences of the conflict, while Save the Children's programme which involved formation of peace clubs in Lira and Oyam districts were directed at contributing to resolving the conflict. Overall, most programmes were work *in* conflict.

### **Best Practices from Transitions from Humanitarian to Recovery and Development**

In view of the changes in the conflict context in North Central sub-region, Norwegian NGOs and their Ugandan partners have demonstrated a good degree of flexibility enabling them to reach out to target populations at return sites. In addition, with the exception of Médecins Sans Frontières whose operations came to an end before the cessation of hostilities in North Central sub-region, all the other NGOs

have made an effort to adapt their interventions to suit the changing context, by focusing on recovery activities such as food production, economic security activities, and rehabilitation of infrastructure.

## **Conclusion**

Overall, and notwithstanding the number of organisations and agencies other than the Norwegian NGOs involved in implementing similar programmes in Northern Uganda, the evaluation team's findings suggest that Norwegian development cooperation has contributed to a realization of the intended outcomes as noted in the preceding paragraphs above and in section 4 of this report. It should be noted that while it is expected that outcomes resulting from implementation of programmes over a five-year period would be readily identifiable, not all interventions included in this evaluation commenced in 2003. A significant number actually started off in 2005 and beyond. It should also be noted that most interventions implemented prior to the cessation of hostilities in the North Central sub-region were of humanitarian nature with emphasis on addressing the humanitarian needs of the populations. As a result, documentation of outcomes by Norwegian NGOs took into account short-term changes, which may not be sustained over the long-term.

Funding for planned interventions during the period 2003 – 2007 was adequate, and in spite of some reported delays, implementation, and outputs generally conformed to plans. Delays were associated with the current system of funding, which is based on submission and approval of annual project proposals and annual budgets, a practice which is time consuming. Channelling of financial resources through Norwegian NGOs was the most suitable option during the period in review owing to lack of or weak capacities of district-based partners.

The design and implementation of all interventions was to a large extent participatory and therefore interventions and activities were aligned to the local needs. Gender mainstreaming was undertaken although greater emphasis was placed on the extremely vulnerable. Implementation strategies were relevant for the attainment of planned outputs, and the approach of working in partnership with local or district-based partners and through groups in the communities are particularly commended. Implementation was however constrained by a number of factors such as the movement away from IDP camps, and poor climatic conditions which constrained travel and also agriculture interventions.

## **Key Recommendations to the Norwegian Ministry of Foreign Affairs and Norad**

In response to the enormous recovery and development needs of the region that is not matched by the current funding, the Ministry of Foreign Affairs (MFA) and Norad should consider scaling up their funding for:

- Food security and economic empowerment through sustainable agriculture, income generation, and savings mobilization.
- Access to education through infrastructure rehabilitation and construction.
- Health service delivery through infrastructure rehabilitation and construction interventions in Northern Uganda.

This would not only result in greater impact but also enhance prospects for sustaining outcomes of Norwegian development cooperation. In addition, Norad and the Norwegian MFA should also work towards engaging other development actors in a process aimed at increasing support to the recovery and development of Northern Uganda.

Notwithstanding the weakness with regard to financial capacities of local or district-based partner organisations, and also weaknesses in coordinating and monitoring of implementation by district local governments, the Norwegian MFA and Norad should actively support, through Norwegian NGOs, capacity development of local civil society organisations and district local governments in Northern Uganda. This will contribute significantly to enhancing capacities at the local level and therefore prospects for long-term sustainability of outcomes.

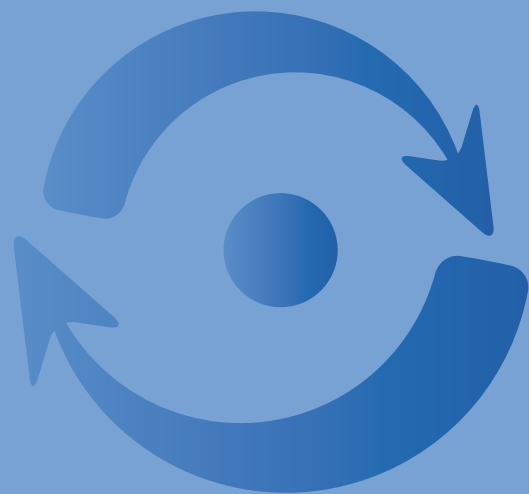
### **Key Recommendations to Norwegian NGOs**

While most Norwegian NGOs have adjusted their programmes to the changed context and given that it is unlikely that the conflicts in North Central and North East sub-regions could escalate to previous levels, the evaluation team suggests that deliberate efforts should be made to integrate in the design of recovery and development programmes activities that seek to address the root causes of the conflicts. This would contribute significantly to sustainable peace in the affected communities.

Given the challenges faced during implementation which constrained the realization of outcomes, there is need for Norwegian NGOs to undertake systematic analyses of the current situation to inform the design of a comprehensive recovery and development programme. For instance, since a higher drop-out rate of girls from school compared to boys is still reported, Norwegian NGOs working in the education sector should carry out a detailed analysis of the current situation of the girl-child with a view to identifying gaps to be addressed. Some of the gaps to be addressed probably require strategies such as advocacy and other strategies geared towards changing attitudes with respect to girl-child education and increasing her enrolment and retention in school.



# Main Report





# 1. Introduction

## 1.1 Background and Contextual Information on Northern Uganda

The Northern Uganda region comprises the West Nile in the North West; Acholi and Lango in North Central; and Karamoja, Teso and Elgon areas in the North East.<sup>1</sup> The region is underdeveloped, with poorly developed social and economic infrastructure and poor development indicators compared to the south.<sup>2</sup> Under-development in Northern Uganda has been attributed to the policies of both the colonial and successive post-colonial administrations. In addition to economic marginalization, there are cultural, linguistic, and ethnic differences between Northern and Southern Uganda. Northern Uganda has been riddled with conflicts. The conflicts are at various levels and are composed of interlocking struggles. There are the regional North-South conflicts, ethnic conflicts, as well as intra-ethnic tensions. The regional North-South disparity, together with politicization and militarization of ethnicity underpins the conflicts that have bedevilled the region in the last two decades.

The most significant conflict is the one in the North Central sub-region. This conflict is linked to the failure to achieve national integration. It has manifested itself in the conflict between the Government of Uganda (GoU) and successive rebel groups including the Uganda Peoples Democratic Army (UPDA), Holy Spirit Movement (HSM), and the Lord's Resistance Army (LRA). The latter has been the most prominent. For more than 22 years now, the Acholi community has been affected by conflict and humanitarian crises with spill-over effects in the neighbouring communities of Lango, West Nile, and Teso. Karamoja, which lies in the North East sub-region, has also been afflicted by conflicts and lack of effective state presence to deal with them. These conflicts are cattle rustling and competition for scarce resources such as water and pasture. Insecurity in Karamoja has been exacerbated by the proliferation of small arms and light weapons and cross border raids by pastoral communities from Sudan and Kenya.

The conflict in the North Central sub-region has been marked by abduction and recruitment of children, sexual and gender based violence, mutilation; torture, violent rituals, and forcible involvement in killing, which all have been used as means of waging war. The conflict and government's policy of forced relocation of the population into camps has defined the context of interventions by international actors and their partners. By 2005, there was between 1.9 million and 2 million

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1 Northern Uganda in this context refers to the North Central, North West, and North East sub-regions as defined in the Peace Recovery and Development Plan for Northern Uganda, September 2007.

2 Republic of Uganda, *Challenges and Prospects for Poverty Reduction in Northern Uganda*, Discussion Paper 5, March 2002.

Internally Displaced Persons (IDPs) in Uganda, of which 1, 167,000 were living in the North Central and North East sub-regions.<sup>3</sup> Children and women represented 80 percent of IDP. The massive displacement and overcrowding in the camps added to the insecurity, created a humanitarian crisis in Northern Uganda with large sections of the population unable to access basic health care, safe water, primary education, protection and shelter<sup>4</sup>.

Northern Uganda has also been pervaded by the problems of weak or collapsed governmental authority and social and economic infrastructure. Poverty is widespread, with an estimated 66 per cent of the population living below the poverty line, compared to a national average of 38 per cent.<sup>5</sup> Malnutrition, under-nourishment, the threat of infectious diseases is endemic; and mortality rate is well above emergency thresholds.<sup>6</sup> The context is defined by failure of the government to provide protection to the population and that does not tolerate any criticism of its failure to do so. While improvement in the security situation following progressive negotiations between the government of Uganda and the Lord's Resistance Army rebels have seen a gradual return of camp-based communities to original homesteads, one of the biggest problems in the return sites is lack of utilities and resettlement inputs in addition to fear of unexploded ordinances<sup>7</sup>. This situation has made some people to remain within the main camps.

Likewise, the socio-political context in the North East sub-region of Karamoja is defined by insecurity, lack of effective state presence, nomadic pastoralism, cattle rustling, and drought. In Karamoja, low-intensity conflict associated with cattle raiding has been an enduring aspect of life. However, access to small arms and light weapons from the Moroto military barracks after the fall of the government of the late Idi Amin in 1979, transformed the dynamics of cattle rustling and pastoral conflicts, making them more deadly and devastating. The context has also been defined by failed disarmament exercises and gross violations of human rights particularly in parts of Kotido, Kaabong and Abim districts, which continue to witness, armed confrontations between the UPDF and Karimojong warriors.<sup>8</sup>

In response to the poor socio-economic indicators and the humanitarian crisis in Northern Uganda, a number of NGOs have been attracted to contribute to improvement of life in the region. Norwegian NGOs working directly or through Uganda partners have been part of this effort. This evaluation has concentrated on Norwegian NGOs that have received funding from the Norwegian Agency for Development Cooperation (Norad), the Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Embassy in Kampala. Norwegian development co-operation focuses on fighting poverty<sup>9</sup>, giving priority to the Least Developed Countries (LDCs) with a specific focus on vulnerable groups. This is in keeping with the Millennium Development Goals (MDGs), the first and most important of which is to cut the proportion

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3 UN OCHA Consolidated Appeal for Northern Uganda 2005).

4 UNICEF Humanitarian Action – Uganda: Donor Update, may 2006 (source: [www.unicef.org](http://www.unicef.org))

5 Republic of Uganda, Poverty Eradication Action Plan (2004/5-2007/8), Kampala: Ministry of Finance, Planning and Economic Development, 2004.

6 Republic of Uganda Ministry of Health and World Health Organisation, Health and Mortality Survey among Internally Displaced Persons in Gulu, Kitgum and Pader, (July 2005).

7 Uganda Humanitarian Situation Report, 1 – 29 February 2008 – ([www.UNOCHA.org](http://www.UNOCHA.org))

8 Uganda Humanitarian Situation Report, 1 – 31 March 2008 – ([www.UNOCHA.org](http://www.UNOCHA.org))

9 <http://www.norway.org/policy/humanitarian/development/development.htm>



of people living in absolute poverty in half by 2015. Norad funds civil society organisations based on a five-year framework agreement, while the MFA supports mainly humanitarian organisations based on a one-year or annual application.

This evaluation has sought to establish what short term and immediate development outcomes have come out of the Norwegian Development Cooperation through selected Norwegian Non-Governmental Organisations (NGOs) and their Ugandan partners, over the period 2003 – 2007. **Annex 1** to this report contains the detailed terms of reference for this evaluation study.

## 1.2 Rationale of the evaluation

Civil Society Organisations (CSOs) or Non Governmental Organisations (NGOs) are recognised as key players in the international development arena. Norway is one of the OECD countries that channels the largest share of its official development assistance through civil society organisations, and has the largest number of civil society organisations as development partners. In 2007, NOK 4.3 billion worth of bilateral ODA, in total, was channelled through Non-Governmental Organisations (NGOs) and other civil society actors. NOK 1.3 billion came from Norad, NOK 0.7 billion from the embassies, and NOK 2.2 billion came from the MFA (NOK 1.1 billion from the humanitarian section, the rest from other sections (amongst other geographical and thematic desks). More than 80 per cent of the total assistance through NGOs is channelled through Norwegian organisations and their partners in developing countries<sup>10</sup>. Increasingly however, a more critical focus has been directed towards the civil society as a channel for development cooperation. The Rattsø Commission report<sup>11</sup> on new roles for Non-Governmental Organisations (NGOs) in Norwegian development cooperation, presented in June 2006, pointed at weaknesses in the evaluation of the development work of civil society organisations, and advised government authorities to take more responsibility for evaluations in this field.

This evaluation commissioned by Norad's Evaluation Department is a response to the recommendations of the Rattsø Commission. This report presents findings and conclusions with respect to Norwegian Development Cooperation in Northern Uganda through six Norwegian NGOs and their partners.

The main purpose of this evaluation was to obtain an assessment of the Norwegian development cooperation through Norwegian civil society organisations in Northern Uganda in terms of the process and outcomes of the combined efforts of Norwegian NGOs and their Ugandan counterparts.

## 1.3 Objectives of the Evaluation

The main objectives of the evaluation were to:

- Document and assess *the outcomes* of Norwegian development cooperation through Norwegian NGOs and their Ugandan partners in Northern Uganda, across sectors and themes.

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10 In the context of these Terms of Reference, the terms civil society organisations and non-governmental organisations will be used interchangeably.

11 Terms of Reference for Evaluation of Development Cooperation through Norwegian Non Governmental Organisations in Northern Uganda

- Describe and assess the extent and degree of *conflict sensitivity* with reference to the implementation and outcomes of projects and programmes carried out by Norwegian NGOs and their partners.
- Describe and assess how the Norwegian NGOs and their Ugandan partners/ counterparts assess each other's respective contributions and ways of working.
- Describe and assess practical experiences from making the move from humanitarian assistance to recovery/development by Norwegian NGOs and their partners.<sup>12</sup>

## 1.4 Scope of the Evaluation

This evaluation covered Norwegian bilateral development assistance from MFA/ Norad channelled through six Norwegian NGOs and their Uganda in Northern Uganda over the period 2003 – 2007. The six Norwegian NGOs are; Caritas, CARE, Médecins Sans Frontières, Save the Children Norway, and Norwegian Red Cross and Norwegian Refugee Council. The details of specific interventions of each NGO, is provided in sub-section 1.6 of this report.

Funding benefited a wide range of humanitarian, and recovery/development interventions in Northern Uganda. Therefore the interventions studied in this evaluation include humanitarian and recovery/development interventions, in the three thematic areas of:

- protection<sup>13</sup>;
- access to education; and
- economic empowerment.

Protection activities mainly fall under humanitarian assistance although child protection can also be categorised both as a humanitarian and recovery/development intervention, while access to education and economic empowerment activities fall under recovery/development.

Under protection, the evaluation examined camp management activities, construction of shelter for vulnerable persons and IDPs affected by fire outbreaks, sanitation and hygiene promotion, health care, distribution of essential (non-food) household items, and child protection activities<sup>14</sup>.

Activities under access to education included construction of temporary and permanent classrooms, and training of teachers.

Economic empowerment activities that were evaluated included activities focusing on savings mobilization, income generation, and sustainable agriculture.

The Peace, Recovery and Development Plan (PRDP) for Northern Uganda (2007 – 2010) estimates the total population of Northern Uganda in 2005 at 10, 552,992.

12 With reference to experiences cited at the Nordic seminar on challenges for NGOs working in North Central Uganda - transition from emergency to recovery and development, 10 and 11 April, Kampala 2008. Seminar report can be obtained by contacting post-eval@norad.no

13 The evaluation team adopted a holistic definition of protection, which is broader than physical security. This is the definition of protection embedded in international human rights and humanitarian law, refugee law and the Guiding Principles on Internal Displacement.

14 Norwegian Refugee Council implemented construction of shelter, sanitation and hygiene promotion, education and economic empowerment through its food security and livelihoods interventions; Norwegian Red Cross through the International Committee of the Red Cross implemented sanitation and hygiene promotion, essential /non-food items assistance, health care and economic empowerment; Caritas focused on economic empowerment through sustainable agriculture and income generating activities; Save the Children on child protection and CARE implementing gender/women's empowerment.

This is broken down by sub-region as follows: the North West at 2,218,100, the North Central at 3,215,900 and the North East at 5,118,992. Within Northern Uganda, districts covered in the evaluation were: Nebbi in the North West; Amuru, Gulu, Kitgum, Lira, Oyam and Pader in the North Central region; and Moroto and Nakapiripirit in the North East.

Specifically, as can be seen in Figure 2, this evaluation examined the work of Norwegian NGOs<sup>15</sup> through their Ugandan partners in the following geographical locations:

- Norwegian Refugee Council in Amuru, Gulu, Kitgum, and Pader districts: The evaluation team covered Internally Displaced Persons (IDP) camps of Amuru, and Labongo-gali in Amuru district; consulted project beneficiaries in Namukora, Padibe East, Padibe West, Corner Alango, Pajimu Primary School, Kitgum Matidi Youth Education Pack (YEP) centre and Northern Uganda Community Based Action on Disability in Kitgum district. In Pader district, NRC projects assessed included School farming at Aywee Garagara Primary School, shelter projects (school facilities construction) and training of teachers/SMCs at Kalongo Girls and Patongo primary school, community drama groups in Paimol and Shelter project in Pader Town primary school.
- Save the Children Norway/Save the Children in Uganda (SCIUG): The evaluation team covered interventions in Pader, Lira, Apac, Oyam, Moroto and Nakapiripirit districts. In Karamoja areas visited included Moroto Municipality and communities in Nadunget; Nakapiripirit Town Council and communities in Lorengdwat (Nakapiripirit district). In Lango, the evaluation team was able to hold discussion with communities of Acenlworo sub county, Otwal sub county (Oyam district), Olilim and Orum sub county (Lira district) and Chawente and Inomo sub county in Apac District. Considering the fact that substantial MFA/Norad funding has gone into only Pader of the three Acholi districts<sup>16</sup>; the exercise in Acholi was thus also limited to Pader as far as SCN/SCIUG is concerned. Sub counties visited for Save the Children activities in Pader were Adilang, Lira Palwo and Corner Kilak.
- CARE Norway/CARE International Uganda in Gulu and Pader districts: In Gulu, a visit to beneficiaries in Alokolum village was undertaken, while in Pader communities in Lira Palwo, Adilang, Lacek Ocot, Kalongo, Patongo, and Paimol were covered.
- Caritas Norway/Caritas Uganda worked in Gulu Archdiocese<sup>17</sup> and Nebbi diocese: In Gulu Archdiocese, Gulu and Pader districts were covered with visits to the communities in Opit and Puranga parishes. In Nebbi diocese, which covers only Nebbi district, Nebbi and Paidha parishes, covering one community in each parish; Thatha and Jupangira respectively were covered.
- Norwegian Red Cross/International Committee of the Red Cross (ICRC) worked in the districts of Amuru, Gulu, Kitgum and Pader: In Gulu and Kitgum districts, Labworomor Health centre IV and Kitgum Hospital respectively, were covered;
- Médecins Sans Frontières Norway /MSF Holland in Gulu, Kitgum, Lira, Oyam<sup>18</sup> and Pader districts: The following locations were visited and the following interventions studied: Lacor Hospital in Gulu, Awere and Paddo IDP camps; in Kitgum,

<sup>15</sup> MSF-Norway is a partner-section of the International organisation MSF. However, in this evaluation it will be referred to as an NGO.

<sup>16</sup> Acholi districts are Amuru, Gulu, Kitgum and Pader.

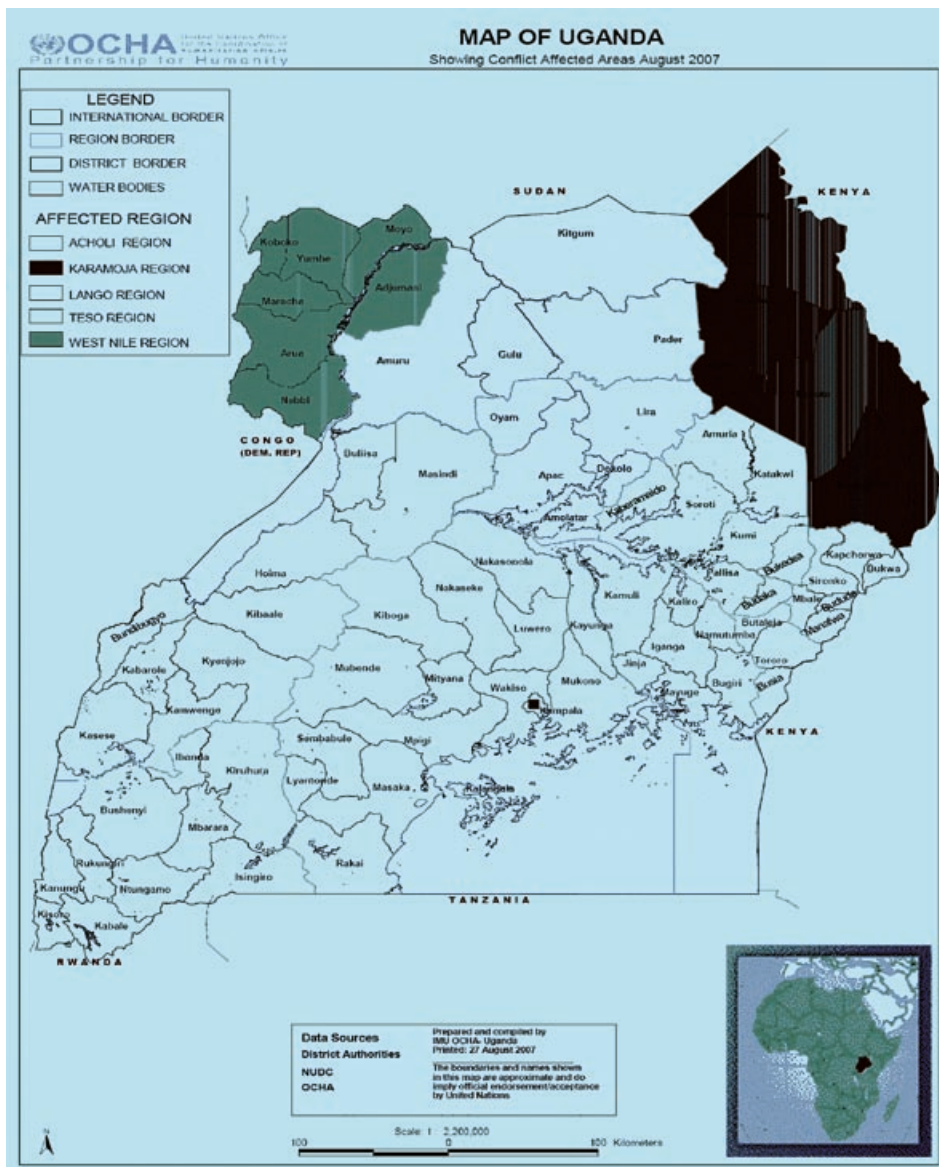
<sup>17</sup> Gulu Archdiocese covers the districts of Amuru, Gulu, Kitgum and Pader

<sup>18</sup> Oyam was by then still part of Apac district

mobile services in IDP camps; in Pader, in Pader Town Council; and in Lira, in Aloï corner IDP camps.

The bigger coverage of projects in the North-Central sub-region relative to the other two regions is attributed to the volume of development assistance provided to this region as seen in the number of Norwegian NGOs operating in the area<sup>19</sup>.

**Figure 1: Map Of Uganda Showing Northern Uganda**



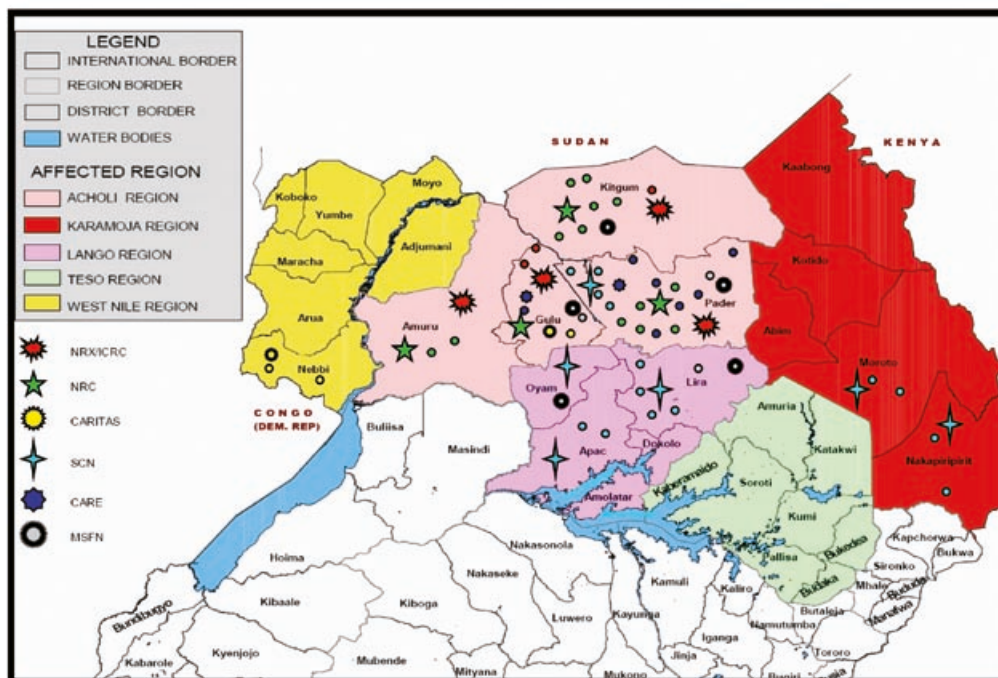
Source: NRC Report on a Pre-programme assessment of Shelter and construction needs in Kitgum, Gulu and Amuru districts in northern Uganda: "Addressing the triple challenge of integration, resettlement, and return"

<sup>19</sup> North Central region is also the area worst hit by the insurgency.

Figure 2: Map Of Northern Uganda

## Map of Northern Uganda

Norwegian NGOs and specific projects visited in selected districts as part of the Outcome Evaluation



Source: Image Consult, 30 April 2009

## 1.5 Norwegian NGOs in Northern Uganda

### 1.5.1 Overview

This sub-section provides a brief background of the Norwegian NGOs' work in Northern Uganda, and interventions selected for this evaluation of each including their stated objectives.

### 1.5.2 Norwegian Refugee Council (NRC)

The Norwegian Refugee Council began operating in Northern Uganda in 1997 as a cooperating partner of the United Nations World Food Programme, distributing food to Internally Displaced Persons in Gulu and Kitgum districts. NRC established its presence in Northern Uganda and moved its country office from Kampala to Gulu in 1999.

The four programmes areas assessed in this evaluation are:<sup>20</sup> Camp Management, Education, Shelter and Food Security and Livelihoods.

The first, **Camp management** has as its key aim to:

- Improve protection and living conditions of displaced persons especially Extremely Vulnerable Individuals (EVIs) in Northern Uganda.

<sup>20</sup> NRC. Appropriation document 2006/HHP, pp 4 - 5



Activities in fulfilment of the above objective include camp management and distribution of non food items targeting entire camp populations, which at the height of the insurgency in 2005 was over 2,563,182<sup>21</sup>.

The second, **Education** comprised three key components namely; basic education, youth education and teacher education and training. These were designed to achieve the following:<sup>22</sup>

- To provide children and youth (IDP/Refugee) with access to quality education.
- To provide teachers and school personnel with training on sound pedagogy with a focus on child-centred approaches supporting the psychosocial development of children.
- To respond rapidly to emergency education needs in terms of material, training, infrastructure, life-saving messages, and advocacy.
- To ensure that learning environments are safe and secure through the rehabilitation/construction of school structures.
- To encourage and support parental/community involvement in education.
- To advocate and support inclusive and specialized education for disabled, vulnerable and at-risk children and youth.

The basic education component targeted all children in the 6 – 14 age groups who are currently not going to, or falling out of school, including those with special needs. The youth education component targeted formerly abducted children and others in the age group 14 – 24, with special consideration made for child mothers. The teacher education and training component targeted all teachers in the districts of NRC operation.

The third, **Shelter** provided support to vulnerable individuals and provided school infrastructure as its two core components, and was intended to achieve the following:<sup>23</sup>

- Provide emergency shelter in time to meet both immediate and temporary needs in order to protect and save lives.
- Facilitate durable solutions by supporting the (re)construction of permanent shelter.
- Promote education through the provision of temporary and permanent school construction and rehabilitation.

The fourth, **Food Security and Livelihoods** has agriculture, environmental conservation and income generation activities as its key components. It commenced in 2005 as a pilot and was later rolled out with the intention to:<sup>24</sup>

- Improve household food security and livelihoods of persons affected by displacement

This programme targeted a total of 7000 households with a shift in targeting from extremely vulnerable individuals to needs based approach.

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21 These are figures provided by the PRDP in September 2007 but it includes all IDPs in Acholi and Lango. It is noted that NRC was not operational in Lango.

22 NRC. Appropriation document 2006/HHP, pp 4 - 5

23 NRC A Pre-programme assessment of Shelter and construction needs in Kitgum, Gulu and Amuru districts in Northern Uganda: "Addressing the triple challenge of integration, resettlement, and return", October 2007

24 <http://www.nrc.no/?did=9167953>

### **1.5.3 Save the Children Norway (SCN)**

Save the Children Norway's (SCN) is currently the lead and managing member in Save the Children in Uganda (SCIUG), which is a consolidation of the Programmes of Save the Children Norway, Save the Children U.K, Save the Children U.S, Save the Children Sweden, and Save the Children Denmark. In this report, we will use SCN/SCIUG concurrently to discuss Save the Children Norway Interventions in Uganda. In Northern Uganda, SCN/SCIUG has been responding to the needs of children in the conflict affected districts. The two interventions that are assessed as part of this evaluation, are Education and Child Protection.

The first, **Education**, had as its main objectives (in spite of changes in the programming strategy over the years due to security and other factors):

- All boys and girls in Uganda can freely access quality basic education in a safe, protective, and child friendly environment.
- Ensuring that the rights of children are protected within the school systems.

While the national education programme aims at ensuring that all children of school going age are actually at school; SCN/SCIUG plan aimed to directly support the enrolment of 200,000 children across Uganda (SCN/SCIUG Annual 2008)<sup>25</sup>.

It is worth noting however that the approach to educational provisioning in Karamoja differs from that in Pader, and Lango (covering districts of Lira, Apac and Oyam). Whereas the focus of the SCN/SCIUG in Karamoja is on alternative basic education as a way of enhancing protection and enrolment of children in the formal educational system, the focus in Pader and Lango is on basic educational support. While analysis of general protection intervention in Lango and Pader goes beyond education to include child protection, Karamoja was brought into the evaluation sample for the purposes of assessing the performance and outcomes of Alternative Basic Education for Karamoja (ABEK).

The primary target beneficiaries of this intervention were children (affected by armed conflict) and the secondary beneficiaries being the parents, schools, and other actors in education.

The second, **Child Protection**, had as its specific objective:

- To promote care and protection of children affected by armed conflict (especially in Pader district and Lango).

Similarly, the target beneficiaries of activities under this intervention were children, while other beneficiaries include duty bearers at the various levels such as the police, community service departments and family/children's courts.

### **1.5.4 CARE Norway (CARE)**

CARE Norway, a member of CARE International, is engaged in long-term development cooperation, humanitarian aid, and advocacy activities on a variety of issues

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<sup>25</sup> The evaluation team was not able to obtain a regionally disaggregated data for primary school enrolment target for SCN/SCIUG. Again this data is for the 2008 planning period only. In 2006, seventy nine thousand five hundred children (79,500) were targeted to be reached by the educational intervention directly.

in Uganda. In Northern Uganda, CARE Norway works in partnership with CARE International (Uganda). It is noted that while CARE International (Uganda) has implemented three projects in Northern Uganda with funding from Norad and MFA, this evaluation only considered one project, the economic empowerment through Social Mobilization of Women Affected by Conflict. CARE Norway and CARE International (Uganda) are interchangeably used as CARE in reference to interventions carried out by CARE Norway through CARE International (Uganda) in Northern Uganda.

The **Economic Empowerment** through the Social Mobilization of Women Affected by Conflict (SMOWAC), a five-year project, was designed to promote improvement in economic livelihood security and self reliance for households in Northern Uganda. This was to be done through income generating activities, small enterprises, micro-credit, and dissemination of appropriate food security initiatives (ox-ploughs, improved seeds, extension services, etc). In the availed documents<sup>26</sup>, the project objectives were listed as:

- To promote small enterprise growth.
- To improve delivery and sustained impact.
- To promote access to pro-poor financial services.
- To promote local institutional capacity for service providers.
- To increase agricultural productivity and farm incomes.

Activities in fulfilment of the above objectives targeted the very poor and marginalised in the selected communities (the bottom 20%), in particular, women and girls, persons living with HIV/AIDS and persons with disability.

#### **1.5.5 Caritas Norway (CN)**

Caritas Norway has supported projects in Northern Uganda since 1997. Caritas Norway commenced support through pilot projects in the diocese of Nebbi in 2001, and in 2004, it extended its support to the diocese of Gulu. However, while the current set-up with the partnership of Caritas Uganda (Kampala) as a central player started in 2004, the relation between Caritas Norway and Caritas Gulu started about 1997. This report concentrates on two interventions in the dioceses of Gulu and Nebbi during the period 2003 – 2007: Economic Empowerment and HIV/AIDS.

The **Economic Empowerment** focus was implemented through sustainable agriculture initiatives in Gulu Archdiocese and Nebbi diocese. Caritas Gulu's objectives were derived from its own Strategic Plan (2005-2007), which were linked to the strategic objectives of Caritas Uganda. Implementation of this intervention was designed to achieve the following objective:

- To promote sustainable agriculture in the community<sup>27</sup>.

Caritas Nebbi's objectives for the same intervention over the period 2003 – 2007 were also generally linked to the Caritas Uganda strategic objectives. The objectives pursued were<sup>28</sup>:

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26 Nsabagani X (et al.), *SMOWAC – Mid Term Review Report*, CARE, March 2008 p.g 2; CARE, *Project Implementation Report – SMOWAC*, CARE, Kampala, January-June 2007, pg. 3

27 *Impact/Outcome Evaluation of Caritas Norway Supported Programme*, Gulu Arch diocese, April/May 2008. p 10

28 Caritas Norway Annual Report for 2005, pp. 1 - 6



- To increase food production of five major crops namely millet, groundnuts, beans, cassava, and maize by 50% in 1500 households by the end of 2007.
- To improve animals breeds through the provision of exotic breeds of goats for 250 households by the end of the year 2007.

This intervention in both Gulu Archdiocese and Nebbi diocese targeted all households in the selected communities and organized in groups. In Gulu, Archdiocese, it is reported that a total of 252 and 600 farmers were trained in improved farming methods, in 2005 and 2006 respectively. In Nebbi diocese over 700 farmers were trained in modern agricultural practices and over 1500 households were provided with improved seeds over the period in review.

The second programme area, **HIV/AIDS**, only documented for Caritas Nebbi, was intended to meet the following objectives:

- To facilitate the reduction in the transmission of HIV/AIDS through the behaviour change awareness in 70% of the sexually active groups in the programme areas by the end of 2007.

This intervention primarily targeted persons living with HIV/AIDS, the youth (sexually active group) and the general community.

#### **1.5.6 Norwegian Red Cross (NRX)**

The Norwegian Red Cross (NRX) has worked in partnership with the International Committee of the Red Cross (ICRC), which has been active in Uganda since 1979. Following the killing of six of their staff in April 2001 in Ituri Province of North-Eastern Democratic Republic of Congo (DRC), the ICRC temporarily suspended activities of its sub-delegations in Uganda between 2001 and 2003 but it gradually resumed field activities in the country in early 2004 in response to the increasing needs in the north of the country.<sup>29</sup>

Over the five-year period 2003–2007, the ICRC has implemented four programmes in Northern Uganda, including: *Protection, Economic Security, Health*, as well as *Water and Sanitation*. These have been implemented by the sub-delegations of Gulu, Kitgum and Pader districts; with key beneficiaries being persons in the main IDP camps and lately those in return sites. However, due to NRX/ICRC's rules of confidentiality governing the Protection programme,<sup>30</sup> this evaluation is restricted to the three programmes: *Economic Security, Water & Sanitation*, and *Health*<sup>31</sup>, which generally fall under the humanitarian intervention, although owing to the changes in context, they are contributing to the recovery phase.

The first, **Economic Security**, was according to the programme staff at both the Kampala ICRC Delegation<sup>32</sup>, the sub-delegations of Gulu, Kitgum and Pader

<sup>29</sup> This has been reported in all five ICRC Annual Reports 2003-2007 on Africa, Uganda.

<sup>30</sup> Information obtained from the agency's staff at both the Kampala Delegation and the sub-delegations in northern Uganda, plus agency website at <http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/59kcr4?opendocument>.

<sup>31</sup> The ICRC confidentiality agreement and ways of operation is recognised by the governments of the country in which it is active.

<sup>32</sup> These included the Head and Deputy Head of Delegation, plus the Focal Persons of Economic Security Programme, Health Programme and Water and Sanitation Programme.

districts,<sup>33</sup> and information in programme documents,<sup>34</sup> designed as a complete and integrated approach to benefit the various social groups within the camps, making it easier for families to carry out basic domestic tasks such as collecting water, cooking and generally improving their economic situation.<sup>35</sup> It is reported that up to 202,820 people or an equivalent of at least 40,564 households benefited from ICRC economic security intervention in the year 2004, mainly in Kitgum and Gulu district. ICRC Annual report for 2006 also indicates that up to 1,295,004 people were targeted and benefited from ICRC economic security interventions in the year 2006. In the year 2007, 1,229,338 beneficiaries were recorded (ICRC report 2007)<sup>36</sup>. The programme sought to improve the living conditions of IDPs through:

- Access to essential household items (EHIs) such as tarpaulins, jerry cans, buckets and basins, cooking pots, plates, blankets and soap (generally and in situations of camp fire)
- Provision of seeds and farm tools to households that could access land adjacent to the camps
- In agreement with the United Nations World Food Programme (WFP), supply food items procured by WFP to victims whose shelters and food supplies had been destroyed in campfires, plus vulnerable households often headed by women.

The second, **Water and Sanitation**, sought to improve sanitation and hygiene of IDPs through increased access to safe water, basic sanitation and hygiene. This was done through undertaking activities such as drilling new boreholes and repairing existing water facilities in selected IDP camps, supporting construction of latrines and refuse pits as well as conducting hygiene-awareness sessions to change community attitudes and behaviours on hygiene practices.<sup>37</sup> Information obtained from ICRC indicates that 450,701 IDPs in Acholi benefited from water and sanitation projects in 2006, while in the year 2007 (last year of the evaluation), up to 336,202 IDPs benefited from water and sanitation interventions.

The third, **Health**, was designed to reinforce the efforts of district health authorities through helping them redeploy a comprehensive primary health care network in their respective areas by:

- Building the capacity of the district health authorities' staff through offering better supervision and training facilities,
- Providing health institutions (hospitals and health centres) regular medicine replenishment.<sup>38</sup>

The total patient consultation made in the year 2007 according to ICRC report was 123,811. This was lower than the 144,106 patient consultations made in the year 2006. In the year 2004 however, up to 120,766 consultations were made at ICRC supported hospitals and health centres with a total 73,398 patients being treated.

33 These included the Heads of Sub-Delegations, plus the Delegates of Health, Economic Security and Water and Sanitation/ Habitat programmes.

34 These included ICRC Annual Reports 2003-2007 (Africa-Uganda); Update REX 04/506, No. 07/2004, dated 19.07.2004: *Uganda, ICRC resumes activities in response to the crisis in northern Uganda*; and Update REX 05/356, dated 25.05.2005: *Uganda, the ICRC is operating at full-speed in response to the crisis in northern Uganda*; and ICRC Facts and Figures (Uganda), Kampala, December 2006.

35 ICRC Annual Report 2004, p. 108 (Africa-Uganda) "Improving the living conditions of IDPs."

36 The ICRC reports do not indicate whether these are new (incremental) beneficiaries or whether the figure includes beneficiaries of the previous year(s) receiving more support.

37 Information obtained from ICRC programme staff and ICRC Annual Reports 2003-2007 (Africa-Uganda).

38 ICRC Annual Report 2004, 2006, 2007 (Africa-Uganda), "Improving access to water and sanitation for IDPs."

### **1.5.7 Médecins Sans Frontières Norway (MSF)**

In Northern Uganda, MSF Norway through MSF Holland has responded to the humanitarian situation through provision of emergency health care services. Most activities of MSF Norway were geared towards supporting communities affected by armed conflict, sudden epidemics as well as natural and man-made disasters. MSF Norway also supported disadvantaged communities that were in one way or another deemed to be inaccessible to main health care services in the sub-region.

The main project objectives of MSF were:

- Improved health status of IDPs by access to free preventive and curative health care in five IDP camps in Lira district (Aloi, Amugo, Agweng, Apalla and Omoro).
- Reduction of morbidity and mortality related to malaria.
- Reduction of morbidity and mortality related to tuberculosis and HIV/AIDS.
- Improved nutritional status of malnourished children in IDP camps, Lira and surrounding districts.
- Improved mental health status of the IDP population.
- Improved quantity and quality of water per person and improved access to sanitation services.
- Reduction of morbidity and mortality related to emergencies (outbreaks of cholera, measles, meningitis, etc).

Although these activities targeted the general IDP camp population in the five selected camps, special emphasis was put on children under the age of 5 years and those severely malnourished. It is reported that a total of 30,793 medical consultations were performed in Lira, with children accounting for 40%<sup>39</sup>. A total of 4,514 antenatal consultations were also registered.

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<sup>39</sup> MSF Holland 2007, Lira project end of project narrative report

## 2. Methodology and Analytical Framework

### 2.1 Methodology

#### **2.1.1 Approach and methods of data collection**

This evaluation study utilized a participatory approach involving essentially qualitative methods of data collection, namely; key informant interviews, focus group discussions, observation and document reviews. A team of six consultants and a field assistant in Karamoja undertook data collection.

The main method of data collection was consultations with the aid of unstructured interview guides for each of the different categories of interviewees. Consultations were held with relevant stakeholders in Oslo, Kampala, and the districts of operation of the Norwegian NGOs and their implementing partners, and at community level. Specifically, consultations commenced in Kampala with a meeting for the evaluation team and representatives of all the Uganda partners to Norwegian NGOs and the Norwegian Embassy in Kampala. This was followed by interviews and meetings with key staff of the Ugandan partners (members of international alliances) in Kampala, where with exception of NRC, most of their headquarters is located. Further interviews and discussions were held with field staff of the Uganda partners. Interviews were also held with district and local authorities and other key actors within Northern Uganda. At the beneficiary level, the evaluation team utilised a combination of focus group discussions, community meetings, interviews, and observation to generate information. Interviews and phone communication comprised the main methods used to generate information from stakeholders in Oslo. Particularly, phone interviews were held with MFA and NRC, while the rest of the Norwegian NGOs exchanged communication by e-mail.

The desk Study involved a review of several documents related to work of the six Norwegian NGOs over the period 2003 – 2007. **Annex 2** provides a comprehensive list of documents availed and reviewed by the evaluation team. Document reviews enabled the evaluation team to obtain a deeper understanding of the interventions supported, description of the target groups, implementation strategies, achievements and challenges faced. Document reviews, were undertaken before the commencement of fieldwork to inform the overall approach to the evaluation, enable a better understanding of the evaluation issues and to an extent, validate and supplement information obtained from the field.

#### **2.1.2 Process of data collection and analysis**

The process undertaken for this evaluation is summarized as follows:

- Inception stage, which involved assembling and reviewing relevant documents,

refining the methodology, including persons to consult, development of guides for consultations with the different stakeholders; and documenting all this in an inception report. This phase ran from August 01 to August 22, 2008. During this phase, a meeting was held in Kampala with representatives of all the Uganda partners to the Norwegian NGOs and the Norwegian Embassy in Kampala except MSF-Holland.

- Consultations, with headquarter staff of the Ugandan partners to the Norwegian NGOs in Kampala commenced on the 25th August 2008 and ran till the 27th of September 2008. Consultations at the district and community level commenced during the week of 8th September 2008 and ended on 27th September 2008. In between the consultations in Kampala and the districts, the team circulated a schedule for the visits to all field offices of the Ugandan partners to the Norwegian NGOs. Consultations at the district/community level commenced in Gulu and Amuru districts with the entire team's involvement. This was done to ensure a harmonized approach to data collection and also ensure quality control of the exercise. Thereafter, in consideration of the time constraints, the team was divided into two teams during the second week and three teams during the third week with consultations being undertaken in all sub-regions simultaneously. During the field phase, several meetings and discussions were held with staff of the Uganda partners to the Norwegian NGOs, staff of local or district-based implementing partners, district officials (DDMCs), technical heads of departments (agriculture, gender, production, community development, health, and education) in all districts covered. In addition, interviews with representatives of other agencies involved in humanitarian work such as the World Food Programme (WFP) and members of coordination clusters were also made. Detailed information from the IDPs/beneficiary communities and individuals was obtained through a series of Focus Group Discussions (FGDs), community meetings and individual interviews within the camps, transit sites and at project sites like health centres. Every effort was made to ensure that FGDs included the extremely vulnerable individuals (men or women). The combination of the above groups ensured comprehensive and balanced documentation of the key issues of the evaluation. **Annex 3** provides a comprehensive list of persons consulted during this evaluation. It was not possible for the evaluation team to take attendance of the focus group discussions due to time and issues relating to literacy of the participants. The list has been compiled on the basis of each project implemented and partners involved.
- Upon completion of data collection, the evaluation team agreed on a common approach to synthesize and present the field findings. This was shared with Norad and thereafter based on comments received, the team members immediately embarked on synthesis of available information. Gaps in data were identified during this period and additional information sought from the Ugandan partners and Norwegian NGOs. Team members were also assigned primary responsibility for a given NGO and secondary responsibility for another. This was done to facilitate further consultations with stakeholders in Oslo and also analysis of information generated and preparation of the draft report. Field findings were then written and shared with each of the Norwegian NGOs and their Ugandan partners for comments. Every team member was tasked with synthesizing information with respect to a particular Norwegian NGO, its Ugandan partner, and local or district partners where applicable.

As already mentioned, the evaluation was confined to activities funded by Norad/MFA and to some extent the Norwegian Embassy in Kampala. The work of the six Norwegian NGOs, their Uganda partners and local partners during the period 2003 – 2007 has been the focus of this evaluation.

The selection of the six Norwegian NGOs was made on account of the following:

- Involvement in development cooperation in Uganda for at least five years.
- Engagement in activities that cut across the three types of assistance (humanitarian, peace-building and development), and that spread across the three sub-regions in Northern Uganda.
- Assumption of the existence of functional M&E systems, which have yielded reliable reports and data over the years.

In addition and considering the time implications of covering all programme interventions of each NGO and their local partners, the evaluation team consulted all local implementing partners of the six Norwegian NGOs. The evaluation team also interacted with a cross-section of beneficiaries of each intervention area.

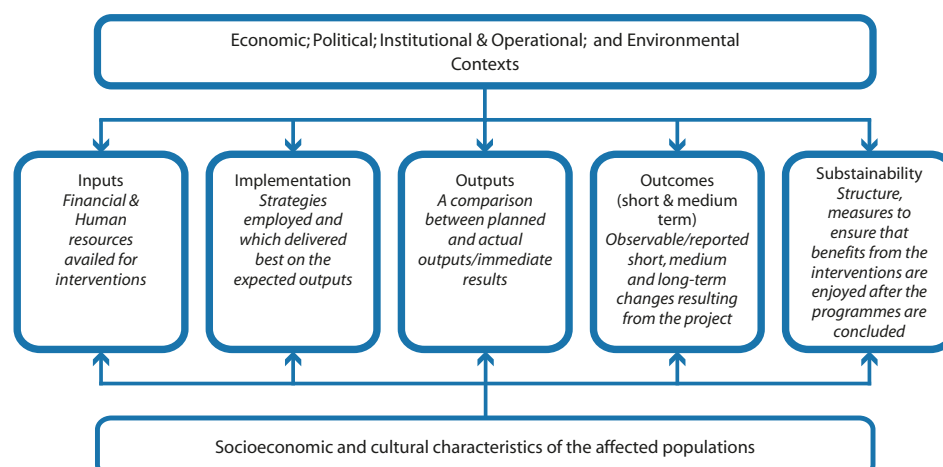
## **2.2 Analytical Approach**

Different analytical tools were utilised for project management, gender, and conflict and are discussed below.

### **2.2.1 Intervention and Outcome Analysis**

The evaluation team adopted the programme theory model for the analysis of inputs, implementation strategy, outputs, and outcomes (see Figure 3). The linkages between inputs, outputs, and outcomes were considered based on the intervention assumptions and strategies of the Norwegian NGOs and their implementing partners. The contextual factors within the socio-economic and politico-cultural environment were considered as backdrops for the analysis of outcomes and their potential sustainability. For instance, the change in political context of the conflict in North Central that saw persons living in internally displaced persons camps returning to their original homes affected mobilization of beneficiaries of income generating projects like the baking project in Opit sub county. This impacted on both outputs in terms of increase in income but also the outcome in terms of improved welfare of the beneficiaries. Further presentation and discussion of the implementation theory is given in section three of this report.

**Figure 3: Programme Analysis Framework**



### 2.2.2 Gender Analysis

The evaluation employed the use of the Gender Analysis Matrix (GAM) developed by Rani Parker<sup>40</sup> to assess the impact of the different interventions on beneficiaries that is, women, men, boys, and girls, special categories like Persons Living With HIV/AIDS (PLWHA), Persons With Disability (PWD), Extremely Vulnerable Individuals (EVI), as well as households and communities depending on the target groups associated with the interventions. The analysis was on four main kinds of impact:

- **Labour:** - the impact in this regard was assessed in terms of how the interventions affected the beneficiaries in terms of changes in the tasks they were expected to perform, changes in level of skills associated with the tasks, changes in labour capacity and numbers or need to hire additional labour to complete different tasks both routine tasks associated with their everyday lives as well as the additional tasks related to the project.
- **Time:** - here impact was assessed in terms of any changes in the amount of time required to complete different tasks (productive reproductive and community roles) associated with different categories of people – men, women, girls and boys, as a result of the introduction of the different interventions of the NGOs
- **Resources/services:** here the analysis focused on the changes in levels of access to and control over the different resources (income, credit, land, labour, etc) by different beneficiaries (women, men, boys, girls, households, communities, etc) depending on the target group for specific interventions
- **Socio-cultural factors:** here impact was assessed in terms of changes in social aspects of the beneficiaries lives including changes in gender roles, attitudes, rights and responsibilities, expectations and norms as well as status at various levels of the community, participation in leadership and decision making at various levels.

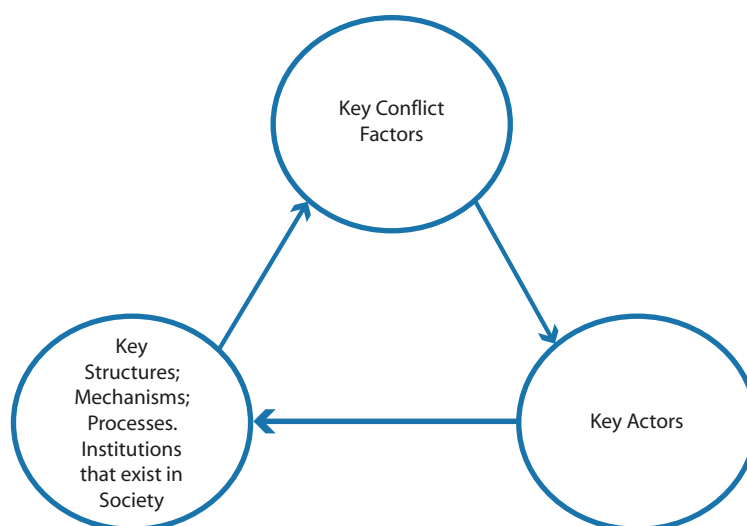
40 Rani Parker (1993), *Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers*, UNIFEM, New York.



### 2.2.3 Conflict Analysis

This was based on an analysis of the key conflict factors; actors in the conflict; and structures, mechanisms, processes and institutions that exist in society in order to peacefully and constructively manage conflict (see Figure 4). Conflict sensitivity refers to when programme design and implementation strategy is based on a thorough analysis of a given conflict, its causes, key actors, and the identification of possible measures to not negatively impact the conflict with the activities of the programme. It is also important to note that conflict sensitivity does not only refer to clearly conflict-affected areas, but also to structural causes of conflict that affect different parts or indeed all of the rest of a country.<sup>41</sup> The focus of the evaluation team was mainly on assessing the conflict sensitivity of the interventions of the Norwegian NGOs and their adaptations to the changing context, as reflected in programme documents and staff interviews as well as interviews with beneficiaries.

**Figure 4: Conflict Analysis Framework**



In analyzing the findings, the evaluation team triangulated information generated from interviews and focus group discussions, reviewed documents and where applicable observations. The first step in our analysis involved identifying how the Norwegian NGOs and in particular their Ugandan partners identified interventions, determined activities and resources/inputs to address established needs, desired outputs and changes. In assessing effectiveness and efficiency, emphasis was placed on comparing the planned and actual outputs, and processes and systems for delivering activities respectively. The evaluation team also scrutinised strategies utilised during implementation of interventions to establish their strengths and weaknesses, and factors that may have enhanced or constrained implementation, including the impact of social, economic, political and environmental issues on attainment of outputs.

41. Appraisal of the conflict perspective in the Uganda Justice Law and Order Sector (JLOS), A Draft Report submitted to Sida by Saferworld and CICS, 18 May 2007



Relevance on the other hand was examined in relation to the local needs i.e. how given activities and outputs contribute to addressing the needs of the target beneficiaries and communities in general. In analysing sustainability, this evaluation considered steps and mechanisms that have been put in place to ensure continuity of benefits accruing from the interventions implemented by the Norwegian NGOs and their Uganda partners.

It is therefore important to note that primary sources played a key role in the evaluation, and provided the evaluation team evidence needed to arrive at well-considered opinions with regard to the key issues of the evaluation.

## **2.3 Limitations**

This evaluation was not without limitations. Time allocated for this evaluation constituted the first major limitation to the exercise. Approximately three months was allocated to the evaluation team, for preparatory work including writing of the inception report (August 2008), consultations in the field (September 2008), and analysing information collected and writing of the draft final report. This short time frame set clear limitations to data collection since we were only able to sample a few project sites or community groups for each programme. It also limited time for analysis of information generated and feedback from key stakeholders on indicative findings. For instance consultations and feedback with representatives of Norwegian NGOs in Oslo was limited to phone and email communication. Nevertheless, data collected was sufficient to arrive at the conclusions for this report, in spite of the gaps.

The broad scope of the evaluation in terms of the number of NGOs involved, multiplicity of themes/sectors and geographical coverage also proved rather tedious for the team. The work of the six NGOs was not uniformly spread across the entire geographical scope of the evaluation, which was very broad. This necessitated the consultants to travel to different locations even if it meant visiting only one NGO in the constrained time frame, such as the case of Nebbi. The broad range of issues would also have required more in-depth study of each NGO, if time were permitting. Timing of data collection coincided with the planting season in Northern Uganda. As such, it caused difficulties in mobilizing beneficiaries who were mostly in the field cultivating. None-the-less, where evidence is strong, the evaluation team has been outright in recognizing them. Not-with-standing the above limitations, the evaluation team considers the findings to be fairly representative of the picture on the ground, since deliberate effort was made to triangulate field findings with secondary data from earlier assessments, project implementation reports and other relevant literature, where these were available.

Attendance to focus group discussions tended to be a lot higher than the ideal size of up to 10 respondents. While this is good, in that it allows for collection of views from a broader group of persons, the limitations with this stem from the fact that some a few participants may dominate the meeting and suffocate the voices of others. Also, it is possible that some persons in attendance may not have been beneficiaries to a given project and will provide wrong information.

Lastly, owing to the perceptions about the implications (cutting of funding) of providing genuine feedback, the evaluation team cannot rule out the possibility that some responses were only provided by especially community members and leaders to guard against the possibility of development partners cutting or significantly reducing funding. None-the-less, the evaluation team is convinced that the findings present a fair picture with regard to the work of Norwegian NGOs, their Uganda partners, and district-based partners in Northern Uganda.

## 3. Findings from Intervention Analysis

### 3.1 Inputs, Implementation and Outputs

This sub-section provides an analysis of the interventions in terms of inputs, programme formulation, activities, implementation strategies and outputs. The presentation of findings in relation to programme formulation, implementation strategies and target beneficiaries has been varied to take variations between NGOs into account where applicable, and where necessary, findings are discussed separately for each intervention. Due to lack of adequate information on specific resource allocations, in some cases it has not been possible to provide a cost-efficiency analysis based on the break down financial resources to respective programmes and other cost centers. Thus here too, in some instances broad figures of financial inputs have been presented instead of allocations to specific activities. However, where information was available, efforts have been made to provide an analysis in relation to cost-efficiency. Outputs have been presented separately for each programme that was evaluated.

#### 3.1.1 Overall

Over the last five years (2003 – 2007), Norwegian bilateral development assistance to Uganda through Norwegian NGOs amounted to approximately Norwegian Kroner (NOK) 441 million. Funding to the six Norwegian NGOs amounted to nearly 60% (approximately NOK 260 million) of the total bilateral development assistance to Uganda. Table 1 gives an overview of the amounts of aid channelled to Northern Uganda through the six selected Norwegian NGOs organisations over the last five years.

**Table 1: Bilateral aid to Uganda channelled through Norwegian NGOs, 2003 - 2007**

Agreement Partner	Figures in '000 NOK					
	2003	2004	2005	2006	2007	Total
CARE Norway	3,339	-237	6,112	4,283	6,238	19,734
Caritas Norway	5,450	8,072	5,735	6,804	6,804	32,865
Norwegian Refugee Council	5,545	12,792	19,011	30,427	31,501	99,276
Doctors without Borders			2,500		8,400	10,900
Norwegian Red Cross	2,624	4,616	6,721		8,269	22,230
Save the Children Norway	13,951	13,987	15,663	17,736	13,243	74,580
<b>Total Norwegian NGOs in Northern Uganda</b>	<b>21,676</b>	<b>33,057</b>	<b>47,635</b>	<b>53,709</b>	<b>66,356</b>	<b>222,432</b>
<b>Total Norwegian NGOs in Uganda</b>	<b>61,863</b>	<b>72,988</b>	<b>92,022</b>	<b>99,206</b>	<b>114,603</b>	<b>440,682</b>

Source: Norad/AMOR/INAB 25th August 2008

The Norwegian Ministry of Foreign Affairs (MFA) funding is based on one-year or annual cycles and targets humanitarian assistance, while the Norwegian Agency for Development Cooperation (Norad) provides framework funding but with annual official approval of budgets. Additionally, information from MFA and Norad and also confirmed by all six Norwegian NGOs indicates that flexibility in budget allocation/ re-allocation is allowed with no prior permission required for a partner to make changes.<sup>42</sup>

Further information from the MFA and Norad, further revealed that disbursements to Norwegian NGOs are based on agreed upon schedules as reflected in the contractual documents. Norad guidelines allows for up to 8 percent of her total funding as administrative costs, while MFA allows administrative costs of not more than 5 percent.

In the subsequent sub-sections, the evaluation team presents its findings in relation to financial and human resources committed to the various projects, programmes and core activities, implementation strategies used, as well as outputs for each Norwegian NGO, and its Ugandan partners.

### 3.1.2 Norwegian Refugee Council

#### Inputs

*Financial Resources:* Over a period of five years, 2003 to 2007, NRC received a total of approximately NOK 99,276,000 for the provision of humanitarian assistance to internally displaced persons in Northern Uganda from MFA/Norad and NOK 24,401,000 from other sources. As such, NRC Oslo noted that MFA/Norad funding remains the backbone of their activities in Northern Uganda.

<sup>42</sup> Information obtained from the MFA, however, indicates that when there are significant changes in activities or budgetary allocations compared to the approved Grant Application, the Grant Recipient shall provide a revised budget that is submitted to the MFA at the latest one month after the date of issuing the grant. This is also stated in the letter to the grant recipient, approving the grant. However, the MFA further observes that in practice the NGOs rarely come back with a request for approving changes. But, if there are significant changes between the original budget and the accounts that are provided at the end of the year together with the Final report, the MFA requests the concerned NGOs to provide an explanation for such deviance before the final report is approved and the project closed. The MFA further notes that while most of the changes undertaken by NGOs fell within what is regarded as the NGOs' 'area of authority' a more rigorous approach to this has now been adopted by MFA.

NRC staff in Oslo and in Northern Uganda reported that the financial resources committed for implementation of its planned core activities was adequate. They however note that, if considered in relation to the needs of target beneficiaries, financial resources were inadequate.

**Table 2: Funding to Norwegian Refugee Council from Sources other than MFA/Norad (2003 – 2007)**

NRC Uganda	Figures in '000 NOK					
	2003	2004	2005	2006	2007	Total
<b>Funds received from other sources for the same interventions:</b>						
WFP	2,263	4,160	1,615	5,254	5,937	19,229
Stichting Vluchteling				898	1,262	2,159
FAO					79	79
UNHCR					2,934	2,934
Total implemented other sources:						24,401

Source: NRC Oslo/20th October 2008

NRC directly implements its activities and therefore financial resources are channelled through its country office, which is based in Gulu, Uganda, for its field operations in Amuru, Gulu, Kitgum, and Pader districts. NRC staff in Oslo and the country office in Gulu, observe that activity implementation is often slowed down as a result of late commitments of funding by MFA. This has forced NRC Oslo to advance large sums of money from its own sources for its Northern Uganda activities, as they await MFA commitment. The evaluation team commends NRC Oslo for this flexibility, which demonstrated their commitment to attainment of planned outputs and ultimately outcomes. Not-with-standing the late commitment of funding, MFA is reported to be flexible in its approach, allowing for interventions that accommodate the changing reality in Northern Uganda.

With regard to whether channelling of financial resources through NRC for programmes implemented was the best option, the evaluation team believes that channelling resources through NRC was the most effective option and remains the preferred option given its experience and track record in handling complex humanitarian operations. This opinion is based on feedback from key stakeholders<sup>43</sup>, the current weak capacity of the District Disaster Management Committees, and the need for an immediate and coordinated response when in emergency situations.

Information on the distribution of projects costs for 2008 obtained from the Norad Review of NRC Uganda<sup>44</sup> shows that 58 percent of funding was allocated to project materials. Personnel costs accounted for 25 percent, premises and communication – 7 percent, travel – 5 percent and Administration – 5 percent. While the costs other

<sup>43</sup> Stakeholders here include WFP, Chairperson of the District Disaster Management Committee, and Camp Leaders in Amuru.

<sup>44</sup> Review and Appraisal of: (1) "Strengthening Child Protection Mechanisms through Emergency Education Support to Northern Districts of Kitgum and Pader" and (2) "Education for Protection and Recovery" by Janne Lexow and Beatrice Ngonzi, Oslo 13th June 2008.

than project materials account for 42 percent and would appear high, in actual fact, they contribute to the direct programme costs. For instance personnel are assigned different programme tasks and premises provide the office environment necessary for coordination of implementation. Given that, and while information on resource allocation for the period in review was not available, the evaluation team on the basis of the above information which clearly shows that a greater proportion of the funds for 2008 were allocated to direct programme costs, is of the opinion that financial resources were utilised cost-efficiently to realise outputs and thus contributed to the achieved outcomes.

*Human Resources:* In order to ensure effective implementation of its core activities, NRC as a matter of policy strives to employ highly qualified and experienced staff for its field operations, administration, and management. In Northern Uganda, NRC core activities have been carried out using an elaborate structure consisting of highly skilled staff<sup>45</sup> and volunteers, a vast majority of who are Ugandans; the absolute majority of whom are from the areas of operation. The total staff number is 701 personnel, consisting of 318 full time staff and 383 volunteers. Of the 318 full time staff, 258 are male and 60 are female, and of the 383 volunteers, 213 are male and 170 female. From the aforementioned statistics, the evaluation team observes that while the balance of gender for volunteer staff is fair, that is, 56% to 44% for male and female respectively, the imbalance for full time staff is very significant, that is 81% to 19% for male and female staff respectively. For instance, at the Pader office, only 5 out of 21 programme staff is female, yet the bulk of programmes have a key focus on the girl child. However, NRC management attributes the low response to job applications from female candidates to this imbalance, although employment is based on merit and not necessarily gender.

*"From the 1,500 applications received for FSL positions last year around 20% came from women. Note that this was nationally advertised. Merit is the reason for offering positions not gender" (Communication from NRC, Oslo dated 27th November 2008).*

### **Programme Formulation**

The broad objective of NRC's core activities in Northern Uganda has been influenced by the prevailing conditions of conflict, internal displacement, and humanitarian problems in the districts of Gulu, Amuru, Kitgum, and Pader. The interventions are therefore aimed at providing protection to internally displaced persons and providing durable solutions. NRC operates in sub-counties and parishes. Some of its interventions are district wide, while others focus on specific locations.

Although NRC has its criteria for selection of needs, this is synchronised with community and district criteria, which enhances ownership at all levels. As such, the choice and relevance of NRC core activities is largely informed by community needs identified through formal and informal needs assessments and baseline surveys.<sup>46</sup> For instance, in the case of camp management, NRC carries out needs assessments, advocacy, and distribution of assistance including those provided

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<sup>45</sup> NRC observes that given the status of Northern Uganda, including education/training institutions available, their staff may not on average possess formal qualifications of more privileged nationals from and in other parts of the country.

<sup>46</sup> This is based on reviewed documents, including baseline surveys and additional information obtained in interviews with management and staff of all six NGOs.

by UNHCR. For its education programmes, NRC adapts its designs to local needs and demands and considers a range of issues among them: the security situation, the willingness of community to participate, pupil-classroom ratio, equal opportunity for boys and girls, and government policy. The food security programme launched in 2005, is needs driven, that is, based on identified needs of the households in the beneficiary communities. Discussions with NRC programme staff and district officials also revealed that needs are identified and synchronised with district criteria for determination of priority needs and areas. NRC responses are dynamic and take account of changes in operational context. It endeavours to blend organisational policies, and objectives with the contexts within which they work.

NRC's interventions which seek to ensure durable solutions for IDPs have involved multiple actions, including direct advice, capacity building, information exchange and relief assistance. Implementation design is based on the following strategies: enhancing inter-disciplinarity among the five core activities to avoid duplication and increase synergy; broadening of partnerships and alliances including participation in Cluster processes; developing Memoranda of Understanding with district authorities and collaboration with other international agencies, NGOs civil society and the private sector; continued improvement in management process; and leveraging of resources to diversify funding base.

#### *Shelter for Durable Solutions and Camp management:*

##### **Activities**

Camp management involves establishing of representative camp governance and promotion of camp residents' participation in decision-making and daily life of the camp. NRC has staff and volunteers based in the camps who possess adequate knowledge of local situation.

Among camp management activities are:

- coordination of protection and humanitarian assistance at the camp level including building partnerships with other stakeholders;
- conducting general assessments to identify protection gaps and soliciting for agencies that can address identified/existing gaps;
- information sharing to avoid duplication of activities;
- distribution of non-food items and provision of resettlement packages;
- protection monitoring and referral of violation of protection rights;
- sensitization of the community on domestic violence;
- advocacy, and
- training local councillors, police and the army on protection issues.

##### **Implementation**

NRC implemented camp management in 17 camps. In Amuru district, it covers 3 sub-counties of Amuru, Lamogi, and Pabbo. The evaluation team visited 2 camps: Amuru and Labongo-gali camps in Amuru district. Here camp management is implemented in partnership with the UNHCR. Implementation of shelter activities generally conformed to the plan and NRC's implementation strategy.

NRC also involved the local community in camp management by including them in the governance structures and decision-making. This is because NRC emphasizes self-help. There is an elected camp leader, and elected committees for activities such as sanitation. Camp residents are involved in daily management of camp activities and in identifying needs, identifying and registering EVIs, enforcing rules, maintaining hygiene, and construction of shelter.

### **Outputs**

Key outputs resulting from implementation of the above activities include: camp leadership and committees elected and provided training to enhance their daily work in the camps; EVIs identified and registered; 5 huts constructed for EVIs in Labongo-gali camp in Amuru district in 2007.<sup>47</sup> NRC also sensitized IDP residents on sanitation and providing the sanitation committee with equipment for cleaning such as wheelbarrows, hoes, machetes, protective wear and soap. Each of the 7 zones in the camp was provided with 5 pieces of each of the equipment.<sup>48</sup>

#### *Education:*

#### **Activities:**

NRC education programme has concentrated on capacity building, advocacy, and infrastructure development with the view to improve access to relevant and equitable education. Capacity building and advocacy activities have included training of teachers, improvement of curriculum through incorporation of school farming in the pupil learning experiences, training and building capacity of the school management committees, sensitization of the community on the 'go back to school' initiative, and advocating for the education of children with disabilities.

#### **Implementation:**

Implementation of education activities has generally conformed to plan and NRC's programme theory, which seeks to improve access to primary education. NRC implements its interventions and undertakes limited sub-contracting especially to private contractors for infrastructure development activities. Implementation process of the education intervention involves planning meetings with district authorities, and the Ministry of Education. Cooperation with district authorities and other stakeholders during implementation is also undertaken.

### **Outputs**

NRC constructed and equipped 4 Youth Education Pack (YEP) centres in Kitgum district. These centres have an enrolment capacity of 100 learners each, and provide equal opportunity for girls and boys to enrol. In addition, it also caters for caretakers of babies of young mothers who are enrolled at the centres. But drop out, especially of female learners remain a challenge. The high female dropout rate is largely due to cultural reasons such as early marriage of the girl child and lack of interest in girl child education within the community. Long-term efforts are required to promote changes in attitudes towards education of the girl child. At the time of field visit, total enrolment in the 4 centres was about 337 learners.

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<sup>47</sup> FGD Labongo-gali, Amuru district, 12th September 2008

<sup>48</sup> FGD with camp leader and sanitation committee members in Amuru Camp, Amuru district 12th September 2008



In addition, rehabilitation of Kitgum Primary Teachers College was undertaken; in particular, rehabilitation of 3 dormitories, and construction of: 9 stance latrines, 1 dining hall, 4 rain harvesting tanks, and 1 septic tank. NRC also constructed 69 permanent classrooms, renovated 34 classrooms, and constructed 11 teacher's houses in Kitgum district. It trained about 90% of the teachers in Kitgum district, a total of about 1,588 teachers. In addition, NRC has been implementing a school farming programme in 22 schools in Kitgum district.

#### *Food Security and Livelihoods:*

##### **Activities**

This programme has three key components namely: agricultural production, income generation, and environmental conservation. Beneficiaries were provided with training in the following areas of agricultural production: field preparation and planting, agronomy practices, enterprise selection, crop protection, post-harvest handling, vegetable production and farming as business. Training for groups engaged in income generating activities included basic management and business skills, technical training in the use and maintenance of grinding mills, animal traction, goat rearing and technical aspects of beekeeping, food processing and bakery among others. Environmental protection centred on training in the construction of energy saving stoves and tree planting.

##### **Implementation**

Implementation of this core activity has progressed well although it may have been impacted upon by climatic factors and delays in funding. Income Generating Activities targeted women, especially female-headed households, youth, elderly people; families supporting Extremely Vulnerable Individuals (EVIs), households of Persons Living With HIV/AIDS (PLWHAs) and households with limited or no access to land. Based on the evaluation team's examination of personnel profiles and discussions with staff, implementation is undertaken by knowledgeable and competent NRC staff in areas related to this intervention. Where necessary, district personnel were called upon to support implementation of specific activities.

##### **Outputs**

During the first and second seasons of 2007 inputs to farmers included; seeds (crops and vegetables), hand tools, sacks (five per household). The quantities provided were: assorted seeds-14 MT, vegetable seeds-1,100 kg, cassava cuttings-1,318 bags, planting lines-205 rolls and sacks (gunny bags)-6000. 39 groups were also provided with a pair of oxen and ox plough and training in animal husbandry and draught traction.

A total of 4,007 of the planned 2,500 – 4,000 farmers had received seeds; 1,440 of 4,007 farmers had received sacks for storage under the agricultural interventions, 80 of the planned 40 – 50 groups had been organized and strengthened, plus 1,663 of the planned 1500 beneficiaries received technical skills training under the income generating interventions; and 2,542 of the planned 2000 energy saving stoves constructed for use by the end of April 2008.<sup>49</sup>

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<sup>49</sup> NRC, Food Security and Livelihoods Support to IDPs and Returnees in Gulu, Amuru and Kitgum districts, Northern Uganda, Final Narrative Report April 2007 to April 2008, July 2008

With regard to gender, the evaluation team agrees with the observation by NRC Oslo, that in emergency settings, the gender and age perspective of a population are often not pronounced for the simple reason that the context of a war/conflict does not allow or enable much diversified approaches. The focus in such situations therefore shifts to the generally vulnerable and Extremely Vulnerable Individuals. Gender considerations were mainstreamed in all core activities at the design, planning, budgeting, implementation, and evaluation stages. For instance, for each activity, gender gaps are identified and ensure that these are addressed, such as better access to water to reduce work load on women as well as meeting strategic gender needs and interests (involvement in group decision-making).

### **3.1.3 Save the Children Norway**

#### **Inputs**

*Financial Resources:* Figures obtained from SCN show that the total resource envelope received from Norad/MFA in the period 2003-2007 was NOK 74,580,000. A total of approximately NOK 11,665,000 was transferred to SCIUG and district-based partners over the same period for interventions in *Northern Uganda*. This money was spent on direct programme implementation, administrative expenditure for SCN in Oslo, and technical backstopping to the partners. SCN programmes are aligned to the funding received and as such funding over the reviewed period is considered to have been adequate allowing SCIUG to reach more children than planned.<sup>50</sup> However, a staff from a local partner organisation of SCIUG; Christian Children's Fellowship (CCF); noted that a main challenge with regard to funding has been the reduction in submitted budgets, which impacts on planned targets. The CCF staff cites a case where a budget of Ushs 75 million, the equivalent of NOK 238,095 was submitted for funding but only Ushs 35 million or NOK 111,111 equivalent was received. In Karamoja, the District ABEK Coordinator reported that with increasing demand for ABEK learning centers, the current level of funding is not adequate to allow for expansion.

SCIUG and its district-based partners in Pader and Lira reported that no significant delays are experienced with the current disbursement mechanism. However, while acknowledging that disbursements have most often been timely, the district ABEK Coordinator in Moroto noted that significant delays have been experienced over the last two years in spite of timely submission of narrative and financial reports. For instance by the time of this evaluation visit, ABEK funds for the second quarter (April to June 2008) were reported to have been received in the third week of June 2008 in spite of the district office having submitted its reports and requisition in early April 2008.

*Human Resources:* It is important to point out here that Save the Children staffing with regard to the interventions implemented were adequate. Some activities were directly implemented by SCN/SCIUG and both local and international staff was involved in the implementation, either at the field level or providing technical backstopping support at the Uganda country office level and headquarters in Oslo. Save the Children has the capacity to attract and retain competent and well trained

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<sup>50</sup> This was pointed out by SCN in a Questionnaire sent by the evaluation team, but also by SCIUG Country office staff in Kampala.

staff. The evaluation team noted that the organisation is well staffed with staff possessing requisite technical skills in programme design, implementation and management as well as for support functions such as financial management. The evaluation however did not look at the recruitment process and staff development activities and opportunities for SCN/SCIUG into detail.

### **Programme Formulation**

The main objectives for SCN/SCIUG's interventions selected for this evaluation in North Central sub-region and Karamoja in North East appear to have been guided by the SCN/SCIUG country strategic plans for the period 2003-2005 and 2006-2009. The annual plan for 2005 recognizes the need to work with government structures, notably the Ministry of Gender Labour and Social Development in enhancing social protection and also meeting the Save the Children Alliance plan for improving access to education for conflict affected areas (Save the Children Norway, 2005). The strategic goal of the education sector for the period 2005-2009 is to provide opportunity for vulnerable children to realize the right to quality education. The main activities designed to meet this strategic objective are alternative Basic Education for Karamoja; Early Childhood Development Education (ECDE) [Karamoja], Quality education project (QEP), promotion of child participation in monitoring educational programmes and Education for children in conflict areas [Northern Uganda].

Regarding the sector of social protection, Save the Children's strategic objective is to contribute to improved care and protection of children from sexual and physical abuse and conflict with the law as well as to promote Children's Rights. The main activities under social protection for Save the Children was to strengthen systems and structures for the different levels of duty bearers, strengthen protection for children in conflict with the law, protecting children from abuse, and undertake high level legal, policy and advocacy initiatives to ensure that local government and central government structures and decisions are sensitive to the rights of children (Save the Children, 2006).

### **Target beneficiaries**

The focus of interventions by SCN/ SCIUG studied in this evaluation has been driven by a strong desire to promote the rights of children and youth affected by armed conflict, including protection from abuse, promotion of access to basic education and functional skill development, plus early child development. SCN/ SCIUG **educational interventions** have been targeting primary school going children (both boys and girls) to remain within the school system. In expanding school facilities and making contributions to improving the learning environment at school, SCN/SCIUG interventions were also targeting children out of school in a bid to increase the enrolment ratio. While aiming to improve the learning environment at schools, teachers were targeted as secondary target group to ensure that the school environment is conducive for children. The evaluation team noted however that no conscious efforts have been initiated by SCN/SCIUG to support orphans and other vulnerable children directly, educationally<sup>51</sup>. The target group

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<sup>51</sup> Direct support would for example include provision of school materials and payment of school fees, where needed.

was selected with a tacit assumption that this latter category of children will benefit with the rest.

For child protection interventions however, two-pronged strategy was carried out: This implied general targeting, by training members of Child Protection Committees<sup>52</sup>, (CPCs) and it involved specific targeting of orphans, other vulnerable children and children at risk of abuse. The Child Protection Committee members (CPCs) have been identifying children at risk of abuse and supporting them or bringing their situation to the attention of specialized government departments such as that of Community Services. In direct targeting, there was also support for the families of very vulnerable children through the income support implemented by Christian Counselling Fellowship in Pader, vocational skills training of war affected children by CEASOP (Collaborative Efforts to Alleviate Social Problems) in Lango and psychosocial support services to the formerly abducted children by Christian Counselling Fellowship (CCF) in Pader.

Early childhood development programmes have targeted children below five and the Alternative Basic Education for Karamoja (ABEK) programme has targeted children in Karamoja at risk of missing out on education. In reaching out to the target categories, secondary and tertiary stakeholders have been targeted to ensure that the aims of the interventions are achieved. Other secondary target groups have included families and target communities, and tertiary categories have largely included local governments and to some extent the national/ central authorities, in particular, the Ministry of Education and Sports and that of Gender Labour And Social Development in Uganda (SCN Strategy 2007-2009; SCN Annual Plan 2009).

## Implementation

SCN/SCIUG has been involved in implementation of both emergency support and recovery and development activities. Emergency support has been carried out through local partners such as CEASOP in Lira, Christian Counselling Fellowship in Pader, and ACENLWORO Christian Children Fund in Apac. Support to recovery and development, has been carried out through supporting community child protection structures and enhancing access of deprived children (in Karamoja sub-region), to quality and appropriate education. In the implementation of SCN/SCIUG programmes and projects, two dimensions of programme theory have been identified: an organisational programme theory and an intervention programme theory. The organisation (SCN/SCIUG) has developed structures, systems and a framework to ensure that the planned targets and outputs are realized. The evaluation team concurs with findings in the Mid-term Review of Save the Children strategy (MacDonald, 2008) that the programme strategy chosen is adequate and appropriate for the accomplishments of set targets, and the long-term objectives of the organisation. The evaluation also suggests that the Save the Children strategy also

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<sup>52</sup> The Child Protection Committee is a committee comprised of 25 community actors on child protection and rights who monitor issues pertaining to child rights violations at the community level and reports through the sub county Community Development Officer to the district probation officer. In Northern Uganda, this committee was set up with support from UNICEF and the main international actors on child protection including Save the Children. While the CPC is a community based structure, they are expected to work with all organisations active in that particular sub county, although one agency is always designated as the lead agency in any given sub county. We could not verify the total number of CPC members trained but in the sub counties visited of Otwal (Oyam district), Adilang sub county (Pader district), Chawente (Apac district), Orum and Ollim sub-counties (Lira district) and Inomo (Apac district); the representatives of the CPCs Acknowledged being provided with training by Save the Children and their partners. Considering that there are 25 Child Protection Committee members in a sub county, SCN/SCIUG and her partners will have provided training to 150 Child Protection Committee members in the six selected sub counties.

demonstrates coherence and relevance with government plans, such as the Poverty Eradication Action Plan (proposed National Development Plan) and the Peace Recovery and Development Programme (PRDP). Save the Children strategy of working through and with local non-governmental organisations and the local government is commended.

Discussion with local leadership in Lango, Pader and Karamoja region suggest that great efforts have been made by Save the Children to involve the district leadership in project implementation, but participation by the sub county local authorities and communities appears to be more pronounced in the implementation phase of the projects<sup>53</sup>. There was unanimity of opinion among the local communities, the sub county leadership and the district leadership consulted in this evaluation that all activities implemented by Save the Children in Uganda were addressing problems, needs and challenges of development relevant to the local situations, a view shared by the evaluation team<sup>54</sup>. What also emerged from these discussions is that the need/development problem on the ground at the moment far outweighs the interventions. So, much as the support provided by SCN/SCIUG is relevant to the local situation in the targeted area, this is still inadequate compared to the enormity of the need.

There is conformity in terms of expectations of SCN/SCIUG implementation staff, both in the country office in Uganda and at the headquarters in Oslo about the programme theory of change (which is improving outcomes for children): This is because SCN/SCIUG strategy is in line with the Save the Children Norway (SCN-OSLO) strategy and Save the Children Alliance's global direction.

#### *Education:*

##### **Activities**

In enhancing access to education, SCN/SCIUG as one of the main actors in the sector has concentrated its efforts on providing both educational facilities and training. Objectives are to improve outcomes in terms of higher enrolments for both boys and girls in school, improvement in the quality of education and increased participation of children in school matters. Educational facilities provisions have included classroom construction, teacher house construction (limited), construction of latrines and provision of desks and books.

Other activities of a non-facility provision nature have included training of teachers, training and building capacity of the school management committees (SMCs), and training senior woman teachers and girls to make their own sanitary pads<sup>55</sup>. The organisation was able to source out some of the training activities to resource persons within their areas of operation. In the implementation of educational activities, notably the training of teachers, discussion with the district educational departments indicated that Save the Children gave priority to training women

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53 In identification of schools for construction or rehabilitation, the district education department and the district leadership appears to play a bigger role compared to the local community and sub counties.

54 Examples include semi-structured/key informant interviews with local leadership of Pader, Lira and Apac; Focused group discussions with Child Protection Committees and School Management Committees (SMCs) in Adilang sub county (Pader), Otwal sub county (Oyam district), Orum and Olilim sub counties (Lira district), and Inomo and Chawente sub counties in Apac district.

55 Information on the number of teachers and SMC members trained was not made available for the consultants; as was the proportion of budget allocated to educational activities within the focus period.

teachers, although the main challenge has been the fewer numbers of female teachers generally compared to the males:

*“... We have tried to ensure that female teachers are given consideration in the training planned so that we bring them abreast to new developments in educational planning and how they can support the girls. The main challenge however, is the lower numbers of qualified female teachers, which impacts even more on the rural schools” (District Education Officer, Lira)<sup>56</sup>.*

## **Implementation**

It should also be pointed out that in the implementation of educational activities such as the construction of classrooms, teacher houses and pit latrines; there is evidence that both women and men were involved in the project implementation committees. Generally however, significant achievement of outcomes as represented by increment in enrolment in primary education in Save the Children operational areas points to a relevance of the educational programme theory.

According to discussions with district officials, and validated by SCN/SCIUG staff, the education departments in Lira, Pader and Karamoja received computers and printers to enhance school inspection and data management. The overall objective of SCN/SCIUG and NRC education programmes shows similarity in as far as improving access to basic education is concerned. The difference however, is that NRC focuses more on education in an emergency setting, while SCIUG cuts across emergency, recovery and development. Furthermore, Save the Children's focus on early child hood and non-formal education as a strategy of improving educational access for children is rather different from NRC's whose main target group is the primary school going child. The evaluation team noted also that SCN/SCIUG operate in a bigger geographical area compared to NRC. For example NRC is not active in Karamoja.

## **Outputs**

In the 2006-2007 financial year, SCN/SCIUG constructed a total of 50 classrooms in the Lango (Lira 35; Oyam, 14 and 8 in Apac) as well as 35 more in Pader district. Similarly, a total of 8 teacher houses were constructed in the Lango (4, 2, 2 for Lira, Oyam and Apac districts respectively). A total of 55 pit latrines were also constructed in Pader, Lira and Oyam districts<sup>57</sup>.

### *Child Protection:*

#### **Activities**

As noted in the foregoing, child protection interventions have been developed with the main aim of improving outcomes for children at the community levels. The main intervention programme theory appears to be guided by the goal of strengthening community structures. This has been done by training and equipping child protection committees, directly raising awareness of child rights and protection through activities of children rights clubs and supporting children affected by war directly.

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<sup>56</sup> This appears to be the scenario in all the districts covered in Lango (Apac, Lira and Oyam) and Pader in Acholi. So while efforts have been made to ensure gender issues are taken into consideration in the training activities, contextual and institutional limitations acts as obstacles to the programme theory.

<sup>57</sup> Data from Save the Children



## Implementation

Support was also implemented for the Community services/probation and Social welfare departments in the targeted districts<sup>58</sup>. For instance, the Senior Community Development Officer (CDO) of Lira district reported that their department was given a generator to cater for the irregular electricity supply, plus computers and data-base software for data capture and data management on child welfare issues in the district. At the time of the evaluation, SCN/SCIUG had already committed itself to meeting the cost of a data clerk for one year. The evaluation team notes however that there is no apparent direct linkage between enhancing data management at the district level and its perceived outcomes in terms of better services for children. There is only an inferred relationship, which might happen or not.

The evaluation team noted that the composition of the Child Protection Committee had consideration for gender although there was no indication that gender parity was achieved<sup>59</sup>. The participation of the sub county leadership and local communities was prominent in identifying and selecting the members of the child protection committees<sup>60</sup>.

### 3.1.4 CARE Norway/ CARE International (Uganda)

#### Inputs

*Financial Resources:* During the period 2003-2007, CARE Uganda received a total of NOK 19,734,000 in bilateral aid from Norad and MFA combined. These funds are reported to have been adequate although with more funds, the potential to scale-up would have been enhanced, as problems and needs in Northern Uganda are enormous. According to CARE Norway staff *“the grants from MFA are 100% funding to the programmes, where 5% is Indirect Cost Recovery (ICR) which according to the CARE Code of Conduct remains at CARE Norway.”* CARE Norway further notes that of the total project budget, some costs for monitoring occur at CARE Norway, and is therefore not sent to CARE Uganda: *“These conditions are set in the IPIA, the contract between CARE Norway and CARE Uganda, signed for every single grant. CARE Norway also has a five-year cooperation Agreement with Norad, where the SMOWAC programme in Northern Uganda is part. Norad requires matching funds for 10 percent. The ICR in this agreement is 8 percent.”*<sup>61</sup> The evaluation team has not studied a breakdown of funding committed to the SMOWAC programme.

CARE Uganda staff observes that funds are disbursed on the basis of approved annual budgets as though a framework for cooperation does not exist. In so doing, time is consumed in preparing the annual budgets and also implementation time is lost since funds are most of the time received in February or after of a given year. This, the CARE Uganda staff argues, also creates the impression that the programme comes to an end in December of each year.

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58 The evaluation team was not able to confirm, the total monetary value of the support provided to the department for community services/probation and social welfare unit.

59 For most of the Child protection Committees in Pader district and Lango there was gender disparity in their composition, with men outnumbering women.

60 Discussion with local communities in Pader, Apac, Lira, and Oyam districts

61 Jan Baarøy, CARE Norway, Oslo.

According to CARE International (Uganda), usually annual proposals have to be made to receive additional funding even when the project agreement stipulates funding for several years. This arrangement has, according to programme staff at both the Kampala Country Office and the Field Offices of Gulu and Pader district, resulted in CARE Uganda experiencing serious challenges such as late funds disbursement especially in the first quarter, as well as interruptions in project continuity and uncertainty over whether or not the projects will be funded the following year. CARE partners, such as the Diocese of Kitgum and Kica-Ber Support War Victims for instance argued that they are sometimes unable to provide seeds to their beneficiaries in the first planting season of the year, because the funds have arrived late, and as a result, seeds for planting are purchased late. According to these sources, this occurs every year and interferes with successful implementation especially for projects that are agro-based and dependent on timely delivery of inputs such as seeds to farmers. In the case of Pader, the situation is said to be worse because the area has only one major planting season which implies CARE's efforts to support farmers with improved seeds are at times thwarted due to delays in funds disbursement.

It was not possible for the evaluation team to provide an assessment of cost efficiency since information on allocation of financial resources to the different cost centres under the SMOWAC programme were not available.

*Human Resources:* The evaluation team noted through consultations with CARE staff at the Kampala Country Office and the Gulu and Pader Offices that CARE has a wide mix of qualified and highly competent personnel with a clear gender balance, both at national and district offices. Current staffing is adequate for effective implementation of the programme. The evaluation team's analysis of staff inventories and discussions with staff, confirms the existence of well trained and skilled staff in CARE. This was judged against educational and relevant work experience.

#### *Economic Empowerment:*

##### **Programme Formulation**

In formulating this intervention CARE involves communities as active participants and not as passive recipients of aid. Promoting economic empowerment of groups and individuals is done through enabling them to have access to and control over productive assets. Together with the communities, CARE identified the underlying causes of poverty and generated ideas regarding how to deal with the causes. Particular attention was focused on women and deliberate attempts were made to facilitate them to take on essential leadership and managerial roles.

##### **Target Beneficiaries**

The target beneficiaries of CARE International in Uganda's programmes have been the communities displaced by the over 22 years of conflict - living in IDP camps, in resettlement camps or having returned to their villages of origin. CARE largely focuses on vulnerable women and girls, not only because they are disproportionately affected by poverty and social exclusion, but also because they are a powerful



leverage points for lifting their communities out of poverty.<sup>62</sup> Lately CARE has also begun to pay significant attention to, including men in their programmes, although on a smaller scale compared to women. This is due to the realization that men still play dominant roles in many communities and that the key to promote women's empowerment lies in involving and changing attitudes of men in the community. This strategy has also helped to increase men's awareness of the important role women play in society and has increased men's willingness to get involved in and support the fight for women's empowerment.<sup>63</sup>

### Activities

Through the Social Mobilisation of Women affected by Armed Conflict (SMOWAC) programme, which started in 2006, CARE established mechanisms to foster food and livelihood security; savings and investment capacity building; agricultural and business skills development and gender and human rights awareness training. This was done in the three districts: Amuru, Gulu and Pader.<sup>64</sup>

Agriculture activities included production and multiplication of seeds such as simsim seeds, cassava cuttings, beans, ground-nuts, vegetables and maize and their distribution to farmers.

Business Development Services (BDS) activities included Selection Planning and Management (SPM) and Village Savings Loans Associations (VSLA). VSLA activities mainly focused on the mobilization of communities to form groups based on mutual interest in order to start small savings. Beneficiaries were expected to form groups and were targeted in their groups for trainings and other support.<sup>65</sup> Before they formed groups, communities are first oriented on the principles of VSLA including group formation, formulation of regulations and financial management. The groups are then registered and trained by partner organisations based on these principles. Capacity building activities for implementing partners was also provided by CARE through activities such as the purchase of equipment including computers, motorcycles, bicycles and furniture; payment of senior management staff and full salaries for the relevant field staff; and training in Participatory Rural Appraisal (PRA), in data collection and report writing. Implementing Organisations (IOs) have also received Training of Trainers (TOT). Through interviews with CARE staff at the Kampala Country Office and the CARE Field Offices in Gulu and Pader; plus information validation with project beneficiaries in Gulu, Amuru and Pader districts, it was established that SMOWAC uses the Village Savings and Loans Association (VSLA) as an entry point to introduce other initiatives like agricultural development; business development services (BDS), sensitization on issues of gender, human rights and HIV/AIDS. This information was also validated thorough interviews with up to 20 VSLA group members in Lira Palwo in Pader district who pointed out that target beneficiaries were expected to form groups, which then benefit from trainings and other types of support. The VSLA group members in Pader and Amuru districts confirmed that they have obtained skills in business development, modern agronomics, and managing

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62 CARE LRSP 2009-2013

63 Interviews with community members in Alokolum, and Lira Palwo

64 Nsabagani X, et al, *SMOWAC – Mid Term Review Report*, CARE, March 2008, pg. 3

65 Nsabagani X (et al.), *SMOWAC – Mid Term Review Report*, CARE, March 2008; CARE, *Project Implementation Report – SMOWAC*, CARE, Kampala, January-June 2007; CARE, *Norad-ECOPAC BDS Project Implementation report*, CARE, Kampala, march 2006.

agriculture as a business. They also observed that some fellow groups in the respective districts were supplied with oxen and ox-plough kits, varieties of improved seeds, support for income generating projects like bee keeping and others.

### Implementation

In Gulu and Amuru districts, these projects were implemented in partnership with the Church of Uganda Diocese of Northern Uganda, Voluntary Initiative Service Organisation, Gulu District Farmers Association, and Kica-Ber War Victims Association. Strategic collaboration was also established with District Local Government line departments such as Gender, Production, Community Development, Health, Education, and Administration—for coordination of activities with the government.

The evaluation team established that the implementation strategy of the SMOWAC project conforms to the plans outlined in the project proposal.<sup>66</sup> Particularly, the evaluation team observed that the various project activities provide fertile ground for promoting long-term reduction in poverty by ensuring that the poor access economic opportunities, more so, as it focuses at marginalized women and girls. The team also notes that gender structures are carefully taken into account in the project design and implementation, as evidenced by the inclusion of women and men in the VSLA groups. The project activities are also determined in a participatory manner involving the community, who in turn identify their needs. Regular consultations are held with beneficiaries to ensure project flexibility and adaptation to changing circumstances, especially the current changing conflict setting in Northern Uganda. All these arrangements have ensured that the project is continually relevant to beneficiaries' needs.

However, discussions with district authorities including District Gender Officers, Agriculture Officers and Community Development Officers of Gulu and Pader districts, have pointed out one of the key limitations of the SMOWAC project: It tends to focus more on household heads and lacks a youth outreach component. Moreover, the VSLA scheme does not by itself meet the employment needs of the youth. It would have been more beneficial if the SMOWAC project had incorporated employment generation in its design and also targeted children affected by armed conflict more directly.

### Outputs

As a strategy, the SMOWAC project through the Village Savings and Loan Association (VSLA) activities enabled CARE to reach people where they most needed help, e.g. in return sites where people have begun to reconstruct their livelihoods. The project Mid-Term Review of March 2008<sup>67</sup> indicated that by December 2007 a total of 625 VSLA groups had been formed with 16,467 members in all, where 80% (13,249) are women. These were accessing training, agricultural extension services, as well as saving and obtaining loans from their VSLA groups.<sup>68</sup> The total cumulative savings by the groups in the three districts of Amuru, Gulu and Pader was at end of 2007 Ushs. 487,377,750/= which is approximately NOK 1,547,231<sup>69</sup> and total

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<sup>66</sup> Ibid.

<sup>67</sup> Nsabagani X (et al.), *SMOWAC – Mid Term Review Report*, CARE, March 2008

<sup>68</sup> Ibid, p.3.

<sup>69</sup> Exchange rate of NOK 1: 315 Ushs or 1 USD = 6.6195 NOK = 2082.657 Ushs

loans accessed by individual members at a rate of 10% interest per month was Ushs 522,947,500/=70, which is equivalent to NOK 1,660,151. This meets the project objectives as laid out in the Project Implementation Report.71 Interviews with VSLA group members in Pader, Gulu, and Amuru districts also indicated that repayment rates were almost 100%. They pointed out that:

*“... we encourage each other to save and repay through daily savings methods where one puts aside as little as Ushs 100 to 1000(0.32 – 3.17 NOK), depending on their capacity... we also encourage each other to invest the borrowed money and not consume it, so as to be able to repay easily...” (VSLA project beneficiaries at Alokolum village in Gulu District).*

### **3.1.5 Caritas Norway/Caritas Uganda**

#### **Inputs**

*Financial Resources:* Caritas Norway's support to Caritas Uganda is not earmarked for any particular region, but for six dioceses72, three of which are in Northern Uganda. Caritas Uganda is within this framework of support expected to coordinate the Caritas Norway-funded activities, and undertake implementation of activities like advocacy and training at the national level. A breakdown of funding to Norwegian NGOs in Northern Uganda shows that over the period 2003 – 2007, Caritas Norway received a total of approximately NOK 32,865,000 from MFA/Norad (see Table 1, page 13).

Caritas Norway and its diocesan partners in Gulu and Nebbi consider the funds availed to have been adequate for the intended activities. Diocesan partners however observe that needs in the communities far exceed the current funding, which was limited in design to a few parishes in each diocese and to specific activities.

Caritas Norway's support to the dioceses of Gulu and Nebbi was based on its preference for partners in marginalised areas of Uganda, and to a certain degree, partners that did not have any northern partners. Caritas Norway's support to the dioceses of Gulu and Nebbi was based on the Caritas Partnership, and in particular aligned to the core value of subsidiarity. Documents reviewed73 and interviews carried out with staff of Caritas Uganda, and the dioceses of Gulu and Nebbi affirmed that interventions were designed to respond to the needs of the local communities.

Funding to Caritas Norway for programmes in Uganda is based on submission by Caritas Uganda of annual budgets derived from each of the diocesan partners. Once the budget is approved by Norad and funds are committed, Caritas Norway channels funds for its Northern Uganda partners through Caritas Uganda in accordance to an agreed upon schedule. Caritas Uganda transfers the received funds to diocesan partners in Gulu and Nebbi respectively. Information from

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70 *ibid.*, p. 3

71 CARE, Project Implementation Report for SMOWAC, Kampala, July 2007, pg 1

72 The dioceses are: Arua, Gulu, Kasana-Luwero, Kotido, Masaka, and Nebbi

73 Caritas Uganda Gulu Arch diocese End of Project Evaluation for Caritas Norway Programme; Impact Assessment Report of Caritas Norway Programme in Nebbi and Paidha Parishes, 2003 - 2007.

Caritas Uganda and its diocesan partners in Gulu and Nebbi confirms the aforementioned disbursement mechanism. Caritas Uganda staff reported that occasional delays in disbursement are experienced and attribute this to the quarterly disbursement of funds mechanism, which appears not to be consistent with the provisions of an annual disbursement cycle as stipulated in framework agreement between Caritas Norway and Norad. Unlike Caritas Nebbi staff that indicated that the occasional delays were experienced, Caritas Gulu staff reported that funds hardly reached on time. Caritas Nebbi staff attributes the occasional delays to the failure by some diocesan partners to report on time, which suggests that disbursements are linked to reporting. Where delays are reported, this has tended to affect mobilization for activities and in the case of agricultural activities may result in crop failure if the planting season comes to an end before improved seedlings are availed to farmers.

Administrative expenses are reported by Caritas Norway to have varied during the period 2003 – 2007, but have been guided by Norad rules on how much can be spent on their own administration. While staff at Caritas Uganda and the dioceses of Gulu and Nebbi generally agree that administrative expenses rarely exceed 15 percent, in practice it appears much higher. For instance, at the start of the partnership between Caritas Norway and Caritas Nebbi diocese, administrative expenses was over 30 percent, in order to cater for procurements of office related logistics and equipment, including staffing costs. A review of relevant financial documents shows that project-running costs which comprise items of an administrative nature accounts for over 40 percent of the total budgets in the Gulu and Nebbi dioceses. For instance, a review of the programme expenditures for Caritas Gulu Archdiocese for the period 2005 – 2007<sup>74</sup> shows that project running costs amounted to 41 percent of the total expenditure while the remaining 59 percent went to programmes. This is also confirmed in an analysis of the 2008 budget, which reveals a slight decrease to 40 percent for administrative/project running costs, while that for programmes falls to 47 percent of the budget. Similarly, an analysis of funding availed to Caritas Nebbi for the period 2003 – 2006 shows that on average, project running expenses constituted an estimated 43 percent of the budget, while all interventions received 44 percent, and the rest going to investment costs at 7 percent and Caritas Uganda retained 6 percent of the total funding. Comments received from Caritas Norway to the draft report indicates that project running cost do not refer to administration costs only, but cover other expenses too.<sup>75</sup>

While the evaluation team acknowledges that project running expenses include some direct programme expenditure such as training of farmers as explained by Caritas Norway and also reflected in the Nebbi diocese breakdown of financial resources for 2001 – 2006, there is need to streamline reporting with regard to

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<sup>74</sup> Caritas Uganda Gulu Archdiocese End of Project Evaluation for Caritas Norway programme.

<sup>75</sup> Communication from Caritas Norway: "With regards to the evaluations discussion about the percentage spent to administration, the different figures given is due to the way of accounting. Programme running costs do not mean "administration" costs, there will be a high amount of direct programme expenditures, but they will be accounted for at the diocesan level. This might include training of farmers, inputs, allowance to grassroots coordinators, transport in the field etc. So called programme expenditures are funds that often are transferred directly to the parishes or the groups. The paragraph about the administration percentage is therefore not correct. This does not mean that Caritas Norway claims that there are no room for improvement with regards to the proportion to administration and direct programme cost. However, in order to paint the correct picture, a deeper study of the audited reports is necessary."

administrative and other project running expenses since it would appear that the amount going to administration is significantly high.

*Human Resources:* The evaluation team did not seek information with regard to the existence of adequate and competent staff at Caritas Norway, but feedback from staff of Caritas Uganda and the dioceses reveals that they appreciate the technical support provided by Caritas Norway staff while on monitoring and support visits to its partners. Feedback from Caritas Norway indicates that their partner's staff is of high quality and that their engagement that has been far above what could be expected. The evaluation did not examine the human resources at Caritas Uganda in terms of competence and adequacy in terms of numbers. However, feedback from staff in the dioceses shows that technical backstopping from Caritas Uganda is almost non-existent, and where undertaken, it is often linked and tied to visits of a team from Caritas Norway.

**Text Box 1:**

A group of Child Mothers in Opit sub county was supported through training in baking and provided seed capital to do the business. The group then commenced business operation and was forced to close after a few weeks owing to a sharp rise in the cost of ingredients. Owing to the lack of follow-up and guidance by Caritas staff, the members later resolved to share out the proceeds and the business is no more. The shared out money has also been used up and they are now seeking additional help. The same group was thereafter called to attend a hair dressing training facilitated by a hired professional hairdresser from Gulu town. The training has since not been completed since the trainer has not returned, and because no staff had visited the area in the last two to three months, they have not been able to report and ensure the training is completed.

While Caritas Gulu archdiocese has a reasonably big staff team, only two of these have been designated for the Caritas Norway programme. The evaluation team concurs with Caritas Gulu, that given the programme components and geographical scope of coverage of the archdiocese, which spans 4 districts,<sup>76</sup> a team of 2 staff is rather small. Existing staff demonstrated good knowledgeable of their work. However, as a consequence of low staffing, follow-up of implementation and beneficiaries was reported to be inadequate, if not absent. For instance, it emerged during a discussion with beneficiaries belonging to two different groups in Opit sub county, Gulu district that routine and regular monitoring by Caritas staff during implementation was limited (see example in textbox 1). A consequence of this was poor service delivery especially when private contractors are engaged and failure of projects since corrective advice and action is not available to beneficiaries.

Caritas Nebbi has a competent, dedicated and small team of about 6 staff for a rather vast geographical area of the programme. All staff members possess relevant academic qualifications at diploma or university degree level. Capacity building through in-house training is undertaken to equip staff members with the necessary skills. Capacity building has also made it possible for delegation to be undertaken. In the absence of resources to expand the staff team, Caritas Gulu

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<sup>76</sup> Gulu archdiocese covers the districts of Amuru, Gulu, Kitgum and Pader with branch offices in Gulu, Kitgum and Pader only

and Caritas Nebbi use volunteers and interns to help supervise and implement the different projects.

This evaluation will focus on one Caritas programme in Gulu, and two in Nebbi.

### **Caritas Gulu Archdiocese**

Under the current framework agreement, MFA/Norad funding to Gulu archdiocese commenced in the year 2004 by targeting four programme components namely: 1) promotion of human rights, peace dialogue and reconciliation; 2) prevention and mitigation of the effects of HIV/AIDS; 3) promotion of the rights and dignity of women; and 4) economic empowerment through sustainable agriculture and income generation activities.<sup>77</sup> This evaluation only examines and presents findings with regard to activities under the 4th component: economic empowerment through sustainable agriculture and other income generating activities.

#### *Economic Empowerment:*

##### **Programme Formulation**

The design of this intervention is reported by Caritas Gulu staff and also documented in an external evaluation report reviewed<sup>78</sup> to have been informed by findings of a baseline survey. The baseline reportedly defined community needs, concerns and operation gaps. The baseline survey was conducted in the internally displaced persons (IDP) camps. It cited one of the key concerns, or problems: the lack of sustainable livelihoods sources and food insecurity for IDP households. The Caritas Gulu economic empowerment intervention was therefore designed to address these problems. Interventions targeted the general population and in particular, in the parishes of Opit in Gulu district, Puranga in Pader district and Christ the King in Kitgum district. Community members in Opit parish were encouraged to form or join existing groups in order to benefit from either training (better farming methods, baking hair dressing), or agricultural inputs (seeds, oxen and ox-ploughs).

##### **Target Beneficiaries**

The primary target group of Caritas Gulu has been community members in the selected parishes. Of particular interest are the most vulnerable members within the community such as formerly abducted children, and the very poor.

##### **Activities**

Under sustainable agriculture, specific activities implemented and discussed are training in better farming methods and provision of improved agricultural inputs (seedlings and oxen & ox-plough). Under other income generating activities, the provision of training in baking and hair dressing were analysed.

##### **Implementation**

In implementing activities, Caritas Gulu staff utilised the well-established grassroots based church structure. Within this structure, parishes under the guidance of the Parish priest, parishes committees, and with involvement of community resource

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<sup>77</sup> It was not possible for the consultants to interact with beneficiaries of the other components hence the concentration in economic empowerment only.

<sup>78</sup> Caritas Uganda Gulu Archdiocese End of Project Evaluation Report for the Caritas Norway Project, June 2008.



persons were central to decision-making and implementation. The underlying programme theory also envisaged working with existing and/or establishing new groups. Additionally, in recognition of the availability of expertise and resources of other stakeholders in the programme areas, Caritas Gulu staff cooperated with other stakeholders such as the district department of agriculture, as required, in training and providing extension services to farmers. Private sector stakeholders were also brought on board such as in the case of training in baking and hair dressing.

According to Caritas Gulu staff, implementation of the sustainable agriculture and income generation activities did not conform to its plan owing to a number of constraints. The main constraints reported included: delays in receipt of funds, high expectations of the community in terms of monetary facilitation when they attend meetings, and inadequate transport logistics – one vehicle and motorcycle for the entire geographical area of the programme also presented challenges. Unique to sustainable agriculture activities was drought or heavy rainfall resulting in crop failures. The return of former IDP residents to their original homesteads is also reported to have affected a group of child mothers who were trained in baking and facilitated to start business. Since their market was the population in the internally displaced persons camps, the return meant that their market dwindled forcing them to eventually close the business. The same group of child mothers thereafter were provided training in hair dressing was not completed although this came along with challenges especially in relation to the quality of service:

*“... the person who was hired to train us in hair dressing was very rude and did not want to tolerate questions claiming she knew what she was doing and that we should not waste her time. She did not bring along enough chemicals for practice and some were even missing. She has not completed the training leaving us at risk of making mistakes that could be a source of problems to us especially in case of accidents”(FGD of a group of child mothers).*

It was established that that during the period in review, Caritas Gulu had a gender desk and focal person. Gender was therefore mainstreamed into all programmes. Currently however, there is no operational gender desk in the archdiocese. The evaluation team observes that this has significant negative implications as it implies that monitoring implementation of gender mainstreaming cannot be done, and there is no way to ensure that gender concerns are effectively mainstreamed into programme activities.

### **Outputs**

Caritas Gulu staff acknowledged that sustainable agriculture outputs were not delivered as planned, largely due to delays in funding which in this case meant failure to take advantages of the rains to plant crops. Income generating activity outputs were also affected by the decongestion of the Internally Displaced Persons camps and high cost of ingredients for baking. Not-with-standing the constraints, outputs resulting from implementation of the aforementioned activities during the

period 2004 – 2007 included the following outputs:<sup>79</sup> 24 pairs of oxen and 24 ox-ploughs distributed to farmers groups<sup>80</sup>; quarterly training in modern farm management skills<sup>81</sup> was carried out coupled with on-the-spot training whenever project staff visited with a total of 252 and 600 farmers trained in 2005 and 2006 respectively. But information regarding the number of groups or households that benefited from improved seeds such as ground nuts, simsim/sesame, beans, finger millet, and weather resistant cassava cuttings was not available at the time of compiling this report. The evaluation team visited Bol Ibinonga group in Opit parish, which received a pair of bulls for animal traction and using the proceeds from hiring these out to community members, procured another bull.

The evaluation team considers Caritas Gulu's strategy of implementing activities through groups as cost effective, given that it would require enormous amounts of resources to provide every community member in a given area with for instance a pair of oxen for cultivation. Similarly, by training members in a group, it allows for members to support each other in appreciating and using the acquired skills. In the absence of comprehensive information on planned and actual outputs for the period 2004 - 2007, the evaluation team is constrained in its analysis of the relationship between inputs and outputs and commenting on the extent of achievement of outputs and their significance. Aailed project documents are not explicit in defining outcomes, which renders the assessment of the contribution of outputs to stated or expected outcomes impossible. However, if looked at from the point of view the objective of the economic empowerment through sustainable agriculture component, which was to promote sustainable agriculture in the community, the evaluation team considers the outputs as having the potential to contribute to the attainment of the objective.

### **Caritas Nebbi Diocese Programme Formulation**

The design of the sustainable agriculture, HIV/AIDS, and gender interventions analysed by this evaluation for the period 2003 – 2007 was preceded by a baseline survey in 2003<sup>82</sup>, which targeted and elicited views from parents, children, NGOs, and district authorities in Nebbi Town Council and Paidha sub county. A number of problems were cited in the baseline survey report and these included: low yields attributed to low quality seeds and poor agricultural practices; poor quality animals; lack of cohesion in roles within families which manifested itself through domestic violence. Other problems cited were conflict over resources such as grabbing of a widows' property, perception among men that women were their property since they paid bride-wealth, priority for education being given to boys, and low participation of women in leadership and public events. The baseline survey also identified stigma against HIV/AIDS patients including orphans and low awareness about HIV/AIDS, resulting in denial and linking the epidemic to witchcraft.

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<sup>79</sup> Ibid.

<sup>80</sup> 10 pairs in Opit, 7 pairs in Puranga, and 7 pairs in Christ the King-Kitgum

<sup>81</sup> Farmers trained in among others food storage, animal traction, and post harvest handling.

<sup>82</sup> Impact Assessment Report of Caritas Norway Program in Nebbi and Paidha Parishes, 2003 – 2007.



### **Target Beneficiaries**

Caritas Nebbi implemented activities in Nebbi and Paidha parishes targeting the six small communities (3 in each parish) of Arisi, Jupangira, Thata, Padea Oleiko and Jupumwocho. The interventions targeted members within these communities in general without discriminating along religious, tribe or gender lines. The HIV/AIDS intervention targeted entire communities with its awareness creation activities. In addition it specifically targeted persons living with AIDS for care and support, orphans for income generating activity support, and the sexually active, in particular youth in and out of school. The gender intervention also targeted specifically women for training in leadership skills. Caritas Nebbi has a gender desk and through the gender offices, that has as a mandate to facilitate and enable mainstreaming of relevant gender concerns into all the interventions.

### *Sustainable Agriculture:*

#### **Activities**

Key activities under this intervention were: training of farmers in modern agricultural practices, provision of improved varieties of seeds to farmers and provision of improved or exotic breeds of goats to farmers groups in the selected communities.

#### **Implementation**

Implementation of the above activities is reported by Caritas Nebbi staff to have been undertaken by the Caritas Nebbi office through the local church structures, with emphasis at the parish level and within the chapel communities. Parish structures were central in decision-making, mobilisation and follow-up of beneficiaries, which were done by the parish committee members. During activity implementation, Caritas Nebbi also cooperated with other partners in particular the district production office and the Agency For Accelerated Rural Development (AFARD) to implement its activities. Delays in receipt of funds often affected activity implementation resulting in very hectic schedules for staff and in some cases lapses in procurement such as the procurement of the first stock of exotic goats, a number of which died due to disease partly attributed to the failure to have them checked and treated prior to purchase. The evaluation team commends the strategy of implementing activities in the communities. Furthermore, in the absence of resources to support every member in a given community, the group approach would be cost-effective and potentially allows for reaching a wider area.

#### **Outputs**

Key outputs in relation to the activities sampled for this evaluation during the period 2003 and 2007 are as follows<sup>83</sup>: over 700 farmers trained in modern agricultural practices, over 1500 households provided with improved seeds such as disease and weather resistant cassava cuttings as well as at least two he and she exotic breed of goats to each group but targeting 1500 households. In addition a seed multiplication centre was established at Kalowang. This was validated by visiting members of groups that have benefited from training, exotic breeds of goats and cassava cuttings in Thata, Paidha and Nebbi Town Council respectively.

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83 Caritas Nebbi Site Report of the Integrated Development Programme funded by Caritas Norway, June 2008

HIV/AIDS:

### Activities

Activities implemented were HIV/AIDS awareness campaigns using drama, community meetings, radio programmes; training of peer educators with emphasis placed on the AB elements of the Abstinence and Be faithful aspects of Abstinence Be faithful and Condom use (ABC) approach; training of community members in care and support; and formation of post-test clubs.

### Implementation

Caritas Nebbi staff reported using a number of approaches to facilitate implementation of the above activities. In implementing HIV/AIDS activities, Caritas Nebbi utilised networking with the district HIV/AIDS focal persons, head teachers of schools, peer educators, post-test clubs, and local or community leaders. Trained peer educators played a key role in reaching out to the sexually active groups, especially the youth. In addition, HIV/AIDS awareness campaigns were carried out in schools through drama and film shows, while in the community it was mostly through community talks. Post-test clubs for persons who tested positive for HIV/AIDS and those who tested negative were also established. Training was also provided to community members in care and support of persons living with HIV/AIDS. This was validated during discussion with community members and district officials.

### Outputs

Key outputs resulting from implementation of the above activities were: 6 communities and schools within Paidha parish were sensitized on HIV/AIDS and the need to eliminate stigma against infected persons; and 7 post-test clubs established and facilitated with a revolving fund of Uganda shillings 500,000 each which is approximately NOK 1,587. Information with regard to the number of peer educators and community members trained in care and support was not available by the time of compiling this report.

For a community where awareness of HIV/AIDS was reported to be low and stigma rather high, an interaction of the evaluation team with persons living with HIV/AIDS is a reflection of the significance of the outputs attributed to awareness creation.

### 3.1.6 Norwegian Red Cross

#### Inputs

*Financial Resources:* Over the period 2003-2007, the NRX received up to about NOK 22,230,000 from MFA/Norad (for programmes in Uganda).<sup>84</sup> Of this amount, only approximately NOK 8,850,486 allocated in support of the ICRC's. Four core programmes, three of which (*Economic Security, Water and Sanitation, and Health*) are the focus of this evaluation. In addition, in 2007 the MFA donated NOK 4.000.000 towards the emergency appeal of the International Federation of Red Cross and Red Crescent Societies, which was launched in response to a flood disaster. The remaining amounts were Norad support to programmes implemented by the Uganda Red Cross. However, based on information obtained from the Head

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<sup>84</sup> Information provided by Norad, Oslo, entitled "Bilateral assistance to Uganda through civil society organisations according to Chapter Post and the Appropriating Institution 200-2007"; in *Uganda norske eng NGO 03-07 (250808)*.

of Unit of the External Resources Division of the ICRC in Geneva<sup>85</sup>, it was pointed out that “the Norwegian contributions are usually done at a context level and not at a project level”, and therefore information about detailed allocation of funds was not provided to the evaluation team.

Funding to NRX is based on annual appeals that are normally complete before the end of preceding year. Funds from MFA are disbursed by NRX to ICRC Geneva. ICRC Kampala delegation receives funds from ICRC Geneva at the start of the year for implementation of planned activities and therefore any delays in disbursements from NRX to ICRC Geneva are not felt at the level of the delegation. Delays in disbursements from donors impact negatively on the level of the ICRC's global treasury and therefore likely to impact on programming.

Information obtained from the ICRC Emergency Appeals 2005 and the Renewed Emergency Appeals 2005 shows that 94 percent of the financial resources are dedicated to field implementation or direct programme costs and only 6 percent retained to cater for overheads. This is higher than the estimate provided for 2006 which stood at 86 percent for field implementation, and 14 percent for overheads. The evaluation team is therefore convinced that cost-efficiency is maximised by ICRC.

*Human Resources:* Information from both the Kampala Delegation and the three sub-delegations of Gulu, Kitgum and Pader districts indicate that their staff is skilled (knowledgeable, experienced, qualified) and adequate for the planned interventions. While the evaluation team was not able to verify the qualification and experience of the staff, discussion with other stakeholders in the targeted areas points to the ICRC recruiting competent local staff. Discussion with field and country office staff also suggests substantial experience in international humanitarian work among the expatriate staff. This perhaps justifies the observation by the Head of Unit of the External Resources Division of the ICRC in Geneva—that in terms of ICRC outputs in Uganda “...we are usually close to 100% implementation rate....” Moreover, information from the Norwegian Red Cross in Oslo points to the fact that they hold the ICRC as a professional partner that is able to implement the programmes according to the plans. NRX stresses that they are “...pleased with the implementation of the programme in Northern Uganda, which to our knowledge is addressing the changing needs of the IDPs in a good way.”<sup>86</sup> Table 5 presents the composition of ICRC staff in Uganda in the period 2003-2007.

**Table 3: ICRC personnel numbers by category in Uganda 2003-2007**

Category	2003	2004	2005	2006	2007
Expatriates	2	10	21	27	33
National staff	81	79	143	174	200

Source: ICRC Annual Reports 2003-2007 on Uganda.

<sup>85</sup> This followed a request by the evaluation team to the ICRC Delegation in Kampala, to provide additional information on resource allocation and activity outputs in Northern Uganda, which the External Resources Division in Geneva responded to on behalf of the Kampala Delegation.

<sup>86</sup> Information from the returned Consultation Guide above

## Programme Formulation

ICRC activities are informed by prior needs assessments<sup>87</sup> which are also synchronized with both the central and local government plans, in order to match local needs and national development policies, plans and standards. For instance, in the case of borehole drilling, the district provides a list of sites which are then verified by the ICRC focal officer before any work commences.

## Target Beneficiaries

Target beneficiaries for ICRC interventions in Northern Uganda, were identified through the application of the “*all victims*” approach, which focuses on seven target groups divided into two broad categories: a) affected populations/ persons - including civilians, people deprived of their freedom, and the wounded and sick; plus b) individuals and institutions—including authorities, armed forces and other weapon bearers, civil society and the Movement. Consultations also reveal that in targeting, ICRC devotes particular attention to certain individual characteristics and situations that further increase vulnerability, i.e. women, children, elderly, and minorities.<sup>88</sup> However, for purposes of this evaluation, only a limited section of target groups were considered. These include civilians in IDP camps and in return sites in Northern Uganda and local authorities and the Uganda Red Cross Society.

## Implementation

The evaluation team noted that the Norwegian Red Cross’ international work aims specifically to support countries affected by war or post-conflict situations, such as Uganda. The ICRC is the natural partner of NRX in war and post-war situations where ICRC has a special mandate.<sup>89</sup> Through discussions with the ICRC staff at the Kampala delegation and the three sub-delegations, it was established that ICRC implements all their activities directly using their own staff. This was further validated through consultations with local authorities in the three districts, including District Chief Administrative Officers (CAOs), the District Directors of Health Services (DDHSs), the District Water Officers, and the Coordinator for Disaster Preparedness and Recovery in Kitgum district. Although ICRC implements its activities directly using its own staff, it participates in cluster coordination meetings involving other actors in the districts. This is done to avoid duplication of efforts; to harmonize procedures; and to ensure that the target group receive effective relief and humanitarian support.<sup>90</sup> ICRC also cooperates with the Uganda Red Cross Society (URCS), providing it with funds, training, material and logistical and technical support to strengthen its capacity. This cooperation was most intense during 2001-2003 when the ICRC’s operations in Uganda had been temporarily suspended following events within the Democratic Republic of the Congo (DRC).<sup>91</sup>

### *Economic Security Programme:*

#### **Activities**

Key activities here included distribution of essential household items such as

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<sup>87</sup> This is also mentioned in all five ICRC Annual Reports 2003-2007 (Africa-Uganda).

<sup>88</sup> Information obtained from the returned Consultation Guide by the Norwegian Red Cross in Oslo to the evaluation team. *Norad*.

<sup>89</sup> Information from the Consultation Guide, *Norad*.

<sup>90</sup> This was reported by local authorities in Gulu, Kitgum and Pader, and also emphasised by the Norwegian Red Cross in Oslo through the Consultation Guide *Norad*.

<sup>91</sup> This incident has been reported in all five ICRC Annual Reports 2003-2007 (Africa-Uganda) in the opening notes.

blankets, kitchen utensils, and buckets to households in the internally displaced person's camps.

### **Outputs**

Over the five years 2003-2007 the ICRC distributed essential household items (blankets, kitchen utensils, buckets, etc) to 308,168 households in the three districts of Gulu, Kitgum and Pader. In addition, it is reported that the ICRC distributed other basic items (soap, sugar and salt) to 20,531 vulnerable categories or the equivalent of 4,061 households in the three districts. In 2007 in collaboration with the Uganda Red Cross and in coordination with other humanitarian agencies, the ICRC also distributed essential household items to 12,316 people or 2,240 households. The evaluation team notes that issues of double counting might not be totally eliminated from the data reported. It was not possible to establish from the reports and ICRC whether the beneficiaries of every subsequent year were separate from those of the previous year or some households benefited for more than one year. Secondly, it is noted that the units of outputs are not uniform for all the years, e.g. in the case of essential household items (EHIs) Annual Reports 2004 to 2007 reveal the number of beneficiary households per year and/ or their equivalent populations/ IDPs, while Annual Report 2003 provides only households without mentioning the number of persons. Moreover, the reports do not categorically provide the distribution of these outputs by respective districts.

Based on the ICRC Annual Reports 2004-2007 on Uganda, the evaluation team estimates that 236,894 households or 1,836,078 persons benefited from vegetable seeds, farm tools and animals in order to help them improve their diet, income and self-sufficiency.<sup>92</sup> Once again, this is only an estimate because like has been pointed out above, the available annual reports do not clearly show whether the beneficiaries of one subsequent year were separate from those of the previous year or some households benefited in more than one year. Once again, the reports do not categorically provide output distribution by districts. Therefore, here too, the evaluation team has found it imperative to report outputs collectively for all the three districts.

#### *Water and Sanitation Programme:*

##### **Activities:**

This programme had the drilling and/or rehabilitation of boreholes or water wells, protection of water springs, protection/construction of shallow/hand-dug wells, and hygiene promotion and sanitation through the construction of pit latrines as its key activities.

##### **Outputs**

Based on information from the available ICRC Annual Reports 2003-2007 on Uganda, the evaluation team has established that over the five years ICRC constructed or rehabilitated 193 boreholes or water wells. Some of these were supplied with new water pumps or existing ones were rehabilitated. ICRC also constructed 4,028 pit latrines to cater for 1,005,106 people/ IDPs. The evaluation team is of the opinion

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<sup>92</sup> ICRC Annual Reports 2004-2007 (Africa-Uganda).

that these outputs were significant in ensuring access to clean and safe water, and promoting hygiene in the IDP camps. For instance, the Annual Report of 2004 states that in one camp in Kitgum district the availability of safe water was increased from 4 to 13 liters per person, per day, while in another, the water was chlorinated, thereby staving off a cholera outbreak and doubling the supply of safe water.<sup>93</sup> The report further observed that workshops organized in camps to raise IDP awareness of good hygiene practices achieved perceptible results, including better waste disposal and drainage of rainwater.<sup>94</sup>

#### *Health Programme:*

##### **Activities**

Key activities implemented included the strengthening of health service delivery through provision of drugs on an ad hoc basis, weekly support to supervise and conduct on-the-spot training to health personnel in the health centres, provision of furniture and equipment, training of and support to village health teams and traditional birth attendants, and provision of kits for mothers in the health centres. Additionally, construction of maternity and delivery wards, drilling of boreholes and construction of hygiene and sanitation facilities at health centres was undertaken by ICRC. Insecticide Treated Nets were also distributed to households in the community.

##### **Outputs**

The ICRC's Annual Report 2003 states that the fighting in the north in 2003 had made travel by road dangerous, leaving civilians unable to access hospitals, and the delivery of medical supplies was extremely unreliable, making health care facilities hard-pressed to cope with an influx of the war-wounded.<sup>95</sup> The ICRC thus donated drugs, dressing materials and other medical supplies on an ad hoc basis to hospitals in the conflict-affected districts, so that they could treat the wounded and care for the sick among the IDPs. The ICRC also gave iodized salt to the *Kitgum Concerned Women's Association*, which was caring for 130 children who had escaped from LRA captivity, and ICRC provided tarpaulin to help *Action Contra la Faim* (*Action Against Hunger*) and helped build a feeding station in Gulu for malnourished, displaced children. Overall, the ICRC Annual Report 2003 indicated that 1 hospital on average was supported per month; 41,077 patients were admitted to ICRC-supported hospitals, including 443 war-wounded. 4,423 operations were performed; and 5,967 outpatient cases were treated during 2003.<sup>96</sup>

### **3.1.7 Médecins Sans Frontières Norway**

#### **Inputs**

*Financial Resources:* MSF Norway received approximately NOK 10,900,000 over the period 2003 - 2007 for health-related activities in Northern Uganda. These funds were channelled through MSF Holland for activities in Northern Uganda. It was however not possible to obtain information with regard to how funds were

93 According to World Health Organisation (WHO), the internationally accepted minimum standard water supply per person per day for assuring basic needs is 15-20 litres, while the minimum survival target is 7 litres per person per day "when hydro geological or logistic constraints are difficult to address" (*Diminishing standards: How much water do people need?* By Les Roberts; an extract from "FORUM: Water and war" [http://www.africanwater.org/icrc\\_standards.htm](http://www.africanwater.org/icrc_standards.htm))

94 ICRC Annual Reports 2004-2007 (Africa-Uganda), p. 108.

95 ICRC Annual Report 2003 (Africa-Uganda), "Wounded and Sick"

96 ICRC Annual Report 2003 (Africa-Uganda) "Wounded and Sick."



allocated to specific activities and whether it was adequate for the planned activities. According to MSF Holland end of project evaluation report for Lira district, financial resources were directed at implementation of planned activities such as procurement of medical supplies, direct operation costs, procurement of water protection and latrine materials, community sensitisation, and training, as well as to facilitation of staff salaries.

**Human Resources:** Within the implementation period, MSF Holland utilised both international (expatriate staff) and national staff. Details with regard to the competence of staff employed could not be established but going by feedback from the districts, the evaluation team believes that competent personnel were engaged.

#### *Health:*

##### **Programme Formulation**

The implementation programme theory of MSF appear to indicate an identification of need, always brought about by a medical/socio-economic and political emergency and initiation of programmes and activities to mitigate the impacts of the emergencies or curtail the problem. In Lira (as indicated earlier) intervention objectives were aimed at improving the situation of children, especially the management of childhood diseases in the midst of the displacement; management of severe malnutrition among children, and improvement in sanitation as well as indoor residual spraying in the targeted areas to reduce incidences of malaria. These interventions were developed in response to the emergent needs among the IDPs. Although government departments and other agencies were providing support, there was still great need in relation to addressing health problems among the IDPs<sup>97</sup>. There seemed to be no main divergence between the programme theory and the implementation process as far as the evaluation team could assess based on information in the reviewed (MSF) documents. In other words, the activities seem to have been implemented as planned and when the security situation improved and the Internally Displaced Persons (IDPs) returned to their original homes, the project activities were phased out, with services previously provided handed over to government health facilities.

The MSF intervention was developed in response to anecdotal reports about the dire humanitarian situation in the area targeted, and supported by a baseline survey (MSF Holland 2004), which indicated that mortality, morbidity, and hygiene were alarming<sup>98</sup>. According to analysis of MSF Holland end of project reports, in planning the interventions, the Lira district directorate of health services and the local camp leadership was involved in decision on locating clinics within the camps; and in community mobilization. The relevance of the intervention to the local need situation was thus strong as the implemented activities were in response to objectively assessed needs in the targeted camps<sup>99</sup>. It is the evaluation team's opinion that the sensitivity of the programme design in terms of gender was demonstrated by MSF's special focus at the household needs for water where women are the main collectors. The traditional gender structures in the region has tended to shift the

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<sup>97</sup> MSF Holland 2004, Baseline survey on the health situation in Lira.

<sup>98</sup> Crude mortality rate was 2.79/10,000 per day; under 5 mortality was 5.4/10,000 per day and malaria came out as the main causes of morbidity, especially among children, accounting for up to 51% of under five morbidity

<sup>99</sup> See MSF Holland 2004; Internally Displaced Camps in Lira and Pader; A Baseline Health Survey

burden of care for sick children to women, a situation made worse by survival dynamic within the camps, where women are the main bread winners<sup>100</sup>.

### **Target Beneficiaries**

Although MSF Holland targeted the general IDP camp population in the five selected camps, special emphasis was put on Children below 5 and those severely malnourished. Of the 30,793 medical consultations performed in Lira, 40% was for children under five years<sup>101</sup>. Pregnant women in need of antenatal care were also given special consideration with over 4,514 consultations done by the end of the project. Support was also provided to people living with HIV/AIDS, including referrals when the project wound up. While the evaluation did not suggest anything negative about MSF Holland's activities in Lira district, there was concern from some of the community members that MSF targeted mainly children in some communities and little attention was given to adults. This claim was not verified, though but records suggest, that a considerable proportion of adults also benefited.

### **Activities**

In Lira district, MSF Holland provided nutrition, basic health care and water and sanitation services in the target camps<sup>102</sup>. In Pader district, MSF Holland provided water, sanitation, basic health care, and a mental health programme in Pader town. Medical activities in Kitgum district included mobile clinics in camps in rural areas. In Gulu district, MSF Holland operated a Night Shelter at Lacor hospital, and also supported a clinic in Awere, and ran an emergency intervention to contain a cholera outbreak in Pabbo camp. In Teso region, MSFH ran therapeutic and supplementary feeding programmes, and outpatient health services in Soroti. MSF Holland also provided basic medical care to other areas of Soroti district with fixed and mobile clinics and through a referral system.<sup>103</sup>

### **Implementation**

Considering the limitations in the health services in Lira district at the time of the project, the district leadership and part of the target communities agree that MSF Holland did a commendable job. MSF Holland was able to utilise mainly locally available but trained medical personnel under supervision of a few expatriate staff. This was an effective and strategic approach as direct intervention costs would be minimised. Furthermore, presence of expatriate staff with experience of managing medical emergencies complemented the dedication and commitment of local staff.

MSF Holland activities were all within the health sector. MSF Holland and ICRC were thus the main providers of health service delivery among the six Norwegian NGOs. However, there were some differences in approach in that while ICRC paid greater attention to capacity building (although it has also been engaged in direct service delivery); MSF Holland concentrated mainly on direct service delivery. Direct service delivery activities offered included providing medical supplies, providing medical consultation and treatment, operation of therapeutic feeding centres and primary health care activities promoting hygiene. In all the IDP camps where MSF

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100 Discussion with local communities at Alooi Trading centre

101 MSF Holland 2007, Lira project end of project narrative report

102 Programme implementation reports

103 MSF Life in Northern Uganda, All Stages of Grief and Fear, December 2004



Holland operated in Lango, direct health delivery was complemented with hygiene promotion. This targeted more than 130,000 internally displaced persons. Discussion with local communities in Aloï Camp and information from the Lira district health directorate confirmed that hygiene promotion activities were also carried out in the target camps of Aloï, Aromo, Omoro, Apala, Agweng, and the Teso Bar area of Lira municipality<sup>104</sup>.

### **Outputs**

There is an indication that some level of efficiency was also obtained in implementation of planned activities, for example 268 TB patients were enrolled in programme from October 2004 – June 2007. Of this, there was a 68% treatment success, 15% death rate, 6% default rate, 1% treatment failure and 11% transfer out. This is a fair achievement considering the context of implementation<sup>105</sup>. However, there were challenges in attaining efficiency and effectiveness in the nutrition component of the project: A significant proportion of children brought to the therapeutic feeding centre were not cured; apparently due to other underlying factors such as the high prevalence of HIV/AIDS and TB among the children brought to therapeutic feeding centres.

#### **3.1.8 General Conclusion**

Activity implementation by Norwegian NGOs, their Ugandan partners, and district-based partners was done on the basis of annual plans. Monitoring of implementation on the other hand was based on progress reports and in some cases such as SCN/SCIUG, through quarterly management meetings. Financial resources committed by MFA/Norad to the work of all Norwegian NGOs in Northern Uganda were generally adequate for the planned projects or programmes which were also limited in scope to specific issues and geographical areas. However, needs of the community in Northern Uganda far exceeds the level of financial resources committed. Human resources employed by most Norwegian NGOs and their Uganda partners were knowledgeable, qualified and experienced. In view of their weak financial capacity district-based partners could not attract very highly qualified staff, but had in place few skilled and knowledgeable staff.

With exception of NRC and NRX, all other Norwegian NGOs channelled financial resources to their Uganda partners. While the majority retained a percentage of the committed funds to cover administrative fees as prescribed in the agreements with MFA/Norad, NRX contributed an additional 10 percent to what MFA/Norad committed, which was commendable. Where Uganda partners worked through district-based partners including district departments, funds were further transferred to the partners in accordance with provisions of the partnership agreements. Some delays are reported at each level, and these were linked to delays with MFA/Norad and late reporting especially by district-based partners. Where a given Norwegian NGO and its Ugandan partner experienced delays in receiving MFA/Norad funds and could not access funds from its own or other sources, activity implementation was delayed or stalled. For example, NRX/ICRC and NRC were able to draw on own

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<sup>104</sup> Teso Bar is a crowded slummy area in Lira Municipality which had seen a high influx of IDPs from the outlying areas of Lira, and Pader District. It is also situated close to the therapeutic feeding centre which MSF Holland operated within Lira Municipality (town)

<sup>105</sup> MSF Holland 2007; end of project report for Lira

resources when funds from MFA/Norad were delayed and therefore experienced limited interruption, if any, in implementing their activities as planned. Overall, in spite of challenges faced, based on the available information with regard to planned outputs, the evaluation team is of the opinion that implementation of activities by the Norwegian NGOs and their partners to a large extent conformed to initial design and implementation plans.

Norwegian development cooperation accords high priority to the promotion of more balanced, needs-based activities where all affected groups are consulted.<sup>106</sup> Accordingly, Norwegian NGOs have taken on a proactive approach in advocating for their Ugandan partners to ensure that activity implementation addresses gender concerns. They have also encouraged their Ugandan partners to strengthen their internal planning and reporting mechanism by including gender. Project proposals are thus expected to address gender and so are progress and annual reports. While the available evidence suggests that Ugandan partners and their local partners have mainstreamed gender in planning and implementation, improvements especially in regard to documentation of gender have been registered. Measures have also been put in place to ensure that in promoting gender conflicts do not arise. Some of the measures taken include involvement of local leaders, local community members (men and women), and other relevant stakeholders in planning and implementing activities.

## **3.2 Relations with Partners and Other Stakeholders**

### **3.2.1 Introduction**

The programme theories of the Norwegian NGOs and members of their international alliances in Uganda provide for building the capacities of the district-based partners. Of the six Norwegian NGOs that were the subject of this evaluation, NRC administers its programmes directly. All the other NGOs work through partners who are members of their international alliances. SCN through Save the Children in Uganda (SCIUG), CARE Norway through CARE International in Uganda, NRC through ICRC Geneva, MSF Norway through MSF Holland, and Caritas Norway through Caritas Uganda. Of these SCN/SCIUG, and CARE worked through district-based implementing partners. Caritas Uganda implemented its interventions through the archdiocese of Gulu and Nebbi diocese and further through the Catholic Church structures at parish level. ICRC Geneva worked through its Kampala delegation, with implementation undertaken directly by the sub-delegations of Gulu, Kitgum and Pader. Below the evaluation team provides a case by case analysis of each of the Norwegian NGO and members of the international alliances in Uganda on the one hand, and the members of the international alliances in Uganda and their local/district-based partners on the other. Our presentation addresses the following: capacity building/strengthening and its effect on the target communities; mechanisms for information sharing and its effect and lessons learned.

### **3.2.2 Norwegian Refugee Council**

NRC has no Ugandan partner organisation that implements its programmes. NRC implements all programme themselves, but has partnerships with UN agencies,

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<sup>106</sup> Norway Humanitarian Policy, p.25

other humanitarian organisations and district local governments of the areas where they operate. NRC involves staff of districts in the implementation of some of its programmes. Tutors from the districts provided teacher training under the education programme, and NRC provided funding.<sup>107</sup> Similarly, staff from agriculture department provided training to beneficiaries of the agricultural component of food security and livelihoods programme.

NRC has partnership relations with UNICEF in education and shelter, World Food Programme (WFP) in food distribution, UNHCR in camp management and the Food and Agricultural Organisation (FAO) in food security and livelihoods. NRC is the WFP's 'biggest cooperating partner in Uganda' and carries out food distribution on behalf of WFP. NRC is responsible for logistical operations and distribution. Its relation with WFP is based on a Memorandum of Understanding (MOU), which is renewed annually. NRC conducts joint assessment of camps with the district staff, collects data and shares information with other humanitarian agencies through the monthly meetings of District Disaster Committee Meetings. It carries out advocacy and solicits for support to fill identified humanitarian gaps in the camps. It has also provided training to police and military personnel in Amuru district on protection of rights of IDPs, and provided capacity building to Local Council personnel in Amuru district to prepare them for handover of camp management to the district local government. NRC coordinates its activities through participation in meetings at the District Level, Cluster meetings, sub-cluster and beneficiary level meetings. For instance it participates in food coordination meetings at the following levels: the District Disaster Management Committee, which is chaired by the Chief Administrative Officer in the district, the Food Security Cluster which is co-chaired by FAO and District Production Officer, Food Aid sub-committee, and the Food Management Committee at the food distribution points.

NRC's partners consider it as a very strategic partner with experience and capacity to handle complex humanitarian operations. Similarly, with regard to the NRC's implementation strategy of directly implementing activities while involving partners and building capacity, most stakeholders<sup>108</sup> consulted agreed that it was an effective way of ensuring that outputs and impact is realised and sustained. The evaluation team concludes that in the circumstances of the time, NRC was well placed to carry out direct implementation of its interventions since local capacities did not exist and are still weak.

### **3.2.3 Save the Children Norway**

SCIUG country office staff regards SCN as a trusted and flexible partner. SCIUG has been working with a number of partners in Northern Uganda. In Lango, the main partners have been Collaborative Efforts to Alleviate Social Problems (CEASOP), ACENLWORO Christian Children Fund, and Concerned Parents Association (CPA). In Pader, the main partners have been the vibrant local Organisation Christian Counselling Fellowship (CCF Pader) and the Pader District Administration's departments of Community Services and Education. In Karamoja, Save the Children's strategy

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<sup>107</sup> Interview with Amo Okwe-Okaka District Education Officer and Doreen Okunjiru-Thorach, District Inspector of Schools, Kitgum District, September 2008.

<sup>108</sup> UNHCR and Camp Leaders in Amuru and Labongo-gali

has been to work in partnership with the District Education Departments of Moroto and Nakapiripirit to implement Alternative Basic Education for Karamoja (ABEK), Early Childhood Development and Education (ECDE) and Quality Education Project (QEP). Emphasis was also placed on the use of community level structures such as the Village ABEK Committees<sup>109</sup>. A positive approach of SCIUG is to develop a memorandum of understanding (partnership agreement) with each of its partners. In deciding on which organisations to bring on board as a partner, SCN/SCIUG tend to emphasize that the objectives as well as the governance structures of the local organisation are sufficiently aligned with her own before admitting them into partnership. Save the Children Norway has an elaborate partnership identification and engagement guidelines<sup>110</sup> and tend to take on the partners for a longer time period. The evaluation team however observes that while this is intended to ensure that SCN finds like-minded partners, it also contributes to eroding independence of district-based partners.

Where Ugandan partners engaged district-based partners in implementation,<sup>111</sup> the programme theories of the former tended in some ways to prevail over those of their district-based partners.<sup>112</sup> The programme theories of the Norwegian NGOs and their Ugandan partners provided for building the capacities of the district-based partners. In working with the district-based partner organisations, SCN/SCIUG strategy was to build their capacity to implement planned activities, develop their organisational potentials and profiles and increase their efficacy.<sup>113</sup> These have included local NGOs, CBOs and local authorities, especially the departments of education and that of community based services.

It is noteworthy to point out at this stage that while SCN/SCIUG as an organisation had a very strong and fully staffed human resource department tasked with the responsibility of identifying, attracting and recruiting the best trained staff for its various projects; this was not the same situation with her district-based partner organisations. While the zeal and desire to serve clearly pervades the district-based partner organisation of SCN/SCIUG; there were limitations in terms of the number of staff and at times the lower salary on offer is a hindrance to retention of competent, qualified and experienced staff.

However, while the selections and utilisation of district-based partners fits the intervention model for SCN/SCIUG; it was not particularly clear where the line was drawn for the partner's mandate and that of SCN/SCIUG: in other words delineation of roles and responsibilities were not particularly clear and unambiguous<sup>114</sup>. In one location (Lira) a partnership was terminated due to the financial indiscipline (corruption) on the partner's side but no other partner was brought on board to provide the service that the district-based partner was providing. A huge gap was thus left in terms of children accessing and utilising services. When analysing the long-term efficacy of the partnership, especially in the context of building local capacity, focus

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<sup>109</sup> It should be noted however that for most activities involving partners, a great proportion was directly implemented by SCN/SCIUG.

<sup>110</sup> The guidelines for admitting organisations into partnership were made available to the evaluation team.

<sup>111</sup> National partners include national NGOs, Community Based Organisations and Local Government Departments.

<sup>112</sup> Information obtained through consultations with national partners of CARE and SCIUG, plus acknowledgements by staff of SCIUG Lira field office.

<sup>113</sup> SCN/SCIUG partnership strategy

<sup>114</sup> Pader has only one local NGO partner, Lango had three, although only one had an ongoing project by the time of the evaluation.

of capacity support is biased in favour of current interventions and little efforts for the district-based partners' long term programming efforts. In some of the cases, the staff of the district-based partners that are trained leave the organisation when better prospects comes along, a situation which affect continuity in programme implementation<sup>115</sup>.

Another concern, which was raised, pertains to budget reduction, a situation where partners submit their budget and the amount of approved budget turn out to be much lower than the expectations. This perhaps suggests a communication gap between SCN/SCIUG and its partners. SCN/SCIUG also needs to make some adjustments in terms of communicating funding delays and reasons for withholding funds from its partners. A critical concern in the implementation of ABEK programme in Karamoja is the delay in funding from SCIUG, which was noted as a problem in the last two years. While SCN/SCIUG might have, genuine reasons for withholding funds, there is need to work out arrangements, which do not curtail programme implementation. SCIUG supports its partners with organisational development activities and developing systems for programme implementation.

Some of the partners felt that Save the Children's involvement in direct implementation should be kept to a minimum<sup>116</sup>. The evaluation team want to observe that although some of the partner organisations have expressed the views that Save the Children should not be directly involved in the implementation of activities on the ground; there are definitely advantages to be gained by the current two-pronged approach employed by SCN/SCIUG. It should be noted that despite efforts of Save the Children in building local capacities, some of the local non-governmental organisations are yet to develop adequate programme implementation capacities, including managing a big staff base for implementing complex projects. This is the situation with all the partners assessed such as Christian Counselling Fellowship in Pader and ACENLWORO Christian Children Fund in Lango. The dual strategy of direct implementation and engagement of partners is thus important in that it does not stifle opportunities for growth for the district-based partner organisations but provides skilled support where the district-based partner organisations might not be able to. SCN/SCIUG cannot also work alone; the comparative advantage of district-based organisations, especially their knowledge and understanding of the local situations and prospects for continuity when Save the Children Norway winds up its operation are important motivators for partnership. Thus both Save the Children Norway and the district-based partner organisations, including the local government line departments need each other for better service to the children in Northern Uganda and Karamoja. The evaluation team however strongly recommend that more efforts at building programme implementation capacities of local organisations be a key consideration in the medium and long term for SCN/SCIUG. Save the Children should be moving towards a 50-50 or 40-60 proportion in implementation of activities at the local levels, with a bias towards more involvement of local civil society.

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<sup>115</sup> One of the Save the Children staff in their Lira district office was one time managing one of the local partner organisations in Gulu. Although Save the Children programme in Gulu was not part of the current evaluation, this example indicates possibility of staff of Save the Children partners to move to them.

<sup>116</sup> Only one partner in one district brought this issue out as a critical issue, probably due to inter-partner competition and positioning in the district. In most of the other districts, no issue was raised regarding direct implementation.

It should however be pointed out that some manifestations of capacity support has been registered. As a result of support from Save the Children, two district-based non-governmental organisations, Christian Counselling Fellowship (CCF) and ACENL-WORO, Christian Children Fund (CCF) have built enough resource mobilization capacity to attract funding from other donors on a fairly stable basis. Christian Counselling fellowship for example has been able to procure more than US\$250,000<sup>117</sup> to put up a modern guest house, and training centre for vulnerable children.

Save the Children Norway enjoys a positive relationship with the key actors in its operational areas. This relationship transcends civil society, international humanitarian and development agencies, the UN agencies and central and local government structures. SCIUG is one of the lead actors in child protection in all the areas in which it is operational: Karamoja, Acholi and Lango. In its strategic plan 2006-2009, Save the Children in Uganda appreciates the need for maintaining good working relationship with the key actors and government structures to enhance child protection outcomes for children. In this regard, the Ministry of Gender Labour and Social Development has been identified as a key ally to bring about sustainable child protection interventions. SCN/SCIUG has therefore reorganized its working to include strengthening child protection structures within the community and supporting the Assistant Community Development Officers and the community service department as well as that of education<sup>118</sup>. Save the Children has also been working very closely with UNICEF, which oversees protection interventions for children. The collaboration with UNICEF has been in the areas of information sharing, joint implementation of programmes, especially the support to the Child Protection Committees at the sub county levels. Save the Children has also been sharing information with the other key actors in the areas of education such as Norwegian Refugee Council, World Vision Uganda in Pader and Youth Social Work Association.

### **3.2.4 CARE**

CARE International in Uganda implemented activities through district-based partners in Northern Uganda, namely; Health Integrated Development Organisation (HIDO), Human Rights Focus (HURIFO), Diocese of Kitgum (DOK), Grassroots Women's Association for Development (GWAD), Ker Kal Kwaro (KKK) and Acholi Religious Leaders' Peace Initiative (ARLPI). CARE does however not have a partnership policy at the moment<sup>119</sup>, and although there is a sub-granting policy which has been used to guide CARE's work relations with the district-based implementation partners, these are not uniform across all levels of partnership and may have different expectations of the same partner across different projects which can be difficult to abide by. CARE's strategy of working with partners through direct programme support, training/capacity building and information sharing, ensures flexibility and easy adaptation to changing circumstances and needs on the ground. This has been aided by the fact that CARE empowers its partners to be able to detect

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<sup>117</sup> Interview with the Programme Coordinator, Christian Counselling fellowship.

<sup>118</sup> As indicated earlier, we were not able to obtain the amount of monetary support provided by to district local government, except for Pader district in the period January-December 2007 where up to 40 million Uganda shillings was dedicated to a project on strengthening the response of the community services department to the need of the vulnerable children in the district.

<sup>119</sup> Interviews with CARE staff however reveal that policies for working with partners have been developed in preparation for the next 5 year programme in northern Uganda



changing circumstances and needs on the ground and respond to these changes accordingly with relevant interventions. CARE and partners regularly carry out monitoring of programme progress and consultations with the beneficiaries on the ground to determine programme relevance and whether or not there is need for change in approach. In addition, the capacity building for partners also seek to ensure sustainability of programmes to be implemented since many of these agencies are community based organisations or local government structures that will outlive CARE in the area. Following the years of war and infrastructure destruction, these agencies were and still are in dire need of capacity building and support that CARE is attempting to provide. CARE Uganda regards CARE Norway as the most flexible of its partners. They reported that CARE Norway has confidence in the Country Office, participates in country office initiatives and consults the country office. Being closer to MFA/Norad, CARE Norway is able to obtain advance information on upcoming funding and take care of contract management. CARE Uganda therefore considers that channelling of funds through CARE Norway was a better option.

Information obtained from CARE Gulu staff and confirmed by staff of its partner organisations, revealed that with CARE Uganda's support, the partners are increasingly building their capacity to ensure efficient service delivery, and developing skills for resource mobilization to finance their programmes. However, CARE assumes a great role in offering financial support. CARE Uganda has also offered support in the form of programme capacity building and organisational development for its partners. Specifically, training, provision of resources and equipment such as computers and motorbikes, support in development of policies and training manuals among others was provided.<sup>120</sup> While it can be said that such support could have been driven by the emergency nature of the interventions, it has nevertheless tended to constrain internal plans for long term institutional growth and development of the national partners by making them somewhat over-reliant on CARE for such support rather than helping them become more creative and self reliant.

Discussions with partner organisations in Gulu, Amuru, and Pader reveal that CARE has good working relations with her partners and other actors. At the moment, CARE spearheads and is a lead agency in coordinating activities of other agencies within specific clusters and in specific sub-counties in districts of Gulu, Amuru and Pader. Information obtained from partner organisation and other humanitarian agencies operating in Gulu confirmed that CARE is a big player in the food security sector and actively participates in the coordination meetings. Interviews with district officials in Gulu (Production Officer) show that CARE is one of the most cooperative and easy to work with among the various agencies in the area. In addition, CARE has received an award from Gulu District local government for the tremendous role it is playing in enhancing the quality of life of the people in Northern Uganda. Discussions with other humanitarian agencies (including the UN agencies WFP and UNICEF) also reveal that they have so far had smooth relations with CARE and are happy to continue working together with the agency to help the people of Northern Uganda. In addition, partners like Diocese of Kitgum, GWAD and ARLPI are in

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<sup>120</sup> Sandra Ayoo, final evaluation of UNSCR 1325 project, CARE

agreement that CARE is easy to work with, and they are happy to continue partnership relations with them. However, an ARLPI staff noted that the late disbursement of funds especially in the first quarter affects the success of the implemented activities.

In a similar vein, staff of CARE, speak highly of the commitment and dedication of their district partners and note that they are intended to continue working with them unless any unforeseen eventuality makes it impossible to do so. All this suggest a good working relationship between CARE and her partners as well as high level of respect and regard for each other, which is important for a productive working relationship.

### **3.2.5 Caritas Norway/Caritas Uganda**

In Northern Uganda, Caritas Uganda works in partnership with Caritas Gulu Archdiocese and Caritas Nebbi Diocese respectively. The relationship between Caritas Norway and Caritas Uganda was reported by staff of both organisations to be generally good and supportive. This partnership is guided by the Caritas partnership principles; a comprehensive document meant to guide any partnership entered into by members of the Caritas International family. These principles were followed by Caritas Norway and continue to guide the current partnership.

Caritas Uganda staff reported that within the current framework of support with Caritas Norway, capacity building of partners through training of staff and logistical support is catered for. Staff of Caritas Nebbi also corroborated this information citing staff who have and are currently benefiting from further job-related training. With regard to whether channelling of support through Caritas Norway was the most effective option instead of directly implementing partners, staff of Caritas Uganda, and the diocesan partners in Gulu and Nebbi concur that it was. This they attribute to proximity of Caritas Norway to MFA/Norad, knowledge of funding requirements and also due to proximity the ability to obtain information and also respond to issues raised in good time.

Staff from Caritas Uganda and Caritas Gulu and Nebbi revealed that they enjoy a good partnership relationship. However, Caritas Uganda observed that the current requirement and practice in which Caritas Gulu Archdiocese and Caritas Nebbi diocese directly submit reports to Caritas Norway and copy Caritas Uganda, undermines uniformity and quality of reports.

Staff from other organisations, among them Catholic Relief Services and UNICEF, reported that the working relationship between their organisations and Caritas Gulu Archdiocese is good as indicated by a number of joint projects, such as the night commuter project in Kitgum between 2005 and 2006. The other actors in the district gave no negative assessment of Caritas activities.

### **3.2.6 Norwegian Red Cross**

Norwegian Red Cross (NRX) works in coordination with the International Federation of the Red Cross (IFRC) and the International Committee of the Red Cross (ICRC). It supports also national societies. Globally, the key partner of NRX is the



ICRC. The ICRC operates in conflict and post-conflict situations. It has a special mandate to ensure that parties to the conflict respect civilians and that they comply with the basic rules of International Humanitarian Law (IHL), and where applicable, basic principles of human rights law. In addition, ICRC seeks to ensure access to basic humanitarian assistance and to improve the living conditions of people affected by conflict by improving access to food, water, sanitation and basic health care.

In Northern Uganda, the ICRC participates as an observer in District Coordination Meetings that seek to harmonise procedures and coordinate activities of the various stakeholders in a respective district.<sup>121</sup> District officials interviewed by the evaluation team observed that the ICRC has good working relationships with district officials as well as humanitarian and civil society organisations, with which it shares information. However, the Pader district Local Council V (LC V) Chairperson and the Chief Administrative Officer (CAO) decried the failure by the ICRC to declare its budgets. Nonetheless, these officials appreciated the organisation's openness in sharing activity reports. The evaluation team notes that the view of Pader LCV Chairman and CAO about ICRC secrecy regarding its budget ignores the fact that ICRC operations are guided by rules of privacy and confidentiality, a rule that national governments accept to work with.

In Uganda, the Uganda Red Cross Society (URCS) is the only cooperating partner for ICRC. This is sanctioned by its mandate as a national society of the Red Cross movement. For instance between 2001 and 2003 after the ICRC suspended its operations in Uganda, following the killing of six ICRC staff in Ituri District of North-eastern Democratic Republic of Congo (DRC) in April 2001, URCS undertook implementation of selected activities for the ICRC.<sup>122</sup> The ICRC provides support to strengthen the capacity of the URCS through training of staff including volunteers, funding, material, logistical and technical support.

Finally, regarding how the partners and partner organisations assess the inputs of Norwegian NGOs, the interviewed programme staff at the Kampala Delegation and the three sub-delegations in Gulu, Kitgum and Pader districts emphasized that they were satisfied with both the size of resource inputs by the Norwegian NGOs, and the channelling of Norwegian support through Norwegian NGOs. Channelling of resources through NRX and then ICRC Geneva is in line with the partnership and no challenges exist currently. Most importantly, they observed the fact that ICRC makes annual appeals based on the needs assessments in respective countries. Donors then fund these appeals based on the provided annual appeal budgets. In line with this observation, the Head of Kampala Delegation pointed out *"Norway is a member of the Donors Support Group and is the Donor No. 7 to the ICRC."*<sup>123</sup>

On how the Norwegian Red Cross assesses the workings of the ICRC in Uganda, NRX's general view is that ICRC is a professional and capable partner that is able to

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<sup>121</sup> programme staff at the ICRC sub-delegations of Gulu, Kitgum and Pader districts

<sup>122</sup> This incident has also been reported about in all the five ICRC Annual Reports (2003-2007) about Uganda.

<sup>123</sup> In a note by the Head of Delegation, Kampala to the evaluation team regarding resource contributions by the Norwegian Ministry of Foreign Affairs and Norwegian Red Cross [Norad through the Norwegian Red Cross] 2003-2007, dated 04 September 2008 and referenced as KAM08/753 JEG/wma.

implement the programmes according to the plans. NRX maintains that they are content with ICRC's way of working and the achievements it has made. In particular, they stressed that they are pleased with the implementation of the programmes in Northern Uganda, "*which to our knowledge is addressing the changing needs of the IDPs in a good way*". Furthermore, NRX observed that:

*"...The funding from Norway supports the entire ICRC operation in Uganda, and we trust that ICRC utilizes the funding in the best way possible, according to the prevailing needs of the target groups. This approach is in line with the concept of Good Humanitarian Donorship"*

### **3.2.7 Médecins Sans Frontières Norway**

MSF Norway has no Ugandan partner organisation that implements programmes, but channelled the funds received from the MFA in the years 2003-2007 through MSF Holland (member of MSF International family) which implemented the planned activities directly. However, MSF Holland collaborated with the Lira district directorate of health services and the local government in the implementation of its activities. There was some criticism from the office of the district health directorate for Lira district that although MSF worked very well with them, in some of the camps they implemented their activities in parallel to existing government health structures, and thus local government health staff did not benefit from capacity building which could have resulted from these interventions.

### **3.2.8 Conclusion**

It is noted that while efforts have been made by the Norwegian NGOs and their Ugandan counterparts to strengthen the capacity of their district partners, this is often done in an ad hoc way. Information on the time and volume of resources devoted for capacity building by each Norwegian NGOs of its Uganda partners on the one hand, and Uganda partners and their district partners on the other, were not readily available by the time of compiling this report. Moreover, although some support has been given to district partners for their organisational development, including training of their executives and board members, little efforts have been devoted to their long-term institutional growth.<sup>124</sup> The training activities have always been designed to meet the short-term needs of the implementation, but not meeting the long term and strategic needs of the organisations. Nevertheless, in spite of these limitations, it is appreciated that there was adequate support to the implementing organisations in carrying out the planned activities.

While none of the Ugandan partners expressed a need to channel resources directly to them, the evaluation team is of the opinion that for humanitarian interventions such as those implemented by NRC, MSF and ICRC, channelling resources through Norwegian NGOs was the most effective option. This is because, emergency situations are better handled by organisations that, over time have built the necessary capacity, experience, and track record in delivering humanitarian support. Humanitarian operations of the magnitude such as that handled by the above Norwegian NGOs require an immediate and coordinated response that existing

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<sup>124</sup> For organisations such as Christian Counselling Fellowship in Pader, and ACENLWORO and Christian Children Fund in Apac (SCN/SCIUG partners), there has been an effort to raise resources from other donors.

capacities of district-based partners such as the District Disaster Management Committees and local civil society organisations could not and are unlikely to handle.

On the other hand, when it comes to development interventions such as those implemented by CARE, SCN, and Caritas Norway, channelling resources directly to district-based partners such as the local grassroots-based civil society organisations and district local government is considered a better option. This is because development interventions are intended to be sustainable and these organisations are part and parcel of the communities and therefore better placed to implement activities. However, existing structures and capacities of the district local government departments and civil society are low and therefore could not be relied on to deliver effectively. Therefore, subsequent programmes should be directed towards strengthening capacities at these levels, and progressively channelling financial resources directly to district based partners for long-term sustainability.

### 3.3 Conflict Analysis of the Implementation Context

#### 3.3.1 Influence of Socio-political factors

Northern Uganda has experienced a number of interventions by different actors from international development agencies, the United Nations Organisations, local and national non-governmental organisations, as well as central and local government actors. Other key actors within the context include the traditional and cultural institutions as well as the religious leaders. Dolan (2006) notes that in terms of the actors and their roles in peace building, there are “connectors”, ambiguous actors and dividers<sup>125</sup>. Dolan (2006) unravels some of the more contentious issues regarding the insurgency in the Northern Uganda. He identifies as Connectors, NGOs and humanitarian agencies which have strongly taken up a pacifist stance on the war<sup>126</sup>. He identifies as “dividers,” the pro-conflict actors which include the rebels themselves, and to some degree elements within the Local Defence Unit (LDU) and the UPDF who are profiteering from the war and thus are abrasive and nonchalant to the situation. Dolan’s in-depth analysis of the conflict in the north also identifies the ambiguous group whose position on the situation keeps on fluctuating and this is in part due to their apparent political and survival instinct. These latter groups have been identified to include the academia, the press, the judiciary and even the respected Uganda Human Rights Commission.

Regarding implementation of humanitarian and development programme activities, different agencies are involved in almost the entire social service sector, and in parts of the economic development sector (where the focus has been on enhancing livelihood activities and general community and organisational capacity development).

The influence of the difficult context on the activities of the Norwegian NGOs has been varied and mixed. Insecurity presented a daunting challenge to implementation of NRC programme on Food Security and Livelihood when it was launched in

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<sup>125</sup> Chris Dolan; 2006 Uganda Strategic Conflict Analysis; SIDA Publications; available at [www.sida.se/publications](http://www.sida.se/publications).

<sup>126</sup> Despite the Humanitarian agencies and the civil society in Uganda having the will to engage the state and the perpetrators of the conflict in the north; the weakness of the civil society in particular is one limitation which constrains their effectiveness. See also DENIVA 2006, Civil Society in Uganda at the Crossroad?

2005. At the time, access to land for agricultural cultivation was limited to a radius of 3 to 5 Kilometres (KMs) from the camps. Even general food distribution was adversely affected by insecurity. NRC food had to depend on military escorts to deliver food to camps. This restricted access to some camps and increased the cost of operation<sup>127</sup>. There were also raids by LRA rebels on camps, which deprived beneficiaries of food. Likewise, ABEK programme of SCN/SCIUG in Karamoja has also been constrained by insecurity especially inter-clan raids. This disrupted some evening classes and affected attendance<sup>128</sup>.

Weak or collapsed governmental authority at the local level has also constrained implementation of many programmes. The ineffectiveness of local Government structures has constrained camp management activities, especially in Kitgum district, at a time when NRC is expected to hand over camp management to the district local government. Weak capacity at the local government level has also undermined ICRC support to Kitgum government hospital. For instance, ICRC constructed a pharmacy in the hospital, but this pharmacy was not in operation when the evaluation team visited the district. Likewise Kitgum district education office also averred the lack of capacity to carry out educational monitoring and supervision. Sensitivity of the government to engagement by NGOs in protection activities especially criticism of its failure to provide protection to the population, has led NGOs to limit the scope of their interventions to basic humanitarian assistance. Advocacy and human rights protection activities such as those under NRC camp management have been constrained as in most of the cases the organisation would want to avoid conflict with government. One NRC staff remarked during the evaluation visit in Amuru, 'NRC tries to avoid conflict with the authorities'.

### **3.3.2 Opportunities and Limitations Presented by the Cooperation Context**

The intervention context in Northern Uganda has presented both opportunities and limitations with regard to the desired outcomes. The main development opportunities presented by the context vary across the four regions: Acholi, Lango, Nebbi and Karamoja. It is noted however, that there are crosscutting factors for all the regions. Key opportunities have been the decentralisation system of governance and availability of structures for easy entry into the community for planning purposes. In Lango and Acholi, these structures have been made more effective by the presence of other development agencies that, together with the local government authorities, formed coordination structures (cluster approach) that brought together all key actors in the different thematic areas. This interactive environment helped to address the issue of duplication of interventions, thus enhancing harmonization of programmes according to acceptable national and international standards.

The other opportunity presented by the context is the recently developed Peace Recovery and Development Plan (PRDP), developed by Government in consultation with the key stakeholders. The plan has been one of the most important frameworks to guide development programming in Northern Uganda. The PRDP requires that, civil society organisations, local governments, and other development partner's work together in bringing about changes in Northern Uganda. The Plan recog-

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<sup>127</sup> Discussion with NRC staff, triangulated by review of reports and discussion with district leaders

<sup>128</sup> Issues coming out of meetings with ABEK instructors and educational authorities within Karamoja

nizes the deplorable situation in Northern Uganda, in terms of access to social services and the poverty levels. Recognition of the pertinent roles played by the civil society organisations (international and national NGOs) plus UN agencies has been a great opportunity for the actors to engage more effectively with the central and local governments, including amongst themselves<sup>129</sup>.

At the security level, the current relative peace in the North Central and North West sub-regions (excluding Karamoja) has continued to act as an opportunity for expanded reach of the communities, plus the adoption of new programme components geared at supporting the early recovery process. Nevertheless, it is noted that while this opportunity is in place, security remains a challenge, creating a state of uncertainty among both the international humanitarian/development actors and the communities. For instance, the international actors are faced with a question whether to go ahead and plan for the long-term development interventions or continue considering the situation as an “emergency.” Thus, while the government is talking about “recovery and development,” the line between the current situation on the ground and “emergency situation” remains thin and there are no clear answers yet as to how this should be approached. Accordingly, this continues to pose serious challenges to development planning in the region. A strategic conflict analysis undertaken in 2006 by SIDA<sup>130</sup> suggests two scenarios and responses: if the Juba peace process becomes successful and ends the war, then the programming will shift towards supporting the process of reintegration and post conflict development work; But if the peace efforts collapses, then more peace building activities and humanitarian interventions will continue.

Serious lack of government services in some of the communities where the Norwegian NGOs and their Ugandan partners were operational was another challenge presented by the implementation context. Overall, it can be said that the context of interventions by the six Norwegian NGOs and their Ugandan implementation partners in Northern Uganda has been a mixed one, involving challenges and opportunities. Despite the reduction in hostilities between the government forces and the LRA rebels, uncertainties remain due to the continued failure by LRA to sign a comprehensive peace agreement with the Government of Uganda and the recent offensive against the rebels in the Democratic Republic of the Congo. Moreover, the local governments in the intervention area exhibits a myriad of institutional weaknesses and are poorly resourced to deliver on their official mandates. This raises problems of sustainability of the interventions.

### **3.3.3 Conflict Sensitivity**

The concept conflict sensitivity as used in this report refers to whether a programme has taken account of conflict context and taken measures to mitigate harm<sup>131</sup>. In terms of approach, the evaluations of conflict sensitivity of the programmes are based on project documents, complemented by interviews with NGO staff, district officials, and beneficiaries. Analysis of conflict sensitivity focuses on issues that arise from the projects, their implementation, and impact on conflict

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<sup>129</sup> Peace Recovery and Development Plan for Northern Uganda (2007 – 2010), September 2007. pp. 103 - 108

<sup>130</sup> Chris Dolan 2006, Strategic Conflict Analysis of Northern Uganda

<sup>131</sup> OECD, Guidance on Evaluating Conflict Prevention and Peace building Activities, 2007

context. Issues presented in the TOR and the inception report, have guided the analysis.

### **Norwegian Refugee Council**

A review of project documents availed to the evaluation team confirms that analysis of the conflict in North Central Uganda between the LRA and the Government of Uganda is an integral part of the proposals. Some project documents such as the Food Security and Livelihoods include risks analysis and discussion of possible case scenario. Similarly, NRC Education project is also based on analysis of the conflict and transformation of the situation from 'Acute Emergency Phase', to 'Chronic Phase' and subsequently to 'Return, Early Rehabilitation Phase'. NRC interventions are also based on the principle of 'do no harm'. This principle is aimed at ensuring that NRC interventions do not cause unintended harm. To achieve this NRC pilots its projects, and places emphasis on participatory approaches involving beneficiary communities and district staff during programme initiation in order not to create conflict within communities.

NRC interventions are dynamic and take account of changes in operational context. For instance, following request by officials of the Education department in Kitgum district for rehabilitation of existing schools, NRC obliged and included rehabilitation in its school construction programme. Among others, it rehabilitated Kitgum Primary Teachers College. Thus, the District Education Officer of Kitgum district observed that 'NRC is flexible'. Similarly, NRC revised its teacher-training programme after Pader district authorities demanded that teacher training should not be conducted at the Kitgum Primary Teachers' College. NRC revised its plans and organized large-scale teachers training in Pader district during school holidays. Similarly, the Food Security and Livelihoods intervention was conceived within the context of camps, but with possibility of implementation in transit sites and villages of origin, depending on security situation and changes in conflict context. With improvement in security and the transition to recovery, since the signing of the Cessation of Hostilities Agreement between the Government of Uganda and the LRA in August 2006, the interventions was rolled out into areas of return and villages of origin.

Risk analysis and management is an integral part of NRC. NRC choice of locations to implement its programmes is based among others on assessment of security and access. The choice of schools in which to implement the school construction programme and choice of camps in which to implement the Food Security and Livelihoods programme in 2005 are illustrative. Deployment of staff to the field is guided by assessment of security situation and depending on the situation; NRC staff depended on military escorts provided by the Ugandan army to reach camps where they are implementing their programmes. NRC has a system for tracking monitoring the movement of its field staff, who are in constant touch with the organisations security officers.

NRC intervention in Northern Uganda has benefited the local population who have borne most of the impacts of the conflict. The interventions address the impact of conflict on the local population, who as actors have been pro-peace or 'connectors'.



The district local governments are also beneficiaries through capacity building in education sector, training of local councillors under camp management, and agriculture components. The local governments have been pro-peace by advocating for a peaceful resolution of the conflict and have played central role in humanitarian emergency, and the leadership of local governments has been involved in search for peace. The government of Uganda has also been a major beneficiary because the humanitarian approach of NGOs contributed to legitimizing and consolidating the government's policy of forced encampment. The work of NRC therefore presents a moral dilemma. In responding to the humanitarian situation in Northern Uganda through food distribution and camp management, it sustains lives of the IDPs and therefore supports the government of Uganda's policy of forcing entire populations into protected villages. The government of Uganda has been a 'divider' in the conflict.

Insecurity constrained implementation of a number of interventions such as Food Security and Livelihoods programme which until August 2006 could only be implemented within a radius of 3 to 5 kilometres from camps, and it also affected the choice of camps. Likewise, choice of schools to implement the school construction was also based on security and access.

The resources brought into the conflict by NRC include skills, financial resources, and food and non-food items. The main effect of this intervention has been humanitarian, in terms of improving conditions of Internally Displaced Persons (IDPs) and rebuilding livelihoods. This has indirect impacts on the conflict since NRC does not work on the conflict, but in conflict. The intervention will impact on peace building through addressing sources of conflict, current and potential ones, such as poverty and marginalization.

The evaluation team did not come across cases on corruption or mismanagement emanating from NRC intervention. NRC does not implement its programmes through Ugandan NGOs, which reduces the risks of corruption and mismanagement. Secondly, it does not give cash handouts, another source of corruption. Involvement of beneficiaries and regular evaluation has also mitigated against corruption. However, it was reported that two staff from Kitgum/Pader offices got involved in some dubious dealings and were summarily dismissed.

The interventions will have impact on gender relations in Northern Uganda in general. Firstly, NRC puts emphasis on female beneficiaries in their interventions, especially female-headed households. Women are registered as heads of households for purposes of distribution of food and non-food items. Female-headed households are also targeted under the economic empowerment programmes.

### **Save the Children**

A review of SCN/SCIUG project documents availed to the evaluation team and discussions with the programme team, confirms that considerations for the conflict context have been made. Programme documents include review of the pastoral conflicts in Karamoja and north central sub-region between the government of Uganda and LRA rebels. Analysis of these conflicts has influenced interventions.

Programmes such as support for education were designed after consideration of the conflict context and are aimed at addressing the impacts of the conflict. While measures to mitigate risk and also ensure flexibility in the face of changing conflict settings are not explicitly documented in most project documents, a discussion with Save the Children project staff suggests that their partnership with local and central governments enables them to initiate changes in project design to ensure that the activities implemented are relevant. An example here is the adaptation of classroom construction activities to the movement patterns of the returning IDP communities. While Initially SCN/SCIUG was putting greater emphasis in providing school facilities and shelter in the camps vicinity, the return process has led to a new direction towards rehabilitating and building facilities in the actual villages and parishes where people were displaced. The evaluation team noted however that the project interventions may not be adjusted to the conflict context in terms of speed of implementation: The need for educational facilities especially classrooms and teacher houses in the areas where people have returned home in Pader and the Lango seems to outweigh the current rate of supply; a situation which has led to local communities complaining to the district leadership on criteria for allocation.<sup>132</sup>

Insecurity has presented a challenge to and impacted on implementation of programmes. In Karamoja, ABEK programme of SCIUG has been constrained by insecurity caused by inter-clan raids, which has often disrupted some evening classes and has affected attendance by learners. In response to this, aspects of peace building have been integrated in the ABEK curriculum in a bid to address the root causes of the incessant cattle rustling among the different ethnic groups in the areas within and neighbouring Karamoja. While this is a good strategy, it will take a lot of time before benefits can be realized. It thus cannot be said that the implementation of the programmes will have an effect on the security situation in the short term. It should however be noted that SCN/SCIUG operates peace clubs in schools and communities aimed at promoting peace building coexistence and non-violence approaches among children and young people.

Finally, SCN/SCIUG interventions tended to benefit children more than other community members. Children are critical actors in the conflicts. They are potentially 'connectors', but have also been 'dividers' especially where they enlisted in rebellion, in most cases through abduction, and also as cattle rustlers in the Karamoja conflict.

## CARE

Findings from consultation with CARE Norway and CARE Uganda staff indicate that CARE exercises a high level of conflict sensitivity in identifying, designing and implementing its programmes. The agency promotes the non-violent resolution of conflicts at all levels. According to CARE's own *"Do No Harm"* Handbook, staff should strive to ensure their programming is appropriate, and to analyse the outcome of their work in the recipient countries' political and social context. This is done through careful mapping of the situation, noting who is in conflict with whom, and identifica-

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<sup>132</sup> Information from the returned Consultation Guide sent to NRX, Oslo



tion of the main dividers and connectors, and what the needs are in terms of local development projects, and what the potential impact of the interventions is.

Information obtained from CARE Norway and CARE Uganda staff, and verified with community members, confirms that CARE staff widely consult the intended beneficiaries in the project design, and that target populations are empowered to guide programming in order to ensure it is culturally sensitive and answers a real need on the ground in a manner that is less likely to generate or exacerbate conflict among the recipient communities. There have however been some incidents of violence towards those who are perceived as beneficiaries of CARE by those who feel they are left out.<sup>133</sup> These have however been few and insignificant compared to the level of benefits received.

The findings however also indicate that while CARE activities have not necessarily caused or escalated conflict in beneficiary communities, non-beneficiaries in supported communities and neighbouring communities harbour ill-feelings towards supported groups/members. Moreover, feelings of having been neglected are commonplace among those not part of the programme. Extreme cases of non-beneficiaries killing oxen supplied to groups/farmers and some cases of domestic violence when beneficiary spouses feel they haven't obtained what is rightfully their share was also reported by CARE staff and project beneficiaries in Gulu. CARE has responded by targeting and training both group members and their spouses on how to foster peace in the home, with efforts to enhance gender relations and management of household's resources to reduce conflict and has by this sought to help reduce incidences of conflict.

As a strategy for risk management, the team also established that CARE engages in the identification of internal and external risks that could affect successful programme implementation, identifies strategies to address these risks through widespread consultations and implements accordingly the identified strategies to address needs and the problems on the ground. This has so far ensured successful project adaptation to suit changing needs on the ground. This is a very positive assessment. Based on the assessment of how many interventions and programme documents?

### **Caritas**

The insurgency in Northern and Eastern Uganda is cited in the Caritas Uganda Strategic plan for the period 2004 – 2009 as one of challenges and the need for reconciliation and peace building acknowledged. Although available project documents from Gulu archdiocese and Nebbi diocese do not explicitly, reflect/contain an analysis of the existing or potential conflicts. However discussions with staff reveal that in designing the interventions and even during implementation, effort was made to ensure that interventions were sensitive to the conflict. For instance in designing the gender and equity interventions care was taken by Caritas Nebbi to ensure that men are brought on board, since they were the main actors in suppressing women in the community.

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<sup>133</sup> For instance in Gulu and Pader some oxen delivered by CARE were killed by non-beneficiaries, which caused a lot of anger and tension between the groups.

In delivering services, Caritas Gulu reached out to internally displaced persons camps and homesteads outside the camps, which during the period of insurgency was risky and therefore placed the lives of its staff at risk. Information from Caritas Norway indicates that during the period in review, at least two (2) staff members were killed. While insecurity did not affect implementation of interventions by Caritas staff, it certainly did on the part of the communities. Insecurity meant that only nearby gardens could be cultivated owing to the risks in travelling long distances. However, given that resources have to be expended on procurements of a range of items this created opportunities for corruption either by staff or contractors. Women have been the main victims of the conflict in Northern Uganda. In Nebbi, women were the main victims of domestic violence and their rights completely trampled upon prior to implementation of interventions. Sustainable agriculture activities were designed to improve food security and gender awareness activities designed to ensure sharing of roles in the home undoubtedly affect the gender dimensions of the conflict.

### Norwegian Red Cross

ICRC activities derive from the organisation's mission and mandate, which has as its mission statement: *"The International Committee of the Red Cross (ICRC) is an impartial, neutral and independent organisation whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence, and to provide them with assistance."*<sup>134</sup>; and (mandate—founded in international law<sup>135</sup>): "a worldwide mission to help victims of conflicts and internal violence, whoever they are".<sup>136</sup> It is thus visible that ICRC works mainly *in* rather than *on* conflict.<sup>137</sup> This is to say, ICRC usually operates in situations of conflict but to mitigate the suffering of the peoples, rather than to impact the conflict itself. That aside, through consultations with the programme staff at the Kampala Delegation and the three sub-delegations of Gulu, Kitgum and Pader districts they observed that the ICRC maintains an impartial, neutral and independent approach during its operations exemplified by its maintaining constant contact with the target communities even in situations when the conflict was at its peak and some areas virtually inaccessible.<sup>138</sup> In keeping with their neutrality, ICRC staff reported that they usually avoid travelling with military escorts in addition to hoisting their organisational flag on their vehicles to reflect their neutrality. It was also reported that close communication would be kept between the Kampala delegation and the field sub-delegations for purposes of monitoring staff movements in the field. The evaluation team therefore notes that the ICRC's neutrality approach has apparently been effective in ensuring that not only their staff are safe, but also that their operations do not engender any risk for other people in the intervention areas.

<sup>134</sup> [http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/section\\_mandate?OpenDocument](http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/section_mandate?OpenDocument)

<sup>135</sup> Particularly the 1949 Geneva Conventions, which task the ICRC with visiting prisoners, organizing relief operations, re-uniting separated families and similar humanitarian activities *during armed conflicts*; and the Statutes of the International Red Cross and Red Crescent Movement, which encourage ICRC to undertake similar work in *situations of internal violence*, where the Geneva Conventions do not apply.

<sup>136</sup> [http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/section\\_mandate?OpenDocument](http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/section_mandate?OpenDocument)

<sup>137</sup> These concepts are elaborated in "Guidance on Evaluating Conflict Prevention and Peace Building Activities – Working Draft for Application Period", OECD DAC, 2008; plus the Terms of Reference for this evaluation exercise (Annex 1).

<sup>138</sup> This point of view was also echoed by the Kitgum District Representative of the Office of the Prime Minister (OPM) who is at the same time a Coordinator for Disaster Preparedness and Recovery in Kitgum district appreciation of the work of the ICRC in Kitgum district particularly, but also in the rest of Northern Uganda.

To forestall any claims of preferential treatment, including limiting gender bias, the ICRC ensures that they work hand in hand with the local communities including their leaders in identifying and selecting beneficiaries for planned activities. This way, the ICRC seeks to further avoid any tensions resulting from the resources that have been brought into the intervention areas. The Kitgum District Representative of the Office of the Prime Minister (OPM) who is at the same time a Coordinator for Disaster Preparedness and Recovery in the district indicated that his office was satisfied with ICRC work.

Regarding risk planning and management strategies of the Norwegian Red Cross and the ICRC in Uganda, a separate quality assurance unit targeting risk management has been established.<sup>139</sup> Further consultation with ICRC programme staff at the Kampala Delegation and the three sub-delegations of Gulu, Kitgum and Pader districts pointed out that apart from regular debriefing sessions with staff, on the principles of impartiality, neutrality and independence; the organisation ensures that they hire and train competent national personnel.<sup>140</sup>

### **Médecins Sans Frontières**

While MSF Holland's interventions were not aimed at addressing the causes and resolution of the war, the interventions made significant contributions to mitigating the effects of conflict on the identified communities. There was no indication that project resources made available to MSF Holland was mismanaged or facilitated corrupt activities. The project documents for the Lira project demonstrated sensitivity to the conflict situation as it took into consideration the dimension of the conflict and analysis of the conflict trajectory with a corresponding MSF Holland's response: the winding up of MSF Holland activities in the five camps of Lira was done at different times based on the improvement in the security situation and movement of internally displaced people back to their homes. MSF Holland exercised neutrality by working without military escorts to ensure that their staff was not put at risk of rebel attack. Based on analysis of the interventions and discussions with stakeholders, there is no evidence that MSF Holland's interventions exacerbated the levels of conflict within the camps where it was operational: For example the services targeted all IDP communities generally. The provision of water within the camps potentially protected women from sexual and gender based violence in the event of venturing outside the camps for water search.<sup>141</sup>

### **Conflict sensitivity: Concluding Remarks**

In general, the interventions that were the subject of this evaluation seem to have displayed conflict sensitivity according to review of project documents and interviews with staff and beneficiaries. While most of the NGOs were work in conflict, i.e. not directly seeking to impact the conflict, Save the Children in Uganda's formation of peace clubs in the Lango worked on the conflict especially since the clubs

<sup>139</sup> Information from the returned Consultation Guide sent to NRX.

<sup>140</sup> The Swedish Agency for Development Cooperation (Sida) in a *Manual for Conflict Analysis*, observes that among other factors, resource scarcity is a potentially dividing factor that is likely to cause tension in society, leading to increased violence in a specific conflict setting where a given project is to be implemented (Sida, *Manual for Conflict Analysis: Methods Document*, Division for Peace and Security through Development Cooperation, January 2006, pp. 23-26).

<sup>141</sup> Discussion with community and the local leadership in the project areas indicated that women were always at risk of being sexually abused by rebels, the government army and other men when looking for food, fruits and water outside the camps. This information was also complemented in a study by UNICEF, International Rescue Committee and Christian Children Fund 2005; Situation Analysis of Sexual and Gender based Violence; carried out in Northern and Eastern Uganda (lira district inclusive).

directly sought to resolve conflict at community level. It is also noted that while measures to mitigate risk and ensure flexibility in the face of changing conflict setting were not explicitly documented in most project documents, discussions with staff revealed that measure such as obtaining security updates and use of escorts were always taken into account prior to going out in the field.

### **3.3.4 Adaptation of Programmes to the changing Context**

While there has been a significant movement of the communities from the main IDP camps and a return to their homes, especially in Lango and the affected parts of Teso; most IDPs in Acholi are still in the camps though with an increasing pace of return. Humanitarian agency staff no longer needs to travel with military escorts, and access to the communities has greatly increased. However, because of the changed displacement patterns especially in the Lango, most of the interventions carried out there presently (including those by SCN/SCIUG) are largely recovery activities geared towards strengthening the resettlement process of the “returned” communities (see Save the Children Annual Plan, 2009).

The growing trend in return of the IDPs has increasingly generated new challenges and new needs on the ground, while the increasing focus from emergency assistance to recovery has engendered some confusion among the various players in Northern Uganda. The roles and responsibilities of central and local governments, UN agencies, national and international NGOs, including donors are changing; and these actors have shown varying degrees of success in making the necessary adjustments.<sup>142</sup> A great deal of energy has thus been put on discussing transition strategies and clarifying multiple co-ordination mechanisms.

As a result of this shift in the conflict setting, it increasingly became pertinent that the agencies providing support to the communities start refocusing their activities to suit the new circumstances. Although some of the agencies, like the NRX/ICRC and NRC are largely humanitarian in their mandates, they have increasingly adopted new components in their programmes to suit the changing context albeit with new challenges. The proceeding section discusses adaptation of the Norwegian NGOs to the new context along key interventions.

#### **Norwegian Refugee Council**

NRC has gradually shifted focus to add components targeting recovery and development needs of the communities, although management staff observed that they do not see the organisation working in the region for more than 3 years after the war ends, or if the current stability continues. For instance, while NRC continues at a reduced scale to distribute relief food in partnership with WFP, they in addition run a food security and livelihoods programme, which targets to enhance the productive capacities and self-reliance of target households. NRC’s food security and livelihoods programme therefore contributed to both emergency and early recovery needs of the communities in Northern Uganda. However, a discussion with NRC management staff indicated that resources for recovery/transition interventions are largely inadequate and generally difficult to access, and therefore limiting coverage

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<sup>142</sup> Oxfam, *From Emergency to Recovery: Rescuing Northern Uganda’s Transition (Briefing Paper)*, 2008, p.6.

which does in turn create a feeling within the community that they are now being left on their own. This was also echoed at a focus group discussion with community members in Labuje IDP camp in Kitgum district, some of whom had just returned from return sites, revealed a growing feeling of despair: “... we are not being supported at return sites as was the case in the camps that is why some of us still maintain our homes in the camps. This also allows our children to go to schools which tend to be very far away from the return sites”.

Although support to educational infrastructure started during the emergency phase, the focus of NRC was mainly at providing facilities for children in the main IDP camps. Over the last two years the interventions of NRC have been concentrated around supporting the process of return, where schools in the return sites in need of educational infrastructure are identified for support<sup>143</sup>. At the time of compiling this report, statistics on the number of schools that have benefited from recovery interventions of NRC was not available. It is however worth noting that the need in the community is higher than the supply of available services and facilities.

### **Save the Children Norway**

Save the children in Uganda (SCN) and Caritas have also adjusted their programmes to suit the new context of planning and interventions. In order to address the transition needs in the changing conflict setting, SCIUG's self-positioning has been reflected in their Annual Plans for 2006 and 2007, plus their Strategic Plan 2007-2009. Broadly, SCIUG's interventions have cut across two areas of interventions, including development programmes and peace building activities to address the emergency, recovery and development needs of the target communities.

Assessment of child protection systems by Save the Children in early 2007 had indicated that different agencies were establishing and using their own child protection structures, which had brought about significant duplications and confusion for the children and communities. The training support and utilization of the harmonized child protection structures at the community level, that are operational at the parish rather than camp levels, and reports through the sub county, is a sustainable strategy in enhancing child protection. While there are some indicative benefits of using local structures in enhancing child protection, the limitations with regard to weak institutional arrangements and discipline at the local levels provide weak prospects for the sustainability of these structures. There is thus doubt as to whether these structures will outlive the breadth of support from civil society agencies and international development agencies in a post-recovery Northern Uganda.

SCN/SCIUG support to educational infrastructure also commenced during the emergency phase with a focus on providing facilities for children in the main IDP camps, but has over the last two years contributed to the process of return, where schools in the return sites in need of educational infrastructure are identified for support<sup>144</sup>. The Alternative Basic Education for Karamoja and Early Childhood Devel-

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143 Discussion with communities in Adilang, Pader district; Otwal in Oyam district; Kalongo in Pader and leadership of Pader and Lira districts. We also want to note that for Lango support for the process of return started much earlier than in Acholi where the transition is just picking up.

144 Discussion with communities in Adilang, Pader district; Otwal in Oyam district; Kalongo in Pader and leadership of Pader and Lira districts. We also want to note that for Lango support for the process of return started much earlier than in Acholi where the transition is just picking up.

opment and Education Programmes in Karamoja are basically development interventions, targeting the long-term needs of the specified beneficiaries<sup>145</sup>.

## **CARE**

In response to the changing development context, CARE has changed its strategy from targeting communities in mother camps, and now targets beneficiaries at sub county level as the IDPs move back to transit camps and their original villages. CARE has also established mechanisms to foster food and livelihood security; savings and investment capacity building; agricultural and business skills development; gender and human rights awareness training, among others through SMOWAC. As a strategy this enables CARE to reach people where their help is most needed - in the return sites, where people have begun to reconstruct their livelihoods. It should be noted that CARE's SMOWAC programme is recovery/developmental in nature and therefore the transition has been mainly in terms of relocating the geographical area and boundary of reach. SMOWAC shifted away from targeting communities in mother IDP camps, to communities in the return sites and in some cases villages of origin. The evaluation team noted however that a balance is still being made with project beneficiaries in the main camps.

## **Caritas Norway**

The key strategy in line with the changed situation is that of capacity building of the different groups that Caritas targets through training and other capacity building strategies. Caritas Uganda is now placing greater emphasis on the promotion of agriculture through training and providing inputs including implements and seeds than provision of humanitarian relief supplies<sup>146</sup>. Training is also being provided in entrepreneurship under the gender component to prepare the beneficiaries to engage in successful business ventures. In addition, the formation of groups and strengthening their capacities is being undertaken to facilitate them to engage with and obtain support from government and other programmes in Northern Uganda. Furthermore, as a response to the increasing land conflicts especially in the mid-northern part of the region, Caritas, through the dioceses, is engaged in policy advocacy and sensitization of the community to ensure that women and the vulnerable are not dispossessed of land.

## **Norwegian Red Cross**

Regarding the timing of the programmes to the conflict dynamics in Northern Uganda, in terms of speed of implementation, process of consultations, sequencing and flexibility; the Norwegian Red Cross indicated that they are satisfied with ICRC's ability to adapt their interventions from emergency to recovery activities in line with the changing conflict setting in Northern Uganda. It was particularly pointed out that during the period January to March 2008, the ICRC assisted about 500,000 Internally Displaced People (IDPs) living in camps, and returnees in their home areas, to recover from the consequences of the armed conflict. NRX further noted that the humanitarian activities are aimed at facilitating the return process of the IDPs to their areas of origin; during which period of transition, the ICRC has strived

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<sup>145</sup> Alternative Basic Education for Karamoja commenced in 1998 while Early Childhood Development and Education in 2002.

<sup>146</sup> The repositioning of Caritas Gulu Archdiocese in the new development context has been concretised through a strategic planning process which culminated into the development of a new strategic plan for 2009-2011 (office of the Director, Caritas Gulu)



to reinforce the economic security of the most vulnerable and supported the efforts of the health and water authorities to provide better services.<sup>147</sup>

NRX/ICRC in 2008 expanded their ECOSEC programme to include components that help to promote sustainable livelihoods and durable solutions. These components have included activities like support to small enterprises (IGAs) for enhanced household income generation; promotion of energy saving stoves to help households cope in an environment where the displaced communities have over-harvested the natural resources for wood fuel. In addition the cash-for-work component seeks to encourage and empower communities to open up their land for agriculture. The latter is in recognition of the fact that agriculture constitutes the main economic activity of most communities in Northern Uganda, with a limited exception of Karamoja sub-region, which heavily relies on cattle keeping. In addition, the continued support to health centres and provision of boreholes outside the main camps, aims to ensure that communities returning to the villages or transit camps are able to access basic health, water and sanitation services. As a strategy, this is extremely important and effective to foster smooth transition from emergency to early recovery.

### **Médecins Sans Frontières**

MSF Holland had wound up operations by the time of this evaluation and as such it was not possible to obtain information in this regard.

### **Conclusion**

The Norwegian NGOs and other actors analysed in this evaluation are reorganizing or have reorganized their interventions and programmes to suit the changed context. However, there are many challenges which have constrained efficacy of recovery and development transition programmes: The uncertainty of the development environment in terms of whether the war has ended or not; the limited practical guidance from government and the UN agencies on the recovery process, programming methodologies, limited funding, and an apparent indifference of key donors to recovery interventions seems to slow the transition process<sup>148</sup>. Discussion with community members in the returned sites in Lango and Acholi show a disappointment on the part of the local communities because, they claim that, they have received little support in the post-camp adjustments. Even for the Norwegian NGOs, it seems the funds being used are still being categorized as emergency funds.

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<sup>147</sup> Information obtained from the returned Consultation Guide above.

<sup>148</sup> See OXFAM 2008; *From Emergency to Recovery: Rescuing Northern Uganda's Transition*, obtainable from [www.oxfam.org/files/bp118-uganda-from-emergency-to-recovery.pdf](http://www.oxfam.org/files/bp118-uganda-from-emergency-to-recovery.pdf).

## 4. Outcomes

### 4.1 Introduction

The terms of reference for this evaluation define outcomes as the likely or achieved short-term and medium-term effects of an intervention's output.<sup>149</sup> Outputs are the “products, capital goods and services, which result from a development intervention, but may also include changes resulting from the intervention which are relevant to the achievement of outcomes”.<sup>150</sup> In analyzing outcomes, the evaluation team also wishes to point out the challenge when relating outputs to outcomes. In presenting the intervention outcomes of the six NGOs, efforts have been made to analyse them at the micro level (here: individual level, group level or community level) and at the meso level (here: institutional or organisational level) depending on the primary targets of each intervention. That is to say, in the following analysis, the concept “micro-level” has been adopted for all outcome analysis at individual, group, or community level, while “meso-level” has been used for all outcome analysis at institutional or organisational level.

This evaluation covered ten different types of interventions<sup>151</sup> in ten districts, seven of which were in the North Central, two in the North East and one in the North West. In the North Central, four districts are in Acholi and three in Lango. In terms of targeted beneficiaries, humanitarian interventions such as NRC's camp management programme and all NRX/ICRC's programmes targeted entire camp populations in Acholi estimated at over 1,800,000 persons. The evaluation team further estimates that for non-humanitarian activities such as those carried out by Caritas, CARE, SCN, and NRC, over 200,000 benefited. For instance, 16,467 persons benefited from the SMOWAC programme which was confined to three districts.

It should however be noted that owing to the changing context and the fact that many of the interventions evaluated were very different from each other, aggregation of results in terms of the total number of beneficiaries was not practical. Given the security situation during the earlier part of the period 2003-2007, actual and meaningful implementation of most recovery interventions took place from 2005 onwards.

The evaluation team notes that in many cases, supportive statistics to the findings were absent, thus the team had to rely on memory recall by respondents regarding

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149 The Terms of Reference attached as *Annex 1* to this report; but see also OECD/DACs Evaluation Criteria, and the ALNAP Guide for Evaluating Humanitarian Action.

150 Glossary of Key Terms in Evaluation and Results-Based Management, OECD DAC, 2002, p. 29.

151 These interventions include: Camp Management, food security and livelihoods, education, child protection, Social mobilization of women affected by conflict, sustainable agriculture, HIV/AIDS, economic security, water & sanitation and health interventions



what the situation was before, and what has changed following the interventions. However, in a majority of the cases statistical information was verified, where they existed and where they were available to the team. With other relevant stakeholders, notably the district local government.

The Evaluation team also notes that reporting on outcomes by the Norwegian NGOs and their partners were not very rigorous, except in some external evaluation and review reports.

Lastly, assessment and attribution of outcomes also proved difficult due to the fact that there are many different actors implementing similar interventions and also due to other external factors such as rainfall, that have important impacts on the lives of the communities in Northern Uganda.

## 4.2 Norwegian Refugee Council (NRC)

### 4.2.1 Micro Level Outcomes

**Food Security and Livelihood:** As earlier indicated, this intervention was intended to improve household food security and livelihoods of persons affected by displacement. At the time of this evaluation, a number of projects had just been implemented while others were still ongoing and as such only indicative and/or intermediate outcomes were identifiable.

Male beneficiaries in a focus group discussion at Labongo-gali camp in Amuru district reported that their self-esteem had been greatly enhanced, knowing that they can do away with dependency on food aid and other relief supplies. They also noted that they are now more aware of opportunities for income generation and food security, and are confident to take these up. They attribute this to their membership and participation in groups that benefited from training in various agro-nomic practices, and that received agricultural inputs under this intervention.

*“... being in the camps had reduced us to beggars and we were not even confident of our abilities to provide for our families. Since receiving training in better methods of agriculture and income generation, I know the importance of planting my crops in time and also producing for sale while at the same time ensuring that there is enough left for home consumption ...” (FGD for men and women in Labongo-gali camp, Amuru District.*

Some of the women interviewed (about 60% of the women in 6 FGDs in Amuru, Gulu and Kitgum) also argued that the projects have increased their self-esteem and confidence as well as ability to speak publicly without fear. As such, many women now participate regularly in decision-making at various levels from the household, to their self-help groups, as well as at community level and even play a role in terms of representation in local governance institutions. For instance, two of the ladies in the FGD in Amuru, claimed they are now active Local Council 1 leaders and claim they got the courage through the participation in the groups under NRC as well as through increased awareness generated by NRC<sup>152</sup>.

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<sup>152</sup> Community focused group discussion and interview with district officials of Amuru district

The introduction of environmentally friendly technologies has reduced the burden for women and girls especially in terms of the frequency and total distance travelled in search of firewood. Local area leaders and women interviewed reported that prior to the introduction of energy saving stoves; they had to walk long distances every week in search of firewood. A bundle of wood would be consumed within a week. This also exposed them to the risks of stepping on land mines and being exposed to rape. The sample bundle of firewood is now reported to last at least three weeks. Furthermore, the stoves have helped to reduce time taken in cooking a meal, promoting safety in homes with hardly any case of children getting burnt. Beneficiaries interviewed in Labongo-gali camp attributed this to the technology, which is closed hence preventing easy access by the children to open fire. Interviews with community members in Labongo-gali camp revealed that about 40 % of the households had adopted the use of fuel saving stoves. The evaluation team was able to see a number of the constructed stoves and learnt from the households using them that they have contributed tremendously to a reduction in fuel consumption.

Some beneficiaries in Labongo-gali camp reported improvements in the welfare of their households as a result of money earned from income generation activities (IGAs) supported under this intervention. They indicated that unlike before when they were fully dependent on agencies and NGOs for support, they are now able to contribute to meeting basic needs including purchase of household items, health care, and pay for education essentials for their children. Three of five female beneficiaries at Labongo-gali camp in Amuru who were interviewed separately reported a change in their level of confidence to make household decisions and to challenge the men when they make unnecessary financial demands from their wives. They also reported a change in their business practices, by ensuring that their businesses now run without encroaching on their start-up capital, as was the case before receiving training. Lastly, they reported a change in attitude of their husbands who now accord them respect and embrace their participation in decision-making in the home especially with regard to use of generated income. Although the women interviewed noted that in order to minimise the risks of fights, they at times give their husbands some money for their personal needs which may include taking alcohol.

#### **Text Box 1:**

Ms. Aciro Beatrice (not real name), a widow and a beneficiary of the programme says that through the programme she has been able to reduce the amount of time she spends in search of firewood, and cooking through adoption of environment friendly stoves. This has in turn enabled her to attend more social functions, meet with other people in community, exchange ideas and views as well as to get more knowledge and skills training. Before she was overwhelmed with work and could not spare time to move around. She also mentioned that the support obtained for their business groups, has helped enhance her income level and afford better meals for the family, provide for the needs like clothing and healthcare, which she could barely afford prior to the programme. She has plans to buy her own plot of land and build a permanent structure since she argues her in-laws don't like her and may give her problems if she tries to go back and resettle on her late husband's clan land.

Participants in focus group discussions in Gulu, Amuru, Kitgum and Pader (comprising a combined figure of over 130 women and 90 men), also reported that owing to the skills obtained in modern farming, they have realised higher agricultural output, which has translated into higher incomes, and improved food security in their households. This has contributed to improving their quality of life through more variety in and better quality of foods, better clothing, health care, and education. Certainly, the cessation of conflict and improved security situation has helped to ensure more gains from the programme. Many participants noted that a few years ago, it was impossible to see granaries<sup>153</sup> in their communities, however, now, granaries have begun to reappear as more people are able to produce food in sufficient quantities to meet their needs as well as to have surplus for sale.<sup>154</sup>

**Education:** Through training of teachers, a change in the conduct of teachers with respect to teaching and handling children, in the project areas, was reported by district education officials and NRC staff in Pader district. The incidence of teacher absenteeism has also been reduced. This was reported in supported schools in Kalongo and Patongo (Pader District) where the schools learning environments for both girls and boys was reported by school children to be friendlier now.

There has also been a change in attitudes of both children and school teachers towards school farming, which was traditionally used in schools as a punishment for indiscipline or poor performance. Farming is said to contribute to inculcating the value and culture of work among children who were born and grew up in IDP camps, and never knew productive work. For these children, survival was marked by short-term view of life, in form of relief handouts. They lacked a long-term view toward activities such as agriculture. The interventions are therefore helping to correct this attitude among school children and to impart on them a long-term view of life. Many children now speak with excitement and confidence about managing their own gardens at home with the skills they have learnt at school, an attitude their parent's claim they never had before. Many parents argue that the children in the area had negative attitudes about farming and tended to favour earning quick money through "boda-boda" riding, brick making or other activities. Parents hope the excitement of the children will spread to other children so that self-reliance in agriculture can be a source of pride for them always<sup>155</sup>. The Youth Entrepreneurship Pack centres are contributing to restoring hope among youths who due to reasons of war missed out on formal education.

#### **4.2.2 Meso Level Outcomes**

**Shelter:** Infrastructure had either been destroyed due to war or non-utilisation due to displacement. There was a lack of schools in IDP camps. The shelter programme was therefore intended to:

- Provide emergency shelter to meet immediate needs in order to save lives.
- Facilitate durable solutions by supporting the (re)construction of permanent shelter.

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<sup>153</sup> Granaries are traditional food stores

<sup>154</sup> FGDs with community members in Kitgum and Pader

<sup>155</sup> Interviews with children and their parents in schools where the programme is operational – Pader district

- Promote education through the construction and rehabilitation of temporary and permanent school structures.

NRC staff, district education officials and community members interviewed noted that the construction of school facilities has contributed to increasing enrolment and retention of pupils in formal school. In particular this was attributed to the availability of well constructed classrooms and sanitation facilities such as latrines and bathrooms with water. The schools are located so as to reduce distance travelled by pupils, which also previously contributed to low retention rates.

*“...previously our children did not want to go to school since the structures were dilapidated and in some cases they were non-existent, forcing children to attend classes under trees or in makeshift grass shelters. This would expose them to open sunshine and rain” Parents Focus Group in Pader district.*

The above voice was echoed by parents, teachers, district education officials and community leaders in the districts of Gulu, Amuru, Kitgum and Pader who reported that the presence of new classrooms has helped to positively change the attitude of children towards going to school. Consequently, many more children have become motivated to study<sup>156</sup>.

NRC activities have also encouraged many young girls to stay in school and avoid early marriages and prostitution, as well as the associated risks and problems such as early pregnancies, sexually transmitted diseases, HIV/AIDS, and maternal mortalities due to young age. The interviewed teachers and district education officials noted that there is increased retention of girls in schools due to the improvement in school facilities. Particularly, skills acquired in making sanitary pads, and the constructed latrines and bathrooms have guaranteed their privacy, and made it possible for them to remain in school especially during their menstrual cycles.<sup>157</sup> Furthermore, improved parents attitude towards girl's education has contributed to educational access for girls. Local leaders noted that there are a higher number of girls in school today than at the height of the war five years ago<sup>158</sup>. While a marked increase in enrolment and retention of girls in school has been registered, it has been reported by district education officials and teachers interviewed that more girls compared to boys continue to drop-out due to factors such as early pregnancies and marriages.

The construction of teacher's houses within the school premises has contributed to retention of teachers in schools. This has relieved some teachers of the long distance previously travelled to schools. It is however noted that the number of constructed houses still falls short of the required number to accommodate all teaching staff within the school premises.

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<sup>156</sup> Statistics on the numbers of children reporting to school as a result was not available at the time of writing this report.

<sup>157</sup> Interviews with girls in Pader and Kitgum supported schools; interviews with parents and community leaders in the areas of the supported schools; interviews with education department officials in the two districts

<sup>158</sup> Interviews with girls in Pader and Kitgum supported schools; interviews with parents and community leaders in the areas of the supported schools; interviews with education department officials in the two districts.

The shelter support to EVIs has helped to reduce selfish attitudes and increase the concern and support among the community members for the EVIs. For instance in Amuru, where several huts were constructed for the EVIs, participants in discussions involving men and women in Labongo-gali and Amuru IDP camps, reported that the initial reaction was jealousy by the community members since the EVIs had better structures than those of the other community members. However, respondents in a focus group discussion in Amuru IDP camp reported that now more people understand the need to provide support to the extremely vulnerable, and are willing to do so. Interviews show that community members sometimes help EVIs to clear plots of land and help them to plant foodstuff, and help with weeding and harvesting. These findings were also reported during interviews with staff of NRC in Gulu, Amuru, and Kitgum.

#### **4.2.3 Sustainability of Outcomes**

The strong partnership links between NRC and local government through joint monitoring, needs assessment and joint planning have helped enhance the capacity of local structures to handle these processes in the absence of NRC. For instance in the case of school structures, local leaders as well as members of SMCs in Kitgum and Pader expressed confidence and willingness to continue working even in absence of NRC, to ensure that the structures and teacher quality enhanced through NRC support is maintained<sup>159</sup>. The improved capacity is vital for sustainability and continuity in absence of NRC.<sup>160</sup> The group or community approach to interventions is contributing to the rebuilding of social capital and networks or support structures in the community. Through making material contributions for school construction and through participation in school management, ownership of community projects by the beneficiaries has been significantly enhanced. This is essential for sustainability and support of the projects even after NRC exits the scene<sup>161</sup>. There is evidence of enhanced community involvement in the management of schools, in participation in school activities such as school farming and increased sense of ownership among members of the community.

NRC's strategies intend to facilitate gradual hand-over to local authorities and other organisations; starting with making the necessary modifications to in-take of students in the YEP centres, so as to meet the requirements for these to become Polytechnics. The hand-over processes are elaborated with full participation of local authorities and although in all likelihood not perfect, are under close and continuous scrutiny. The key factor determining whether the handover will work is whether funding is availed to local government; accountability measures put in place and capacity built at all the necessary levels. It is in this context a cause of concern that more and more districts are currently being established in Northern Uganda. Capacity is already a critical issue, both in terms of skilled human power, financial and other physical resources, and more districts created merely exacerbates the existing problems. NRC admits however that while in principle it can do everything right in the coming years, its strategies could fail, because the frameworks, funding and overall coordination required to make complex transformation processes such as

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<sup>159</sup> Interviews with local leaders as well as SMC, SFCS, and PTA members in selected schools in Pader, and Kitgum districts

<sup>160</sup> Interviews with staff of NRC in Gulu, Kitgum and Pader

<sup>161</sup> FGDs with community members in Kitgum and Pader

the one unfolding in Northern Uganda are not adequately in place. The challenge is whether other larger actors avail adequate and smart and effective capacity building and funding to the districts to facilitate long-term sustainability.

### 4.3 Save the Children Norway (SCN)/Save the Children in Uganda (SCIUG)

#### 4.3.1 *Micro level outcomes*

A presentation of outcomes in this section follows from a discussion of the intervention objectives in section 3 of this report. Child protection interventions have had some visible outcomes at the community level. There is a reported increase in the levels of awareness among children of their rights. Moreover, there is a reported increase in terms of children participating in decision making, and in terms of children demanding their rights.<sup>162</sup>

The reported outcomes were a result of the implementation of activities aimed at strengthening community based child protection by establishing children right clubs in schools and in the community, and also supporting the child Protection Committees. These outcomes were reported in the focus group meetings with Child Protection Committee members<sup>163</sup> in Adilang sub county (Pader District-over 15 members out of the 25 were present), in meetings with sub-county leaders (in Adilang over 10 leaders came) and in meetings with the Child Protection Committee in Otwal sub county in Oyam district (14 out of 25 committee members were present).

Demonstrating increased confidence among children of their rights, discussions with Staff of ACENLWORO CCF and the child protection committee in Acenlworo village, Chawente sub county; informed the evaluation team that children of Acenlworo primary school used “children power” to arrest one of the teachers of the school who had defiled one of the girls in the school. The teacher is in jail awaiting trial. Examples like this indicate the difference that child protection interventions have made through increased awareness about rights among children. It can be argued that in some of the locations, such as this example in Acenlworo primary school, the concerned children have attained a rights competence. A play/drama presentation made for the review team by the children showed a very high level of awareness about rights and child protection issues.

An outcome, which transcends the individual level and borders more to the community level is the reported improvement in the relationship between children and their parents/ teachers/general community due to proper understanding of rights and responsibility between both parents and children. There has also been increased participation of parents in, and concern for children activities.<sup>164</sup>

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<sup>162</sup> This was exemplified by the high level of organisation and determination among children right clubs as they presented various plays, drama and songs to the evaluation team in six locations in the Chawente sub county, Inomo sub county, Olilim and Orum sub counties in Lira and Apac districts. IN Oyam and Pader, although no children right clubs were met directly, discussions with the head teachers, child protection committees and local communities also pointed to a high level of awareness for children rights and protection issues among children.

<sup>163</sup> The Child Protection Committee is a committee comprised of 25 community actors on child protection and rights who monitor issues pertaining to child rights violations at the community level and reports through the sub county Community Development Officer to the district probation officer. In Northern Uganda, this committee was set up with support from UNICEF and the main international actors on child protection including Save the Children. While the CPC is a community based structure, they are expected to work with all organisations active in that particular sub county, although one agency is always designated as the lead agency in any given sub county.

<sup>164</sup> Focus group discussions with men, women, youth, SMCs, and CPCs in Adilang; interviews with individual community members in Pader District; interviews with staff of DEOs office, CAO, and staff of gender and community development department in Pader



Most of the interventions have had a direct effect on changing gender relations, and community attitudes towards women and girls are steadily changing for the better. There is evidence that girls and women are now more respected and valued in society and their rights are deemed as worth protecting, a situation very different from what existed at the height of the war five years ago.<sup>165</sup> While it is difficult to attribute this entirely to the efforts of SCN/SCIUG, it must be noted that without the interventions of SCN/SCIUG in these particular communities, it would have been very difficult for these women and girls to achieve what they have gained over the years. Some of the interventions directly empower women and young girls economically in terms of economic empowerment of child mothers<sup>166</sup> through business support; through vocational training and through support for young girls (including child mothers, FACs, drop outs, etc) to go back to school.<sup>167</sup> Such support, as well as the child rights and responsibility training, has encouraged many young girls to stay in school and enhance their chances of a better life in the future. It has also helped change community attitudes towards child mothers or girls dropping out of school due to pregnancy. Where initially this was deemed the “end of the road”, today, many are now more positive about helping such girls get back into school and many of the girls themselves are more enthusiastic about returning to school<sup>168</sup>. Interventions by Save the Children Norway and her implementing partners have been instrumental in these outcomes, but other actors, including the district and central government, have also played significant roles.

Through attendance of ABEK, many women have become enlightened, and actively participate in community decision-making meetings<sup>169</sup>. Their participation is now well received by the community as more men also get enlightened and appreciative of women's participation in previously male dominated spaces like the community meetings. However, there is need for more sensitization of communities to enhance child rights awareness and protection as well as increase knowledge and support for girl child education. In the case of Karamoja, boy child education is an important issue. Discussion with district education officers in Pader, Lira, Apac and Oyam indicate that despite the efforts which has already been made, many girls of school going age remain at home. Drop out rates remains disproportionately high for girl children in the upper primary classes compared to boys. In Karamoja, interviews with district and community leaders as well as FGDs with men and women in the community indicate that boys largely engage in the work of herding cattle and therefore are often forced to forego school to attend to their traditional roles.

#### **4.3.2 Meso level outcomes**

**Child protection sector:** According to discussions with the Child Protection Committees in the four districts of Lira, Apac, Oyam and Pader, there is enhanced awareness about children rights and child protection issues in the villages/parishes where SCN/SCIUG are operating child rights clubs or supporting Child Protection Committee (CPC)

<sup>165</sup> FGDs with men and women in Apac, Lira, Pader, and Oyam - Community members noted that Save the Children and her partner organisations played key roles in enhancing respect for girl children and women generally. They also noted the contribution of other organisations such as Norwegian Refugee Council in Pader, and other Non governmental agencies in Lango.

<sup>166</sup> For instance interviews with beneficiaries, their relatives, community leader and from our own observation, leads to the conclusion that through SCIUG and SCIUG partner's support, beneficiaries have gained tremendously in terms of economic empowerment and stability

<sup>167</sup> In the cases of the specific child mothers and FACs visited in the areas of SCIUG operation, their gains were solely the work of SCIUG and SCIUG partners not of other agencies

<sup>168</sup> FGDs with men and women in Apac, Lira, Pader and Oyam

<sup>169</sup> Interviews with individual men and women as well as men and women in FGDs, district and community leaders in Karamoja area

members. In focus group discussions with Child Protection Committees<sup>170</sup> the CPCs noted increased reporting by the community on issues pertaining to child abuse and general rights violations, to both the CPCs and/or the police.

There is evidence that more action is being taken on child rights violations than was possible in the pre-project period (about six years ago). The training and technical support given to the Community Development Officers, in Adilang sub county (Pader district), in Olilim and Orum sub counties (Lira district) and in Otwal sub county (in Oyam district) on child rights and child development has also played a contributory role in the outcomes achieved<sup>171</sup>. Discussions with the Police in Lira district also confirmed that within the last three years there has been more reporting and prosecution of child abuse cases, a situation greatly contributed to by SCN/SCIUG and her partners as they have been providing logistical support to the Police Child and Family protection Units. This has made them able to go on air and educate the public on child protection issues, and also provide organisational vehicles to the police to pick out victims of child abuse (including defilement) and access vital evidence which could be needed in courts. One such response, which was made possible by Save the Children, was when a father forcefully married off his 13 year-old girl but the Police were able to rescue the girl and charge the culprits.<sup>172</sup>

**Education sector:** Key outcomes in the educational sector have been improvement in the capacity of district departments of education through training and provision of equipment and materials<sup>173</sup>. In schools<sup>174</sup>, the trainings received by teachers has reportedly increased the performance of the teachers in handling large classes, and it has improved retention since children find the attitude of teachers more appealing<sup>175</sup>. In addition more drop outs rejoin school<sup>176</sup> and school attendance is improved. The potential for good performance by pupils in the primary school is reflected in the final exam results.<sup>177</sup> The management and governance functions of School Management Committees and PTAs have also reportedly improved as a result of the training that they have undertaken on roles and support to the school administration<sup>178</sup>. A meeting with School Management Committee members in Adilang sub county in Pader district, indicated that their understanding of their responsibility towards school management was greatly improved with the training received.

In Karamoja, Alternative Basic Education for Karamoja programme (ABEK) has brought about a remarkable increase in enrolment (see table 6) of children in

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170 (15 in Adilang sub county, Pader district, 14 in Otwal sub county, Oyam district; 8 in Chawente sub county, Apac district; and 6 in Inomo sub county also in Apac district as well as 12 in Olilim sub county, Lira District);

171 The sub county Community Development Officer is the Local government technical officer responsible for child development issues at the sub county level. All NGOs including SCN/SCIUG work with him/her to improve situation for children at the local levels. Save the Children Norway has enhanced their capacity further by involving them in relevant training activities. The Child Protection Committee members submit their periodical report to the Community Development Officer.

172 Interviews conducted with Police officers of the Child and Family protection Unit, Lira Police station.

173 As indicated earlier such equipment and materials have included logistics to bolster school inspections and provision of computers.

174 Schools where Save the Children provided training support included Adilang Lalal primary school, Olwelowidyel primary school, Ajali primary school, Ogole primary school, Aywee Garagara primary school Odum primary school, Koyo Lalogi primary school, Okinga primary school and Patongo primary school; all in Pader district. In Lira district schools whose teachers have been trained included: Orum primary school, Olilim primary school, Barkeo primary school and Atirayon primary school.

175 Interviews with pupils and parents in supported schools;

176 Interviews with teachers, head teachers and some pupils

177 Information obtained in Save the Children 2007 implementation Report for Northern Uganda. This was verified with interviews with the district education officials for Lira, Pader, Oyam and Apac districts who all confirmed that there is better efficiency among teachers in delivery as a result of training support from SCN/SCIUG and her partners.

178 Interviews with head teachers and members of PTA, and SMCS in supported schools



formal schools in and around the villages, since the programme started in 1998. Two such examples are the Nadunget Primary school and the Lorengdwat Primary School. Some of the ABEK learners have already moved on to secondary schools within the Karamoja region such as the Moroto High School and the Nadunget Seed Secondary School<sup>179</sup>. Text Box 2 provides the case of an ABEK beneficiary who has so far attained the highest level of schooling.

**Text Box 2:**

Mark Loli learned of ABEK in July 1998 from one of the children in his village (Nakicele). He had just returned from carrying out his usual role of herding his father's sheep. Out of curiosity he chose to attend a class the next day and seeing a very young boy reading and writing, this challenged him to learn. The next year he joined Naitakwae primary school starting in 1998 in P2 and only spent two days and moved on to P3 in another nearby school. He has since completed primary school and is in Senior 6 at St Paul's College in Mbale. He hopes to become a medical doctor.

In Moroto District, between 1998 and 2008, there has been an increase in the enrolment of children from 1535 children to 7653, an increase of over 499%. Moreover an increase in the number of learning centres from 43 to 111 has been experienced within the same period. This increase is wholly attributed to ABEK facilitators who with the supervision and support of the district local government not only mobilised the community and children to participate but also taught at the learning centres. The enrolment figures are positively biased in favour of the girls, thus potentially increasing the accessibility of girls to education and socio-economic livelihoods. An evaluation of the ABEK programme in the year 2007 also indicated an increased enrolment for children in the programme. By 2007, 32,770 children had been enrolled in the whole of Karamoja (cumulatively), of which 2, 536 had joined formal education<sup>180</sup>.

**Table 4: ABEK Enrolment in Moroto 1998-2008 (Cumulative Figures)**

Year	No of Males	No of Females	Total	No of Parishes	No of Learning Centres
1998	394	1,141	1,535	2	43
1999	549	1,555	2,104	2	43
2000	1,116	1,655	2,771	2	43
2001	2197	3,197	5,394	4	111
2002	2,567	2,145	4,712	4	111
2003	1,964	3,645	5,609	5	111
2004	2,069	3,300	5,369	6	111
2005	6,655	10,724	17,379	7	111
2006	6,428	8,583	15,011	7	111
2007	3,757	4,317	8,074	7	111
2008	3,501	4,152	7,653	7	111

Source: Moroto District Local Government Education and Sports Department

<sup>179</sup> one of the learners, Loli Mark, now in Senior Six at St Paul's College in Mbale where he is pursuing Physics, Chemistry and Biology with intent to becoming a doctor

<sup>180</sup> See Alternative basic Education for Karamoja: a Review report submitted to Save the Children in Uganda by development Education Consultancy.

Karamoja is special in that it is still marked by hostilities and therefore a challenging context to work in. Despite this, a number of other outcomes have been realized under ABEK, which were not anticipated at the conceptualization of the project.<sup>181</sup> These include the following: Increased literacy within the communities since even parents have taken to learning how to read and write through participation in ABEK classes and/or Functional Adult Literacy Programmes. Unlike before, it is now possible for families to identify the health records of any sick family member instead of carrying the whole pack of records to the health official for him/her to identify that of the ill person. At the household level there is also an improvement in hygiene levels and more women have built their confidence levels and unlike before, are now able to speak in community meetings<sup>182</sup>.

Considering the social dynamics in Karamoja, there has been a positive change in the attitudes of parents towards education as evidenced by increased willingness to let their children attend ABEK classes and formal educational institutions. Some parents have since learned how to read and write as a result of sitting within the learning centres and during a visit to one of the centres the evaluation team witnessed participation of parents in class, singing alongside their children. The formal recognition and ownership by the Government of ABEK as evidenced by the inclusion of formerly ABEK facilitators (now Non-Formal Education Teachers) on the government payroll has indicated that project benefits will continue to accrue beyond programme scope. ABEK has created a strong foundation to peaceful co-existence within the communities through inclusion of peace and conflict resolution modules in the curriculum.

One of the key educational priorities for both the districts in Lango (Lira, Apac and Oyam) and Pader district in Acholi is to increase enrolment of children in primary school. Increment in enrolment is taken as an outcome in its own rights because of the importance of education to social development at all levels. Table 5 presents enrolment figures and other educational indicators for the target districts.

**Table 5: Key Educational Outcome indicators for Save the Children in Pader and Lango**

Main item	Acholi	Lango			Total
	Pader	Lira	Apac	Oyam	
Classrooms 2006-2007	35	28	8	14	85
Latrines 2006-2007	11	30	0	14	55
Teacher Houses 2006-2007	0	4	2	2	8
Number of SCIUG supported schools	36	44			80
Enrolment 2007 girls	8,566	17,533			26,099
Enrolment 2007 boys	10,111	19,394			29,505
Enrolment 2008 girls	9,005	21,136			30,141
Enrolment 2008 boys	10,981	22,254			33,235
Enrolment increase 2007-2008	1,309	6,463			7,772

Source: Save the Children monitoring reports/compiled from the relevant districts

<sup>181</sup> ABEK Project document, Save the Children 2007

<sup>182</sup> Interviews with individual men and women as well as FGD participants in Karamoja

In Pader, within the period 2007-2008, there was a net increment in enrolment of 1309 pupils, of which 66.5% were males and 33.5% females. This raises gender concerns about the enrolment of the girls in school as population figures for the region suggests that the sex ratio at this stage is more or less uniform<sup>183</sup>. For the Lango however there was a total net increment of 7772 pupil enrolment within the period 2007-2008. Gender disaggregation however was more in favour of the girls (52% of the net increment 4042) compared to the boys (48%, 3780). Table 5 also indicates an increase in enrolment and completion of primary education for children in Oyam.

The construction of 85 classrooms by Save the Children is a big contribution to the educational outcomes in the target areas, such as Oyam and Pader. These areas had very high Pupil Classroom Ratios (PCR) with figures of 129:1 and 126:1 respectively against a standard of 50:1<sup>184</sup>. The increased number of classrooms has significantly reduced the proportion of children who study under trees. The local leaders and officers in the target districts also confirmed this<sup>185</sup>. Further presentations of education data targeting the region have direct linkages to activities of Save the Children in Uganda. Educational Needs Assessment for Northern Uganda compiled in February 2008 recognised the contribution of NGOs, including Save the Children and the Norwegian Refugee Council, in the educational outcomes for the region. In Pader district, more attention by the local government is now being given to the education sector with most of the sub-counties making a commitment to increase funding for education from as low as 0.5% to between 20-25%<sup>186</sup>. Furthermore, the retention rate of the girl child has increased from 45% in 2007 to 48.8% in 2008, while Syllabus coverage has also increased from 64% to about 77%<sup>187</sup>. This result is attributed in part to the school construction activities, support to the district educational department, and support to school based child right clubs championed by Save the Children. Save the Children has constructed 35 classrooms in more than 13 schools, an output which has significantly improved the Pupil Classroom Ratio for the district<sup>188</sup>.

Last but not least under SCN/SCIUG's education programme was a vocational skills component targeting protection, development and re-integration of children affected by armed conflict and disasters. This programme targeted children and youth who missed out of formal school due to war. Through discussions with staff of SCIUG, Collaborative Efforts to Alleviate Social Problems (CEASOP)<sup>189</sup> and local authorities in Lira district, it was reported that before implementation of the component, formerly abducted children, including child mothers, were often displaying anti-social and criminal tendencies, often involving militaristic approaches to things. Following participation of the youth in vocational training, the attitudes of the youth and the community have tremendously improved towards mutual trust and respect,

183 The 2002 Uganda Population and Housing Census Report.

184 Report on Educational needs Assessment for Northern Uganda; Department for Planning, Ministry of Education and Sports, Kampala, Uganda.

185 No new calculations of the current PCR for the districts were however availed by the education officials in the targeted districts.

186 Semi structured interviewing with Pader Save the Children programme implementation staff

187 Pader District Education Inspection Report 2008. A syllabus is a programme of study for children at all levels of primary and secondary schooling, normally determined by the Ministry of Education.

188 While there is agreement among the district administration, education department and local communities that classroom construction has made significant impact (positive) on the PCR in the district, no data on the new PCR was availed to the evaluation team.

189 Collaborative Effort to Alleviate Social Problems (CEASOP) was a major implementing partner of the vocational skills component.

and the former have increasingly become productive members of the community, as evidenced by self-reliance due to the acquired skills. In particular, through discussion with CEASOP staff, it was pointed out that a tracer (follow-up) study conducted in 2006 showed that 95 per cent of the Centre's graduates were depending on the skills acquired under the project, and some had opened carpentry and mechanical workshops and were providing apprenticeship services to those who had not attended the Centre. The evaluation team visited one such group of beneficiaries, who are operating a workshop in the outskirts of Lira town, involving bicycle repairs, carpentry, and bread baking. Through discussion with the group of 25, they emphasized that they have become self-sufficient in terms of the earnings they make and the ability to sustain their investment. Other outcomes from the project that were reported by the Centre's staff included improved self-hygiene and sanitation among girls and child mothers who had benefited from reproductive health education<sup>190</sup>. The Centre's staff also reported on improved ability to support siblings and improved ability of child mothers to care for their children in terms of subsistence, medical care and education needs.

Overall, SCIUG and CEASOP staff, plus local authorities, underlined the fact that the acquired skills promoted self-esteem especially among female beneficiaries due to ability to contribute to their family welfare. CEASOP staff particularly informed of a couple which on the basis of resources earned from the acquired skills, the bride, a former beneficiary of SCN/SCIUG-CEASOP vocational project, contributed about 50 per cent to the couple's wedding expenses, which is a rare phenomenon in the local culture where only men wholly undertake such costs. Moreover, the lady in focus is said to have trained in masonry, traditionally considered a male domain.

#### **4.3.3 Sustainability of Outcomes**

In terms of sustainability of outcomes, SCN/SCIUG's strategy of working through established local government and community structures (such as Child Protection Committees (CPCs), 'education task forces, and production committees as well as aiding the implementation of planned government programmes, fosters sustainability of the interventions and associated outcomes. However, there is need for more to be done to build the capacity of CPC structures to outlive SCN/SCIUG's support, since at present they appear highly dependent on the support of SCN/SCIUG and might not be effective in the event that such support is withdrawn. Additionally, by targeting all relevant stakeholders and creating awareness amongst them on child rights and protection issues, the prospects for sustainability are promising.

### **4.4 CARE Norway/CARE International (Uganda)**

#### **4.4.1 Micro-Level Outcomes**

**Economic Empowerment:** Information obtained from FGDs that were conducted in Gulu, Amuru and Pader districts indicated that through its Voluntary Savings and Loans Association (VSLA) component, CARE Uganda's SMOWAC project has economically—and especially financially—empowered women and men members through enhanced savings mobilization and investments. This information is further

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<sup>190</sup> The Centre's staff observed that due to lack of traditional home education while in the bush and during displacement, many youth, and indeed child mothers lacked self-hygiene and sanitation knowledge, which thus became a special focus by the CEASOP project.

confirmed by findings of a mid-term project review conducted in March 2008, which established that the total cumulative savings by the beneficiary groups in the three districts at the end of 2007 was Ushs. 487,377,750<sup>191</sup> which is approximately NOK 1,547,231. The interviewed respondents reported that as a result of improvements in incomes, their quality of life had also improved. The respondents particularly noted that their self-esteem and confidence levels have been increased, and in the case of the female beneficiaries, they reported that they have increasingly reduced heavy dependence on their husbands for basic needs.

**Text Box 3:**

Lanyero Sara (not real name) argued that her husband is a drunkard and she used to suffer a lot to provide for her children's needs however, since she joined the VSLA groups and started accessing loans at low interest, she has started a business and now comfortably meets their needs without bothering to ask the husband. She also noted that the welfare fund in particular has been extremely helpful to meet emergency needs like sickness, burials, etc when she has no money at hand and which she can pay back at a convenient time with no interest charged.

The female participants in the FGDs appreciated that they can now contribute to the well-being of their households, together with their husbands, and where the husbands are not able to provide for their homes, the women have been able to meet basic needs like education and health costs for the children, plus basic household items.

However, the respondents pointed out that the challenge with the VSLA component is the fact that some members seem unwilling to share benefits like ox-ploughs and seeds with non-members, and where they offer to share, it is at an exorbitant fee that only a few can afford. This, the evaluation team considers to somehow undermine the intentions of the project, especially the dissemination of appropriate food security initiatives (ox-ploughs, improved seeds, extension services, etc). The other challenge noted by the evaluation team is that whereas some of the VSLA members wish to obtain larger financial credits from local banks, they are hindered by their low literacy and inability to appreciate the demands of such institutions.

It was however, observed by the interviewed respondents that the VSLA, BDS, and Agricultural Development seem to be targeting and benefiting more women than men. According to these sources, this "bias" cuts across all CARE projects, and although more men are currently increasingly being involved, the ratio of women to men is estimated at 75:25 on average. This hasn't been received well by men in the community and may be counterproductive in the struggle for women's emancipation, as pointed out in a discussion in Alokolum. Since men still dominate decision making, control resources and wield more power than women in the community, their involvement in women's emancipation needs to be stressed and strategies sought to maximize the gains. Indeed, according to CARE staff in Gulu, they have become aware of this and are trying to address the issue through increased male involvement. This should continue in order to achieve lasting empowerment for women.

191 Nsabagani X (et al.), *SMOWAK – Mid Term Review Report*, CARE , March 2008, pg. 3

#### 4.4.2 Meso-level Outcomes

CARE's partners reported that through partnering with CARE, their capacity has greatly increased in terms of organisational skills, equipment, human resources and procedures to manage projects efficiently. This followed attendance of trainings and acquisition of other forms of soft and hardware support offered by CARE. Many have since been able to hire and retain better qualified staff, have acquired motor-cycles to ease transport problems, and have access to computers and other office equipment which has helped improve their efficiency and effectiveness. Technical support in terms of streamlining the expenditures of CARE partners to meet the standards set out in CARE finance policy has greatly increased the partners' capacity for proper financial management and accounting. These skills have enhanced efficient and effective project management and ensured successful implementation of planned activities.<sup>192</sup> The partners also acknowledge that they have greatly improved their capacity to influence government decision-making at the regional or national level as evidenced in their frequent participation in influential meetings with these stakeholders.<sup>193</sup> This clearly attests to the fact that CARE's objectives of achieving strengthened capacity for their partners, across all projects<sup>194</sup> have been attained.

#### 4.4.3 Sustainability of outcomes

CARE has helped to build capacity of village groups and achieved enhanced skills development, as the community-based resource persons who have been trained have been actively passing on their skill to others. All these are anchors for sustainability since the institutions and skills built remains with the community even after CARE activities have wound up. In addition, linking communities to local government structures fosters sustainability of interventions since these linkages can potentially outlive CARE in the intervention area.<sup>195</sup> The strategy of working through partners, with deep roots in the communities, as well as conducting capacity building of partner organisations so that they can mobilize funds from other sources makes partner organisations able to continue with already established interventions if and when CARE terminates funding. Continued strategic capacity building of the local partner organisations is imperative for the long-term sustainability of the outcomes.

### 4.5 Caritas Norway (CN)/Caritas Uganda

#### 4.5.1 Micro-Level Outcomes

**Sustainable Agriculture:** Higher crop yields are attributed to the adoption of improved agricultural practices following training by Caritas in better agricultural practices. Beneficiaries have reported



*Thata Parish: Crops planted in lines resulting in improved yields.*

<sup>192</sup> Sandra Ayoo, Final evaluation of project 1325 Report, CARE; interviews with project staff of GWAD, ARLPI, DOK, Kica-Ber in Gulu and Pader.

<sup>193</sup> *ibid*

<sup>194</sup> Consultants assessments from interviews with CARE staff, as well as staff of partners organisations GWAD, ARLPI, DOK, Kica-Ber in Gulu and Pader.

<sup>195</sup> Nsabagani X (et al.), *SMOWAK – Mid Term Review Report*, CARE, March 2008; CARE, *Project Implementation Report – SMOWAC*, CARE, Kampala, January-June 2007; Ayoo Sandra, *Evaluation of UNSCR 1325 Project*, CARE, Kampala, August 2008; CARE, *Norad-ECOPAC BDS Project Implementation report*, CARE, Kampala, march 2006; Interviews with beneficiaries in Gulu, Amuru and Pader – September 2008



that they have experienced higher crop yield, which not only improves their households food security but also translates into higher incomes. Participants in a focus group discussion in Thata parish reported that prior to receiving training provided by Caritas Nebbi, the common and known practice was to sow (broadcast) seeds in a garden during planting. This not only resulted in poor yields but also made weeding and harvesting a tedious process. However, since they acquired knowledge and skills in better agricultural practices, they now plant crops in a line, which eases weeding and harvesting and, above all, results in bigger crop harvests since less is lost to birds and other pests. The picture (included in the text page 90) was taken during a visit to beneficiaries illustrate the new practices adopted by one of the female beneficiaries of training in the gardens.

Related to high crop yields, participants in focus group discussions in Thata and Opit parishes in Gulu and Nebbi dioceses respectively, also reported an increase in their incomes resulting from the sale of improved breed goats (as in the picture provided), cassava cuttings, crop harvests, and hire of oxen for cultivation. For instance information obtained from Caritas Nebbi staff and validated with district and sub county officials, indicate that before the introduction of an exotic goat breed, the local breeds in use were very small with the biggest fetching between Ushs. 30,000 - 40,000 only. However, with the introduction of an exotic breed of goats, the crossbreeds are much bigger in size and fetch a farmer/household up to Ushs. 150,000, four times more than what a local breed would fetch. One of the beneficiaries of the exotic goats visited in Paidha had this to say when asked about the benefits of rearing the new breed:



*Exotic breed of goats seeking shadow.*

*“ ... I now have a better breed of goats each of which weigh on average twice the weight of the local breeds. I therefore expect more money from their sale which I will use to support my children in school.”<sup>196</sup>*

The introduction of faster maturing sweet cassava cuttings in Nebbi district by Caritas has boosted food security and incomes of farmers through the sale of the tubers and cuttings. Staff and officials from the district pointed out that other programmes such as the North West Agriculture Small Holder project have procured cutting from farmers, one farmer is reported to have received Ushs 500,000 from the sale of cassava tubers. The evaluation team was however not in position to talk to any of the beneficiaries who earned income from cassava cuttings. Another reported example of increase in incomes and benefits from the increase is provided in the text box 4.

<sup>196</sup> Personal communication, Paidha, September 2008.

**Text Box 4:**

Bol Ibinonga, in the Farmers Group in Opit sub county, Gulu District, benefitted in 2006 from a pair of oxen and a plough. The Farmers Group was able to open up farmland for its members. Using seeds and cassava cuttings also provided to members in the group, Mr. Owiny was able to sell his produce and buy two additional oxen which he now hires out and receives income from. From cassava cuttings alone, he was able to raise Ushs 850,000. Earnings from these activities have enabled him to meet the school requirements of his school going children, and commence building a house. Mr. Nickson Owiny, the Farmers Group Chairperson and also a community resource person for Caritas in Opit gave this narrative.

Related to a reduction in stigma, HIV/AIDS infected persons who the evaluation team talked to report that they have taken to positive living which they hitherto did not think was possible. It was believed that having HIV/AIDS meant a sure death possibly within a very short time. Testimonies provided by participants in a focus group discussion in Paidha attest to the adoption of persons living just like the example of Mark in text box 5 below.

**4.5.2 Meso Level Outcomes**

**HIV/AIDS:** there is evidence of changes in attitude and perceptions of the communities in Nebbi and Paidha parishes in relation to HIV/AIDS infected persons, in terms of greater acceptance, care, and a reduction in stigma. This is especially the case in Nebbi where FGDs with both men and women indicated that people are more willing to accept and look after HIV infected people and even be seen with them in public without fear.

**Text Box 5:**

Mark (not real name) is 52 years old and HIV/AIDS positive. He has been taking Anti Retro-Viral (ARVs) drugs for 5 years after having learnt of them during one of the HIV/AIDS sensitization meetings conducted by Caritas Nebbi in Thata. He took the advice to go for a test and thereafter started taking ARVs which have very significantly boosted his health. Prior to this meeting, he was afraid to test for fear of dying and also lacked money for transport to visit the main hospital since he was not working. While the distance to the hospital is not too far to walk, Mark was too weak to do so. He now talks openly about his status and keeps a healthy and safe life, which has made it possible for him to look after his children. With money from a revolving fund provided by Caritas, he now hawks used and new clothes as a business and the proceeds contributed to the education of his children, one of who is now in secondary level 5.

**4.5.3 Sustainability of outcomes**

Caritas Gulu Archdiocese and Nebbi diocese, target groups in the community. The capacities of these groups are to be enhanced in terms of implementing and following up of interventions in their respective communities. The evaluation team commends this strategy since it offers good opportunity for securing ownership by the communities and ultimately achievement of outcomes of all interventions. Group members are provided training in various practical aspects of a given intervention. These community groups are also encouraged to take advantage of other programmes of government and other NGOs/agencies, which further enhances the chances of continued enjoyment of outcomes after Norwegian support comes to an end. In order to avoid dependence, groups are right from the very start informed



that the support being received is only catalytic and would come to an end at a given point in time. This way, the groups have been able to take full advantage of support provided to ensure that their capacities are strong enough to continue beyond the project. However, limitations arising from inconsistencies and unreliability of government financing of local development initiatives, and lack of proper monitoring, might constrain long-term sustainability of these interventions and their outcomes.

## 4.6 Norwegian Red Cross/ International Committee of the Red Cross

### 4.6.1 Micro-Level Outcomes:

**Economic Security Programme:** The Economic Security programme sought to improve the living conditions of IDPs in Gulu, Kitgum and Pader districts, through provision of essential household items (EHIs), seeds and farm tools, plus food items procured by WFP to victims whose shelters and food supplies had been destroyed in camp fires. It also targeted vulnerable households often headed by women.<sup>197</sup> Consultations with ICRC, local authorities in the three districts, including the Chairpersons of District Disaster Management Committees (DDMCs) and local communities indicated that this intervention contributed to improving the living conditions of beneficiaries. As did the review of the ICRC Annual Reports for the period 2003 – 2007. This made it easier for the beneficiaries to cope with displacement since many had lost their household belongings due situations such as fire outbreaks in the camps.

Discussions with local communities further indicated that seeds distributed, especially that of vegetables, not only supplemented relief food rations, but also contributed to improving the health of children through improved nutrition. No statistics were available to allow estimation of the contribution made through this intervention. There was also evidence of improved household food security and income from the sale of farm produce due to increased food production which was attributed to ICRC's distribution of farm tools and seeds to households.<sup>198</sup>

**Water and Sanitation Programme:** The Water and Sanitation programme sought to improve sanitation and hygiene of IDPs through increased access to safe water and basic sanitation and hygiene in selected IDP camps. ICRC water and sanitation interventions in Northern Uganda contributed to enhancing access to safe water and improving sanitation in about 123 IDP camps and prisons in the three districts (Gulu, Kitgum and Pader). Key informants suggested that before the interventions in these camps, overcrowding, lack of clean water, poor sanitation and substandard health care had created an environment highly conducive to the spread of communicable diseases such as diarrhoea, respiratory illnesses, cholera, dysentery and skin infections. The district Directors of Health Services (DDHSs) and District Water Officers underscored the fact that ICRC's activities helped to curtail a number of public health challenges and potentially save the lives of thousands, especially children.

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<sup>197</sup> ICRC Annual Reports 2006-2007 (Africa-Uganda) "Improving the living conditions of IDPs."

<sup>198</sup> This was following the commencing of peace talks in August 2006 between the government of Uganda and the LRA rebels, which increasingly ushered in relative peace in the north.

**Text Box 6:**

ICRC Annual Report 2005 mentions that in 2005 in Pabbo IDP camp in Gulu district (currently Amuru district); cholera had become endemic, owing to insufficient clean water and poor sanitation. In partnership with the Uganda Red Cross Society, ICRC held hygiene awareness sessions and the number of cholera cases in the camp dropped significantly. The ICRC Water and Sanitation focal person at the Kampala Delegation stated that ICRC had effectively improved hygiene and sanitation in Pabbo camp and reduced public health problems there.

**Text Box 7:**

Catherine Acan is a 19 year-old mother of a two months old baby. She delivered the baby at Gulu Referral Hospital with referral from Labworomor Health Center III. She had previously visited the health center for basic treatment. Once she conceived, she attended the antenatal clinic at the hospital and was assigned a traditional birth attendant. However, when she went into labour, it was realized that she needed to undergo a caesarian operation and that is when ICRC was called upon to avail transport to Gulu referral hospital which they did. She expressed gratitude to ICRC for facilitating her travel since she did not have money at the time.

**Health Programme:** The Health Programme was initiated to reinforce the efforts of district health authorities through helping them redeploy a comprehensive primary health care network in their respective areas by building the capacity of their health staff through offering better supervision and training facilities, and providing them with regular replenishment of medicines.<sup>199</sup> It was established that over the five years the ICRC helped to strengthen the health service delivery system in the war-affected Northern Uganda to cope with the pressing medical demands during an emergency period through providing training, medical equipment, supplies and facilities to the targeted health centres. ICRC Annual Report 2004 indicates that many Hospitals in the war-affected north were overcrowded and that overworked doctors could not provide the surgical and medical care required for all the war-wounded and other emergencies. According to the report, no health centres in the conflict-affected districts had functioning referral systems or proper equipment, or medecins and materials. Besides, trained health care staff was in short supply. Discussions with the District Directors of Health Services (DDHSs) of Gulu and Kitgum, plus Medical Superintendents of District Government Hospitals of the three districts also indicated that ICRC support to the Hospitals ensured better hospital based medical services for patients. In particular, the Kitgum District Government Hospitals Medical Superintendent noted that:

*ICRC provided an Orthopaedic Surgeon who trained local doctors in a number of surgical operations involving advanced operations, e.g. "Open Reduction Internal Fixation (ORIF)," which involves re-opening of a failed surgery. These were new skills, which never existed in the country before, and became critical in handling complicated surgical operations involving the war-wounded as a result of mines and other explosives.*

As a result, local communities' access to primary health care, including vaccination and de-worming treatment for children, insecticide-treated mosquito nets to prevent

<sup>199</sup> ICRC Annual Report 2004, 2006, 2007 (Africa-Uganda) "Improving access to water and sanitation for IDPs."

the spread of malaria and cholera-prevention, was increased for the residents of five camps.<sup>200</sup>

#### **4.6.2 Meso-Level Outcomes**

This evaluation suggests that ICRC's health activities led to development of health infrastructure such as:

- The construction and equipping of Labuje camp health centre serving 19,566 people in Kitgum district.<sup>201</sup>
- The construction of a new pharmacy<sup>202</sup>, three maternity wards and sanitation and waste disposal facilities at Kitgum Government Hospital.
- Training in surgical procedures of hospital staff.
- Support provided to traditional birth attendant (TBAs).

ICRC has thus contributed to reinforcing the efforts of district health departments in Gulu, Kitgum, Pader and Amuru districts. The cooperation between the ICRC and the Uganda Red Cross Society (URCS) has contributed to enriching the profile of the URCS to intervene more effectively in national emergencies<sup>203</sup>.

#### **4.6.3 Sustainability of Outcomes**

Regarding the sustainability of ICRC contributions in Northern Uganda, the ICRC programme design usually takes into consideration aspects of sustainability. One way of securing sustainability of the intervention outcomes is by involving the Uganda Red Cross Society in the activities at the different levels for follow up support where required. In addition, involvement of local and central government structures during planning and implementation help to ensure that benefits from the interventions (e.g. health facilities established) are managed through the government service delivery system. However, it is noted that the main challenge will remain the capacity of local and central government to effectively respond to emergencies, and financially and logistically sustain the facilities established. This is because anecdotal evidence suggests that most governmental rural health facilities in Northern Uganda are under stocked and understaffed, a scenario that greatly undermine their capacities to serve the targeted communities.

### **4.7 Médecins Sans Frontières Norway<sup>204</sup>**

#### **4.7.1 Micro level outcomes**

As indicated earlier MSF Holland implemented largely emergency interventions targeting the health needs of internally displaced communities of Aloï, Agweng, Aromo, Apala and Omoro IDP Camps. Information obtained from key informant interviews with officials (Office of the District Director of Health Services and Deputy Chief Administrative officer, Lira) and community members point to the significant contribution of MSF Holland in saving lives, especially those of children.<sup>205</sup> According to the informants, this was a critical moment (2003-2007) when government health systems were either non-functional or inadequate to handle the situation.

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200 ICRC Annual Report 2007 (Africa-Uganda) , p. 143, "Water, sanitation and health care for IDPs"

201 ICRC Annual Report, 2005 (Africa-Uganda) p. 122, "Improving the health of IDPs".

202 ICRC Annual Report, 2006 (Africa-Uganda) p. 141, "Wounded and Sick".

203 See ICRC reports for the period 2003-2007

204 Interviews with SMC, SFCS, and PTA members in selected schools in Pader

205 Discussion with the Deputy CAO of Lira, District Nursing Officer and Reports of LC I Chairperson—former camp leader of Aloï trading centre, formerly an IDP camp.

Thus MSF helped to fill this gap through provision of health care support to the targeted IDP communities (camps) mentioned earlier. Information from the field-work and MSF Holland reports both confirmed that MSF Holland helped in saving lives of children, especially the severely malnourished ones, through medical treatment and therapeutic feeding.<sup>206</sup>

Discussions with communities in the areas formerly occupied by the IDP camps, and consultation with the Lira District directorate of health services, suggested that the support to water, sanitation and hygiene improvement, plus awareness creation and sensitization campaigns, helped to improve hygiene and sanitation in the congested camps. According to MSF Holland end of project narrative report for Lira (2007), the project achieved its planned target of providing 15 litres of water per person per day and usability of one pit latrine for 20 people, which improved the hygiene situation within the target camps.<sup>207</sup> This made significant contribution in averting a potential communicable disease epidemic. For instance, discussion with community members in Aloi trading centre, Aloi sub county indicated that for the three years that MSF Holland was operational in the area (2004-2007), there was no outbreak of cholera in Aloi Corner IDP Camp, compared to the years before the arrival of the organisation.<sup>208</sup> According to the community members of the Aloi trading centre, the pre-MSF Holland situation was characterized by frequent outbreaks of communicable diseases such as cholera, usually killing high numbers of both children and adults.

#### **4.7.2 Meso/organisational level outcomes**

One of the key contributions of MSF Holland has been in improving institutional delivery of health services in health centres in the areas of their operation. It should be pointed out that many health workers had abandoned their stations and communities could therefore not access any health care services from these centres.<sup>209</sup> The clinics rehabilitated by MSF Holland were handed over and are now operated by local governments. MSF Holland contribution has thus been to increase the number of functional health centres in the community. In addition, many of the local medical officers that were recruited and trained by MSF Holland remained within the region and were absorbed into the local health service. The Lira District Senior Nursing Officer confirmed this.

#### **4.7.3 Sustainability of Outcomes**

Given the purely emergency background of the MSF Holland interventions, it is difficult to make judgments on sustainability of their outcomes. Most of the interventions were of an emergency nature and geared towards meeting short-term health and sanitation needs of the IDPs. But discussion with some of the key informants indicated that knowledge of primary health care was something which many people took with them to their village homes from the camps. However, information reaching the evaluation team also indicated that some of the health centres refurbished by MSF could not be operated by the district health service in Lira and is non-

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206 A special feeding centre was established in Lango College in Lira town, although by the time of this evaluation, it was no longer functional.

207 This information was backed by discussion with community people, where it has emerged that the hygiene skills learnt from the camps have been transferred to the community.

208 These sources revealed that the former Aloi Corner IDP Camp was in 2004, the largest camp in Lango, hosting about 57,000 people. According to the sources, therefore like in a number of other IDP camps in the sub-region at the time, the threat to public health in Aloi Corner camp was tremendous, especially given the congestion, poor sanitation, and poor hygiene.

209 Discussion with the Deputy Chief Administrative Officer, Lira

functional. This is symptomatic of weak local government institutional capacity in social service delivery in Northern Uganda. Sustainability of the facilities will however, depend on the capacity and commitment of local communities and government structures to maintain the facilities and ensure their functionality.

#### **4.8 Conclusion**

Given the multiple needs of the conflict-affected people, related to food, health, education, protection, etc; plus the wide geographical coverage in Northern Uganda, it was only proper that multiple actors get involved in specialized approaches to achieve the best results in supporting the affected communities. Not forgetting other international and indeed national actors, this role has been adequately played in the interventions studied of the six Norwegian NGOs and their Ugandan partners.

Secondly, given the long-accumulated expertise that the six Norwegian NGOs and their Ugandan partners brought into the interventions, it is the view of the evaluation team that using these Norwegian NGOs has contributed significantly to the efforts for alleviating the plight of the population in Northern Uganda. For instance, ICRC's and NRC's experience in handling humanitarian operations ensured that they could respond more swiftly to addressing the humanitarian needs of the population in Northern Uganda than any district local government or district-based civil society organisations in their respective districts of operation.

However, it should be noted that while most of the six NGOs and their Ugandan counterparts have made attempts at building the capacities of their national/ district partners, these efforts basically targeted enhancing the performance of specific programmes. In other words, the NGOs and their Ugandan counterparts did little to strengthen their local partners' institutions beyond the current interventions. This perhaps forms the major weakness in the partnership relation.

Although most of the evaluated interventions were of an emergency nature, one can argue that sustainability may not thus arise in such circumstances. However, it is noted that some of the interventions such as food security and livelihoods, Child Protection, sustainable agriculture, and improving access to education are expected to help the communities effectively transition from the emergency to recovery and development phases. Therefore, with the limited capacity of the national/ district partners, the sustainability of such interventions is jeopardized.

The evaluation team acknowledges that given the humanitarian nature of most interventions (2003 -2006), and that most NGOs operated on the basis of annual project plans and budgets, documentation of outcomes was rather difficult. Documentation of outcomes in such situations would only be practical and meaningful after observing changes resulting from the previous years of activity implementation. None-the-less, while most NGOs benefited from funding for at least two years, little effort was made to document outcomes. Where outcomes were documented, the quality of reporting on outcomes was found to be inadequate and as such making it difficult to link activities and outputs to outcomes.

## 5. Conclusions and Recommendations

### 5.1 Conclusions

Overall, the evaluation team notes that Norwegian support to the humanitarian situation not only reached a majority of the population in the North Central sub-region, but most importantly contributed to sustaining lives. The ongoing recovery and development interventions have also made a significant contribution to building the capacity of local communities for self reliance through training, establishment of viable livelihood strategies, diversification of livelihoods, promotion of food security, increased incomes and general improvements in the quality of life. In working through district-based partners, Norwegian NGOs also contributed to strengthening the capacities of local organisations especially in project management. The observed changes are of an immediate/short-term nature and are expected over time to contribute to the attainment of the intended outcomes. It is however observed that the immense needs of the conflict-affected people (food, health, education, protection, etc) and the wide geographical coverage in Northern Uganda as well as the security situation especially in the North Central and North East sub-regions have to an extent remained a challenge for effective implementation of activities and hence the attainment of planned outputs and outcomes.

Weaknesses were observed with respect to the systematic documentation of outcomes by Norwegian NGOs and their Uganda partners.

Funding for interventions during the period 2003 – 2007 was adequate and the Norwegian NGOs, their Ugandan and district based partners utilised the financial resources to realise planned outputs. However, funding from MFA/Norad is based on annual project proposals and approved annual budgets, which are not only time consuming but often result in delays that in turn negatively impact on implementation of planned activities. Besides, as reported by CARE and NRC, the annual cycle often leads to halts in activity implementation thereby creating anxiety on the part of beneficiaries. Moreover, considering the magnitude of needs in the target communities, and notwithstanding the existence of other players in Northern Uganda, funding was inadequate to cause intended outcomes on a large scale.

Unlike the Norwegian NGOs and Ugandan or national level partners such as CARE, Caritas etc, which had knowledgeable, qualified experienced and adequate staff, human resources at the local or district-based partners such as Kica-Ber, CEASOP etc were inadequate owing to weak financial capacities. This made it difficult for the district-based partners to attract adequate qualified staff. Nonetheless, the few

staff in place was skilled and knowledgeable, which contributed to the realisation of the planned outputs.

Current disbursements mechanisms through Norwegian NGOs and their Ugandan partners is not a problem and in some instance it is said to have been the most effective, compared to channeling funds directly to Ugandan partners. The evaluation team observes that given the weak capacities of district-based partners, channelling of resources through Norwegian NGOs was the best option. However, the team believes that this should in future only apply to emergency response which requires immediate and coordinated response, and for which Norwegian NGOs such as NRC, NRX/ICRC and MSF are strategically better prepared to handle. However, for recovery and development interventions, which require local structures to sustain the gains, channelling resources directly to local development partners and local governments should be considered. This is because the local development partners in Northern Uganda have demonstrated their capacity to mobilize communities and to act as intermediaries for a wide variety of groups. A good number of them also have a collection of experiences and technical capabilities that make them valuable in fostering the local development agendas. Prospects for success and sustainability of their activities can best be derived from their close connection with the populations they serve, given their knowledge and experience of the local circumstances.

The design and implementation of all interventions was to a large extent participatory and therefore interventions and activities were aligned to the local needs. This is in line with the fact that Norwegian development cooperation accords high priority to more balanced, needs-based activities where all affected groups are consulted.<sup>210</sup>

A proactive approach was taken by Norwegian NGOs in advocating for their Ugandan partners to ensure that activity implementation addresses gender concerns. Gender mainstreaming was therefore ensured at key stages of design, planning and implementation, although greater emphasis was placed on extremely vulnerable groups. However, weaknesses in documenting gender-disaggregated outputs and outcomes are noted and in future these should be addressed.

Interventions implemented between 2003 and 2005 in the North Central and North East sub-regions were geared towards delivering humanitarian support, while those implemented between 2006 and 2007 were designed to respond to the recovery needs of the internally displaced populations. While the humanitarian interventions were fairly successful, this has not been the case with the recovery interventions. The latter have been constrained by factors such as: the movement away from IDP camps, thus making targeting difficult due to the scattered population, disintegration of formerly supported groups and contraction of markets for income generating projects (income generating projects had benefited from the concentration of the population in camps). Other factors representing challenges for recovery projects are poor climatic conditions and delays in procurement and distribution of e.g. agricultural inputs.

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<sup>210</sup> Norway Humanitarian Policy, p.25



This evaluation has established that most of the work of the six Norwegian NGOs and their Ugandan partners was work *in* conflict, while Save the Children's formation of peace clubs in Lango constituted work *on* conflict. In implementing activities under each intervention, Norwegian NGOs and their Ugandan partners endeavoured to minimize any risks of conflict within the communities as evidenced by community and local leadership involvement in determining target beneficiaries. Norwegian NGOs and their Ugandan partners also put in place mechanisms such as daily monitoring of the security situation to ensure safety of their staff in the field. As such, apart from Caritas Uganda's loss of one of their staff to rebels, not many incidents were reported over the period 2003 - 2007.

This evaluation notes that Norwegian NGOs and their Ugandan partners are positive about their current relationships and regard each other as true partners. This is attributed to the fact that most Uganda partners are members of international alliances to which the Norwegian NGOs belong. However, capacity building by Ugandan partners of their local partners remains adhoc, inadequate and often restricted to a few areas linked to implemented projects. Furthermore, the choice of interventions, plus costs/ budgets and implementation strategies is often done by the Ugandan partners Ugandan partners such as Save the Children in Uganda and CARE International (Uganda). This undermines the confidence, capacity and sustainability of the national/local partners.

The Norwegian NGOs and their Ugandan partners have responded by re-aligning their interventions to suit the changed context, characterised by population movements away from IDP camps to original homes and transit sites. Available information therefore shows that there is a shift to providing support at return sites including health, water, etc. In addition, livelihoods promotion continues to be undertaken to foster food security and incomes in the return sites. However, the looming uncertainty in the security situation; the limited leadership and guidance by government in terms of policy frameworks; plus an apparent indifference by other donors to the recovery process seems to mar the transition process. As such, a feeling of despair is increasingly setting in with local communities expressing the feeling that they have been left to fend for themselves in the return process.

## 5.2 Recommendations

### 5.2.1 To MFA and Norad

Arising from the lack of systematic documentation of outcomes, Norwegian NGOs should in subsequent years endeavour to put in place effective strategies for monitoring and documenting outputs and outcomes.

In view of the enormous recovery and development needs of the people in Northern Uganda, and the low levels of current funding for recovery/development, MFA and Norad should scale-up funding for:

- Food security.
- Economic empowerment through sustainable agriculture, income generation and savings mobilization.
- Access to education through infrastructure rehabilitation and construction and



- Health service delivery through infrastructure rehabilitation and construction interventions in order to ensure meaningful and sustainable impact.

In addition, Norad and MFA should engage other development partners in a process aimed at increasing support to the recovery and development of Northern Uganda.

In view of the challenges arising out of the current yearly funding based on submissions of proposals and annual budgets to MFA and Norad respectively, and the associated delays in disbursement of funds, which in turn delays activity implementation, MFA and Norad should consider adopting framework funding. This evaluation therefore recommends a review of the current yearly funding based on submission of fresh proposals. Additionally, Norad and MFA should consider adopting a bi-annual or annual disbursement cycle to minimize the delays, which impact on implementation and quality of outputs.

Owing to the weak financial capacities of most local or district-based partners, Norwegian NGOs should incorporate measures to strengthen the capacities of their partners to raise financial resources from other sources in order to attract and maintain adequate staff for their operations.

Also, considering the strengths of local or district based partners with regard to mobilization, given their close connection with target beneficiaries and the long-term roles to be played by local authorities and national civil society in sustainable community development, MFA and Norad should through Norwegian NGOs and their Ugandan partners, support, as an interim measure, capacity development of local civil society organisations and district local government. This to enable direct channelling of financial resources in support of recovery and development of Northern Uganda. Such a change in channelling should be accompanied with mainstreaming of capacity building activities as part of all supported programmes.

This evaluation recommends that MFA and Norad should, in consultation with all grant beneficiaries, develop a standardized format for reporting on progress with emphasis placed on the inclusion of, and a link between activities, outputs and outcomes (i.e. short, medium and long term) in all submitted proposals and reports by its partners.

### **5.2.2 Recommendations to Norwegian NGOs**

In view of the military excursion by the Uganda Peoples Defence Force to destroy the Lords Resistance Army's (LRA) hideouts in the Garamba National park, and the fact that top LRA leaders still remain at large, Norwegian NGOs working in the humanitarian arena in North Central sub-region should together with other agencies advocate for a peaceful resolution of the conflict in order to ensure that the population is not driven back to the Internally Displaced Persons camps.

Owing to the high drop out of girls from formal school and Youth Education Pack centres; Norwegian Refugee Council should undertake a detailed analysis of factors causing girls to drop out of school and implement measures to address the causes

including carrying out advocacy through sensitisation of communities to change their attitudes with respect to girl-child education.

Although Save the Children's programmes have taken into account gender-balance, there is a need for a gender policy or framework to guide gender mainstreaming from the design stage through to evaluation in future.

SCIUG should consider scaling-up support to basic education in relation to existing gaps in educational facilities such as lack of adequate classrooms and teachers houses at return sites. Vocational training, which considers the long term, and is aimed at providing more marketable and advanced skills for the target beneficiaries, needs to be critically thought-through since it was reported that some of the trainees are not utilising the acquired skills. Also, the long term efficacy of child protection committees will only be assured if capacity is built at the sub county levels to continually provide training and other facilitative support to CPC members. Save the Children and her partner's needs to think about how to achieve this.

Even though CARE has been able to identify and engage credible and competent partners to work with in Northern Uganda, a partnership policy to guide selection and work relations with partners should be developed.

While the evaluation team commends the spirit of Caritas Uganda and its diocesan partners to reach out to the most vulnerable in even the most difficult circumstances, it is suggested that measures to ensure personal safety of staff through introduction of risk planning should be undertaken. This would minimise loss of lives of staff during field operations.

Caritas Gulu should consider recruiting or assigning additional staff to the Caritas Norway programme as findings showed that the existing staff is not sufficient for providing adequate follow-up and support including monitoring and support to beneficiaries.

While acknowledging the reasons why the International Committee of the Red Cross (ICRC) prefers to participate in cluster meetings and only cooperate with the Uganda Red Cross Society with regard to building its capacity, the evaluation team recommends that this should be extended to the District Disaster Management Committees who are responsible for coordinating response to disasters and emergencies. This would strengthen their capacity to coordinate and effectively monitor responses to emergencies.





# Appendixes





# ANNEX 1:

## Evaluation Terms of Reference

### Evaluation of Development Co-operation through Norwegian Non-governmental Organisations in Northern Uganda

## 1 Introduction

### 1.1 Background

Civil society organisations are well established as key players in the international development arena. Among the OECD countries, Norway channels the largest share of its official development assistance through civil society organisations, and has the largest number of civil society organisations as development partners. In 2007 NOK 3.1 billion of the bilateral ODA was channelled through non-governmental organisations (NGOs) and other actors that belong to civil society. More than 80 per cent of the total assistance through NGOs is channelled through Norwegian organisations and their partners in developing countries.<sup>211</sup>

Until relatively recently, there has been considerable optimism in relation to the role of civil society in the development cooperation process. Increasingly, however, a more critical focus has been directed towards civil society as a channel for development cooperation

The Rattsø Commission report on new roles for non-governmental organisations in Norwegian development cooperation, presented in June 2006, pointed at weaknesses in the evaluation of the development work of civil society organisations and asked government authorities to take more responsibility for evaluations in this field. As a response to this, the Norwegian Agency for Development Cooperation's (Norad) Evaluation Department has initiated several evaluations of the cooperation through Norwegian NGOs and their partners at country level. An evaluation in Guatemala is completed and two evaluations covering this subject are planned in Uganda.

### 1.2 Norwegian NGOs in Northern Uganda

In 2007, 23 different Norwegian civil society partners received approximately 115 million Norwegian Kroner.<sup>212</sup> This support covers development work in 'normal situations', as well as in conflict situations, humanitarian assistance and peace building work. Funding sources are Norad, the Ministry for Foreign Affairs and the Embassy.

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211 In the context of these Terms of Reference, the terms civil society organisations and non-governmental organisations will be used interchangeably.

212 These civil society partners were (listed according to amount of funding received): Norwegian Refugee Council, Save the Children Norway, Doctors Without Borders Norway, Norwegian Red Cross, Caritas Norway, WWF Norway, Plan Norway, CARE Norway, Christian Relief Network, The Atlas-Alliance, The Royal Norwegian Society for Development, the Strømme Foundation, Lions Club International, The Norwegian Lawyers Association, FOKUS – Forum for Women and Development, Norwegian Missions in Development (BN), Norwegian Confederation of Trade Unions (LO), Friends of Uganda, Confederation of Norwegian Enterprise (NHO), Norwegian Church Aid, the National Council for Bahai's in Norway and the Norwegian Humanist Association.



The evaluation should focus on the Norwegian NGOs and their partners working in the Northern part of Uganda, an area that has been affected by conflict and humanitarian crises for more than 20 years. The Northern part in this context refers to the North Central region, the North Western region and the North Eastern region.<sup>213</sup>

According to the Peace, Recovery and Development Plan (PRDP) developed in 2007 for the Northern part of Uganda by the Government of Uganda, the three regions face different situations in terms of conflict and humanitarian crisis. In the North West armed rebellion ended in 2002, and the region is currently in a post conflict situation, but suffers from drought, food insecurity and refugee influx from the Democratic Republic of Congo and Sudan. In the North Central region the armed conflict (mainly driven Lord's Resistance Army (LRA)) ended in 2006 and the region is characterised by large-scale population displacement. The North Eastern region is characterised by lawlessness and under-development, and conflicts driven by local clan-based armed groups. This has spilled over to food insecurity and displacement.<sup>214</sup>

It is expected that the Norwegian NGOs and their partners cover the entire range of activities, from development programmes (building roads, building awareness, education), humanitarian assistance (ex: camp management), recovery (ex: post-conflict trauma counselling, rebuilding infrastructure etc.), as well as activities seeking to impact the conflict and building peace (ex: reconciliation efforts, supporting reintegration of ex-combatants, etc.).

## 2 Purpose and Objectives

### 2.1 Purpose

The main purpose of this evaluation is to obtain an assessment of the Norwegian development cooperation through Norwegian civil society organisations in Northern Uganda. The assessment should focus on both the process and outcomes of the combined efforts of Norwegian NGOs and their Ugandan counterparts thus contribute to the building of knowledge. The evaluation should relate to both learning and accountability.

### 2.2 Use

The findings of the evaluation regarding NGOs' contribution to changes in outcomes in Northern Uganda will be compared with findings from evaluation exercises with similar foci in Guatemala (completed)<sup>215</sup> and in the non-conflict parts of Uganda (planned).

### 2.3 Objectives

The main objectives of the evaluation is to

- Document and assess *the outcomes* of Norwegian development cooperation through Norwegian NGOs and their Ugandan partners in Northern Uganda, across sectors and themes.

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213 For a list of districts that belong to the different regions see the national Peace, Recovery and Development Plan (PRDP), dated September 2007.

214 Table 2, page xii in the national Peace, Recovery and Development Plan.

215 See "Evaluation of the Development Cooperation through Norwegian NGOs in Guatemala". Evaluation Report 5/2007 at [http://www.Norad.no/default.asp?V\\_ITEM\\_ID=10876](http://www.Norad.no/default.asp?V_ITEM_ID=10876)

- Describe and assess the extent and degree of *conflict sensitivity* with reference to the implementation and outcomes of projects and programmes carried out by Norwegian NGOs and their partners.
- Describe and assess how the Norwegian NGOs and their Ugandan partners/ counterparts assess each other's respective contributions and ways of working.
- Describe and assess practical experiences from making the move from humanitarian assistance to recovery/development by Norwegian NGOs and their partners.<sup>216</sup>

### 3 Scope and Key Evaluation Questions

The evaluation team should select five to seven NGOs and present a well-founded proposal for the sample. The selected organisations should have been involved in development cooperation in the country for at least five years. The team should look at service delivery-based activities, advocacy activities (the change agent role of the NGOs), rights-based activities and capacity building of partner organisations. The sample NGOs, should if possible, be responsible for activities that cut across all three types of assistance: development programmes, humanitarian assistance and peace building activities.

The approach is twofold, on the one hand to determine the observable changes the interventions have led to, on the other the factors that have contributed to these changes (or lack thereof). The evaluation should be able to present conclusions about why, how and to what extent an intervention has contributed to observed changes. While not a major part of the evaluation, issues connected to causality and attribution must be acknowledged and explored.

The evaluation should relate primarily to the evaluation criteria relevance, effectiveness, efficiency, sustainability and coherence<sup>217</sup>, and consist of, but not necessarily be limited to, the following main components and underlying evaluation questions:

#### 3.1 Development Outcomes: Intervention Effects

The evaluation's main focus should be to document the outcomes of Norwegian development cooperation through civil society. OECD/DACs definition of outcomes as ...*"the likely or achieved short-term and medium-term effects of an intervention's output"* should be applied. The evaluation should assess the relationship between inputs and outputs on the one side, and outcomes on the other.

The evaluation of outcomes has to relate to several levels where change can occur. The evaluation should document outcomes at both the meso, i.e. organisational level and the micro, i.e. individual level, depending on who is defined as the beneficiaries or target group of the interventions in question.

- How and to what extent have the Norwegian NGOs and their partners contributed to change in their target groups, including changes in attitudes and behaviour, and change related to social, legal, political and economic status? The assessment should emphasise how and to what extent the cooperation has

<sup>216</sup> With reference to experiences cited at the Nordic seminar on challenges for NGOs working in North Central Uganda - transition from emergency to recovery and development, 10 and 11 April, Kampala 2008. Seminar report can be obtained by contacting post-eval@Norad.no

<sup>217</sup> Ref. OECD/DACs evaluation criteria and the ALNAP guide for evaluating humanitarian action.

strengthened the partners' ability and capacity to cooperate, also with the authorities, and to influence societal development in ways that serve to increase the participation of poor and marginalised groups and better opportunities to improve their standard of living.

- How and to what extent do the Norwegian NGOs endeavour to secure the sustainability of the outcomes by establishing processes and mechanisms that serve to avoid dependence, financially, professionally and institutionally? Is it likely that the outcomes of the projects and programmes can be maintained also after the Norwegian support has been terminated?
- How and to what extent has the cooperation affected the mobilisation of local resources, positively and/or negatively?
- Are the outcomes achieved likely to be sustained? Why or why not?

### **3.2 Mapping and Assessing Inputs, Implementation and Outputs**

As part of identifying the evaluation object, the evaluation should cover the following three elements: inputs, implementation and outputs.

- The evaluation should present an overview of the Norwegian and Ugandan organisations involved, financial, and human and other relevant resources employed in the selected projects and programmes.
- The evaluation should to the extent feasible document actions taken through which inputs, such as funds, technical assistance and other types of resources are mobilised to produce specific outputs, and how and to what extent intended beneficiaries were involved.
- Outputs should be mapped. Outputs are the most immediate and visible results, generally results that can be counted or measured.

*Specific issues to be covered:*

#### **Inputs**

- What is the level of financial resources committed to the various projects and programmes?
- How and to what extent are the financial resources channelled from Norwegian NGOs to local partners?
- What type and degree of human resources are committed to the various projects and programmes, with reference to aspects such as knowledge, experience, capacity and competence? The overview should include human resources in both Norwegian NGOs and their local partners.
- How do partners and partner organisations assess the inputs of Norwegian NGOs? Is channelling Norwegian support through Norwegian NGOs the most effective option? Or would the resources be better used if channelled directly to partner organisations?

#### **Implementation**

- How have the different components of the projects and programmes been implemented, and how closely has the implementation on the ground conformed to the plan or the programme theory? <sup>218</sup>

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218 See definition in Bamberger, Rugh and Mabry; "Real World Evaluation" (2006, pp 437-8): "A program theory is a theory or model of how a program is expected to cause the intended or observed outcomes. Program theories identify program resources, activities, and intended outcomes and specify a chain of causal hypotheses linking program resources, activities, intermediate outcomes, and ultimate programme goals. Many program theories also identify contextual variables that influence programme implementation."

- Was the design and organisation of the programme participatory, managed by a small group, or top-down? Who is involved in decision-making during the implementation phase? Are gender structures taken into account when designing and implementing programmes?
- To what extent are the Norwegian NGOs and their local partners' efforts aligned and coordinated with local needs, goals and working methods, as perceived locally?
- How do partners and partner organisations assess the implementation strategies of Norwegian NGOs, and vice versa. Is implementation best carried out by Norwegian NGOs or national organisations?

### **Outputs**

- What products and services have resulted directly from project and programme activities (including both service-based, capacity building and rights-based/advocacy interventions)?
- How are the outputs distributed between service-based, capacity building and rights-based/advocacy interventions?
- How do partners and partner organisations assess the effectiveness of Norwegian NGOs in terms of delivering outputs, and vice versa. Is the delivery of outputs best delivered by Norwegian NGOs or national organisations?
- What is the relationship between inputs and outputs? And how have outputs contributed to outcomes?
- Are there alternative ways of converting input into outputs that are more cost-efficient?

### **3.3 Cooperation Context**

The evaluation should include a description and assessment of aspects of the *context* that has influenced the outcomes. The description should also include existing assessments.<sup>219</sup>

- Which aspects of the socio-political context (including gender structures) have had the most decisive influence on the effectiveness of the projects and programmes?
- How and to what extent has the context presented opportunities and limitations with regard to the success of the interventions and by extension the outcomes of the cooperation?
- To what extent have the projects and programmes been adjusted to this context?

### **3.4 Conflict Sensitivity**

Development cooperation in conflict areas is facing particular challenges. A recently published OECD DAC Evaluation Guidance distinguishes between working *in* and *on* conflict.<sup>220</sup> Working *in* conflict refers to development programmes or humanitarian assistance programmes delivered in conflict contexts, but which are not especially targeted towards impacting the conflict or building peace per se. Working *on* conflict refers to activities trying to impact conflict and peace prospects.<sup>221</sup> All development

219 See for example "Civil Society in Uganda: At the Crossroads?" DENIVA, June 2006, CIVICUS Civil Society Index Project, SIDA's strategic conflict assessment of Northern Uganda, the PDRP, etc.

220 "Guidance on evaluating conflict prevention and peace building activities – working draft for application period", OECD DAC, 2008

221 For more, see above document. "Guidance on evaluating conflict prevention and peace building activities – working draft for application period," OECD DAC, 2008.

programmes in a conflict context must be conflict sensitive.<sup>222</sup> In order to assess this, a conflict analysis should be used as a reference by the evaluation team.<sup>223</sup> Both work *in* and *on* conflict requires an analysis of the conflict, the actors involved, the dynamics that sustain the conflict and the roles and responsibilities of national and international development actors

The evaluation should distinguish between Norwegian NGOs and their partners and whether they (or their programmes and activities) represent work *on* or *in* the conflict. The evaluation should then study the level of conflict sensitivity among the selected Norwegian NGOs and their Ugandan partners and their programmes/activities by assessing:

- To what extent do the project documents display conflict sensitivity, and are conflict analysis integrated in the projects/programmes?
- Are measures to secure a certain level of flexibility/adaptability in the face of changing conflict settings, and changing interaction with local and central governments, in place?
- How has the adaptation by the sample organisations from humanitarian assistance to recovery and development programmes affected level of conflict sensitivity?
- How and to what extent have various forms of risk planning and management been integrated into the projects and programmes?
- Which actor's gain and which ones lose by the intervention, and are these "connectors" or "dividers" in the conflict?<sup>224</sup>
- How will the security situation affect the project/programme, and in what ways may implementation of the intervention have an impact on the security situation?
- What resources are brought into the context by the intervention, and what effects may these have on the conflict? May these resources invite corruption, theft and/or mismanagement of resources?
- Is the timing of the project/programme adjusted to the conflict dynamics, in terms of speed of implementation, process of consultations, sequencing and flexibility?
- Is there any indication that the intervention will affect the gender dimension of the conflict, and/or the position of particularly vulnerable groups?

#### 4 Methodology and Data Collection

A major task will be to develop a methodological approach, which allows the team to address the evaluation topics in a thorough and precise manner. The methodological approach must be presented in detail, including indicators on changes in development outcomes, and related to the evaluation questions. Furthermore, the suggested approach must contain a description of how the various levels with regard to input, output and outcome, are to be assessed and related to each other. The presentation must emphasise advantages and limitations in connection with the chosen approach, for instance by comparing and contrasting it to other poten-

222 For guidelines on conflict sensitivity programming, see Norad's practical guide "Assessment of Sustainability Elements/Key Risk factors" (2007). For more, see Sida's "Manual for Conflict Analysis" (2006).

223 The team can use an existing one, and i.e. update it (see the draft Guidance for Evaluating Conflict Prevention and Peace Building).

224 These concepts are taken from the book "Do No Harm", by Mary B. Anderson (1999).

tial approaches. Comparison of findings should be made where possible and relevant. The variety in terms of types of projects and programmes that this evaluation will encompass must be reflected through the inclusion of a broad spectre of outcomes, also those that may present a challenge in terms of measuring.

The evaluation will include literature review, interviews, focus group discussions, and relevant outcome evaluation methodology. If possible the evaluation should also use existing surveys. The evaluation must draw on existing information, research, statistics and data, as well as progress reports, reviews, evaluations and studies undertaken by both Norwegian and other development partners. Data sources must be fitted to the object of study. Based on a varied range of data sources, the evaluation team will make their own assessments and observations.

Information should be triangulated and validated, data quality assessed in a transparent manner, which highlights data gaps and weaknesses. The data material underlying the analysis shall be made available. Distinction should be made between findings, conclusions and recommendations. Findings should be based on evidence and should be referenced.

The interviews should involve a broad spectrum of informants and stakeholders, including primary and secondary beneficiaries. Validation and feedback workshops shall be held in Uganda before departure, involving key partners and stakeholders.

## **5 Evaluation Team and Stakeholders**

### **5.1 Evaluation Team**

The team should consist of 2-5 persons, and must have the following qualifications:

#### **5.1.1 The team leader**

- Documented experience with leading complex evaluations.
- Knowledge of and experience with the application of evaluation principles and standards in the context of international development.

#### **5.1.2 The team**

- Experience and knowledge in carrying out similar evaluations, reviews and/or research, particularly outcome analysis using social science theory and methods.
- Thorough knowledge of Ugandan and international development policies and processes.
- Good knowledge of the context in North Central Uganda, including familiarity with the socio-political context and the role of civil society in this part of the country,
- Understanding of conflict sensitive analyses and programming.
- Familiarity with humanitarian assistance work.
- Ability to work within set deadlines, and to write concise reports.
- Gender balance in the team is an asset.
- Languages: English, and relevant local languages.

### **5.2 Stakeholders**

The main stakeholders of this evaluation will be the Norwegian development cooperation administration, including the Ministry of Foreign Affairs, Norad, and the

Norwegian Embassy in Uganda. Other obvious stakeholders include the Norwegian NGOs and their partners in Uganda that will be subject to the evaluation, as well as the target groups. Furthermore, national and regional/local authorities in Uganda should be included among the relevant stakeholders. Less immediate, but still relevant stakeholders would be the Norwegian Auditor General, the Norwegian Parliament and the interested general public.

## 6 Work Plan and Budget

### 6.1 Tentative Work Plan

ACTIVITY	DEADLINE
Contract Signature	August 2008
Inception Report	August 2008
Draft Final Report	October 2008
Final Report	November 2008
Printing, distribution	December 2008
Presentation Seminar	December 2008

### 6.2 Tentative Budget

Maximum budget: 450 000 NOK / (approximately 90 000 USD)<sup>225</sup>.

## 7 Reporting, Evaluation Management and Organisation

### 7.1 Management and Organisation

The evaluation will be carried out by an independent team of consultants contracted by Norad. Evaluation management will be carried out by Norad's Evaluation Department. All decisions concerning ToR, inception report, draft report and final report will be taken by the Evaluation Department. Any modification to the ToR is subject to approval by the Evaluation Department. The evaluation team is entitled to consult stakeholders pertinent to the assignment, but it is not permitted to make any commitment on behalf of the Government of Norway.

A stakeholder group will be established, chaired by the Evaluation Department, to advise and comment on the evaluation process and the quality of products.

### 7.2 Risks to implementation

The security situation in Northern Uganda (including Karamoja) and West Nile is highly volatile. The outcome of the ongoing Juba peace talk is one of many factors that may impact on the security situation and prospects for peace and recovery in the region. Any changes in the policy and security environment or developments that may impact on the implementation of this evaluation shall immediately be discussed with representatives of the Norwegian Embassy and Norad.

### 7.3 Reporting

All reporting will be in English. The evaluation team shall adhere to the terminological conventions of the OECD DAC Glossary on Evaluation and Results Based-

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<sup>225</sup> Based on the USD rate as of 6 May 2008.



Management,<sup>226</sup> as well as the Norad Evaluation Guidelines.<sup>227</sup> The report will be assessed using the **DAC Evaluation Quality Standards**. The consultants should familiarise themselves with these before starting the evaluation.

The inception report should follow the guidelines annexed in the Tender document (Annex A-3). The inception report will be submitted for approval to Norad's Evaluation Department.

A draft final report will be presented and discussed in a meeting where the team leader will participate. The evaluation team must take note of the comments that are presented. In instances of significantly diverging views between the evaluation team and stakeholders, these should be reflected in the report.

The final report will be submitted to Norad's Evaluation Department for approval.

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<sup>226</sup> <http://www.oecd.org/dataoecd/43/54/35336188.pdf>

<sup>227</sup> [http://www.Norad.no/default.asp?V\\_ITEM\\_ID=5704](http://www.Norad.no/default.asp?V_ITEM_ID=5704)

## **ANNEX 2:**

### **List of Documents Received and Reviewed**

#### **Save the Children in Uganda/Save the Children Norway**

- HIV/AIDS Gaps analysis, save the Children , January 2007
- Effectiveness of SCIUG Policies, Systems and Community Based Child Protection Structures in Northern Uganda, Save the Children 2007
- Save the Children in Uganda Mid-term review of strategic plan 2006-2009
- The hidden Cost, a gaps in UPE budget in Uganda, Save the Children, February 2006
- Thematic Evaluation and Documentation of Children's Participation in Armed Conflict, Post-conflict and Peace-building, Save the Children in Uganda June 2008
- Country Programme Plan 2008,
- Annual plan 2007, 2006, 2005
- Uganda: emergency education programme document
- Quality education project document
- Rewrite the Future Country plan annual report 2007
- Final Draft Uganda emergency education assessment 2004
- Rewrite the future baseline survey 2007
- Action Research to Improve on the Quality of the Teaching and Learning Process in the Targeted Quality Education Project Primary Schools; SCIUG, April 2004
- Annual report for Acenlworo, SCIUG partner, January-December 2007
- Emergency Assistance to War Affected Children in Lira and Soroti Districts; project document, January 2006; and Final project report 2006
- Community Involvement in Education project Document, Pader, January-December 2007
- DDMC Lira, return, resettlement and reintegration Plan for Internally displaced persons.
- Alternative Basic education for Karamoja 2007 project document
- Alternative Basic education for Karamoja: Programme review report 2006
- Save the Children Norway's Policy for Strengthening Local Capacity 2007 – 2009
- Save the Children Norway's Cooperation Agreement, Norad GLO-05/262, Annual Plan 2009
- List of partners for 2008

#### **CARITAS Uganda**

- End of Project Evaluation Report, caritas Norway project; Gulu Archdiocese.
- Impact/ Outcome Evaluation report for Caritas Norway supported programme, Gulu Archdiocese

- Partner capacity Assessment Report, November 2004, Caritas Archdiocese of Gulu
- Work plans from Gulu and Kotido
- Annual reports for both 2005/2006/2007
- Financial reports and budgets
- Impact Assessment for Gulu – April/ May 2008-08-22
- End of Project Evaluation Report - Caritas Norway Project, Gulu Arch Diocese (June 2008)
- Partner capacity assessment report – Gulu, Nov-Dec 2004
- Impact Assessment for Kotido 2003 – 2007
- Baseline survey – Kotido June 2007
- Mid-term Evaluation report Nov- Dec 2004 (Decentralization and Community Capacity Building for Development Programme)
- Site report – Kotido Integrated Development Project, June 2008
- Nakapelimoru - Kotido Human Rights Proposal 2005
- Nakapelimoru – Kotido Baseline Survey Report 2005
- Caritas Gulu Site Report Final – without Photos
- Caritas Norway Evaluation Report – Gulu
- Caritas Gulu Archdiocese Presentation
- Caritas Action Plan 2008 – 2012
- Strategy for Development Cooperation
- Caritas Partnership Document
- Gulu proposed budget 2007

### **MSF Uganda**

- Internally Displaced Camps in Lira and Pader, Northern Uganda: A Baseline Health Survey; Preliminary Report; MSF Holland, November 2004
- Rapid Assessment of the situation of Internally displaced populations, Lira Uganda, January 2004; Ingrid van den Broek
- Funding proposal: Emergency health assistance for the internally displaced population affected by armed conflict in Northern Uganda; January-December 2007; MSF Holland.
- Lira End of Project Evaluation Report; December? 2007
- A report by MSF 2004; Life in Northern Uganda; An assessment.
- Final Narrative Report : Nutritional and Medical emergency relief operation Lira & Kitgum Districts, Northern Uganda; Medecins Sans Frontiers (MSF) ; 2007
- Activity Update Uganda – August 2008

### **Norwegian Refugee Council (NRC)**

#### *Country Strategies:*

- NRC-54853 Uganda Country Strategy, May 2008
- NRC-4862 Country Strategy Uganda, Oct 2005
- NRC-18310 Country Strategy Uganda, Jan 2007
- Norad Review of NRC Uganda Draft Report 150608.
- Norad, NRC Review and Appraisal June 2008 by Janne Lexow and Beatrice Ngonzi

*Food security and livelihood support to IDPs, Gulu and Kitgum districts, Northern Uganda:*

- Final Narrative Report January 2006 to March 2007
- UGFK0705 Final Report 310708 (Final Narrative Report April 2007 to April 2008)

*Education Project:*

- Appropriation Document
- Basic Education Log frame
- Education Project Mid-term Report, Dec – May 2007
- Education Annual Report 2005
- Education Organogram
- Education Project Summary July 2008
- Education Project Summary July 2007

*Education in Emergencies – NRC Strategies and Activities, 2007*

- Pader District Baseline Survey Report, Feb 2007
- Teacher Education Log frame 2008
- NRC-67944 UGFK0301 Education Proposal(1)
- NRC-2303 Youth Pack Review 2006 – Uganda – Report(1)

*Shelter Documents:*

- Copy of July Report UGFS0801
- June Report UGFS0801
- Shelter Assessment Final Report October 2007
- Monthly Report June 2008
- Monthly Report July 2008
- School Construction Database

*Food Distribution:*

- Food Distribution Evaluation Report 2008
- NRC-68030 UGFK0301 Final Report Food Distribution(1)
- NRC-68029 UGFK0301 Proposal Food Distribution(1)
- NRC-68107 Final Report Food Distribution(1)
- NRC-68109 Proposal Food Distribution(1)
- NRC-69203 Uganda Norad Evaluering

*ICLA:*

- NRC-16503 Uganda ICLA review Jan 07(1)
- NRC-970 Final NRC ICLA project Review Dec 2006 Norad(1)
- NRC-68043 UGFK0501 Final Report ICLA(1)

**CARE Uganda**

- Implementation agreement between CARE Uganda and CARE Norway.
- Uganda SGBV Project proposal
- Report on the implementation of the UNSCR 1325 from GWAD
- CARE Uganda programme Summary document
- Project proposal putting UNSCR 1325 into practice: CARE Uganda proposal.
- Narrative Progress report for submission by Ker Kal Kwaro Acholi, partner for CARE Uganda, June 2008.
- Narrative Progress report for submission by Acholi Religious Leaders Peace Initiatives, partner for CARE Uganda, January-June 2008
- Monitoring Report, ARLPI June 2008

- Summary of Progress – July 2008
- Mid-terms Review 2007 SMOWAC
- Revised donor format and detail budget\_SGBV Uganda 14th March 2008
- IPA\_signed\_CN
- Livelihood Security IDPs Phase 1 – Final Report
- Livelihood Security IDPs Phase 2 – Final Report
- SMOWAC 2005\_Norad Report

#### **Norwegian Red Cross/International committee of the Red Cross**

- Renewed emergency appeal 2007
- ICRC annual reports 2006/2005/2004/2005
- ICRC Emergency appeal 2007
- Gender Equality at The ICRC, Geneva, 05 July 2007
- ICRC Operational Approach to Women Appeal 2008
- A note on break down of Norwegian MFA & Norwegian Red Cross financial support to ICRC operations in Uganda
- Update REX 04/506, dated 19.07.2004: Uganda, ICRC resumes activities in response to the crisis in Northern Uganda
- Update REX 05/356, dated 25.05.2005: Uganda, the ICRC is operating at full-speed in response to the crisis in Northern Uganda
- Update REX 06/724, dated 17.10.2006: Uganda, ICRC Tracing Support Mission in Uganda, February 2006 – August 2006, Final Report, Executive Summary Uganda Facts and Figures 2006
- REX 07/365, dated 27.04.2007: Report on the Donor Support Group (DSG) visit to ICRC in Uganda, 18-23 March 2007
- ICRC Update WomenWar\_RX06\_460
- ICRC Kitgum, Facts and figures January – March 2008
- ICRC Kitgum, Facts and figures April – August 2008
- ICRC Update of Activities April – June 2008-10-11
- Uganda norske eng NGO 03-07 (250808) stn.
- Uganda\_bull\_03\_07 kapittelepost
- International strategy for the Norwegian Red Cross 2006-2008
- Sexual Violence In Armed Conflict And Internal Violence, Geneva, 3 September 2007
- The Impact of Armed Conflict or Internal Violence on Women and The ICRC's Operational Approach, Geneva, 14 June 2006
- KAM08/753 JEG/wma: Note on resource contributions by Norwegian MFA & Norad through Norwegian Red Cross 2003-2007, dated 04 September 2008
- J:\Beredskap Og Utland\08-Afrika\Uganda\Norad\ Consultation Guide for Norwegian NGOs in Oslo 0810.doc: A Consultation Guide returned with responses by Norwegian Red Cross in Oslo
- REX\_DON/GVA09E185E [Isabelle Barras: rex\_don.gva@icrc.org]: E-Mail from Head of Unit, External Resources Division, ICRC, Geneva, received Friday, January 09, 2009 7:45 PM.
- Sida, *Manual for Conflict Analysis: Methods Document*, Division for Peace and Security through Development Cooperation, January 2006, pp. 23-26.
- Uganda\_bull\_03-07 kapittelepost ("Bilateral Assistance to Uganda Through Civil Society Organisations According to Chapter Post and the Appropriating Institution 200-2007").

- *Uganda norske eng NGO 03-07 (250808) stn* (Norad/AMOR/INAB 250808)  
("Bilateral assistance to Uganda Through Civil Society Organisations According to Chapter Post and the Appropriating Institution 200-2007")

#### **Others including Downloaded/ Internet-Based documents:**

- Norad Evaluation Policy 2006 – 2010
- Norad Evaluation Programme 2007 -2009
- DAC Evaluation Quality Standards
- Dolan, Chris 2006; Uganda Strategic Conflict Analysis; Swedish for International Development Agency
- From Emergency to Recovery- Rescuing Northern Uganda's Transition
- Funding Statistics from MFA and Norad
- Ministry of Foreign Affairs, Strategy for Norwegian Support of Private Sector Development in Developing Countries, Report, Published 31. 12. 1998
- Ministry of Foreign Affairs, Norwegian Humanitarian Policy
- "Fighting Poverty Together." Report No 35 to the Storting (Parliament). Available at [http://www.Norad.no/default.asp?V\\_ITEM\\_ID=3201](http://www.Norad.no/default.asp?V_ITEM_ID=3201)
- "Peace building - a Development perspective". Available at [http://www.Norad.no/default.asp?V\\_ITEM\\_ID=3195](http://www.Norad.no/default.asp?V_ITEM_ID=3195)
- Real World Evaluation (2006, pp 176)
- Republic of Uganda, Poverty Eradication Action Plan (2004/5-2007/8), Kampala: Ministry of Finance, Planning and Economic Development, 2004
- Republic of Uganda, Peace, Recovery and Development Plan for Northern Uganda (PRDP) 2007-2010, September 2007.
- Internal displacement monitoring centre, UGANDA: Relief efforts hampered in one of the world's worst internal displacement crises - A profile of the internal displacement situation, 12 December, 2005. (Source: [www.internal-displacement.org](http://www.internal-displacement.org).)
- Civil Society Organisations for Peace in Northern Uganda, Nowhere to Hide, Civil Society Organisations for Peace in Northern Uganda, 2004, Kampala;
- Gulu District Sub Working Group On SGBV, Suffering in Silence: A Study of Sexual and Gender Based Violence (SGBV) In Pabbo Camp, Gulu District Sub Working Group On SGBV, June 2005 Gulu
- Republic of Uganda Ministry of Health and World Health Organisation, Health and Mortality Survey Among Internally Displaced Persons in Gulu, Kitgum and Pader Districts, Northern Uganda, July 2005.
- Evaluation of the Development Cooperation through Norwegian NGOs in Guatemala". Evaluation Report 5/2007 at [http://www.Norad.no/default.asp?V\\_ITEM\\_ID=10876](http://www.Norad.no/default.asp?V_ITEM_ID=10876)
- DAC Guidance on Evaluating Conflict Prevention and Peace building,
- Strategic Framework on Development Policy's contribution to Peace building (2004). Available at: <http://www.cmi.no/pdf/?file=/afghanistan/doc/UD-Peace-building-a-Development-Perspective.pdf>
- Parliament White Paper no 35 (2003 – 2005): Felles Kamp mot Fattigdom (joining the Fight Against Poverty), Chapters 4, 8 (on civil society)
- Fighting Poverty: Action plan 2002 – 2015. Available at: [http://www.regjeringen.no/nb/dep/ud/dok/rapporter\\_planer/rapporter/2002/Fighting-Poverty.html?id=420210](http://www.regjeringen.no/nb/dep/ud/dok/rapporter_planer/rapporter/2002/Fighting-Poverty.html?id=420210)

- OECD/DACs evaluation criteria and the ALNAP guide for evaluating humanitarian action
- Uganda Humanitarian Situation Report, 1 – 29 February 2008 – ([www.UNOCHA.org](http://www.UNOCHA.org))
- Funding Statistics from MFA and Norad
- ICRC's rules of confidentiality at: <http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/59kcr4?opendocument>
- Les Roberts, *Diminishing standards: How much water do people need?*, an extract from "FORUM: Water and war" at [http://www.africanwater.org/icrc\\_standards.htm](http://www.africanwater.org/icrc_standards.htm)
- Oxfam 2008 from Emergency to Recovery: Rescuing Northern Uganda's Transition; available at [http://www.oxfam.org.uk/resources/policy/conflict\\_disasters/downloads/bp118\\_uganda.pdf](http://www.oxfam.org.uk/resources/policy/conflict_disasters/downloads/bp118_uganda.pdf)
- Norwegian Auditor General's Report "The Office of the Auditor General's Investigation into Effectiveness of Norwegian Humanitarian Assistance." Document 3:2 (2008 – 2009).



## **ANNEX 3:**

### **List of Persons Consulted**

#### *Norwegian Ministry of Foreign Affairs*

1. Johan Meyer Kristian, Senior Advisor Section for Humanitarian Affairs, Department for UN. Peace and Humanitarian Affairs, Oslo

#### *Norwegian Embassy in Kampala*

1. Adriana van Ommering, Senior Programme Advisor - Development Affairs, Royal Norwegian Embassy, Uganda

#### **Kampala City**

##### *CARE International in Uganda, Country Team*

1. M. Shameem Siddiqi, Assistant Country Director / Program Director
2. Ernest Sozi Sessanga, Finance Manager
3. Judith Aguga Acon,
4. Christine Achieng,

##### *Save the Children in Uganda, Country Team*

1. Geoffrey Mugisha, Operations Director
2. Luc F.E Vanhoorickx, Design Monitoring and Evaluation Manager
3. Richard Odong, Finance Director
4. Zacharia Kasirye, Programme Manager Education
5. Daisy Muculezi, Convention of Rights of the Child Technical Advisor
6. Monica Zikusoka, Monitoring and Evaluation Specialist

##### *International Committee of the Red Cross, Delegation/Country Team*

1. Jurg Eglin, Head of Delegation
2. Ali Naraghi, Deputy Head of Delegation
3. Luc SOENEN, Water & Habitat Coordinator
4. Janet Angelei, Economic Security Coordinator
5. Stephane Du Mortier, Health Focal Person

##### *Caritas Uganda*

1. Vincent Sebukyu,
2. Hellen Chanikare,
3. Mrs Mafumbo, Gender Focal Person – Uganda Catholic Secretariat

#### **Gulu District**

##### *District Officials:*

1. Christine Akumu, District Gender Officer

2. Paul Onok District Director Health Service
3. Charles Uma, Chairperson District Disaster Preparedness Management Committee
4. Sam Nyeko, District Water Officer
5. Jackson Lakor, Production- District Agriculture Officer
6. Caesar Akena, Education Focal Point Officer
7. Obwong Andrew – Ag. District Engineer
8. District Community Development Officer
9. District Probation and Welfare Officer
10. District Community Services Officer

*CARE Gulu Staff:*

11. Okin Phillip, Northern Region Team Leader
12. Ongom Pious, SMOWAC Programme Manager
13. Adokorach Judith,
14. Okello David Ben
15. Achan Hellen

*CARE Implementing Partners for SMOWACK:*

16. Mr. Oola Odiya, Programme Manager 'Kica Ber'
17. Rev. Lumumba Patrick, Diocese of Church of Uganda.
18. Apio Sarah, Business Development Officer, Diocese of Church of Uganda.

*CARE Beneficiaries of SMOWACK Project in Alokolum:*

19. Robert Oryem, Local Leader
20. Sarah Ocwee, Local Leader
21. Focus Group discussion with a number of male beneficiaries.

*CARE Implementing Partners for UNSCR 1325:*

22. Ochan George – Programme Officer, ARLPI
23. Okot Norbert Kizito – Finance Administration Officer, ARLPI
24. Margret Onono – General Secretary – GWAD
25. Latigo Lucy – Chairperson – GWAD
26. David Opiro – Volunteer, GWAD
27. Joyce Olur – Accountant, GWAD
28. Okello John Samuel – Personal Assist to RWOT D. O. ACANA II (KER KWARO ACHOLI)
29. Rwot Collins Opoka – Rwot (KER KWARO ACHOLI)
30. Rwot Arop Poppy Paul – Rwot (KER KWARO ACHOLI)
31. Rwot Jimmy Ochan Luwala, Rwot (KER KWARO ACHOLI)
32. Rwot Otinga Atuka Ottoya, Rwot (KER KWARO ACHOLI)
33. Angwoko Sophie – KER KWARO ACHOLI

*Norwegian Refugee Council Country Office Team*

34. Lamin Manjang, Ag. Country Director/Programme Director
35. Patrick Sikana, Project Manager - Education Programme
36. Astrid van Rooij, Project Manager – Food Security and Livelihoods Project
37. Anne Teigen, Project Manager – Food For Life/Food For Education
38. Project Manager – Information Counselling and Legal Assistance

39. Project Manager - Shelter

*WFP, NRC Partner*

40. Mr. Bai Mankay Sankoh, Head of Sub Office  
NRC Staff, (Camp Management Team Amuru)

41. Ojok Charles

42. Loum Jacob, Food Security and Livelihood Projects

43. Opira John, Camp Management Leader of Amuru

44. Camp Leader/LC I Chairman Amuru, NRC Volunteer

45. Sanitation Committee Members, Amuru

*NRC Beneficiaries, Labongo-gali Camp in Amuru*

46. Focused Group discussion

*ICRC Gulu*

47. Ynske Vandormael, Head of Sub-Delegation

48. Rose Agengo, Health Delegate

49. Jeroen Carrin, Economic Security Delegate

50. Water and Habitat Delegate

*ICRC Beneficiaries/Stakeholders:*

51. Patients at Labworomor Health Centre

52. Traditional Birth Attendants

53. Village Health Team Members

54. Health Management Committee Members

55. Local Council III Chairperson

56. Local Council I Chairperson

*Caritas Staff:*

57. J.B Comaneci, Director

58. George Kinyera, Project Manager

59. Robert Obali, Accountant

*Caritas Beneficiaries in Opit IDP Camp:*

60. Chan deg Kolo - Opit Child Mothers Group (beneficiaries of vocational skills development – gender project)

61. Farmers Group (beneficiaries of Oxen and ploughs – sustainable agriculture project)

**Lira/Apac/Oyam Districts**

*District & Sub County Officials:*

1. George Adoko, Deputy Chief Administrative Officer, Lira

2. Terence Awaro, Community Services Manager, Lira

3. AIP Christine Apio, In Charge, Child and Family Protection Unit, Lira central Police Station

4. Quinto Okello, District education Officer, Lira

5. Joel Awio, Senior Nursing Officer, Office of the District Director of health Services, Lira
6. Col. Charles Okello Engola Macodwogo, Chairman LC V Oyam.
7. Agira Chris Otim, District Community Development Officer, Oyam District
8. Aceng Mystika, senior Probation and Social Welfare Officer, Oyam District
9. Simon Peter Ogwal, District Inspector of School, Oyam district
10. Angom Ogwang Leonard, Senior Probation and Welfare Officer, Apac District
11. Dila Benson – LC III Chairperson, Otwal sub county, Oyam District
12. Ms. Hellen Koli, Member of Mobile Assessment Team, Apac District

*Save the Children Lira Office Staff:*

13. Denis Obita, Ag District Manager
14. Joyce Adoch Talamoi, project Coordinator Child Protection
15. Francis Ekadu, Project Coordinator Child Protection

*Acenlworo Christian Children Fund, partner for save the Children Lira Staff:*

16. John Bosco Ogada Odit, Team leader
17. Lawrence Olobo, Programme Officer - Child Protection
18. Enguu Geoffrey, Finance Officer

*CEASOP, Save the Children Lira partner Organisation Staff:*

19. Denis Otim, Director
20. Kenneth Okello Olwo, Programme Officer

*Other Stakeholders:*

21. Mzee Salim Oryem, LC I & Former Camp Leader—Aloi Corner IDP Camp (in view of MSF Holland activities)
22. Acuma Franklin – sub county Chief, Orum, Lira District
23. Apiny Lillian – ACDO, Orum sub county, Lira District
24. Child Protection Committees - Orum sub county, Lira District
25. Child Protection Committees - Olilim sub county, Lira District
26. Child Rights Clubs - Orum sub county, Otuoke County, Lira District
27. Child Rights Clubs - Olilim sub county, Otuoke County, Lira District
28. Child Protection Committees - Otwal sub county, Oyam Lira District

**Moroto /Nakapiripirit Districts**

*Moroto District Officials:*

1. Lino Angela, Acting Chairperson/Secretary for Works and Technical Services
2. Nahman Ojwee, Resident District Commissioner (RDC)
3. Paul Abul, District Education Officer
4. Timothy Koriang, Assistant Chief Administrative Officer for Bokora
5. Richard Alinga, Chief Finance Officer
6. Paul Puta, Coordinator, Alternative Basic Education for Karamoja (ABEK)
7. Adupa L. Dina, Municipal Education Officer
8. Ochola Paul Kenneth, Acting Deputy Head Teacher Nadunget Seed Secondary School

*Nakapiripirit District Officials:*

9. Juman Oriokot, District Education Officer
10. Rosemary Nawat, Coordinator Early Childhood Development and Education (ECDE)
11. Ademan Benjamin, Coordinator, Alternative Basic Education for Karamoja (ABEK)

*Save the Children Moroto Staff:*

12. Gabriel Oling Olang, Regional Manager
13. Rosemary Akech, Programme Manager Education
14. Oceri Ogola, Project Coordinator Peace building and Human Rights
15. Florence Achola, Finance Manager
16. Naomi A. Muhwezi, Programme Coordinator
17. Francis Obita, Project Coordinator Livelihoods
18. Romano Kapel, Kotido Focal Person
19. Michael Mudong, Education Focal Person, Kotido
20. Eric, Education Focal Person Nakapiripirit
21. Stephen Odong, Project Manager Human Resources

**Nebbi District**

*District Officials:*

1. Doreen Odongtho, Acting District LCV Chairperson/Deputy LCV Chairperson/Secretary for Gender, Labour and Elderly
2. Joseph Yooacel, Secretary for Social Services (Education, Health etc)
3. Betty Andima, Resident District Commissioner (RDC)
4. Allan Kajik, Mobilizer in the RDCs office
5. Lazarius Nyakuni, District Production Officer
6. Tom Ofoyuru, Deputy Agricultural Officer
7. Community Development Officer
8. Marcelo P'Jakeranga Okumu, Deputy Mayor
9. Jackson Jakisa, Deputy Speaker Nebbi Town Council/Councillor for Thata
10. Janet Apaco, Community Development Officer Nebbi Town Council
11. Justin Anewa, LC III Chairperson Nebbi sub county
12. Robert Okecha, Administrative Officer Nebbi sub county
13. Omar Kasamba, Secretary for Social Services Paidha sub county
14. Mohammed, Deputy Administrative Officer Paidha sub county

*Other Stakeholders:*

15. Wilfred Cwinyai, Community Development Manager Agency For Accelerated Regional Development (AFARD)
16. Florence Candiru, Finance and Administration Manager Agency For Accelerated Regional Development (AFARD)
17. Johanna Nordlander, Intern with Agency For Accelerated Regional Development (AFARD)

*Caritas Nebbi Management & Staff:*

18. His Grace Archbishop Martin Luluga, Chairperson of the Board
19. Rev. Fr. Geoffrey Ocamgiu, Programme Coordinator

20. Rev. Fr. Ayelangom, Project Manager HIV/AIDS
21. Parish Priest Paidha
22. Bernadette, Gender Focal Person
23. George, Agricultural Focal Person

### **Kitgum District**

#### *District Officials:*

1. Chairperson District Disaster Preparedness Management Committee (DDMC)
2. Dr. Alex Layoo, Medical Superintendent Kitgum Government Hospital
3. Mr. Amo Okwe Okaka, District Education Officer
4. Ms. Doreen Okuonziru Hellen Torach, District Inspector of Schools
5. Mr. Abal Peter, Production- District Agriculture Officer
6. Dr. Alex Olwedo, District Director Health Service
7. Mr. Johnson Owaru, Office of the Prime Minister, Disaster Preparedness.
8. District Water Officer

#### *ICRC Staff:*

9. Annette Corbaz, Head of Sub-delegation
10. Marina Muenchenbach, Water and Habitat Delegate.
11. Dr. Bonaventure Bazirutwabo, ICRC Attaché Hospital Administrator, Kitgum Hospital.

#### *NRC Staff:*

12. Ms. Coreen Auma, Project Coordinator, Food Security and Livelihood
13. Mr. Oloya Phillip Moi Project Coordinator, General Food Distribution
14. Mr. Okot Celestino Education Officer, Youth Education Programme (YEP)
15. Mr. Patrick Sikana, Project Manager, Education
16. Mr. Julius Tiboa, Project Coordinator Shelter.

#### *NRC Programme Beneficiaries*

##### *Lumule Primary School*

17. Head teacher,
18. Management Committee Members
19. Parents Teachers Association Members
20. Students

##### *Kitgum Matidi YEP Centre*

21. Head Instructor
22. Instructors
23. Trainees/Students

##### *Namukora YEP Centre*

24. Head Instructor
25. Instructors
26. Trainees/Students

*School of Disabled Kitgum (NUCBACD)228*

27. Teachers

*Pajimo Primary School*

28. Head Teacher

29. Teachers

30. School Management Committee

31. Parent Teachers Association members

*Padibe East*

32. Food Distribution Officials

*Padibe West*

Focus Group Discussion with Beneficiaries

33. EVI Shelter beneficiaries

34. IGA Goat rearing 'Dii Cwinyi' group

35. IGA Pig Rearing group

36. IGA Food Processing 'Opit Paco' group

*Caritas Staff:*

37. Obol Andrew, Programme Coordinator.

38. Msgr. Mathew Ojara, Parish Priest - Christ the King Parish.

*Beneficiaries*

39. Mrs. Carmela Lam, Community Clinic, Chair Catholic Action Group

40. Mrs Rose Mary Opoka, Community Clinic, Secretary

41. Mrs. Sylveria Olak, Chairperson 'Pit Tek' farmers group, Corner Alango.

42. Mrs. Paulina Obita, Treasurer, Pit Tek' farmers group, Corner Alango

**Pader District**

*District Officials:*

1. Local Council V (LC V) Chairperson
2. Charles Otai, Chief Administrative Officer, and Chairperson District Disaster Management Committee
3. Colwel Kitara, Senior School Inspector
4. Owor Thomas, District Community Development Officer
5. Margaret Alanyo, Acting District Education Officer
6. District Water Officer
7. District Director of Health Services (DDHS)
8. District Agricultural Officer/District Production Officer
9. Head teacher and Chairman SMC, Patongo primary school

*Save the Children Pader Staff:*

10. Moses Cik, Regional Manager, North (In charge of Acholi and Lango)

11. Robert Omara, District Manager

12. Innocent Lamunu, Project Coordinator- Child Protection

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228 Northern Uganda Community Based Action on Disability (NUCBACD).



13. Mathew Owachgiu, Project Coordinator -Livelihoods
14. Paska Aber, Project Coordinator - Child Protection
15. Boniface Omona, Project Coordinator- Education
16. Dorothy Akera, Finance Officer
17. Alice Acan; Programme Manager Christian Counselling fellowship (CCF); partner CBO

*Caritas Staff:*

18. Mr. Michael Ochola; District Coordinator
19. Odong Tanya - Focal person Puranga

*Norwegian Refugee Council staff:*

20. Eric Obwoya, Project Officer - Shelter Project/School Construction
21. Andrew Alele, Project Manager - Construction and Shelter Project
22. Angolli George Project Manager – Education/ school farming project
23. Aanyu Jane Atim, Project Officer - Teacher Training
24. Muliya Paul, Project Officer - Special Needs Education
25. Taabu Santo, Logistics Officer/Acting head of Pader sub office
26. Oguti Sebastian; project assistant School /Return monitoring
27. Ouma Alex Okello, Project Officer

*School Head Teachers/SMC<sup>229</sup>/Staff/PTA<sup>230</sup> supported by NRC:*

28. Head teacher and staff, Garagara Primary School
29. Head teacher, staff, PTA and SMC members, Patongo Primary School
30. Head teacher, staff, PTA and SMC members, Kalongo Girls

*CARE Staff:*

31. Aloyo Harriet (CARE staff n charge of SMOWAC)
32. Kibwota Paul (DOK staff– CARE implementing partner for SMOWAC)

*ICRC Staff:*

33. Veronika Hinz - Head Pader Office

**Norway**

34. Norwegian Red Cross
35. Norwegian Refugee Council
36. Caritas-Norway
37. MSF Norway
38. CARE Norway
39. Save the Children Norway
40. Norad—Oslo

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<sup>229</sup> School Management Committee

<sup>230</sup> Parents Teachers Association



## EVALUATION REPORTS

- 1.96 NORAD's Support of the Remote Area Development Programme (RADP) in Botswana
- 2.96 Norwegian Development Aid Experiences. A Review of Evaluation Studies 1986-92
- 3.96 The Norwegian People's Aid Mine Clearance Project in Cambodia
- 4.96 Democratic Global Civil Governance Report of the 1995 Benchmark Survey of NGOs
- 5.96 Evaluation of the Yearbook "Human Rights in Developing Countries"
- 1.97 Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS
- 2.97 «Kultursjokk og Korrektiv» – Evaluering av UD/NORADs Studiereiser for Lærere
- 3.97 Evaluation of Decentralisation and Development
- 4.97 Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique
- 5.97 Aid to Basic Education in Africa – Opportunities and Constraints
- 6.97 Norwegian Church Aid's Humanitarian and Peace-Making Work in Mali
- 7.97 Aid as a Tool for Promotion of Human Rights and Democracy: What can Norway do?
- 8.97 Evaluation of the Nordic Africa Institute, Uppsala
- 9.97 Evaluation of Norwegian Assistance to Worldview International Foundation
- 10.97 Review of Norwegian Assistance to IPS
- 11.97 Evaluation of Norwegian Humanitarian Assistance to the Sudan
- 12.97 Cooperation for Health DevelopmentWHO's Support to Programmes at Country Level
- 1.98 "Twinning for Development". Institutional Cooperation between Public Institutions in Norway and the South
- 2.98 Institutional Cooperation between Sokoine and Norwegian Agricultural Universities
- 3.98 Development through Institutions? Institutional Development Promoted by Norwegian Private Companies and Consulting Firms
- 4.98 Development through Institutions? Institutional Development Promoted by Norwegian Non-Governmental Organisations
- 5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
- 6.98 Managing Good Fortune – Macroeconomic Management and the Role of Aid in Botswana
- 7.98 The World Bank and Poverty in Africa
- 8.98 Evaluation of the Norwegian Program for Indigenous Peoples
- 9.98 Evaluering av Informasjons støtten til RORGene
- 10.98 Strategy for Assistance to Children in Norwegian Development Cooperation
- 11.98 Norwegian Assistance to Countries in Conflict
- 12.98 Evaluation of the Development Cooperation between Norway and Nicaragua
- 13.98 UNICEF-komiteen i Norge
- 14.98 Relief Work in Complex Emergencies
- 1.99 WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
- 2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
- 3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
- 4.99 Evaluation of the Tanzania-Norway Development Cooperation1994-1997
- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation1988-1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988-1998
- 3.00 The Project "Training for Peace in Southern Africa"
- 4.00 En kartlegging av erfaringer med norsk bistand gjennomfrivillige organisasjoner 1987-1999
- 5.00 Evaluation of the NUFU programme
- 6.00 Making Government Smaller and More Efficient.The Botswana Case
- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
- 9.00 "Norwegians? Who needs Norwegians?" Explaining the Oslo Back Channel: Norway's Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994-1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994-1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
- 5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995-2000
- 6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
- 7.01 Reconciliation Among Young People in the Balkans An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracyand Human Rights (NORDEM)
- 2.02 Evaluation of the International Humanitarian Assistance of theNorwegian Red Cross
- 3.02 Evaluation of ACOPAMAn ILO program for "Cooperative and Organizational Support to Grassroots Initiatives" in Western Africa 1978 - 1999
- 3A.02 Évaluation du programme ACOPAMUn programme du BIT sur l'« Appui associatif et coopératif auxInitiatives de Développement à la Base » en Afrique del'Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for Africain the World Bank
- 3.03 Evaluering av Bistandstorgets Evalueringsnettverk
- 1.04 Towards Strategic Framework for Peace-building: Getting Their Act Together.Overview Report of the Joint Utstein Study of the Peace-building.
- 2.04 Norwegian Peace-building policies: Lessons Learnt and Challenges Ahead
- 3.04 Evaluation of CESAR's activities in the Middle East Funded by Norway
- 4.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksemplifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
- 5.04 Study of the impact of the work of FORUT in Sri Lanka: Building CivilSociety
- 6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 -Study: Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 -Evaluation: Evaluation of the Norad Fellowship Programme
- 2.05 -Evaluation: Women Can Do It - an evaluation of the WCDI programme in the Western Balkans
- 3.05 Gender and Development – a review of evaluation report 1997-2004
- 4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
- 5.05 Evaluation of the "Strategy for Women and Gender Equality inDevelopment Cooperation (1997-2005)"
- 1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?
- 2.06 Evaluation of Fredskorpset
- 1.06 - Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
- 1.07 Evaluation of the Norwegian Petroleum-Related Assistance
- 1.07 - Synteserapport: Humanitær innsats ved naturkatastrofer:En syntese av evalueringsfunn
- 1.07 - Study: The Norwegian International Effort against Female Genital Mutilation
- 2.07 Evaluation of Norwegian Power-related Assistance
- 2.07 - Study Development Cooperation through Norwegian NGOs in South America
- 3.07 Evaluation of the Effects of the using M-621 Cargo Trucks in Humanitarian Transport Operations
- 4.07 Evaluation of Norwegian Development Support to Zambia (1991 - 2005)
- 5.07 Evaluation of the Development Cooperation to Norwegin NGOs in Guatemala
- 1.08 Evaluation: Evaluation of the Norwegian Emergency Preparedness System (NOREPS)
- 1.08 Study: The challenge of Assessing Aid Impact: A review of Norwegian Evaluation Practise
- 1.08 Synthesis Study: On Best Practise and Innovative Approaches to Capacity Development in Low Income African Countries
- 2.08 Evaluation: Joint Evaluation of the Trust Fund for Enviromentally and Socially Sustainable Development (TFESSD)
- 2.08 Synthesis Study: Cash Transfers Contributing to Social Protection: A Synthesis of Evaluation Findings
- 2.08 Study: Anti- Corruption Approaches. A Literature Review
- 3.08 Evaluation: Mid-term Evaluation the EEA Grants
- 4.08 Evaluation: Evaluation of Norwegian HIV/AIDS Responses
- 5.08 Evaluation: Evaluation of the Norwegian Reasearch and Development Activities in Conflict Prevention and Peace-building
- 6.08 Evaluation: Evaluation of Norwegian Development Cooperation in the Fisheries Sector
- 1.09 Evaluation: Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme
- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan

**Norad**

Norwegian Agency for  
Development Cooperation

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