

# **PROGRAMME REVIEW**

Action for Social Change programme, Uganda

ADRA Denmark



**Final Report**

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**Front page photo:**

Emorikinos Romrom Group, Kotido

## Acronyms and abbreviations

|      |   |
|------|---|
| ADRA | Adventist Development and Relief Agency |
| ALC  | Area Land Committee                     |
| ASC  | Action for Social Change                |
| CAO  | Chief Administrative Officer            |
| CBG  | Community-Based Group                   |
| CBO  | Community-Based Organisation            |
| CDO  | Community Development Officer           |
| CSA  | Civil Society Actor                     |
| CSO  | Civil Society Organisation              |
| DEO  | District Education Officer              |
| DKK  | Danish Crowns                           |
| DoC  | Dimension of Change                     |
| HRBA | Human Rights Based Approach             |
| MFA  | Danish Ministry of Foreign Affairs      |
| NGO  | Non-governmental Organisation           |
| PDC  | Parish Development Committee            |
| PLIP | People Living in Poverty                |
| PTA  | Parents Teacher Association             |
| RBA  | Rights-Based Approach                   |
| RT   | Review Team                             |
| SMC  | School Management Committee             |
| ToC  | Theory of Change                        |
| ToR  | Terms of Reference                      |
| UGX  | Uganda Shillings                        |
| VSLA | Village Savings and Loans Association   |

# Executive summary

## Introduction

### **The review's background and purpose**

The Action for Social Change (ASC) Programme is a development programme that focuses on resilience building and civil society development. The strategy is to improve the livelihood opportunities of people living in poverty to be in a better physical and mental position to claim and realise their rights and hereby enhance their resilience. The third phase of the ASC programme in Uganda (2016-2018) was implemented in three districts of Uganda's north-eastern Karamoja sub-region; Abim, Kaabong and Kotido.

ADRA Denmark has commissioned a review of the programme, outlining the following main objectives:

- To assess and document the impact of and lessons learned from the third phase of the ASC programme in Uganda, 2016-2018.
- To provide concrete and practical recommendations and best practices for the ASC programme that ADRA Uganda can use in the future programme design to improve both the livelihood and advocacy work done through the programme.

### **ADRA Uganda and the ASC programme in Karamoja**

ADRA's initial work in Karamoja started in 1988 with a focus on relief efforts through food distribution. The Karamoja sub-region is one of Uganda's least developed, with the poverty rate being three times the national average. Overall, the ASC programme is being implemented in a challenging area for development work, in particular when the focus is on supporting CBOs that mainly rely on own generated resources to become self-sustaining.

ADRA Denmark's overall ASC strategy is outlined in the document "*The Right to Participate*". The ASC strategy outlines a set of main factors that enable people to participate and contribute; these are expressed in five 'Change Areas', out of which the ASC strategy for Uganda focus on four of them.

## Review findings

### **Organisational capacity development**

Organisational capacity development forms a central part of the ASC programme – and contributes to the realisation of all programme Change Areas. The support provided by ADRA first and foremost focus on training, mentoring and coaching of existing community groups.

All of the eight CBOs that the RT engaged with as part of the field work were originally formed as village savings and loans associations (VSLAs). They used the savings made mainly to invest in various forms of income generating activities (IGAs) – mainly on an individual basis, but at times also as a group. The clear group structure, processes and purpose that comes as part of the VSLA methodology clearly contributes to the cohesion and sustainability of the CBOs. The related benefits from taking out loans to invest in small-scale business or productive activities, and the additional income that these have caused, are strong motivating factors in keeping the groups together. All groups expressed appreciation of the trainings and mentoring provided by ADRA and the results were demonstrated by many examples mentioned of groups being engaged in awareness raising and community sensitization initiatives and campaigns. CBO members confirmed that a good number of groups have taken initiatives to advocate for improvement of public services, addressing conflicts, etc. These advocacy initiatives are well documented in the ASC annual status reports.

Since organisational capacity development forms such a central part of the ASC programme, several attempts have been made to assess the growth of the CBOs supported. While there are many examples of

CBOs that have enhanced their capacity in several areas, based on the information provided to the RT, it can however be difficult to make an overall assessment of the organisations' level of capacity strengthening during the programme period.

The ADRA/ASC documents use a variety of terms regarding the different forms of organisations and institutions that the programme engages with and supports with various forms of capacity development. The RT suggests developing a clearer definition of these organisational structures and see them to fall in three main categories; CSOs, government instituted structures that represent citizens' interest, and councils of elected citizens. It would seem useful to base a stronger tool for capacity assessment and development on these different types of organisations that the programme supports.

### **Capacity of duty bearers to respond**

ADRA seeks to strengthen the understanding among local duty bearers about their roles and responsibilities, as well as their receptiveness and responsiveness to engagements with local citizens. This work addresses both members of elected local government and administrative and technical staff in local government structures. It also includes government instituted committees, such as Parish Development Committees (PDCs) and Area Land Committees (ALCs).

All government office bearers and officials that the RT met with confirmed the close collaboration with ADRA. It was clear that ADRA makes an effort to inform the responsible officers about the ASC programme activities, and discussions confirmed the positive spirit of collaboration. In particular, the training and capacity development efforts carried out at the lower Local Council level (village and parish) and in the government instituted committees were greatly appreciated by the recipients.

A key point of collaboration is when government office bearers participate in '*barazas*' arranged by the CBOs supported by ADRA. The barazas are increasingly recognised by both elected representatives and administrative managers in local government as an effective means of evaluating and improving the delivery of public services. The main challenge mentioned by the duty bearers was the fact that resources available to them were insufficient to meet the needs and wishes by the communities; both resources made available from central government and the resource mobilisation that was done at local level.

### **Livelihoods improvements and increased resilience**

The ASC strategy emphasises that people living in poverty need to ensure their livelihoods before they are able to address other concerns. The programme therefore prioritises the integration of sustainable livelihood strategies. Interventions seek to promote VSLAs, stimulate income generation, and encourage a diversification of livelihoods.

The overall assessment of VSLA practices indicate that these activities are well implemented. CBOs visited by the RT had been supported by ADRA for several years, and all of them were based on VSLA activities and used some of their savings for investments in IGAs, mainly at individual level and in some instances jointly by the members. The ASC team is not able to document, however, how the VSLAs are developing over time; e.g. determining their levels of saving, borrowing and annual sharing, and since these figures differ tremendously, it would seem important that the ASC programme collects some more solid data to use for analysis and to guide where staff needs to use more effort to support the groups.

The programme's approach to equipping the CBOs with a set of needed and relevant knowledge and skills, in combination with the initial VSLA training, significantly contributes to the interventions' sustainability. The capacity building is remaining with the beneficiaries – and in some areas, the skills have been imparted to other groups in the area. It was not possible to establish the overall IGA success rate due to lack of clear pre-set IGA performance indicators and collection of monitoring data. It would seem useful that the VSLA groups are trained in keeping minimal records of costs of inputs and incomes gained from sales, so that profit levels can be estimated and compared between the different forms of IGAs.

Almost all of the groups visited had reached a higher level of financial capacity over their years of existence; this was evidenced by statements by group members. Group benefits however go beyond the direct economic reward: Several of the groups reached a level of group cohesion and confidence that enabled them to write, submit proposals and solicit funds for further livelihoods activities from various INGOs and public sector institutions. In ADRA's further promotion of IGAs, it would seem useful to increase the emphasis on equipping VSLA members with entrepreneurial skills and knowledge that enables them to invest and manage enterprises at household level.

### **Advocacy activities and approaches**

The ASC programme employs a citizen centred advocacy approach; this is based on grassroots everyday needs and concerns and perceptions of what constitutes desirable social change.

It was one of the RT's noticeable observations that the VSLA approach, while initially a platform for improving levels of resilience of the members and their families, has other important derived effects: The group structure, combined with the ability to jointly generate financial resources and the awareness raising that comes with the training provided by ADRA, lifts the groups to a different level, where they are able to get involved in and to influence broader problems and development issues in their community. Many of them have developed an ability to carry out awareness raising campaigns on a number of issues that they and ADRA together have found important. More importantly, however, several groups have built an ability to mobilise and lobby for improved public services; a good number of examples are reported in the ASC status reports, and the RT received confirmation of some of these issues addressed during our engagement with the CBOs. ASC status reports indicate that out of 124 issues raised by communities, 79 of these were addressed by relevant authorities.

It is seen as a good practice that ADRA encourages and is able to facilitate collaboration between the CBOs and PDC to identify and select issues, challenges and development needs to be addressed, so that it links up to the institutionalised local planning process (that starts at the village and parish level).

The RT did not observe or was presented with documentation of actual advocacy activities that linked local issues to national level advocacy. This was not surprising, however, taking into consideration that the national advocacy work is a new change area which has only just recently been added to the ASC programme. The ASC team in Uganda is suggesting focusing on land rights and education sector issues for national level advocacy work. In the opinion of the RT it is important first of all to clearly identify issues that pose a challenge at the local level but have to be addressed at the national level – even when these issues are not always related to land rights or the education sector.

### **Target groups**

The ASC programme frequently indicate 'people living in poverty' (PLIP) as a target group. Nowhere, however, among the documents made available to the RT, is this target group defined or explained in more detail. There seems to be missing a clearer description of the PLIPs in the specific context of the ASC programme. The RT finds that the ASC team needs to develop methods to assess how well the programme is able to reach the different sections of the communities it works in. While the target area of Karamoja sub-region is assessed to be one of the poorest in Uganda, there are clearly differences in poverty levels between districts, villages and households. In order for the programme to be able to claim that it reaches the poorer segments of the population, it needs to be able to determine if this is actually the case.

## **Summary of findings and conclusions (in relation to OECD/DAC criteria)**

**Relevance:** The ASC programme is being implemented in a difficult context in Karamoja. The ASC programme's four Change Areas that together form up its ToC, and the approaches that combine capacity building, advocacy and strategic livelihoods services, are seen to be highly relevant approaches in the context.

**Effectiveness:** Based on the RT's review of the programme's indicator data, compared and contrasted with the observations made during the field visits, the level of goal achievement is assessed to be satisfactory, and very good on the most important areas that measure the CBO members' ability to engage in productive activities and to advocate for issues of their interest with local authorities, with almost half of them being addressed.

**Efficiency:** The project's target group numbers 3,680 people. The main target group of CBO members has been reached and slightly surpassed. It is unclear from the documentation provided if the second target group of School Clubs in reality number 1,350 as planned. It seems realistic that the project directly reaches 410 government authorities and 120 members of traditional authorities, elders, church and clan leaders. In addition to these direct target groups there are the people, who have benefitted from the issues that have been advocated for, addressed and/or solved by duty bearers. The ASC programme did not indicate a target figure for indirect beneficiaries, and the status reports do not provide an assessment of the size of this target group. It will be important that the new phase includes a clear strategy for expansion and spreading of its best practices.

**Impact:** The assessment of the ASC's level of impact takes its point of departure in the level of achievement of indicators set by the programme for its three Change Areas, supplemented by results documented in status reports and observations made by the RT during the field work phase of the assignment. Overall, it can be concluded that the ASC programme reaches a good level of impact within its three main Change Areas. The status reports document a relevant set of change stories that confirms the overall trend shown by the indicator data.

**Sustainability:** The review confirmed the activities-to-results connections indicated in the ToC. The review also confirmed that there is a likelihood that around one third of the CBO members use their increased resources to become involved in activities that works to improve the overall welfare of their community, by being engaged in a range of awareness raising activities and advocating for local issues of concern to be addressed and solved. The programme's approach to equipping the CBOs with a set of needed and relevant knowledge and skills, in combination with the initial VSLA training, clearly increases the sustainability of the intervention. The capacity enhancement activities are in some areas imparted to other groups in the area.

## Recommendations

1. The ASC programme needs to develop a clearer strategy for its organisational capacity development support. This needs to clarify how to assess the capacity of the different types of organisations that the programme supports; minimum criteria required to start a collaboration; capacity milestones to be monitored on an annual basis and expected achieved during the period of support; and criteria for certain levels of 'maturity' when organisations can be declared to have 'graduated' and when the partnership with ADRA becomes more ad hoc and based on different types of 'service contracts', involving peer support to jointly identified neighbouring groups and communities.
2. It is recommended to introduce a systematic VSLA financial monitoring and data collection system that covers all CBOs involved with this activity. This will require collecting data monthly or quarterly (depending on the group's activity level) and uploading the data at district level to a web-based platform that enables involved ADRA staff to monitor analyse the data on a continuous basis. (E.g. Savings Groups Information Exchange - <http://www.thesavix.org/>)
3. It is recommended that ADRA Uganda develops an elaborate strategy for the livelihoods and IGAs (as strategic services) in ASC, building on the intentions of the new draft ToC and explaining the programme's level of involvement – including its facilitation of linkages to specialised production, value chain and marketing related interventions in Karamoja.



4. It is recommended that ASC introduces additional methods and tools for local level advocacy work – as and when required, depending on the issue to be advocated for and the maturity of the CBO. These tools could for instance include social audits, community score cards, citizen report cards and participatory expenditure tracking. An initial approach to the planning of advocacy work could also be to do a mapping of public services that are supposed to be accessible in each CBO ‘catchment’ area.
5. It is recommended that the work on an Advocacy Plan takes its point of departure in a review and identification of existing development issues, problems, concerns, needs and interests that ADRA’s CBOs are presently involved with – and which are required to be addressed by district, regional or national level duty bearers. An analysis of these issues is then undertaken, using the Advocacy Policy’s outlined steps for developing an advocacy plan.
6. It is also recommended that ADRA starts a more systematic process of information exchange and cooperation on advocacy agendas with NGOs that are active in Karamoja on similar development agendas. The recently circulated Karamoja NGO Mapping Report 2018 could form basis for a mapping and identification of organisations that could be contacted.
7. It is recommended that ADRA district teams together with the supported CBOs carry out a simple village wealth ranking exercise as one of the introductory training and assessment activities. Hereafter, minor poverty impact studies can be carried out, in order to understand how well the benefits of the group activities have penetrated into the community and whether the poorest families have been able to benefit. The data produced as a result of these minor poverty studies are to supplement data available by local government, and the studies should therefore preferably be planned and coordinated with relevant officers. This type of studies would most likely provide indication as to the type of livelihoods activities that are more likely to provide benefits to families at different levels of the wealth ranking.
8. It is recommended that ASC in its new Programme Document for phase IV further clarifies the programme’s gender approach; including how it aims to enhance women’s role in decision-making and benefits from livelihoods activities. It should be considered if there is a need for a deliberate effort to increase the engagement of men (in particular the young men) in the programme’s activities; building on experiences and learning from the successes and failures of other initiatives in this area (e.g. Mercy Corps, Straight Talk, CARE).
9. ADRA Denmark and ADRA Uganda should review and revise the ASC programme indicators. To improve and ease the monitoring and reporting on programme indicators, agreement should be reached on a more detailed guideline on exactly which data is needed to inform the agreed indicators, and how these data are collected. Indicators that are partly overlapping should be merged or removed, and those that do not provide valuable information taken out.
10. The ADRA Uganda programme team needs to have a thorough discussion about the ACS programme’s area coverage and expansion approach. It could be useful to use a geographical mapping approach to this task; using a map of Karamoja to indicate the location of existing CBOs supported, district and sub-county offices, etc., as well as the location of communities that have not yet been reached, but which are within reasonable reach of the existing groups. Can an expansion strategy that makes effective use of existing groups and resource persons be developed? What is to be gained or lost from a strategy that expands from already supported communities versus starting up in a new district?

# 1. Introduction

## 1.1. Background for the review

The Action for Social Change (ASC) Programme is development programme initiated in Uganda in 2009 by the Adventist Development and Relief Agency (ADRA). It is currently implemented in Uganda, Burundi and Malawi. The overall goal of the ASC programme is to contribute to a status where citizens living in poverty are empowered to participate and contribute to realise their development rights and potential to break out of poverty.

ADRA Denmark has defined the following three development objectives that form part of the organisation's Global Strategy from 2016, and which guide long-term activities:

- ❖ Increased number of people living in poverty are empowered to participate in collective actions to enact social change;
- ❖ Increased number of people living in poverty access quality public services;
- ❖ Increased number of people living in poverty have improved their livelihood strategies.

The objectives guide ADRA Denmark's development programme under the Strategic Partnership with the Danish Ministry of Foreign Affairs (MFA), which provides the major part of funding for the ASC programme.

In Uganda, the ASC programme focuses on resilience building and civil society development. The strategy is to improve the livelihood opportunities of people living in poverty to be in a better physical and mental position to claim and realise their rights and hereby enhance their resilience. It also focuses on strengthening community structures to permit community members to communicate their needs and concerns and claim their rights, and on strengthening the capacity of duty-bearers to respond to these claims. The programme is being implemented in three districts of Uganda's north-eastern Karamoja sub-region; Abim, Kaabong and Kotido.

The third phase of the ASC programme in Uganda (2016-2018) has been working to achieve the following objectives:

1. Community structures that permit community members to communicate their needs, concerns and rights are in place.
2. Community members have the knowledge and skills to claim and realise their rights and utilise livelihood opportunities.
3. Local and national executive authorities have capacity, resources and willingness to respond to needs and claims raised by poor communities.

During the implementation of the third phase of the programme, ADRA Uganda realised a need to strengthen the link between their local and national advocacy work, which resulted in adding a fourth change area:

4. National and local legal and policy frameworks promoting and protecting citizens' rights and are in place and implemented

Thus, the ongoing phase of the ASC programme has an additional focus on strengthening ADRA Uganda's role in raising advocacy issues identified by the local communities to duty bearers at the national level. A new phase of ASC is planned for 2019-2021, where the programme will be expanded to also cover a district neighbouring the existing programme area.

## 1.2. Purpose and scope of the review

Two main objectives were outlined for the review<sup>1</sup>

- ❖ To assess and document the impact of and lessons learned from the third phase of the Action for Social Change programme in Uganda, 2016-2018.
- ❖ To provide concrete and practical recommendations and best practices for the ASC programme that ADRA Uganda can use in the future programme design to improve both the livelihood and advocacy work done through the programme.

In accordance with the ToR for the assignment and with reference to the outlined Scope of Work, the Review Team (RT) in their Inception Report paid special attention to the following issues:

- a) An assessment of the ASC programme's relevance and effectiveness in mobilising citizens in Karamoja to organise in community-based organisations (CBOs) and to participate in activities that contribute to their ability to break out of poverty, to realise their right to participation in decision-making concerning their future and to benefit from public services. This included:
- **An assessment of approaches to organisational capacity development of civil society organisations and other stakeholders:** The programme's approaches to mobilising of representatives of the target group to organise and developing their organisational capacities. The point of departure was a mapping of the different types of CSOs, indicating their characteristics in terms of members, area of work, key achievements and challenges. Methods of capacity strengthening and the results of these was assessed. The strength and sustainability of these organisations following a period of ADRA support was assessed – do they continue on their own?
  - **Assessment of livelihoods approaches:** Available documentation, interviews with ADRA staff and visits to supported groups and individuals was used to determine the various types of income generation activities promoted and supported by ADRA. The assessment sought to map out of the different forms of livelihoods and income generation activities and to assess their relevance, efficiency, impact and sustainability (viability).
  - **Assessment of advocacy activities and approaches:** Available documentation, interviews and focus groups discussions was used to provide an overview of the various advocacy activities and approaches undertaken by citizens and CBOs, with support from ADRA. The relevance (including the extent to which they capture key concerns and rights claims of the target population), as well as their quality and effectiveness was assessed. An attempt was made to assess the results in terms of influencing decision-making as well as in terms of bringing observable change (at local and other levels).
  - **Assessment of capacity of duty bearers to respond:** The assignment undertook an assessment of the programme's ability to improve the capacity of duty bearers to respond to the needs and expressed requirements by local communities. This was linked to identifying any additional challenges that prevents duty bearers to respond. The RT sought to differentiate between elected representatives (Local Council Chairpersons and members at level I-V) and technical staff (e.g. the Chief Administrative Officer and various heads of departments at sub-county and district level).

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<sup>1</sup> See the full Terms of Reference in Annex 1.

b) An assessment of ADRA Uganda's strategic approaches and overall capacity to provide support to the CBOs and NGOs in Karamoja in their efforts to advocate for policy change and improved implementation of policies to meet their needs and rights. This included:

- **Documentation of contributions:** Available documentation and interactions with ADRA staff was used to determine ADRA Uganda's contributions to advocacy results. It was assessed if and how issues and problems raised by local communities and CBOs in Karamoja have been or are brought to the attention of relevant duty bearers, and how these processes were facilitated by ADRA.
- **Assessment of strategic framework and capacity:** Available organisational strategies and methodologies in ADRA Uganda to undertake advocacy work was assessed, as well as the application of these in the actual advocacy activities. To which extent have recommendations from the 2014 Cross-country Advocacy Review been able to facilitate a strengthening of the strategic framework?

### 1.3. Methodologies used

The proposed methodology for the review assignment was outlined in the RT's Inception Report, submitted to ADRA by 20 November 2018. A meeting was held with ADRA Denmark on 22 November 2018, to discuss and agree on review approaches, schedule and report format. The Scope of Work of the assignment as outlined in the ToR were divided into two main sections; namely to assess:

- a) The strategies to sustain and empower CBO members to participate and contribute to realise their rights and potential to break out of poverty; and
- b) ADRA Uganda's strategies and approaches to engage in policy advocacy at national level.

It was agreed that the review's main emphasis would be on the first assessment area. It was also agreed that the assessment would include an assessment of each of the five basic OECD/DAC evaluation criteria concerning the programme's relevance, effectiveness, efficiency, impact and sustainability.<sup>2</sup>

A set of key questions were developed in line with the scope of the review and the five evaluation criteria, in order to facilitate the passing of information by and to stimulate discussion with key stakeholders in the programme.

Data collection was carried out mainly by means of reviewing documentation materials, by individual interviews with key stakeholders and by a series of focus group discussions during the field visit phase of the assignment. The collection of information and data took place as follows:

- a) Existing programme documentation was subjected to a desk review. Available documentation included key ADRA and ASC documents provided by ADRA Denmark (see Annex 7); additional documentation of the programme was provided when requested. The RT also reviewed some central documents regarding recent developments in Karamoja, to provide updated information concerning poverty, food security, agricultural production, political developments, etc. of relevance to the ADRA intervention.
- b) Meetings were held with key ADRA Uganda staff on 26 November 2018, at the start of the RT's work in Uganda. Consultations were done to go through key parts of the Inception Report for the assignment, discuss approaches and plans for field visits. A few individual staff members were interviewed in order for the RT to receive additional information concerning the ASC programme, as well as to initiate a

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<sup>2</sup> The OECD/DAC evaluation criteria are applied by ADRA as part of their Evaluation Policy 2017.

discussion with staff involved in advocacy and livelihoods work concerning strategic approaches and key activities carried out.

c) Field work in Karamoja was carried out during the days 27 November to 4 December 2018, and included as follows:

- An initial meeting was held with ADRA Uganda ASC managers and coordinators at the office in Kotido about the ASC programme, its organisation, present status and the different types of monitoring data collected. The tentative plan for visits and meetings with beneficiaries, CBOs, government officials and other stakeholders was reviewed.
- Focus group discussions and interviews with a cross-section of CBOs and other forms of civil society groups that ADRA is supporting, using a set of guiding interview questions to facilitate an assessment of achievement of change dimensions in support of the objectives of ASC's third phase. The RT visited and had focus group discussions with 8 functional CBOs; 4 in Kotido and 4 in Abim district.<sup>3</sup>
- Interviews and group discussions with individuals who represent the different duty bearers that the programme interacts with and have provided capacity development services to: Local Council and Committee members at various levels as well as technical staff and heads of departments that the programme have engaged with. A set of guiding questions was used to identify areas of collaboration with local CBO supported by ADRA and how this has benefitted and/or influenced the work of the duty bearers. The RT interviewed 18 different government sector office bearers and officials (administrators and technical staff) and 3 elected government representatives, at district and sub-county level. Also, some 24 members of Parish Development Committees (PDCs)<sup>4</sup> and Area Land Committees (ALCs)<sup>5</sup> were met with. In total, during this part of the assignment, the RT interacted with close to 300 stakeholders of the ASC programme:

**Table 1: Stakeholders interacted with by the Review Team**

|                                       |            |
|---------------------------------------|------------|
| ADRA staff members                    | 18         |
| Members of 8 CBOs (approximately)     | 200        |
| School Club representatives           | 2          |
| Parish and Area Development Committee | 24         |
| Elders Council & Association          | 19         |
| Religious leaders                     | 9          |
| District officials                    | 21         |
| <b>Total</b>                          | <b>293</b> |

As indicated in Table 1, all main groups of key stakeholders to the ASC programme have been represented in the interactions (interviews and focus group discussions) undertaken by the RT. One group is however underrepresented, and this is representatives from the School Clubs that ADRA

<sup>3</sup> **Kotido:** Elocokinos and Alakara Ekisil Group (Lokitelaebu), Engarakinos Farmers Group (Kacheri), Emorikinos Romrom Group (Lokocil). **Abim:** Obokeoloth Women Group and Bed Kigen Women Group (Awach), St. Catherine youth group and Gulonger Women in Action (Molulem).

<sup>4</sup> Local government development planning processes starts at community level by the Parish Development Committees. The PDC is to seek integration of community, parish/Ward, CBO, and private sector development aspirations and/or programs into the respective Local Level Government development plan.

<sup>5</sup> Land Committees are appointed by the district council at sub-county or division level and consist of a chairperson and four other persons who serve on a part time basis. The Land Committee assist the District Land Board in an advisory capacity on matters relating to land, including ascertaining rights on land.

supports. The RT was able to meet only with a Head Teacher and a Focal Teacher, and the team's assessment of this group of activities cannot be said to be fully representative of the approximately 30 School Clubs assisted by the ASC programme.<sup>6</sup>

It should also be noted that the RT visited stakeholders in two out of the three districts in Karamoja that are covered by the programme: Kotido and Abim were visited, but not Kaabong. For reasons of available time and travel distances there was a need to focus on two districts. A comparison between the different indicators in the seven districts that make up Karamoja region shows that Kotido and Kaabong have similar vulnerability level rankings. They have the highest number of people living in poverty, who are targeted by the ADRA program. Therefore, either of the two were seen to give a reliable sample for the study. Abim is better off than the two others, which was likely to bring a slightly different perspective to the review; increasing the possibility that study findings can be used in the design of future programs that target more districts in the region.

- A debriefing workshop with ADRA staff from the three district offices was held during the morning of 4 December 2018, to present and verify key findings, discuss draft conclusions and identify areas for programme improvement.
- d) Upon the RT's return to Kampala, a couple of meetings were held with International NGOs that have a strong involvement in the education sector in Karamoja, and also seen to have a high profile in advocacy work at the national level. These meetings were arranged to assess and understand the types of potential alliances that ADRA could build with likeminded (I)NGOs, to strengthen linkages between local development problems identified in Karamoja, challenges in policy implementation that require intervention by government institutions at a higher level, and ADRA's involvement in advocacy work at national level.
- e) A final debriefing presentation and group discussion with ADRA Uganda's management team was facilitated by the RT in the afternoon of 6 December 2018. Here, key findings and recommendations were presented and tested.

A full review mission itinerary and list of persons met is available in Annex 2.

The RT has collected a few case stories to illustrate some best practices or key lessons learned within the different assessment areas. These case stories are included in the report when found to be representative of key findings or to underline a recommendation for improvement of the programme.

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<sup>6</sup> The ToR for the review did not focus on the School Clubs and the schedule for the RT's field work included just one school visit (and unfortunately this fell on a day when pupils sat for their exams).

## 2. ASC programme history, design and strategy (2016-18)

### 2.1. ADRA Uganda

ADRA Uganda was established in 1986 and registered as a faith-based organisation. It was created to do humanitarian and development work, outside the mainstream of the Adventist Church. With its local registration, ADRA Uganda has its own Board, but is part of the international ADRA network, whose Headquarters are in Maryland USA. ADRA International plays a coordination, technical backstopping and quality control role, mainly administered through its ADRA Africa Regional Office based in Nairobi. ADRA Uganda also has bi-lateral relations with several ADRA Country Offices such as ADRA Denmark, ADRA Sweden, and ADRA Austria. It is through such arrangements that the ASC Programme is funded by Danida through ADRA Denmark.

ADRA Uganda is governed by a 12-member Board. The President of the Seventh-day Adventist Union in Uganda is the Chairperson, the Country Director is the Secretary. Other members are chosen based on their professional expertise as deemed relevant to ADRA Uganda's work; e.g. health, economics and business, education, legal matters, engineering. The Country Director is also the Chief Executive Officer, appointed by the Board. Each programme has its own management structure at the local level, led by a Program Director.

Strategic plans are developed at international, regional and country level – aiming at alignment with each other upwards as well as with national needs and priorities of other donors. The ASC programme is one of ADRA Uganda's largest programmes; it constitutes around 35% of the organisation's funding and employs some 20 fulltime and additional part-time staff out of the full work force of 120 people. The relative financial importance of ASC has slightly reduced during the past few years because of an increased engagement with emergency projects. At present, other sizeable project engagements of ADRA Uganda are:

- Emergency work in the area of South Sudanese refugees, funded by UNHCR
- General Food Assistance for Congolese refugees with funding from WFP and ADRA International
- Resilience building, water and sanitation and education work in West Nile
- Educational integration of Congolese refugees in Kamwenge area
- Livelihoods assistance for the Batwa people in South-Western Uganda.

### 2.2. Developing the ASC programme

ADRA's initial work in Karamoja started in 1988 with a focus on relief efforts through food distribution. These interventions responded to the overwhelming food insecurity among communities in the region. During the period 2002-2009, ADRA Uganda and ADRA Denmark worked in partnership to implement two phases of the Karamoja Integrated Rural Education Project (KITENEP). Both phases focused on service delivery, however, increasingly with an emphasis on capacity building interventions to address the challenges related to community development and empowerment. Based on the experience from KITENEP, ADRA began implementing the ASC programme; engaging community-based groups and building on a human rights-based approach to programming. The first two phases on the ASC programme (2009-2015) aimed at achieving *"A strengthened, vibrant, locally rooted civil society in Karamoja, which can be a dynamic actor in social, political and economic development processes."*

ASC has since its start in 2009 had a strong civil society strengthening focus; this was a new focus of the Uganda programme that had by then a major focus on service delivery and gap filling. The shift was both a reaction to the publishing of Danida's Strategy for Civil Society, but also a realisation that there was a need to build local capacities in order to address systemic development problems. The change was also linked to

the introduction of working with a rights-based approach (RBA). Progressively, the service delivery elements of the programme were reduced, combined with an increased focus on organisational strengthening and economic empowerment.

The draft of the new ASC strategy for 2018-21 has selected education and land rights as two issues around which to be involved with advocacy at national level; land rights being seen as a barrier to achieving sustainable livelihoods by the target groups. It was noted that ADRA Denmark has a non-confrontational advocacy approach, and this therefore must be factored in when selecting partner alliances to work on these issues together with.

### 2.3. The ASC programme's context in Karamoja

The ASC Uganda Programme Document 2016-2018 provided an analysis of the context situation in Karamoja, and points to the sub-region being classified as one of Uganda's least developed, with the poverty rate being three times the national average. Food security is a major challenge in the region, with up to 45% of households in the region being food insecure. A high level of climate variability undermines the capacity to utilize the region's natural resources, as they are affected by droughts, floods and dry spells.

Furthermore, insecurity associated with armed conflict has remained an issue in the region for decades, and conflicts both in between communities in Karamoja and with communities across borders to neighbouring countries are still rife – even if a disarmament program that was carried out by the Ugandan Government and ending in 2013 has contributed significantly to the current prevailing peace. As mentioned in the Programme Document, the relative peace is gradually posing a challenge to land ownership and rights, as people move to resettle in the previously insecure areas. This situation has continued during the period of the programme's phase II and poses a significant challenge as approximately 80% of the population is involved in pastoralism or agro-pastoralism. Prevailing social norms and cultural practices also continue to play an important role in communal and private life in Karamoja, posing additional challenges to issues related to development, participation, decision-making, education and gender equality.

A recent Resilience Analysis in Karamoja points to the differences among the three districts that form part of the ASC programme: Abim is seen to be the most resilient district in Karamoja, where crop diversification, income source diversification and education play a key role in contributing to the district's resilience capacity. Among the medium-high resilient districts, Kotido (and Moroto) show a lower capacity to cope with food-related shocks and with lower education levels. The less resilient districts are seen to be Kaabong (and Amudat), where income diversification and crop diversification is seen to have limited relevance in terms of resilience capacity.

Overall, the Karamoja sub-region is a challenging area for development work, in particular when the focus is on supporting CBOs that mainly rely on own generated resources to become self-sustaining. Kotido and Kaabong, being the ASC focus districts with the highest part of the population depending on pastoralism and agro-pastoralism for their livelihoods, as well as being characterised by lower resilience, have a high need for assistance, but also pose particular challenges. The frequent periods of drought have increased in magnitude and frequency, seriously eroding the productive assets and traditional coping capacities that support livelihoods. From 2001, there have been extended dry spells and as a result, there has been repeated crop failures and low livestock productivity, aggravated by presence of trans-boundary animal diseases. Periods of crop failure have necessitated extensive emergency food assistance, crop seeds and other agricultural inputs and tools. The situation has contributed a high expectation for service delivery.



## 2.4. ASC strategies and approaches

ADRA Denmark's overall ASC strategy is outlined in the document *"The Right to Participate"*. The overall objective of the ASC programme is to contribute to a situation where:

*"People in Africa living in poverty are empowered to participate and contribute to realise their development rights and potential to break out of poverty."*

The ASC strategy outlines a set of main factors that enable people to participate and contribute; these are expressed in five 'Change Areas', out of which the ASC strategy for Uganda focus on the first three:

### **A. Communities articulate concerns and claim their rights**

*The theory of change is that if people know their rights, if they are organised, if issues of concern to people living in poverty are raised publicly, then relevant decision makers will be more motivated to address these issues and find solutions to the needs and concerns raised.*

### **B. Community members utilise knowledge, skills and structures to pursue livelihood opportunities**

*The theory of change is that if people get the knowledge and skills to utilise livelihood opportunities, then they will become more resilient and better able to act as change agents for themselves, their families and their community.*

### **C. Local and national duty-bearers have the capacity, resources and willingness to respond to needs and claims raised by citizens**

*The theory of change is that if duty-bearers understand human rights and are aware of their own responsibilities as duty-bearers, if relations based on trust, dialogue and mutual understanding are created between the groups, ASC staff members and formal and informal decision makers, then local community groups and the ASC programme will influence key decisions in benefit of people living in poverty.*

In connection with ADRA Denmark's application for and granting of a 4-year Strategic Partnership with the Danish Ministry of Foreign Affairs for the period 2018-21, it was decided to add a fourth Change Area to the ASC Uganda programme:

### **E. National and local legal and policy frameworks promoting and protecting citizens' rights are in place and implemented**

*The theory of change is that if a strong link from locally rooted/identified advocacy issues to national policy issues can be established and if ADRA can build alliances with relevant stakeholders to inform policy/decision makers, then ADRA can influence transparent implementation of laws and policies that promote and protect citizen's rights.*

Connected to each of the Change Areas are a set of global indicators – 3 for Change Area 1, 2 for Change Area 2 and 1 for Change Area 3 (these indicators are presented in Annex 5). In addition to the global Change Areas, ADRA Denmark has defined a set of Change Dimensions; there are two Change Dimensions under each Change Area – and connected to each Change Dimension is 1-2 indicators of success / goal achievement. This means that the ASC programme has a total of 4 Change Areas and 7 Change Dimensions, linked to 15-20 different indicators (depending on the reporting period).<sup>7</sup>

<sup>7</sup> The overall ASC Theory of Change is presented in Annex 4, and a table with all of the 20 original indicators from the 2016-18 Programme Document, together with goal achievement, in Annex 5.

The ASC programme's **target groups** as indicated in the programme document are:

- 1,800 people living in poverty, organised in 60 CBGs
- 1,350 members of 30 school clubs
- 410 government authorities (including 288 members of Parish Development Committees, 95 sub-county technical officers, and 27 district technical officers)
- 120 members of the traditional authorities, including elders, kraal and clan leaders.

### 3. Review findings and recommendations

#### 3.1. Organisational capacity development

Organisational capacity development forms a central part of the ASC programme – and contributes to the realisation of all the three original Change Areas.<sup>8</sup> The programme works with CBOs and enhance their knowledge of rights and various social norms that affect or provide an opportunity for the organisations and their members to play an active role in development processes. Capacity development needs are decided based on the results of capacity assessment exercises, and the focus is on building the ability of CBO members to identify and become agents of change in addressing development issues.<sup>9</sup> The support provided by ADRA first and foremost focus on training, mentoring and coaching of existing community groups.

All of the eight CBOs that the RT engaged with as part of the field work were originally formed as village savings and loans associations (VSLAs). They used the savings made mainly to invest in various forms of income generating activities (IGAs) – mainly on an individual basis, but at times also as a group. Gradually, as the groups had received additional training and mentoring from ADRA, they have all become involved in other types of activities, starting with raising awareness in their own community – and often also in neighbouring communities – about local development problems, e.g. related to health, economic activities, social issues. Most of the groups had engaged in advocacy work to improve delivery of public services or to influence the local government planning and investments processes.

The clear group structure, processes and purpose that comes as part of the VSLA methodology clearly contributes to the cohesion and sustainability of the CBOs. The related benefits from taking out loans to invest in small-scale business or productive activities, and the additional income that these have caused, are strong motivating factors in keeping the groups together. The VSLA members build strong social bonds together and this is an important factor in motivating members to look beyond their own situation and to become engaged in matters of help and improvement in the local community. Several examples were brought up of groups that had used available resources to assist a particularly vulnerable person or household, e.g. to cover costs related to medical treatment of a seriously ill person or the construction of a house of an old woman who did not have the strengths means of family support to do this.

All groups expressed appreciation of the trainings and mentoring provided by ADRA and the results were demonstrated by many examples mentioned of groups being engaged in awareness raising and community sensitization initiatives and campaigns – on issues such as: Hygiene and sanitation, infant feeding, education (enrolment, retention – with focus on the girl child); combatting alcoholism, gender-based violence, defilement and HIV/AIDS; improving farming practices, grain processing, cereal banking, goat rearing, microfinance, etc. The overall impression based on annual status reports and from discussions and interviews is that these activities have a good and widespread effects.

In a few instances, when the CBOs has tried to engage neighbouring communities in awareness raising campaigns, their legitimacy has been questioned: “*Who are you coming here to tell us what to do and not to do?*”. This reaction can partly be caused by a lack of interest or more direct resistance to the issues to be discussed, but in any instance, it seems important to prepare the ground for such visits through ensuring an invitation by local leaders and spreading information about the purpose of the visit in advance.

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<sup>8</sup> Change Areas A, B and C, see section 2.4.

<sup>9</sup> The programme document mentions that the Reflect methodology is used in building the capacity of community members to reflect on and analyse their own situation and initiative relevant solutions. The ADRA programme team in Kotido did not, however, find this methodology to work well, as the interest among community members to go through the process was not there.

The RT's interactions with CBO members confirmed that a good number of groups have taken initiatives to advocate for improvement of public services, addressing conflicts, etc. These advocacy initiatives are well documented in the ASC annual status reports. Some of the examples mentioned during the meetings were:

- Alakara Ekisil Group in Kotido had received training in health and sanitation and used this for an awareness raising campaign in the village on the importance of keeping the area clean. The issue of services provided at the local clinic was also raised; there was a problem with the attendance of staff at night, a shortage of drugs and a tendency to deny services to some patients. Together with a neighbouring group, they called for a meeting with staff and leaders and the issues were discussed and have subsequently been solved. Some staff members were transferred.
- Bed Kigen Women Group in Abim were trained in issues of nutrition – and saw a high rate of malnutrition in their community. The group sensitized the community members on nutritious and valuable crops and there is now a reduction in incidences of malnutrition. Campaigns on hygiene and sanitation and environmental protection were carried out, which has resulted in an increase in protected wells. The group has also worked on reducing domestic violence and early marriages. They introduced a 'wistle blowing' to reduce open defecation. The group was also involved in advocating for the improved discharge of public services, mainly in the local clinic.

The RT tried to assess the developments in the supported CBOs during ASC Phase III: Has the number of CBOs supported and their number of members (men and women) in- or decreased during the programme's three-year duration? Are more people (men and women) becoming members of the groups? Is there a development over the years in the specific groups being supported – so that some of the groups that were supported in the past have been exchanged with new groups? Is the support provided seen to have an effect in terms of the capacity of the CBOs to undertake certain types of work? The RT requested for this type of data and was provided with various matrix overviews of the CBOs supported, prepared by ADRA district sub-offices. Combined with data provided in the programme's annual status reports, the following findings appear:

**Table 2: Number of CBOs supported and their members in 2016**

| District     | # of CBOs | Men        | Pct.       | Women       | Pct.       | Total       |
|--------------|-----------|------------|------------|-------------|------------|-------------|
| KAABONG      | 21        | 250        | 37%        | 429         | 63%        | 679         |
| KOTIDO       | 20        | 144        | 21%        | 546         | 79%        | 690         |
| ABIM         | 20        | 140        | 23%        | 459         | 77%        | 599         |
| <b>TOTAL</b> | <b>61</b> | <b>534</b> | <b>27%</b> | <b>1434</b> | <b>73%</b> | <b>1968</b> |

Table 2 enables us to conclude that the ASC programme is reaching its original target of 1,800 people, organised in 60 CBOs. Based on the numbers provided for 2016, the programme was actually reaching almost 10% above the target. However, in 2017, status reports indicate that the number of CBO members has gone down to 1,890 and in 2018 to 1,585 (12% below target). The explanation for this decrease is mainly the decided limit of 60 CBOs that the programme has an effective capacity to support. However, at the same time some members leave their group and these 'old' groups are less willing to take in new members, but instead recommend the formation of new groups.

It can also be concluded (as also observed by the RT during the field work) that members of supported CBOs are predominantly women (79% in Kotido, 77% in Abim, 63% in Kaabong). The proportion of male members in Kaabong District is however significantly higher than in the two other districts; an observation that will be further discussed in section 3.6.

The number of CBOs supported has remained constant at 60-63 throughout the 3-year period. It seems that it is almost entirely the same CBOs that were supported in 2018 as was the case in 2016. An 'Abim District CBO Profile' provided to the team indicates the year of initiation of each of the groups, and it

becomes apparent that the average age of the groups is just over 10 years, with 7 of the groups having been established between year 2000 and 2005.<sup>10</sup>

Since organisational capacity development forms such a central part of the ASC programme, several attempts have been made to assess the growth of the CBOs supported. The RT was presented with lists of the CBOs, with a simple scoring added that divided them into three or four groups, depending on their assessed strength. It was not clear, however, what were the criteria used for placing a CBO in one group rather than another. Table 3 below presents the data that was made available, and this shows that it can be difficult to make an overall assessment of whether the groups' capacities were strengthened during the programme period (the figures seem to indicate, however, that the capacity of CBOs in Abim has increased from 2016 to 2018, with seven organisations moving from 'low' to 'medium' capacity).

**Table 3: Assessed capacity levels of supported CBOs in 2016<sup>11</sup> and 2018, by district**

|         | <b>2016</b> |        |     | <b>2018</b> |        |     |
|---------|-------------|--------|-----|-------------|--------|-----|
|         | High        | Medium | Low | High        | Medium | Low |
| KAABONG | 2           | 8      | 11  | 4           | 6      | 11  |
| KOTIDO  | 4           | 6      | 10  | -           | -      | -   |
| ABIM    | 5           | 4      | 11  | 4           | 12     | 4   |

A couple of lists of criteria for selection of CBOs to benefit from conditional grants or to become implementing partner were available to the RT. Even if these represent useful attempts at developing this type of 'capacity' criteria, they have been worked out for different purposes and have not been used systematically to assess capacity development over time. Also, reasons for inclusion of some of the criteria are unclear while other criteria appear insufficiently specific to be effectively measured.

ADRA Uganda during 2018 commissioned an external consultancy to conduct an organisational assessment of the 60 supported CBOs. In the draft report that was made available to the RT, the purpose of this work is explained: *"In the previous phases of the program ADRA has been directly involved in the program implementation. In ASC IV, ADRA intends to partner with 20 strong mature CBOs to implement programme activities on behalf of the organisation. It is on this basis that the organisational capacity assessment was conducted in the three districts."* It is mentioned that the assessment process followed an assessment tool that was modified to suit the type and category of CBOs. While the exercise was clearly very comprehensive (using a total of 28 research assistants that collected scores on a set of seven criteria<sup>12</sup>, supplemented with additional assessment tools), the RT finds that the main challenge is that the CBOs have been assessed on criteria that they are not ready or able to meet. The assessment tool focuses on the existence of a set of organisational systems and management practices that are important for intermediary type NGOs, not for the self-help type community-based organisations that ADRA is working with. ADRA Uganda is seeking inspiration from other organisations concerning the most appropriate organisational capacity assessment to used, and this is a good initiative. It is questionable, however, if it is a good strategy

<sup>10</sup> Some groups have received support from ADRA for a shorter period, a few perhaps for longer.

<sup>11</sup> In 2016, CBOs in Kotido and Abim were registered in 4 'capacity' groups; 1a, 1b, 2a, 2b. In this table, groups 1b and 2a have been registered as 'medium' organisations. An overview of the status of CBOs in Kotido in 2018 was not available.

<sup>12</sup> Governance system, management practices, human resources, financial systems, service delivery, trust and partnership, and sustainable systems – supplemented by Focus Group discussions that used tools such as card ranking, bull's eye, traffic light voting, matrix scoring and line on the floor voting.

to make the ASC-supported CBOs develop into NGO-type organisations (and to make it apparent that this is what they should be striving for).

In the national NGO environment in Uganda, there has during the past years been an ongoing discussion about the sustainability of the large NGO sector that has developed during the past 30 years. The NGOs are criticized for not being sufficiently rooted in local communities and unable to respond to changing demands from target communities; for having a heavy donor-dependence and a weak capacity to generate own funding; for having developed a mechanical project culture that focus on short-term results and upward accountability.<sup>13</sup> ADRA's approach to supporting CBOs in Karamoja can be said to have avoided many of these challenges. It would therefore seem important that ADRA (Denmark and Uganda) seriously considers the path it wants to take the CBO partners on; what is to be gained from 'promoting' some of the CBOs to become implementing partners (intermediary NGOs) and what could be some risks involved? It is the RT's assessment that it could well push the CBOs out of balance if they have to move their attention towards developing organisational policies and management guidelines, and if some of the members are offered some form of employment. Alternative strategies could well be pursued if the main aim is to use the strongest CBOs as catalysts for change in new, adjacent areas.

**Recommendation 1:** The ASC programme needs to develop a clearer strategy for its organisational capacity development support. This needs to clarify how to assess the capacity of the different types of organisations that the programme supports; minimum criteria required to start a collaboration; capacity milestones to be monitored on an annual basis and expected achieved during the period of support; and criteria for certain levels of 'maturity' when organisations can be declared to have 'graduated' and when the partnership with ADRA becomes more ad hoc and based on different types of 'service contracts', involving peer support to jointly identified neighbouring groups and communities.<sup>14</sup>

The ADRA/ASC documents uses a variety of terms regarding the different forms of organisations and institutions (whether in civil society or government) that the programme engages with and supports in various forms of capacity development. Particularly for civil society organisations, a number of different terms are used: Groups, networks, CBGs, CBOs, CSAs, NGOs, Church and religious organisations, cultural organisations, organisations of elders and traditional leaders, etc. The terms are however not used systematically and a definition of the different structures and the way they relate to the ASC programme seems to be missing. ADRA's use of the term 'network' is at times confusing, since it seems also to denote individual organisations – rather than a 'spider web' of organisations that are connected to each other in different ways. In the RT's assessment, the programme supports or interacts with the following types of organised structures:

- a) CSOs: CBGs, CBOs, NGOs, Church and religious organisations, cultural organisations, organisations of elders and traditional leaders. These are all different forms of civil society organisations – one of the most important ones being the groups that ADRA supports at community level. The ADRA team in Karamoja explained that they define CBGs to be unregistered groups and CBOs to be groups that had been registered with the local sub-county. This makes good sense, and if this definition is adopted, most of the groups supported are CBOs because almost all of them are registered.

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<sup>13</sup> The Democratic Governance Facility in late 2016 invited a handful of key Ugandan civil society actors to write brief 'Think Pieces' on the state of civil society in the country – to be used for a DGF Partners Conference.

<sup>14</sup> It should be noted that the ASC Uganda Programme Document 2016-2018 included as part of its main activities (section 3.6) to carry out a baseline study and a capacity assessment of the programme's 60 CBOs, 30 Schools Clubs and 3 Cultural Leaders Associations – to establish the status of set indicators in order to effectively track the level of goal achievement. The aim was also to assess the groups against some set criteria and minimum criteria for CBOs to work with. As far as the RT was informed, ADRA Uganda found the results of this work not to meet the required standard, and the baseline study was never finalised.

- b) Government instituted structures that represent and coordinate issues or resources of interest to groups of citizens: These are e.g. School Management Committees, Parent Teacher Associations, Health Unit Management Committees, Parish Development Committees, Area Land Committees, Water User Committees, Forest User Committees, etc. These are all organisation structures that are based in some form of government legislation or regulation, and which provides citizens an invited space to participate in the management of a public resource.
- c) Councils of elected citizens – Local Councils I-V.<sup>15</sup> Elections for LC I Chairperson and Executive Committee members were held in July 2018 for the first time since 2001 (in 60,800 villages) completing the five levels of elected local government within the districts of Uganda.

It would seem useful to base a stronger tool for capacity assessment and development on these different types of organisations that the programme supports. The expected levels of key areas of knowledge, skills, attitudes and behaviour could be outlined; the capacity level tested at the start of the capacity development activity and monitored at mid-term and after completion.

Apart from the above-mentioned organisations and instituted organisational structures, ADRA engages with employed public servants; office bearers employed at district or sub-county level. These are working in designations as administrators or technical specialists.

### 3.2. Capacity of duty bearers to respond

As part of ASC Change Area C., ADRA seeks to strengthen the understanding among local duty bearers about their roles and responsibilities and to strengthen their receptiveness and responsiveness to engage with local citizens. This work addresses both members of elected local government and administrative and technical staff in local government structures. It also includes government instituted committees, such as PDCs and ALCs. The aim is in particular to facilitate the involvement of all citizens in participatory decision-making processes; an important area is the Local Government Planning and Budgeting Process, where priorities are set for District Development Plans.

The RT met with government administrators, technical staff and elected government representatives, at district and sub-county level. Also, members PDCs and ALCs were met with. All government office bearers and officials met with confirmed the close collaboration with ADRA. It was clear that ADRA makes an effort to inform the responsible officers about the ASC programme activities, and discussions confirmed the positive spirit of collaboration. At times office bearers are invited by ADRA to participate in monitoring visits, and this seems to be a good way of ensuring that there is a good knowledge and understanding of the support provided and results achieved by ASC.

The RT found that in particular the training and capacity development efforts carried out at the lower Local Council level (village and parish) and in the government instituted committees were greatly appreciated by the recipients. Members of Village Councils, PDCs and ALCs were often largely unaware of their roles and responsibilities, and there is therefore a high effectiveness in the resources spent, with a significant increase in awareness and skills of participating citizens. For instance, in Kacheri sub-county, the Community Development Officer referred to the important training of 108 LC1 members shortly after these were elected in mid-2018. Since this level of local government and user committees are invited spaces for participation in decision-making concerning the access and use of local resources, it makes good sense for the ASC programme to concentrate efforts here.

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<sup>15</sup> Local Council I (Village level), Local Council II (Parish level), Local Council III (Sub-County level, Division in towns), Local Council IV (County or Municipality level), and Local Council V (District Level)

When asked, local government administrators and technical staff did not easily come to think of direct capacity development benefits provided by ADRA; this could be due to seeing themselves more as resource persons in training and mentoring activities arranged, but also because they do not easily admit potential capacity gaps that need to be or have been addressed. In order to more clearly demonstrate the results of efforts to enhance the capacity of duty bearers, the capacity gaps and needs must be defined and described and form part of a MoU with the relevant institution, so that a mutual monitoring of the results can be carried out.

A key point of collaboration is when government office bearers participate in 'barazas' (a community public meeting) arranged by the CBOs supported by ADRA. The intention with a baraza is usually to provide opportunity to discuss an agreed subject or issue and arrive at a common understanding on how to address it. The barazas are increasingly recognised by both elected representatives and administrative managers in local government as an effective means of evaluating and improving the delivery of public services. The experience is that initial tendencies for these to be more confrontational and to form a venue for mutual accusations, a continued effort to learn from experiences and to re-energize the format gradually leads to a more positive dialogue and quest for identifying ways to address the problems. The impression is that the collaboration has achieved positive change in attitudes and behaviour towards the issues and concerns raised by community members. The use of barazas is further discussed in section 3.4.1.

The ASC programme has earlier supported School Management Committees and Parents Teacher Associations, but because other development assistance programmes are strongly involved in capacity development of these institutions, it was decided to concentrate efforts in the education sector on School Clubs. The RT met with a Head Teacher and a Focal Teacher for the local School Club. This meeting confirmed that the clubs work to increase enrolment and retention, as well as to promote good sanitation in and outside the school (washing hands, using and cleaning latrines). They also organise debates on child rights, health and girls' education. Unfortunately, because of exams, it was not possible to meet pupils, who were members of the clubs. Since this was the RT's only opportunity to meet with stakeholders involved in School Club activities, a closer assessment of this programme element has not been possible. Positive effects of the activity are however indicated by the case story that was collected during the review and narrated below.

#### **CASE STORY: SCHOOL CLUBS A SOCIAL CHANGE AGENT RESOURCE BEYOND SCHOOL WALLS**

A decision made in 2018 left a land mark in Nakapelimoru primary school and the entire community. Nakapelimoru is located in rural Kotido district. This is a community dominated by parents with a negative attitude towards education, where women have insignificant rights and limited influence on decisions regarding productive assets; yet they do 80% of productive work – and automatically seek their children's physical support. By then, a frequently heard remark by Head Teachers was **"Really, such a well-built school, and classrooms are used as shelters for goats – while young Karamajong are just grazing cattle and working in gardens?"**

In February 2018, ADRA came and encouraged teachers, parents and pupils to form and revive different school clubs, with three major objectives: To increase child enrolment, to improve sanitation and hygiene and to prevent child abuse. School clubs were established and now include 'Girls education movement club', 'Go to school, back to school and stay in school', and 'Health Club'. The method used involved training these clubs on how to conduct community dialogues through 'acting for development drama' – on issues of personal hygiene and sanitation, latrine use and maintaining a clean school environment.

As a result of drama performances in the communities, parents have brought more children to school, children school attendance has improved, and corporal punishment cases have reduced (both at school and in communities), reduced forced marriages and improved household hygiene. Club members are admired by



other children, parents and community leaders have responded and resolved child education issues responsibly. *"Children saw a parent who was burning his child with a melting plastic jerrican. They immediately reported the case to leaders who responded by taking the child for treatment and reprimanded the parent."* They also follow up children who leave school, report them to school authorities and lead school teachers to their homes. This has easily enabled teachers to counsel parents to understand the value of education and bring children back to school.

The main challenge mentioned by the duty bearers was the fact that resources available to them were insufficient to meet the needs and wishes by the communities; both resources made available from central government and the resource mobilisations that was done at local level. A second limiting factor was the bureaucracy in the government system, which often posed a limiting factor in the ability to address the issues raised in the communities.

### 3.3. Livelihoods improvements and increased resilience

The ToR for the review asked for an assessment of the relevance, efficiency, impact and sustainability of ADRA's livelihood approaches. The ASC strategy emphasises that people living in poverty need to ensure their livelihoods before they are able to address other concerns. The programme therefore prioritises the integration of sustainable livelihood strategies. Interventions seek to promote VSLAs, stimulate income generation, and encourage a diversification of livelihoods. Hereby, people's resilience and ability to claim and realise their rights is to be improved.

The RT visited 8 CBOs that had been supported by ADRA for several years. All of them were based on VSLA activities and used some of their savings for investments in IGAs, mainly at individual level and in some instances jointly by the members. All interventions are seen to be relevant: The technical training inputs, (especially trainings related to savings and loans), some business skills, training in operating machinery (mainly grinding and oil pressing mills).

The overall assessment of VSLA practices indicate that these activities are well implemented. The RT witnessed a couple of regular weekly VSLA meetings, and these were conducted in accordance with generally accepted standards. The ASC team is not able to document, however, how the VSLAs are developing over time: Are the levels of saving, borrowing and annual sharing increasing, stagnant or increasing? The level of annual sharing differs tremendously; the amounts provided to the RT were in the range of UGX 320,000 in Emorikinos Romrom to UGX 6.8m. in Bed Kigen Women Group.<sup>16</sup> Clearly, the ability to get money to make a weekly saving differs between groups and members. In Kotido, members would often fetch firewood or water for another family or business in order to be able to make a small saving, while in Abim, funds to make savings were more easily available. It would seem important that the ASC programme collects some more solid data to use for analysis and to guide where staff needs to use more effort to support the groups.

**Recommendation 2:** It is recommended to introduce a systematic VSLA financial monitoring and data collection system that covers all CBOs involved with this activity. This will require collecting data monthly or quarterly (depending on the group's activity level) and uploading the data at district level to a web-based platform that enables involved ADRA staff to monitor analyse the data on a continuous basis. (E.g. Savings Groups Information Exchange - <http://www.thesavix.org/>)

<sup>16</sup> The 2017 Annual Report has a figure that indicates the amounts shared per cycle (in 2016 and 2017) by 25 VSLA groups, but the data presented seems not to correspond to the figures provided in the corresponding text.

The programme's approach to equipping the CBOs with a set of needed and relevant knowledge and skills, in combination with the initial VSLA training, significantly contributes to the interventions' sustainability. The capacity building is remaining with the beneficiaries – and in some areas, the skills have been imparted to other groups in the area. The improved financial status of the members of the groups gives them room to cover minimal costs (e.g. for transport) that would otherwise have prevented their involvement in activities to address or advocate for improved public services.

The small social welfare fund saving that most VSLAs make also enables the groups to provide essential support to vulnerable households, e.g. when the house of an old widow has collapsed or when a pregnant woman has birth complications and needs to be transported to the hospital. Access to and ownership of productive assets by women is helping to bridge the gender gap.

It was the RT's impression that some IGA initiatives prove not to be working well, while others are more successful.<sup>17</sup> It was not possible for the RT to establish the overall IGA success rate due to lack of clear pre-set IGA performance indicators and collection of monitoring data. This can also be a complicated matter, but it would seem useful that the VSLA groups are trained in keeping minimal records of costs of inputs and incomes gained from sales or (or cost savings if products are used for own consumption), so that profit levels can be estimated and compared between the different forms of IGAs. This can also form the basis for important learning in the groups.

It seems that ADRA is not much directly involved in advising for or against certain IGAs; this is partly because they do not have the required technical staff that can provide this type assistance, but instead work closely with the district production and commercial activities offices to provide support to the livelihood components. Training or extension services to increase agricultural productivity is an important form of support to the groups, even if it could well be that members of the CBOs are quite knowledgeable and in a good position to access information on appropriate crops and production methods suitable for their area. This seems to be the case in Abim more than in Kaabong and Kotido, where there is little tradition for and experience with crop production. But ADRA needs to be able to assist in creating linkages to relevant NGOs and other resource organisations in promoting approaches that have been tested and are recommended by leading organisations.<sup>18</sup> So far, ADRA does not facilitate or create linkages to market or promote approaches to value addition methodologies.

The programme has over time been providing start-up capital and conditional grants to some of the groups, and the RT observed some positive effects of this approach. ASC Annual Reports also recounts specific examples of positive outcomes of the grants: Investments in seeds, buying and selling food and beverages, stocking and selling cereals have resulted in sales prices three times higher (it is not clear if labour and other costs have been considered in these calculations). Table 4 provides an overview of the conditional grants provided during ASC Phase III.

**Table 4: Conditional grants provided to CBOs 2016-18, by district**

| Conditional Grants | 2016      |                   | 2017     |                   | 2018 |        | 2016-18   |                   |
|--------------------|-----------|-------------------|----------|-------------------|------|--------|-----------|-------------------|
|                    | No.       | Amount            | No.      | Amount            | No.  | Amount | No.       | Amount            |
| KAABONG            | 5         | 5.400.000         | 2        | 2.000.000         | -    | -      | 7         | 7.400.000         |
| KOTIDO             | 3         | 2.000.000         | 4        | 12.522.000        | -    | -      | 7         | 14.522.000        |
| ABIM               | 8         | 6.500.000         | 2        | 18.000.000        | -    | -      | 10        | 24.500.000        |
| <b>TOTAL UGX</b>   | <b>16</b> | <b>13.900.000</b> | <b>8</b> | <b>32.522.000</b> | -    | -      | <b>24</b> | <b>46.422.000</b> |
| <b>TOTAL DKK</b>   |           | <b>24.464</b>     |          | <b>57.239</b>     |      | -      |           | <b>81.703</b>     |

<sup>17</sup> The RT was told of an example of cereal banking that went wrong when the crop of sorghum was attacked by pests – it seems however that this was an isolated incidence and that cereal banking has generally been a successful IGA.

<sup>18</sup> E.g. the various initiatives in Karamoja that are led by FAO and supported by 12 donors – Agro-Pastoral Field Schools and livestock vaccination programmes (<http://www.fao.org/3/a-au217e.pdf>)

The table shows that conditional grants have been decreasing in number from 2016 (16) to 2017 (8) and 2018 (0) but with a substantial increase in the size of these funds from 2016 (less than UGX 1m. per grant) to 2017 (over UGX 4m. per grant), followed by no grants provided in 2018. The RT was informed that the provision of conditional grants had been a subject for discussion during 2018, and that it had been decided to suspend the provision of funds until further clarification has been reached. A set of 12 useful *“Criteria for selecting CBOs to benefit from IGA grants”* has been developed to assess which of the groups that qualify for receiving a conditional grant. A scoring system is attached to the criteria, but it would seem that some of the criteria are in fact conditions for being considered eligible to receive a grant. Some criteria need to be considered more important than is indicated; e.g. *“the groups must have work plans and budgets”* should include a business plan for the specific IGA, so that ADRA can assess its viability in relation to other proposals. A business plan can also form the basis for monitoring of key assumptions and results.

General experiences in Uganda is that these types of grants have often not worked especially well. Members tend to take the fund as a donation which they can share and use at individual basis. Secondly, mistrust among members can pop up, since the funds are usually introduced to the group at a later time, thus not a prime principle at the group’s formation. Therefore, experience has shown that it tends to contribute to disintegration of groups due to gaps in financial management and inequitable returns sharing. Conditional grants are also most often better used at individual level than as a group. If grants are accessed by individual members and invested in their individual IGAs, the benefit of the fund is more directly felt and realised. With this approach, the program can more easily track individual members’ benefit from the grant. From discussions held with group members, members could not clearly and competently articulate their individual/household benefit from the group investment.

In case ADRA finds it useful to continue with provision of conditional grants, they ought to conduct a thorough vetting/capacity assessment before awarding them grants. Key aspects to assess could include:

- Membership stability across recent years should not be below 90% retention.
- Accurate and updated group financial records.
- Steady growth in savings and loan funds by all members.
- A strong general assembly that indicate ability of members to hold its leadership accountable on issues pertaining to group advancement.
- Having a committed and strong management committee that has evolved over years by allowing different members to lead the group.

Almost all of the groups visited had reached a higher level of financial capacity over their years of existence; this was evidenced by statements by group members. The assessment indicated that the CBOs have gained additional benefits from the support provided, both at household and at group level:

**Benefits at household level:** The savings and loans activity has facilitated the start-up and continuation of IGAs. These activities led to a diversification of sources of income. The simplest form of investment is to buy a few items at the market and re-sell them in the community at a slightly higher price. This can enable a woman to generate a small income to buy some essentials such as food, salt, soap. Taking out higher loans enables households to invest in productive and non-productive assets. The money can be used for renting a (bigger) piece of land and/or to buy seeds. Some group members might provide labour and be paid when the harvest is sold. Of key importance is also the increased ability to meet the family’s expenses for education and health, improved housing, personal hygiene and sanitation.

**Benefits at group level:** Some of the groups visited had made joint investments in IGAs. This for instance enabled them to rent and open a larger plot of land than what they would be able to manage on their own. Some groups have also benefited from post harvesting management training and stored their crop until the prices became higher (a few case stories are mentioned below).

## CASE STORIES: GROUP IGAs

**Bed Kigen Women Group** in Awach sub-county jointly invested UGX 500,000 in planting cowpeas on a plot of land that they rented. Members, who did not contribute with an equal share of labour to prepare the land, to plant, weed and harvest, were fined, and this amount was recovered at the time of harvesting. The group members seemed to be content with this arrangement. The group then had plans to use further profits from joint production to invest in a motorbike, and in oxen and a plough so that they could open more land.

Members from **Elocokin** in Lokitelaebu sub-county reported that their joint IGA grinding mill could not work and that they had no money repair the spoilt part. It was hard for members present to ascertain when the machine will be repaired and where money will come from.

The oil seed pressing machine owned by **Engarakin Farmers Group** in Kacheri sub-county was reported to be working below capacity due to the small input funnel. They seemed not have a solution for this situation – and reporting the issues to ADRA staff had not helped addressing the issue.

Experiences generally in Uganda on individually versus group managed IGAs indicate that household level IGAs are generally better run, managed and more rewarding than those run by groups. A household IGA is the individual person's idea and initiative, and it therefore attracts the required commitment, time and innovation because he/she knows that it his/her sole responsibility to run it to its success. Secondly, all benefits generated by such IGAs are planned for and utilised at household level, unlike group IGA where income is used to meet administrative costs and group members may not easily or timely access and utilize the returns as needed, due to group procedures.

Group benefits however go beyond the direct economic reward: Several of the groups reached a level of group cohesion and confidence that enabled them to write, submit proposals and solicit funds for further livelihoods activities from various INGOs and public sector institutions. Some of these proposals have included activities more related to awareness raising and lobbying for improved public services (these are covered in the next section); the point is that the groups because of their joint savings are able to decide to use small amounts of their savings to cover costs of transport, secretarial help, etc. required for submitting proposals and meeting relevant people.

Generally, the role and purpose of livelihoods interventions in the ASC programme was somewhat unclear and ambiguous in the 2016 Programme Document. Was it a means or an end in themselves? The draft ToC for ASC Uganda 2019-2021 made available to the RT is clearer and recognises the need for *“technical skills and structures to plan, budget, manage financial resources and engage in productive activities based on existing market demands.”* This need is to be met by ADRA providing training to CBOs in enterprise selection based on market analysis. A set of additional agricultural skills are seen to be required, and this is providing a clearer direction for the programme's support to IGAs.

In ADRA's further promotion of IGAs, it would seem practical to equip VSLA members with entrepreneurial skills and knowledge that enables them to invest and manage enterprises at household level. Therefore, the program's task is to select sectors and value chains instead of specific enterprises, to avoid frustrating VSLA members that may not be interested and passionate about the selected group IGA but are committed savers and borrowers. Conflicts of interests may cause group disintegration and pushing back some members and deprive them of access to financial services. Therefore, the following ought to be done by ADRA in order to realize enhanced benefit at household level:

- Collaborate with existing private and government initiatives that have proved productive and meaningful to the targeted persons.
- Link VSLAs to existing value chains and support their members to benefit from these.

- Promote group activities such as bulking – and use VSLAs as production and marketing groups, where production is the responsibility of the individual farmer/member.

**Recommendation 3:** It is recommended that ADRA Uganda develops an elaborate strategy for the livelihoods and IGAs (as strategic services) in ASC, building on the intentions of the new draft ToC and explaining the programme’s level of involvement – including its facilitation of linkages to specialised production, value chain and marketing related interventions in Karamoja.

### 3.4. Advocacy activities and approaches

#### 3.4.1. Advocacy at local level

The 2014 Cross-country Advocacy Review of the ASC programme in three countries found the advocacy approach used to rely mainly on a citizen centred advocacy approach.<sup>19</sup> This is still the primary advocacy approach and method used in the Uganda programme – and continues to be gaining results.

It was one of the RT’s noticeable observations that the VSLA approach, while initially a platform for improving levels of resilience of the members and their families, has other important derived effects: The group structure, combined with the ability to jointly generate financial resources and the awareness raising that comes with the training provided by ADRA, lifts the groups to a different level, where they are able to get involved in and to influence broader problems and development issues in their community. Many of them have developed an ability to carry out awareness raising campaigns on a number of issues that they and ADRA together have found important: Back to and stay in school, reducing domestic violence and early marriages, stopping or reducing intake of alcohol, improved hygiene, sanitation and nutrition, protected wells, protecting the environment, etc.

More importantly, however, several groups have built an ability to mobilise and lobby for improved public services; a good number of examples are reported in the ASC status reports. The RT received confirmation of some of these issues addressed during our engagement with the CBOs; e.g. improved services in the health clinic, 5 boreholes now being operational, increased staff at the school, construction of latrines next to the school; adoption of an ordinance to prohibit the sale of ‘sachet’ alcohol in Abim district.

ADRA reports for 2017-18 show that out of 84 issues raised by communities, 59 of these were addressed by relevant authorities. The corresponding figure for 2016 was 20 issues addressed out of 40 raised, so while the number of issues raised is not increasing from year to year, a higher proportion of those raised are being addressed.<sup>20</sup> The number of CBOs that engaged duty bearers to address issues identified by the community is not quite clear from the data provided – 49 groups out of 93 (this includes the School Clubs) in 2016, 40 in 2017, and 12 during the first half of 2018. The 2018 bi-annual report claims the cumulative figure to be that two thirds of the CBOs engage with duty bearers on issues raised. Overall, this indicates a satisfactory result of local advocacy work, and a confirmation of the programme’s ToC.

As mentioned in section 3.2, the use of ‘*barazas*’ for community dialogues has been an effective tool in raising issues and getting public attention to a problem that requires addressing. District leaders, project staff and community members reported that barazas had enabled ASC to respond to some key issues that

<sup>19</sup> Soenderskov, M. (2014), p. 13. Citizen centred advocacy is here defined as “*based on grassroots everyday needs and concerns and perceptions of what constitutes desirable social change. It aims at building capacity of grassroots to advocacy on their own behalf and is often – but not always – targeting local decision makers who are accountable for service delivery to local population groups.*”

<sup>20</sup> The indicator set by ADRA to inform results under this Domain of Change focus on the number issues raised by the CBOs that have been addressed by relevant authorities. While ‘addressed’ is not clearly defined, it was the RT’s understanding that this means that the issue has been acknowledged by duty bearers and that some action points have been decided to solve the problem.

affect the targeted communities. In Abim district, such issues included alcoholism, which had been discussed and an ordinance designed, awaiting government approval and implementation. It was also reported that barazas have enabled communities to manage conflicts between cattle keepers and crop producers. Community members set up bylaws that indicate penalties charged in case someone fails to manage his/her cows. Other examples of the usefulness of barazas are:

- 2016: A public and social accountability meeting was held in Kacheri sub-county headquarters, with the local community and the district leadership. Central among other issues was the maternity services at Kacheri health centre. The RDC of Kotido together with the CAO pledged to deploy at least two midwives to the health centre – and these were posted in October of that year.
- 2017: As part of their regular monitoring, the PDC of Nakwakwa in Rengen sub-county identified poor road works on Rengen Bridge. Similarly, the PDC of Oreta in Nyakwae sub-county reported poor construction work on the local health centre. The issues were presented to the local leaders during barazas, and the reports helped the local authorities fix the broken bridge culvert and rehabilitation of Oreta Health Centre.
- 2018: The improvement of the Kathile-Narube community access road in Kaabong was planned for by the district for several financial years but remained an unfunded priority. Because of the community pressure from Narube community spearheaded by members of Narube Drama Group in 2016, the grading and repair of this murram road was allocated funding in the FY 2017/2018. The ASC program trained the CBO in advocacy and facilitated a baraza in Kathile and other dialogue platforms to bring the issue to the attention of the duty bearers.

The success of a baraza is determined by the different factors. These include; a good facilitator (one with an open mind, knowledgeable, respected and accepted by the targeted audience); use of a participatory method that involves participants in the discussion and keeps them alert; a methodology that enables the facilitator to tap into the knowledge that participants have on the theme and helps them to generate suitable solutions; and finally, a follow-up monitoring and evaluation of the baraza. However, there were a few noticeable areas in which the baraza approach could be further improved:

- Choice of facilitators: It is a good practice to select a facilitator who is knowledgeable and whom community members can identify with and listen to. From discussions held with local government leaders and project staff, it was reported that on different occasions, these leaders have been directly attacked and embarrassed by community members during barazas organized by ASC.<sup>21</sup>
- Preparation of the facilitator and background materials: There is need for ASC to ensure that relevant documentation and materials are available to and prepared with the selected facilitator, and that he/she is aware of ASC expectations to the facilitation procedure, before it is packaged for the audience. This is to enable the program to reap the benefits of the baraza and also observe “Do no Harm principles”.
- All barazas should end up with agreement on “SMART” action points and follow-up plans to be monitored by the respective program staff involved. From interactions with both local government leaders and program beneficiaries, it was realized and reported that different issues discussed are still not yet concluded.

It is seen as a good practice that the programme encourages and is able to facilitate collaboration between the CBOs and PDC to identify and select issues, challenges and development needs to be addressed, so that it links up to the institutionalised **local planning process** (that starts at the village and parish level). At times it is necessary and required that an issue is raised immediately and that the CBOs does it on its own (or in

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<sup>21</sup> It is understood that the RDC’s office is normally presiding over and moderating the barazas, and in case it is not possible to agree on an external moderator, the issue can be solved by a thorough discussion and induction of the responsible moderator about ways to pursue the desired process.

collaboration with other local CSOs), but it is appreciated by local government if issues are raised through the proper political Local Council channels when possible. When the concern or development proposal has been accepted through the verification and prioritisation process in local government, it can also more convincingly be presented to and lobbied for with other development agencies.

Some advocacy issues cannot be solved at the local level but have to be attended to at a higher level or with a different authority – and at times they get stuck there. An example is the publishing of the education ordinance that has been adopted by Kotido District Council and to which ADRA has made a financial contribution; the funds are now stuck in the Ministry of Finance and have not been released to the council. Another example mentioned was the lack of formal appointment of ALC members in Awach sub-county; this has to be done by Abim District Council. A third example was the parish in Romrom requesting for a police post to be established there to combat frequent incidents of fights and violence.

Overall, the impression of the usefulness and effectiveness of the programme's advocacy tool is positive. Apart from the use of barazas and the participation in local planning processes, other forms of lobbying are used, as well as local radio – a popular channel for information in local languages in Karamoja. The RT was unable to assess how the use local radio is connected to and supports the use of barazas; however it is suggested that ADRA considers include additional advocacy methods to their toolbox, since it would seem important to increase the ability to compliment and strengthen the use of barazas by strengthen elements of documentation as well as monitoring implementation of follow-up (e.g. by using score cards, report cards, budget and expenditure tracking).

**Recommendation 4:** It is recommended that ASC introduces additional methods and tools for local level advocacy work – as and when required, depending on the issue to be advocated for and the maturity of the CBO. These tools could for instance include social audits, community score cards, citizen report cards and participatory expenditure tracking. An initial approach to the planning of advocacy work could also be to do a mapping of public services that are supposed to be accessible in each CBO 'catchment' area.

### 3.4.2. Advocacy at national level

In the draft ToC for ASC Uganda for the period 2019-2021, a new Change Area is added:

***National and local level and policy frameworks promoting and protecting citizen's rights are in place and implemented.***

It is explained that the citizen centred advocacy approach has its limitations and that ADRA will work more systematically to facilitate issues of concern that require intervention from central government administrations, e.g. in relation to land rights and education. The draft narrative ToC seems on the right track when it is stated that *"the strength of using a citizen centred approach to advocacy and being a national NGO is the link that can be established from locally rooted advocacy issues to national policy issues"* – and that what is required is for ADRA to clarify and strengthen these links.

The RT did not observe or was presented with documentation of actual advocacy activities that linked local issues to national level advocacy. This was not surprising, however, taking into consideration that the national advocacy work is a new change area which has only just recently been added to the ASC programme. The ASC team in Uganda is suggesting focusing on land rights and education sector issues for national level advocacy work. In the opinion of the RT it is important first of all to clearly identify issues that pose a challenge at the local level but have to be addressed at the national level – even when these issues are not always related to land rights or the education sector. The ADRA Uganda team has taken initiative during 2019 to plan for activities to support CBO and PDCs to identify these issues at parish level, so this is a good first step.

The main **education sector challenges** mentioned relates to the low level of school enrolment and retention in Karamoja. It seems though that this is a challenge that has to be addressed mainly at the local level, through awareness raising campaigns and the implementation of local ordinances and by-laws. In fact, an Education Ordinance that makes it compulsory for all parents to send their children to primary school has already been adopted by Kotido District Council. (What needs to be advocated for is that the Ministry of Finance releases the funding that ADRA and other donors have contributed to the District Council for publishing of the ordinance).

There are other examples of educational issues that could potentially form part of national level advocacy work: As per national education policy, across the country, there is to be a primary school in each parish – but this is not the case in Kotido District. A secondary school is also required in each sub-county and a technical school per district, but both of these are missing in Kotido District. There could also be a need to advocate for an increased focus and support to the establishing of vocational school facilities in Karamoja – an expressed need in a process to develop employment and livelihoods opportunities for the youth that do not want or have the resources to attend secondary school. A third possibility could be to join the lobbying that organisations such as Save the Children is engaged with to get existing community schools recognised by government so that teacher positions can be recognised.<sup>22</sup>

Disputes and conflicts over **land tenure and ownership** were mentioned by a majority of the CBOs met with, as well as other informants. The ASC team has also reported about an increase in conflicts over land rights. These take a number of different forms: Some are related to land inheritance; because land sizes are becoming smaller, conflicts can emerge between the inheriting widows or sons (and daughters, who are increasingly seen as rightful heirs, even if this is not traditionally the case). Many conflicts also emerge over land that is sold and bought; the clan leaders and neighbours have to be called to verify who is the rightful owner of land that is being sold. There can also be conflicts over rented/borrowed land, since this is not often documented and when a plot has been rented for 12 years, the borrower can be declared ‘bonafide occupant’. Land titling is a cumbersome and expensive process that few people go through. Few cases of conflict over land end in the Land Magistrates and those that have been brought there are heavily delayed. Most cases are therefore dealt with by the traditional justice system.

Larger land conflicts are also appearing. This is partly a consequence of the disarmament campaign in Karamoja and the subsequent increase in security. The peace is attracting migrants, who are searching for economic opportunities – in agriculture as well as in mining, etc. Powerful people are buying large tracts of land and do this by bribing elders to confirm that the land is not owned and by registering their ownership with the Land Board in Kampala.

The RT sees it as good investment by ADRA to commission the land study that is now about to be finalized by Centre for Basic Research. The conclusions from this study need to influence the advocacy strategy. However, when the RT asked about the researcher’s recommendations to ADRA about their potential involvement, these included mainly interventions at the local level:

- Work with ALCs and the traditional systems – without ignoring the formal institutions (correlating information by ALC members, elders and local leaders).
- Focus on resolving land conflicts at the local level to increase capacity to understand land ownership processes and institutions.
- Work in coordination with other NGOs to ensure long-term involvement and to bridge gaps between individual projects.
- ADRA’s presence at the local level is likely to become a critical factor in the engagement.

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<sup>22</sup> These examples might not – for various reasons – be the most suitable ones for ADRA to be advocating for; they are primarily mentioned as examples of advocacy that require national level involvement and support by government.



### 3.4.3. ADRA Uganda's strategic framework for advocacy work

ADRA Uganda is working on a new **Advocacy Policy** - to “*guide the advocacy team in the selection of issues, approaches and strategies to use in the implementation of advocacy activities.*” It is stated that the policy shall apply to all staff of ADRA engaged in advocacy – and to its implementing partners; this must be understood to mean the advocacy work that ADRA provides support to partners to implement (otherwise, it seems to go beyond the organisation's legitimacy, in particular since ADRA Uganda's Board “*shall be the approving authority for all advocacy actions that ADRA might need to engage in.*”)<sup>23</sup>

In the Policy's ToC section, it is stated that “*ADRA uses the people centred advocacy*” but it is not clear what is meant by this – and if there is a relation to the *citizen centred advocacy approach*? It would seem that a ToC is not well fitted in this policy document – unless specific advocacy issues and agendas are presented, which is not the case. Section 3 on ADRA's role in advocacy is confirming that this is primarily supportive; “*to be the link between rights holders and duty bearers; it shall facilitate advocacy platforms for rights holders and duty bearers*” – inclusion of the latter seems imprecise, what is meant is probably that ADRA shall facilitate platforms for rights holders to advocate for their interests and to engage in dialogue with duty bearers. The Advocacy Policy's sections on focus areas and advocacy planning have some important process points, but there is perhaps a too strong emphasis on a threat or a problem to be identified, when – especially in relation to livelihoods – it could be important also to consider new opportunities to be advocated for.

A draft **Advocacy Plan** has also been presented to the review team. This plan takes a different approach to ADRA's advocacy work, since it “*is built on two key issues identified as critical to realization of economic development in Uganda; land and education.*” A brief context analysis on the two sectors is provided, as well as a set of expected results, indicators, activities and a timescale. The specific issues to be advocated for (or against), are however not presented – or an outline of the components that in the Advocacy Policy is mentioned to form part of an advocacy plan; (i) Problem to be addressed, (ii) Detailed economic and political analysis, (iii) Description of appropriate interventions, (iv) Objectives of the advocacy initiatives, (v) Stakeholders analysis (rights holders, duty bearers, opponents, allies, supporters). The Advocacy Plan in this way seems to indicate that the citizen centred advocacy approach is not yet well incorporated in ADRA Uganda's advocacy thinking.

The Advocacy Plan has a point on “*allies and supporters*”. ADRA Uganda is not, however, seen to be strong in nurturing contacts and building alliances with likeminded (I)NGOs. During the RT's field work, meetings were held with three INGOs; Mercy Corps (in Kotido), Straight Talk and Save the Children (in Kampala). All three organisations were knowledgeable about ADRA's work in Karamoja and expressed an interest in sharing information, engaging in mutual learning and in considering potentials for joining forces on key advocacy agendas.

**Recommendation 5:** It is recommended that the work on an Advocacy Plan takes its point of departure in a review and identification of existing development issues, problems, concerns, needs and interests that ADRA's CBOs are presently involved with – and which are required to be addressed by district, regional or national level duty bearers. An analysis of these issues is then undertaken, using the Advocacy Policy's outlined steps for developing an advocacy plan.

**Recommendation 6:** It is also recommended that ADRA starts a more systematic process of information exchange and cooperation on advocacy agendas with NGOs that are active in Karamoja on similar

<sup>23</sup> ADRA Uganda (2018) Advocacy Policy for ADRA. July 2018, p. 4.

development agendas. The recently circulated Karamoja NGO Mapping Report 2018 could form basis for a mapping and identification of organisations that could be contacted.

### 3.5. Target groups

The ASC programme documents, strategies and ToC frequently indicate ‘people living in poverty’ (PLIP) as a target group. Nowhere, however, among the documents made available to the RT, is this target group defined or explained in more detail. There seems to be missing a clearer description of the PLIPs in the specific context of the ASC programme. The ADRA Uganda programme team explained that the CBOs that the programme supports are seen as ‘conduits’ to reach the poorest of the poor – assuming that the benefits generated as part of livelihoods support, awareness-raising and advocacy work will reach all members of the community, including the poorest. However, this might not always be the case: Firstly, the VSLAs will not be available for those community members who do not have an ability to provide a financial contribution – or the capacity to take a loan and invest it. Secondly, the poorest community members may be in a situation socially or culturally that makes it more difficult for them to take full advantage of improved public services; e.g. in case they need the labour of some of their children for survival, educational improvements are not as beneficial. Infrastructural improvements, such as drinking water supply or new roads might be difficult to access for the poor, if their house is situated in the periphery.

Some of the CBOs visited by the RT clearly had an understanding of who were the poorer households and how they could be assisted to benefit; e.g. by inviting a poor woman from a female headed household to join the VSLA and helping her to make use of the savings. But another group informed the RT that they offer non-group-members to take loans from their savings at 20% interest per month. While VSLA groups’ normal interest rate at 10% monthly is justified by the annual sharing of group savings, non-members do not get this benefit, and the double rate for non-members is therefore exorbitant and not in line with a poverty reduction agenda.

The RT therefore finds that the ASC team needs to develop methods to assess how well the programme is able to reach the different sections of the communities it works in. While the target area of Karamoja sub-region is assessed to be one of the poorest in Uganda, there are clearly differences in poverty levels between villages and households. In order for the programme to be able to claim that it reaches the poorer segments of the population, it needs to be able to determine if this is actually the case.

**Recommendation 7:** It is recommended that ADRA district teams together with the supported CBOs carry out a simple village wealth ranking exercise as one of the introductory training and assessment activities. Hereafter, minor poverty impact studies can be carried out, in order to understand how well the benefits of the group activities have penetrated into the community and whether the poorest families have been able to benefit. The data produced as a result of these minor poverty studies are to supplement data available by local government, and the studies should therefore preferably be planned and coordinated with relevant officers. This type of studies would most likely provide indication as to the type of livelihoods activities that are more likely to provide benefits to families at different levels of the wealth ranking.<sup>24</sup>

### 3.6. Strengthening the programme’s gender approach

The ASC Programme Document points to a number of social norms that have a negative impact on development for and participation of women and girls in Karamoja. Under the document’s Change Area 2, it is mentioned that *“people living in poverty will also be empowered to advocate against other social and*

<sup>24</sup> The Review and Capacity Assessment of ADRA DK in 2015 (by HN Consultants) carried a similar recommendation, when it was recommended to strengthen context and target group analysis: *“The analysis should include a more detailed breakdown of target groups, including the most vulnerable and their needs ...”* (p. vii).

*gender norms that inhibit the status, participation, rights and capabilities of women and girls.”* Women and girls are however not mentioned as a main target group and a specific gender approach is not presented in the document. The RT noted that the support to CBOs primarily engages women and that men take up only one third of the group membership (it is actually just a quarter in Abim and Kotido). This could be well justified on grounds of the historical marginalisation of women in Karamoja. However, there is a risk of adding work burdens on women, who are already overburdened with daily chores. While female VSLA group members did not complain over additional work in connection with the IGAs that they were involved in, the impression was that few men were directly involved and contributing to the required work. Furthermore, examples were given of husbands who took possession of and decided on the use of the additional income resulting from the IGA investments; this bears a risk of reducing the motivation of the women’s further involvement. Since most of the IGAs initiated from VSLA savings fall within women’s domain, in particular in the highly gender segregated Karamojong culture, there is a risk of leaving men out – or at least lowering their interest in participating.

There seems to be a need to consider ways to increase men’s engagement; e.g. if the programme could increase men’s involvement from the beginning of an interventions through community dialogue or by encouraging and offering counselling in joint household planning? Is it possible to identify safe places for men to be engaged? How can traditional and cultural practices be considered and addressed more deliberately? Can cultural and religious leaders be involved to promote a gender transformative approach?

There could be a need to increase men’s participation and membership in VSLAs, e.g. by looking into opportunities to form VSLAs that specifically make saving for agro-inputs such as VET services (drugs & health), pasture improvement, and rain water harvesting technologies (set-up, equipment and technical labour).

**Recommendation 8:** It is recommended that ASC in its new Programme Document for phase IV further clarifies the programme’s gender approach; including how it aims to enhance women’s role in decision-making and benefits from livelihoods activities. It should be considered if there is a need for a deliberate effort to increase the engagement of men (in particular the young men) in the programme’s activities; building on experiences and learning from the successes and failures of other initiatives in this area (e.g. Mercy Corps, Straight Talk, CARE).

### 3.7. Monitoring system

The ASC programme’s many Change Areas, Dimensions and indicators form up a complicated and demanding monitoring and reporting system. It appears to have been challenging for the ASC team in Uganda to collect consistent and accurate data that responds to the many indicators; the annual status reports submitted to ADRA Denmark have been subject to a set of comments and discussions concerning the consistency and interpretation of the data provided. The difficulty in assessing the growth in capacity among the support CBOs and other supported institutions has been mentioned; the issue of assessing the effect on poverty reduction and the profitability of different IGAs as well. The programme should also be able to indicate how many people are likely to benefit from the improvements in public services etc. resulting from the advocacy issues being addressed and solved.

**Recommendation 9:** ADRA Denmark and ADRA Uganda should review and revise the ASC programme indicators. To improve and ease the monitoring and reporting on programme indicators, agreement should be reached on a more detailed guideline on exactly which data is needed to inform the agreed indicators, and how these data are collected. Indicators that are partly overlapping should be merged or removed, and those that do not provide valuable information taken out.

### 3.8. Catalysing effects – ASC phase IV

The ASC programme needs to consider how it can enhance and further spread its best practices. There are already good indications that this takes place; it has among others influenced the design of other ADRA programmes, e.g. one in Acholi Region funded by ADRA Sweden is based on many of the same principles, and the idea is to work with the same philosophy and approach. ASC is also taking a lead in its focus on and the way it seeks to influence the engagement in advocacy work at the national level. Even if this is still a project in the making, there is an increasing realisation of the need to be more selective and choose advocacy issues that ADRA knows well and have the required expertise and resources to get involved in.

As mentioned in section 3.1, ASC's strategy for the programme's expansion, spreading and catalysing effects are seen to be insufficiently elaborated. The draft strategy for ASC's phase IV (2019-21) outlines two main areas of development; a programme expansion to Napak District in Central Karamoja, and a strengthening of ADRA Uganda's capacity to use advocacy in the work for the rights of local communities.

The suggestion to expand the programme geographically from the present three districts to include a fourth district is justified simply by stating that *"Due to strategic priorities ADRA Uganda has chosen to expand their activities within the Karamoja regions ..."*<sup>25</sup> It is the RT's assessment that the strategy for expansion needs to be more carefully considered. Setting up a fourth district office will increase the overhead costs of a programme that is already slightly heavy on the side of staff and administrative costs. It needs to be considered more specifically how the present programme will have a catalysing effect into a new area.

**Recommendation 10:** The ADRA Uganda programme team needs to have a thorough discussion about the ACS programme's area coverage and expansion approach. It could be useful to use a geographical mapping approach to this task; using a map of Karamoja to indicate the location of existing CBOs supported, district and sub-county offices, etc., as well as the location of communities that have not yet been reached, but which are within reasonable reach of the existing groups. Can an expansion strategy that makes effective use of existing groups and resource persons be developed? What is to be gained or lost from a strategy that expands from already supported communities versus starting up in a new district?

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<sup>25</sup> Draft ToC for ASC Uganda 2019-2021, p. 3.

## 4. Summary of findings and conclusions (in relation to OECD/DAC criteria)

### 4.1. Relevance

The ASC programme is ending its third phase and a new four-year long phase 2018-2021 has been approved for funding by the Danish Ministry of Foreign Affairs. The programme's relevance was assessed in connection with the 2014 review, where it was concluded that *"there can be no doubt about the relevance of the ASC programme in Karamoja"*<sup>26</sup>, and a set of indicators were highlighted to substantiate the point that the sub-region remains Uganda's poorest. Section 2.3 of this report briefly outlines the difficult context in which the ASC programme is being implemented: Even if the disarmament and peace process that was completed in 2013 has led to positive development prospects for the region, it still lags significantly behind the average Uganda on most parameters. The ASC programme's four Change Areas that together form up its ToC, and the approaches that combine capacity building, advocacy and strategic livelihoods services, are seen to be highly relevant approaches in the context. This includes the promotion of VSLA activities, combined with capacity strengthening of CBOs to use their savings to invest in small-scale IGAs and the increased potential to access additional financial services and production support. The increased resilience and group cohesion that results out of the VSLA process, together with the training support provided by ADRA, raises the members' rights awareness and enables them together with their communities to advocate for improved public services and to engage in local development planning and budgeting processes.

### 4.2. Effectiveness

Annex 6 provides an overview of the budget and expenditures in ASC Uganda during the years 2016-18. The total project budget in Uganda was just over UGX 5.1bn. (DKK 9m.). Actual project expenditure during the 3-year period has to a high degree been following the budget.

A full list of the ASC programme's indicators and the results reported for the annual status reports in 2016 and 2017 is presented in Annex 5. The bi-annual status report submitted half-way through 2018 also provides an update on the status of achievement of the programme specific Dimensions of Change. The RT reviewed the indicator data and contrasted these with the observations made during the field visits.

**Dimension of change A.1:** *Networks represent and promote the rights of members/PLP through encounters/engagements with authorities.* Two indicators inform results under this DoC; these focus on the issues raised by the CBOs that have been addressed by relevant authorities, and how much duty bearers have been engaged in the issue. In 2016, 20 issues were addressed out of 40 raised, and during 2017-2018, 59 issues were addressed out of 84 raised by communities. The combined result of 64% is significantly above the goal of 45%, but the figures do not say how many of the issues that were finally solved (even if intentions were there and plans made to attend to them).

In the RT's assessment, the result is very satisfactory, since it confirms the overall assumption of the programme strategy that when people are organised and know their rights, they will seek to raise issues of public concern. The documents review and the visits to CBOs gave a good number of examples of improvements in key public services – mainly in health and education – as a result of complaints and suggestions for improvements being made by the groups and their communities. Some wider societal concerns have also been addressed in the form of district ordinances, such as reducing alcohol

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<sup>26</sup> Fox, J. and Onyango, E. (2014), p. 4.

consumption and increasing the number of children going to school. Awareness has been raised to combat domestic violence and early marriages, and to improve hygiene, sanitation and nutrition levels.

**Dimension of change A.2:** *Networks are capable of solving internal organizational and external conflicts and work according to a shared vision.* The indicators seek to count the number of internal conflicts resolved, and the figure given is 37% in 2016, 35% in 2017 and 50% in 2018. A third to half of the CBOs experience conflicts during the year. The number of conflicts that are not resolved are not counted, and it is therefore difficult to assess if the result is satisfactory or not. In any case, the ability to solve a conflict seems to be increasing. Another indicator measures how many of the CBOs adhere to their governance documents, and the result is here between 50% and 60%. The target was 75% for this indicator, so the result falls short – but again, it is hard to say if the result is satisfactory, mainly because it is unclear which aspects of the governance documents that were not adhered to.

Several of the CBOs have experienced situations of conflict; most of these are connected to late repayment of loans taken by VSLA members; at times people have disappeared with a loan taken. The issue is often more a question of poor record keeping and ADRA staff can provide assistance to sort things out. Some conflicts are attended to by elders or local government officials; however, these are mainly external ones, often related to disputes over land ownership and use. The growing number of conflicts over land issues confirms the suggestion by ADRA Uganda to have a particular focus on this issue during the coming years.

**Dimension of change B.2:** *People living in poverty have the competence to engage in productive activities.* Two indicators measure how many of the CBO members that were engaged in IGAs, and the result has increased from 57% in 2016 to 80% in 2018. This seems to be a very good result – it is also above the target of 50%. A second indicator counts the number of CBO member that demonstrate technical skills and knowledge to improve their productivity. Here, the result is between 27% and 49%, which is seen to be a bit low – and to confirm the RT's recommendation that ADRA should increase its facilitation of providing the CBOs with access to information and skills on improved production techniques, etc.

**Dimension of change B.1:** *People living in poverty have structures and skills to access and manage financial resources responsibly.* Three indicators are outlined; the first counts the number of CBOs that demonstrate ability to manage financial resources; the result increases from 70% in 2016 to 83% in 2017, then drops to 42%.

The ADRA team in Karamoja explained that conflicts among CBO members, e.g. over mismanagement of funds or change of leadership, can easily cause some CBOs not to meet the indicator definition, thus causing a drop.

The second and third indicator count the number of CBO members that use their gained financial resources for household improvements and for community improvements. Both results seem quite satisfactory; an increasing trend for both of them, ending at 75% and 37%, respectively.

This result was clearly confirmed by the RT's observations. Section 3.3 on livelihoods and resilience narrates some of the success stories related to IGA investments and benefits by individual group members as well as in a group effort. It is particularly noteworthy that around a third of the CBO members use some of their savings for community improvements.

**Dimension of change C.1:** *Management structures are in place and officials have skills and knowledge to execute their mandate professionally.* The indicators seek to measure the number of (public sector) management structures serving and engaging professionally, and the number of community issues identified, prioritised and addressed by these structures. Though it must be difficult to consistently measure the first indicator, the data provided over the 3 years says that this is the case for a third of the management structures. The figure is not increasing and can therefore not be said to be satisfactory if the assumption was that the advocacy work carried out by the CBOs would enhance the professionalism with

which public servants would go about their work. On the other hand, it seems quite satisfactory that almost half of the issues identified are being addressed by the mentioned management structures.

The RT was not in a position to undertake any thorough form of assessment of public sector management structures. It was, however, an observation that office bearers in the new district of Abim (district as well as town council staff) seemed more knowledgeable, dedicated and better organised to respond to the challenges and opportunities in their area, as well as to the collaboration with ADRA. This was in somewhat contrast to the situation in Kotido, where prospects for a mutually rewarding collaboration seem less apparent. (This observation could weigh in positively in the suggestion to expand to Napak, which is also a new established district).

**Dimension of change C.2:** *Positive working relations built on mutual trust and respect are established between local authorities and communities.* The first of two indicators under this DoC counts the number of confrontational and non-confrontational meetings held between PLIPs and the local authorities – and the data says that 11 out of 87 meetings were confrontational.

ADRA Denmark's advocacy approach is non-confrontational, and from this point of view, the result could be said to be satisfactory. The second indicators count the number of CBOs that are aware of the different policies and frameworks. While this can also be difficult to measure, the result is also quite low at under 20%. The indicator might not be very useful, and it seems that it is not used anymore in 2018.

**Overall**, the level of goal achievement measured by indicator data is assessed to be satisfactory, and very good on the most important areas that measure the CBO members' ability to engage in productive activities and to advocate for issues of their interest with local authorities, with almost half of them being addressed.

### 4.3. Efficiency

Budget Control Sheets for the ASC projects were made available to the RT by ADRA Uganda, covering the full years of 2016 and 2017, and for January to October 2018. In accordance with the budget, out of the total project costs of UGX 5bn., just over 20% (UGX 1bn.) has been spent on the budget lines directly linked to the Change Areas. This is a bit less than the 24% of budget planned for in the ASC Programme Document for 2016-2018. To this should be added activity related staff salaries and benefits that take up 36% of the total project expenses. Staff costs take up a significant part of the budget because most of ADRA's implementation is carried out by its own staff, combined with the high level of training, mentoring, capacity building, follow-up work, and the low level of direct service delivery. The RT has calculated the overall direct and indirect project costs to take up 72% and 28% of the total project expenses, respectively (by end of October 2018).

The project's target group numbers 3,680 people. As earlier mentioned, the main target group of CBO members has been reached and slightly surpassed. It is unclear from the documentation provided if the second target group of School Clubs in reality number 1,350 as planned. It seems realistic that the project directly reaches 410 government authorities and 120 members of traditional authorities, elders, church and clan leaders. In addition to these direct target groups there are the people, who have benefitted from the issues that have been advocated for, addressed and/or solved by duty bearers; e.g. in the form of improved services at health clinics, boreholes being operational, latrines constructed, etc. The ASC programme did not indicate a target figure for indirect beneficiaries, and the status reports do not provide an assessment of the size of this target group. Given the rather intensive engagement with CBO members, government and traditional authorities, this is probably a reasonable cost – but with a question remaining concerning the benefits gained by School Club members.

It will be important, however, that the ASC programme defines a clear strategy for expansion and spreading of its best practices, so that the new phase does not remain with a focus on the same group of direct (or indirect) beneficiaries.

#### 4.4. Impact

The assessment of the ASC's level of impact takes its point of departure in the level of achievement of indicators set by the programme, supplemented by results documented in status reports and observations made by the RT during the field work phase of the assignment. As mentioned in section 2.2, the programme document outlines a rather comprehensive set of indicators at the Change Area and Dimensions of Change levels. Since data for 2018 was available only for the first half of the year, and because of the decision to modify some Dimensions of Change and related indicators by the start of a new 4-year phase of ADRA Denmark's Strategic Partnership with MFA from 2018, it becomes complicated to include an analysis for the full 3-year period. The following is therefore the main conclusions from the data presented for 2016 and 2017, with a focus on the Change Area indicators:

**Change Area A. Indicator 1:** The reported number of CBOs involved in advocacy activities decreased from 34 in 2016 to 10 in 2017. It seems that this decrease was mainly an issue of a change in the definition of an 'advocacy issue'. With a total of 124 issues being raised during the three years, it seems likely that a higher number of CBOs have been involved in local level advocacy work. All of the 8 groups visited by the RT had been involved in different forms of advocacy activities.

**Indicator 2:** The number of new and ongoing advocacy initiatives undertaken and addressed however increased from 28 in 2016 to 57 in 2017. As mentioned, it is somewhat surprising that much fewer organisations were able to substantially increase their advocacy initiatives, and the total result of 79 issues being addressed is seen to be significant. Unfortunately, ADRA has not reported on the number of issues being finally resolved, and the final impact can therefore not be determined.

**Indicator 3:** The number of radio programmes addressing issues relevant to the people living in poverty increased from 35 to 46 during the period. The indicator is seen to be of limited use, since the number of radio programmes aired is largely dependent on payment for airtime – and it appears that it was taken out of the monitoring system from 2018. The RT did not assess the effect and impact of these radio programmes and is therefore unable to assess this programme activity.

**Change Area B. Indicator 1:** The number of VSLA members slightly decreased from 2068 in 2016 to 1890 in 2017. The number of members with increased savings however increased significantly – from 41% of the members in 2016 to 75% of the members in 2017. This data indicates that those VSLA groups that the programme has been able to engage with and provide support to over an extended period clearly manages to reach a higher level of financial ability. This was partly confirmed through observations by the RT: The strong groups that had been existence for more than five years often had a significantly higher level of saving than younger groups. Of key importance to the level of savings was also, however, whether the group was from Abim or Kotido, with most of the Kotido based VSLA's having significantly lower savings than those in Abim.

**Indicator 2:** The number of VSLA members that use part of their savings or loans for IGAs significantly increased from 55% in 2016 to 81% in 2017. This again strongly supports the projects impact on increasing household income and levels of productivity.

**Change Area C. Indicator 1:** The stated indicator measures the number of issues raised by CBOs concerning public service provision, and the extent to which these issues have been addressed by duty bearers. Clearly, the number of issues raised has increased from 27 in 2016 to 103 in 2017. While almost all (78%) were addressed in the first year, only 21 (28%) were addressed in 2017. With the high increase in issues raised, it is probably fine that just 8 more issues were addressed in 2017; from what the RT was told, this is often



because it takes time for plans to be implemented and resources collected and released. The RT came across examples of issues that had 'become stuck', meaning that the initiative taken to solve the problem could not be completed because of a lack of funding or a bureaucratic hurdle in the government system.

**Overall**, it can be concluded that the ASC programme reaches a good level of impact within its three main Change Areas. The status reports document a relevant set of change stories that confirms the overall trend shown by the indicator data.

## 4.5. Sustainability

The review confirmed the activities-to-results connections indicated in the ToC: That the support provided by the programme in terms of knowledge and skills to utilise livelihoods opportunities enables CBOs and their members to establish small IGAs; that this again leads to households becoming more resilient and increases the likelihood that they will use the increased income for household improvements. The review also confirmed that there is a likelihood that around one third of the CBO members use their increased resources to become involved in activities that works to improve the overall welfare of their community, by being engaged in a range of awareness raising activities and advocating for local issues of concern to be addressed and solved. The programme's approach to equipping the CBOs with a set of needed and relevant knowledge and skills, in combination with the initial VSLA training, clearly increases the sustainability of the intervention. The capacity enhancement activities are in some areas imparted to other groups in the area. Social welfare funds saved by VSLAs enable the groups to provide essential support to vulnerable households.

## Annex 1: Terms of reference

### **Terms of Reference for review of Action for Social Change programme, Uganda**

#### **Background**

The Action for Social Change (ASC) Programme is a Danida funded development programme started in Uganda in 2009 and currently implemented in Uganda, Burundi and Malawi. The overall goal of the ASC programme at the global level is to contribute to a status where citizens living in poverty are empowered to participate and contribute to realise their development rights and potential to break out of poverty.

In Uganda, the ASC programme focuses on resilience building and civil society development. The strategy is to improve the livelihood opportunities of people living in poverty to be in a better physical and mental position to claim and realise their rights and hereby enhance their resilience. It also focuses on strengthening community structures to permit community members to communicate their needs and concerns and claim their rights and on strengthening the capacity of duty-bearers to respond to these claims.

The third phase of the ASC programme in Uganda (2016-2018) has been working to achieve the following objectives:

- 1) Community structures that permit community members to communicate their needs, concerns and rights are in place
- 2) Community members have the knowledge and skills to claim and realise their rights and utilise livelihood opportunities.
- 3) Local and national executive authorities have capacity, resources and willingness to respond to needs and claims raised by poor communities

During the implementation of the third phase of the programme, ADRA Uganda realised a need to strengthen the link between their local and national advocacy work, which resulted in adding a fourth change area:

- 4) National and local legal and policy frameworks promoting and protecting citizens' rights and are in place and implemented

Thus, the ongoing phase of the ASC programme has an additional focus on strengthening ADRA Uganda's role in raising advocacy issues identified by the local communities to duty bearers at the national level.

A new phase of ASC is planned for 2019-2021, where the programme will be expanded to also cover a district neighbouring the existing programme area.

#### **Objectives**

The key objectives of the review are:

- ✓ To assess and document the impact of and lessons learned from the third phase of the Action for Social Change programme in Uganda, 2016-2018.
- ✓ To provide concrete and practical recommendations and best practices for the ASC programme that ADRA Uganda can use in the future programme design to improve both the livelihood and advocacy work done through the programme.

## Scope of Work

The assignment will include, but not be limited to the following:

*The strategies to sustain and empower CBO members to participate and contribute to realise their rights and potential to break out of poverty:*

- Assess to what extent different strategies/approaches for sustainability and empowerment of community-based groups may or may not be supporting one another
- Assess the relevance, efficiency and impact of ADRA's livelihood approaches, e.g. the use of savings and loans from VSLAs, income generating activities, better production methods etc. as components of resilience building and sustainability of CBOs
- Assess the sustainability and long-term effects of the livelihood activities/approaches including VSLAs beyond the first cycle
- Assess the quality and relevance of advocacy activities and approaches applied in the programme to enable communities to articulate concerns and claim their rights
- Assess to what extent duty bearers targeted by the programme have the capacity, resources and willingness to respond to needs raised
- Assess to what extent capacity building of right holders, duty bearers and local community structures have been successful in influencing decisions and bringing about changes at local, regional and/or national level
- Assess local ownership and the institutional sustainability at the community level

*ADRA Uganda's strategies and approaches to engage in policy advocacy at national level:*

- Document ADRA Uganda's contributions to influence advocacy processes at national level
- Assess ADRA Uganda's strategies and activities to support implementation of national and local legal and policy frameworks promoting and protecting citizens' rights
- Assess ADRA Uganda's contributions to facilitate that advocacy issues identified by local communities are raised with national duty-bearers
- Assess positive and negative, primary and secondary long-term effects produced by the programme, directly or indirectly, intended or unintended
- Assess ADRA Uganda's organisational capacity to engage strategically in advocacy processes and network with like-minded CSOs to achieve common goals

## Method of work

Prior to the field work, the team will conduct a desk study of all relevant programme documents, reports, reviews and strategies. Based on this, the team will produce an inception report describing the proposed methodology and the report outline in more detail.

Throughout the review, the team will work in close cooperation with ADRA Uganda, ADRA Denmark and the persons assigned to participate in the review as resource persons for the review team.

The methodology will predominantly be qualitative; however, some aspects will acquire quantitative analysis and comparison. It is expected that the team will use participatory methods including field visits and interviews with community-based groups, duty-bearers and other stakeholders and possibly also a workshop with staff members if found relevant.

The key findings, recommendations and learnings will be shared with ADRA Uganda at a debriefing in Karamoja and in Kampala and with ADRA Denmark after the return of the consultant(s) to Denmark.

## Outputs

- Inception report prior to the commencement of the review (deadline 12 November 2018)
- Debriefing note to be presented to interested parties at the end of the field visit (7 December)
- Draft review report (including relevant annexes) (deadline 20 December 2018). The report must follow a 1-3-30 format as outlined in ADRA Denmark's Evaluation Policy
- Final review report not more than a week after receiving comments from ADRA Denmark (which will be given no later than 7 January 2019)
- The report should include case stories demonstrating impact, indications of sustainability, as well as identification of best practices.

## Composition of team

The evaluation team will consist of:

- An international consultant (team leader)
- A national consultant
- Representative of ADRA/ASC Uganda (resource person)
- Programme Coordinator, ADRA Denmark (resource person)
- Representative of ADRA Ethiopia (will be invited as an observer)

The team should possess the following skills:

- Local knowledge (Uganda and Karamoja specifically)
- International experience, in particular in the field of international development
- Knowledge on community empowerment and sustainability with a focus on civil society development
- Knowledge of advocacy and the Human Rights Based Approaches to development (HRBA)
- Experience with community-based groups, community-based livelihood approaches and in particular VSLAs
- Experience in conducting evaluations and writing reports
- Fluency in English (oral and written)

## Timing

The evaluation will take place in November/December 2018 (please refer to separate time schedule).

|  | <b>Team leader</b> | <b>National consultant</b> |
|--|--------------------|----------------------------|
| <b>Task</b>  | <b>Days</b>        |                            |
| Desk study and preparation                           | 2,5                | 3,5                        |
| Field work (between 26 November - 6 December)        | 8                  | 8                          |
| Debriefing with ADRA Uganda in Karamoja (6 December) | 0,5                | 0,5                        |
| Debriefing with ADRA Uganda in Kampala (7 December)  | 0,5                | 0,5                        |
| Report writing                                       | 5                  |                            |
| Travel   | 4                  | 2                          |
| Debriefing with ADRA Denmark                         | 0,5                |                            |
|  |                    |                            |
| <b>Total</b>   | <b>21</b>          | <b>14,5</b>                |

### **Background information**

The team will be provided with all necessary documents, including:

- ASC Programme documents
- Yearly and quarterly reports
- Programme strategies, including draft advocacy strategy
- Review report from Advocacy review 2014 (Malawi, Uganda, Rwanda)
- Review report from ASC review in Uganda, 2014/2015
- Framework result report for 2017 Danida
- ADRA Denmark Evaluation Policy

## Annex 2: Review mission itinerary and persons met

| Time:                         | Activity:   | Persons participating:  |
|-------------------------------|---|---|
| <b>Monday, 26 November</b>    |   |   |
| 09:00                         | Review Team Meeting   | Sten Andreassen – Team Leader<br>Rabbecca Nyonyozi – National Consultant  |
| 10:30                         | Introduction meeting: ADRA Uganda and ASC programme             | Rose Nsubuga – M&E Officer / Desk Officer ASC<br>Solomon Katerega – Director of Programs<br>Benon Babumba – Manager Programs & Emergency Coordinator<br>Alfred Ayor Gwoms – Livelihoods Programme Officer   |
| 14:00                         | Individual meetings: Advocacy, Livelihoods, overall ADRA Uganda | Lenah Aturinda – Advocacy Officer<br>Alfred Ayor Gwoms – Programme Office Livelihoods<br>Charles Ed II Aguilar – Country Director   |
| <b>Tuesday, 27 November</b>   |   |   |
| 08:00                         | Travel to Kotido  | Mission Aviation Fellowship   |
| 11:00                         | Introduction meetings   | Rose Nsubuga – M&E Officer / Desk Officer ASC<br>George William Kiberu – Program Manager ASC<br>Pascal Aleper Loongo – Kotido District Coordinator<br>Lamech Lule Kitandwe – Kaabong District Coordinator<br>Simon Okello – Abim District Coordinator<br>Ventorina Logiel – Community Support Officer |
| 15:00                         | Meeting with Kotido District Education Office                   | Romano Kapel – ‘Caretaker’ District Education Officer<br>Anjelo Lowari – Acting District Education Officer<br>Otim Carlmax – Inspector of Schools   |
| <b>Wednesday, 28 November</b> |   |   |
| 10:00                         | Meeting with Kotido Chief Admin. Officer                        | Richard Wambi – Deputy Chief Administrative Officer   |
| 11:00                         | Meeting with Kotido District Council                            | Ignatius Nangiro – Deputy District Chairperson  |
| 13:00                         | Meeting with CBOs in Kotido sub-county                          | Elocokinos - Lokitelaebu<br>Alakara Ekisil Group – Lokitelaebu  |
| 15:00                         | Meeting with Kacheri sub-county officers                        | Robert Anewa – Senior Assistant Secretary<br>David Lepera – Community Development Officer   |
| 16:00                         | Meeting with Kacheri sub-county CBO and committees              | Kacheri Engarakinos Farmers Group<br>Kacheri Area Land Commission<br>Kacheri Parish Development Commission  |
| <b>Thursday, 29 November</b>  |   |   |
| 09:00                         | Meeting with ADRA Kotido officer staff                          | Rose Nsubuga – M&E Officer / Desk Officer ASC<br>George William Kiberu – Program Manager ASC<br>Pascal Aleper Loongo – Kotido District Coordinator  |
| 10:00                         | Meeting with Kotido sub-county Community Development Officers   | Lawrence Oswaria – District Community Development Officer<br>David Modrig – Sub-county Community Development Officer<br>Lily Lemukol – Senior Community Development Officer, Municipality   |
| 11:30                         | Meeting with Religious Leaders                                  | 3 representatives from Church of Uganda<br>3 representatives from Kotido Pentecostal Church<br>Muslim leader for Kotido, Abim and Kaabong<br>2 representatives from the Seventh Day Adventist Church  |
| 13:30                         | Meeting at Primary School Nakapelimoru                          | Benson Katiango – Head Teacher<br>Simon Ojok – Focal Teacher, Primary School Advocacy Club  |
| 15:00                         | Meeting with Elders   | 14 members of Kotido District Cultural Elders Council   |
| <b>Friday, 30 November</b>    |   |   |

|  |  |  |
|--|--|--|
| 10:20                                    | Meeting at Abim Town Council   | Robert Abiowili – Town Clerk, Abim Town Council<br>Otto Wilson – Town Council Chairperson  |
| 12:00                                    | Meeting at Abim District Headquarters  | Nelson Olwit – Assistant Chief Administrative Officer<br>George Okot – Acting for District Natural Resources Officer<br>Joel Romwald Otyang – District Internal Audit<br>Matthew Omara – District Education Officer<br>Emmanuel Ofwono – Chief Administrative Officer<br>Alfred Okello – District Community Development Officer<br>Samuel Apora – Acting for DAD   |
| 14:00                                    | Meeting at Awach sub-county  | Awach sub-county Chief<br>Community Development Officer  |
| 15:00                                    | Meeting with CBOs in Awach sub-county  | Obokeoloth Women Group<br>Bed Kigen Woment Group   |
| 16:00                                    | Meeting with local committees  | Awach Parish Development Committee<br>Awach Area Land Committee  |
| <b>Saturday, 1 December</b>              |  |  |
| Rest Day – summarising notes from visits |  |  |
| <b>Sunday, 2 December</b>                |  |  |
| 11:00                                    | Meeting with Elders in Morulem sub-county  | Representatives of Etoo Elders Association Leaders   |
| 12:30                                    | Meeting with CBOs in Morulem sub-county  | St. Catherine Youth Group<br>Gulongor Women in Action  |
| <b>Monday, 3 December</b>                |  |  |
| 11:00                                    | Meeting with CBO in Kotido   | Emorikinos Romrom Group, Lokocil Village   |
| 14:00                                    | Meeting with Mercy Corps, Kotido   | Ahmednur Komwar – Partnership and governance team leader<br>Maurice – Partnerships and Capacity Building Officer<br>George – Governance Officer  |
| 16:00                                    | Review team meeting  | Preparations for debriefing  |
| <b>Tuesday, 4 December</b>               |  |  |
| 09:00                                    | Review Team's debriefing meeting with ADRA staff from the three district offices | Rose Nsubuga – M&E Officer / Desk Officer ASC<br>George William Kiberu – Program Manager ASC<br>Lamech Lule Kitandwe – Kaabong District Coordinator<br>Simon Okello – Abim District Coordinator<br>Ventorina Logiel – Community Support Officer<br>Hudson Ogwang – Community Support Officer<br>Joshua Ongom – Community Support Officer<br>Betty Hope Akello – Administrative Assistant<br>Laura Nielsen – ADRA Denmark ASC Programme Manager |
| 18:00                                    | Meeting with Land Conflict research team   | Emmanuel Frank Muhereza, PhD – Senior Research Fellow, Centre for Basic Research<br>Lenah Aturinda – Advocacy Officer  |
| <b>Wednesday, 5 December</b>             |  |  |
| 10:00                                    | Travel to Kampala  | Mission Aviation Fellowship  |
| 15:30                                    | Meeting with Straight Talk   | David Talima – Director of Programs<br>Anne Agnes Namakula – Resources Mobilisation Specialist<br>Richard ?? – Monitoring and Evaluation Specialist  |
| <b>Thursday, 6 December</b>              |  |  |
| 09:00                                    | Meeting with ADRA Kampala on ASC budgets and accounts                            | Jonathan Kakooza – Accountant ASC Programme  |
| 14:00                                    | Review Team's debriefing with ADRA Headquarters staff                            | Charles Ed II Aguilar – Country Director<br>Solomon Kateregga – Director of Programs<br>Rose Nsubuga – M&E Officer / Desk Officer ASC  |

|                    |                                       |   |
|--------------------|---------------------------------------|---|
|                    |                                       | George William Kiberu – Program Manager ASC<br>Laura Nielsen – ADRA Denmark ASC Programme Manager<br>Nilly Namboyera – ADRA Uganda Board Member |
| Friday, 7 December |                                       |   |
| 10:00              | Meeting with Save the Children Uganda | Josephine Alidir – Deputy Director Programme Operations<br>Janet Nambuya – Partnership Coordinator  |
|                    |                                       |   |



### Annex 3: Case story

#### CASE STORY: Gulonger Women in Action – Morulem sub-county.



The group was established in 2001 by 9 widows, who all had had tough experiences. They started day labour for cash to be able to take their children to school. Other women joined their group around 2009, and later ADRA came in to support them with a functional adult literacy programme. They received training and learned how to solve own problems without outside support. They learned about group dynamics, conflict resolution, gender issues, VSLA activities, lobby and advocacy work. Gradually, they gained strength to do many activities.

Now, they are running a piggery project. They support the nearby school by growing food in the school garden, used to feed the children in school. They are working on a natural fence around the school to keep people and animals out of the compound. They have held community dialogue meetings on the issue of bringing children back to school, so that they can become future leaders. Through the training support received, they realised that alcohol consumption in the community was too high and took part in developing by-laws on alcohol.

The conduct VSLA meeting every Thursday. Each member contributes UGX 1,000 for the group's social grant. They have saved UGX 2m. during the past 8-9 months. The last time they shared the group's savings, UGX 3,5m. were distributed. There are 30 members, but only 4 men. The group members explained that when women handle cash, they use it responsibly, for the whole family. Men are not mindful of domestic issues. Men can, however, be changed by influencing them to form and join groups – and through sensitisation meetings. This was how the bylaws on alcohol were possible to carry through.

Some of the benefits that the group members have experienced: They can borrow money for farming activities. They can start small IGAs that helps them to buy food and salt. They can borrow to pay school fees when they have no money. They have money for welfare support, to which no interest is applied. One of the members who did not have anything completely was invited by the Chairperson and accepted by the group because they were sympathetic to her. She accumulated funds that in the end enabled her to buy an oxen. This helped the family to open up more land for cultivation, and the harvesting and selling of crops has enabled then to take the children to school. The oxen is rented out and provides an income. The Chairperson wanted to build a pit latrine but is too old and instead borrowed UGX 50,000 to pay a man to dig the latrine. She otherwise buys and sells merchandise. When a group member had serious difficulties during the delivery of her child, they sacrificed some of their money to enable her to go to hospital, where she had a scsarian - and this saved her life.

The group has been involved in advocacy work: They found a need to address health sector problems at the local clinics, since pregnant mothers were not attended to as required - as well as other patients. Dialogue meetings were held with staff at two Health Centres and leaders accepted that there was a need to improve, and staff are now doing the right thing. They have also worked on improving the enrolment and general situation at the school - among others by mobilising communities to find ways of funding and constructing two new pit latrines.

There are times, when the group has internal conflicts; e.g. when some members do not take part in school garden work, or when a member does not share out piglets from the joint piggery project. A member also quarrelled with the Chairperson. In most cases, the member is fined, and in repeated cases she is given a warning - in the end asked to leave the group.

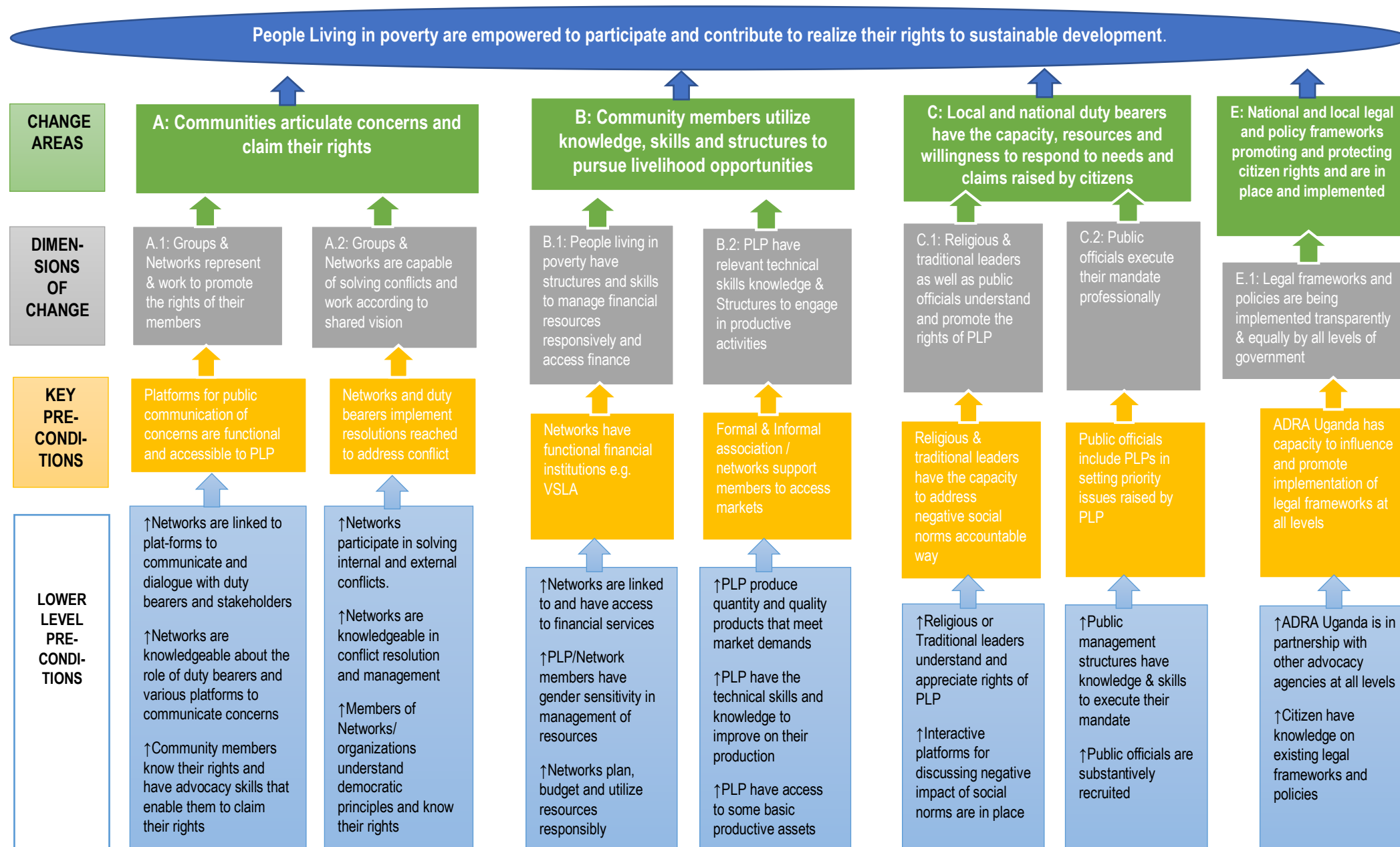
**Secondina Achieng** is 32 years old, a widow with 6 children. She lost her husband in 2017, but they had separated earlier than that. The challenge in the relationship was that he was running with other women. When she complained, the husband's relatives started abusing her.

In 2014 she applied for membership of Gulonger Women in Action, as she was attracted to the group's activities. The group members considered her background and accepted her application. Following a period of savings, she last applied for and got a loan from the group of UGX 300,000. She spent half of it to purchase a piece of land and the rest to do different kind of small businesses; cooking kasawa chips, buying and selling small dried fish. She is expecting to return the last part of her loan next week. The group membership and the loan has enabled her to improve the situation of her family.





## Annex 4: ASC Uganda 2018-21 Theory of Change



## Annex 5: ASC indicator achievement

|  |  | 2016          |                |      | 2017          |                |      |
|--|--|---------------|----------------|------|---------------|----------------|------|
| Change Area A: Community structures that permit community members to communicate their needs, concerns and rights are in place                         |  |               |                |      |               |                |      |
| Stated indicator 1:  |  | # of CBOs     | # involved     | Pct. | # of CBOs     | # involved     | Pct. |
|  | # of CBOs actively involved in advocacy initiatives  | 93            | 34             | 37%  | 60            | 10             | 17%  |
| Stated indicator 2:  | Number of new and # on going advocacy initiatives undertaken and addressed at the community and district level | New           | Ongoing        |      | New           | Ongoing        |      |
|  | Kaabong  | 4             | 5              |      | 13            | 14             |      |
|  | Kotido   | 9             | 1              |      | 4             | 11             |      |
|  | Abim   | 4             | 5              |      | 14            | 1              |      |
|  | Total  | 17            | 11             | 65%  | 31            | 26             | 84%  |
| Stated indicator 3:  | Number of radio programmes addressing issues relevant to the people living in poverty                          | live          | pre-recorded   |      | live          | pre-recorded   |      |
|  | Kaabong  | 4             | 1              |      | 6             | 4              |      |
|  | Kotido   | 5             | 12             |      | 6             | 10             |      |
|  | Abim   | 5             | 8              |      | 4             | 16             |      |
|  | Total  | 14            | 21             |      | 16            | 30             |      |
| Change Area B: Community members have the knowledge and skills to claim and realise their rights and utilise livelihood opportunities                  |  |               |                |      |               |                |      |
| Stated indicator 1:  | Number of VSLA members with increased annual savings   | members       | with savings   |      | members       | with savings   |      |
|  | Kaabong  | 690           | 261            |      | 658           | 452            |      |
|  | Kotido   | 779           | 280            |      | 641           | 498            |      |
|  | Abim   | 599           | 300            |      | 591           | 467            |      |
|  | Total  | 2068          | 841            | 41%  | 1890          | 1417           | 75%  |
| Stated indicator 2:  | Number of VSLA members using part of savings or loans for income generation activities                         | members       | use for IGAs   |      | members       | use for IGAs   |      |
|  | Kaabong  | 690           | 411            |      | 658           | 476            |      |
|  | Kotido   | 779           | 252            |      | 641           | 576            |      |
|  | Abim   | 599           | 471            |      | 591           | 470            |      |
|  | Total  | 2068          | 1134           | 55%  | 1890          | 1522           | 81%  |
| Change Area E: Local and national executive authorities have the capacity, resources and willingness to respond to the needs and claims raised by poor |  |               |                |      |               |                |      |
| Stated indicator 1:  | Number of issues raised by CBGs concerning public service provision addressed by duty bearers                  | Issues raised | Issues address |      | Issues raised | Issues address |      |
|  | Kaabong  | 8             | 6              |      |               | 13             |      |
|  | Kotido   | 10            | 8              |      |               | 9              |      |
|  | Abim   | 9             | 7              |      |               | 7              |      |
|  | Total  | 27            | 21             | 78%  | 103           | 29             | 28%  |

|  |  | 2016          |                          |     | 2017          |                          |     |
|--|--|---------------|--------------------------|-----|---------------|--------------------------|-----|
| Dimension of change A 2:   |  |               |                          |     |               |                          |     |
| Networks represent and promote the rights of members/PLP through encounters/engagements with authorities             |  |               |                          |     |               |                          |     |
| Stated Indicator:  | 45% of community issues raised by networks have been addressed by relevant authorities by 2018 (the program will target 15% per year). | Issues raised | Issues address           |     | Issues raised | Issues address           |     |
|  | Kaabong  | 13            | 5                        |     | 23            | 16                       |     |
|  | Kotido   | 13            | 7                        |     | 16            | 15                       |     |
|  | Abim   | 14            | 8                        |     | 17            | 16                       |     |
|  | Total  | 40            | 20                       | 50% | 56            | 47                       | 84% |
| Stated Indicator:  | 75% of the networks engage duty bearers on identified community issues using various advocacy platforms by 2018                        | CBOs          | Engange duty bearers     |     | CBOs          | Engange duty bearers     |     |
|  | Kaabong  | 31            | 20                       |     | 31            | 14                       |     |
|  | Kotido   | 31            | 12                       |     | 31            | 14                       |     |
|  | Abim   | 31            | 17                       |     | 31            | 12                       |     |
|  | Total  | 93            | 49                       | 53% | 93            | 40                       | 43% |
| Dimension of change A3:  |  |               |                          |     |               |                          |     |
| Networks are capable of solving internal organizational and external conflicts and work according to a shared vision |  |               |                          |     |               |                          |     |
| Stated Indicator:  | Number of networks that successfully resolved identified internal conflicts  | CBOs          | conflicts resolved       |     | CBOs          | conflicts resolved       |     |
|  | Kaabong  | 20            | 7                        |     | 21            | 8                        |     |
|  | Kotido   | 20            | 8                        |     | 21            | 5                        |     |
|  | Abim   | 20            | 7                        |     | 21            | 9                        |     |
|  | Total  | 60            | 22                       | 37% | 63            | 22                       | 35% |
| Stated Indicator:  | 75% of community based networks adhering to their governance documents   | CBOs          | to gov. docs.            |     | CBOs          | to gov. docs.            |     |
|  | Kaabong  | 21            | 12                       |     | 21            | 15                       |     |
|  | Kotido   | 21            | 12                       |     | 21            | 11                       |     |
|  | Abim   | 21            | 16                       |     | 21            | 12                       |     |
|  | Total  | 63            | 40                       | 63% | 63            | 38                       | 60% |
| Stated Indicator:  | Number of networks that have participated in resolving their external conflicts.   | CBOs          | conflicts resolved       |     | CBOs          | conflicts resolved       |     |
|  | Kaabong  | 21            | 2                        |     | 21            | 2                        |     |
|  | Kotido   | 21            | 4                        |     | 21            | 2                        |     |
|  | Abim   | 21            | 4                        |     | 21            | 3                        |     |
|  | Total  | 63            | 10                       | 16% | 63            | 7                        | 11% |
| Dimension of change B 1:   |  |               |                          |     |               |                          |     |
| People living in poverty have the competence to engage in productive activities                                      |  |               |                          |     |               |                          |     |
| Stated Indicator:  | 50% of People Living in Poverty/network members engaging in productive activities  | CBO members   | engaged in IGAs          |     | CBO members   | engaged in IGAs          |     |
|  | Kaabong  |               |                          |     | 658           | 476                      |     |
|  | Kotido   |               |                          |     | 641           | 521                      |     |
|  | Abim   |               |                          |     | 591           | 470                      |     |
|  | Total  | 1978          | 1134                     | 57% | 1890          | 1467                     | 78% |
| Stated Indicator:  | 75% of the network members demonstrate technical skills and knowledge to improve their productivity                                    | CBO members   | techn. skills and knowl. |     | CBO members   | techn. skills and knowl. |     |
|  | Kaabong  |               |                          |     | 658           | 366                      |     |
|  | Kotido   |               |                          |     | 641           | 175                      |     |
|  | Abim   |               |                          |     | 591           | 384                      |     |
|  | Total  | 1978          | 532                      | 27% | 1890          | 925                      | 49% |

|  |   | 2016                |                      |     | 2017                |                      |     |
|--|---|---------------------|----------------------|-----|---------------------|----------------------|-----|
| Dimension of change B 2:   |   |                     |                      |     |                     |                      |     |
| People living in poverty have structures and skills to access and manage financial resources responsibly               |   |                     |                      |     |                     |                      |     |
| Stated Indicator:  | Number of networks demonstrating ability to manage internally and externally generated financial resources.     | CBOs                | demonstrates ability |     | CBOs                | demonstrates ability |     |
|  | Kaabong   |                     |                      |     | 20                  | 16                   |     |
|  | Kotido  |                     |                      |     | 20                  | 16                   |     |
|  | Abim  |                     |                      |     | 20                  | 18                   |     |
|  | Total   | 60                  | 42                   | 70% | 60                  | 50                   | 83% |
| Stated Indicator:  | 60% of the network members use resources towards household improvement.   | CBO members         | househ. improv.      |     | CBO members         | househ. improv.      |     |
|  | Kaabong   |                     |                      |     | 658                 | 483                  |     |
|  | Kotido  |                     |                      |     | 641                 | 298                  |     |
|  | Abim  |                     |                      |     | 591                 | 467                  |     |
|  | Total   | 1978                | 994                  | 50% | 1890                | 1248                 | 66% |
| Stated Indicator:  | 40% of the network members use the resources towards community improvement                                      | CBO members         | comm. improv.        |     | CBO members         | comm. improv.        |     |
|  | Kaabong   |                     |                      |     | 658                 | 107                  |     |
|  | Kotido  |                     |                      |     | 641                 | 168                  |     |
|  | Abim  |                     |                      |     | 591                 | 176                  |     |
|  | Total   | 1978                | 529                  | 27% | 1890                | 451                  | 24% |
| Dimension of change E 2:   |   |                     |                      |     |                     |                      |     |
| Management structures are in place and officials have skills and knowledge to execute their mandate professionally     |   |                     |                      |     |                     |                      |     |
| Stated Indicator:  | No of management structures serving/engaging professionally   | Man. struct.        | Serving proff'ly     |     | Man. struct.        | Serving proff'ly     |     |
|  | Kaabong   |                     |                      |     | 70                  | 26                   |     |
|  | Kotido  |                     |                      |     | 48                  | 14                   |     |
|  | Abim  |                     |                      |     | 57                  | 29                   |     |
|  | Total   | 142                 | 52                   | 37% | 175                 | 69                   | 39% |
| Stated Indicator:  | No of community issues identified, prioritized and addressed in a participatory manner by management structures | Comm. issues ident. | Issues address       |     | Comm. issues ident. | Issues address       |     |
|  | Kaabong   |                     |                      |     | 39                  | 19                   |     |
|  | Kotido  |                     |                      |     | 35                  | 16                   |     |
|  | Abim  |                     |                      |     | 35                  | 15                   |     |
|  | Total   | 28                  | 13                   | 46% | 109                 | 50                   | 46% |
| Dimension of change E 3:   |   |                     |                      |     |                     |                      |     |
| Positive working relations built on mutual trust and respect are established between local authorities and communities |   |                     |                      |     |                     |                      |     |
| Stated Indicator:  | Number of non-confrontational meetings held between local authorities and PLPs.                                 | Confrontational     | confrontational      |     | Confrontational     | confrontational      |     |
|  | Kaabong   | 2                   | 14                   |     | 2                   | 15                   |     |
|  | Kotido  | 2                   | 14                   |     | 2                   | 14                   |     |
|  | Abim  | 2                   | 15                   |     | 1                   | 15                   |     |
|  | Total   | 6                   | 43                   |     | 5                   | 44                   |     |
| Stated Indicator:  | No of network members aware of the different policies and frameworks  | CBO members         | members aware        |     | CBO members         | members aware        |     |
|  | Kaabong   | 690                 | 85                   |     | 658                 | 149                  |     |
|  | Kotido  | 779                 | 47                   |     | 641                 | 28                   |     |
|  | Abim  | 599                 | 105                  |     | 591                 | 179                  |     |
|  | Total   | 2068                | 237                  | 11% | 1890                | 356                  | 19% |

## Annex 6: ASC Uganda programme budgets and expenses 2016-18

| AMOUNTS in UGX   | 2016          |               |      | 2017          |               |      | 2018 (Jan-Oct) |               |      | 2016-2018     |               |      | 2016-2018   |      | Actual DKK |
|--|---------------|---------------|------|---------------|---------------|------|----------------|---------------|------|---------------|---------------|------|-------------|------|------------|
| Budget line  | Budget        | Actual        | Pct. | Budget        | Actual        | Pct. | Budget         | Actual        | Pct. | Budget        | Actual        | Pct. | Variance    | Pct. | 0,00176    |
| Change Area A: Community structures that permit community members to communicate their needs. Concerns and rights are in place                                     | 231.703.180   | 246.404.779   | 75%  | 352.840.359   | 352.840.358   | 73%  | 144.302.442    | 132.160.994   | 57%  | 728.845.980   | 731.406.130   | 70%  | -2.560.150  | 100% | 1.287.275  |
| <i>Dimension A.2: Networks represent and work to promote the rights of PLP through encounters/engagements with authorities</i>                                     | 207.570.106   | 223.784.959   |      | 285.371.840   | 285.371.840   |      | 125.282.387    | 109.400.494   |      |               |               |      |             |      |            |
| <i>Dimension A.3: Networks are capable of solving internal organisational an external conflicts and work according to a shared vision</i>                          | 24.133.073    | 22.619.819    |      | 67.468.518    | 67.468.518    |      | 19.020.055     | 22.760.500    |      |               |               |      |             |      |            |
| Change Area B: Community members have the knowlegde and skills to claim and realise their rights and utilise livelihood opportunities                              | 47.618.739    | 33.816.239    | 10%  | 66.344.336    | 66.979.487    | 14%  | 39.835.823     | 14.175.292    | 6%   | 153.798.899   | 114.971.018   | 11%  | 38.827.881  | 75%  | 202.349    |
| <i>Dimension B.1: People living in poverty have the competence to engage in productive activities</i>  | 14.083.215    | 15.286.430    |      | 44.465.687    | 44.465.687    |      | 13.136.463     | 9.499.042     |      |               |               |      |             |      |            |
| <i>Dimension B.2: People living in poverty have structures and skills to manage financial resources responsibly and access finance</i>                             | 33.535.524    | 18.529.809    |      | 21.878.649    | 22.513.800    |      | 26.699.361     | 4.676.250     |      |               |               |      |             |      |            |
| Change Area C: Local and national executive authorities have the capacity, resources and willingness to respond to the needs and claims reised by poor communities | 48.885.226    | 48.321.538    | 15%  | 60.665.384    | 61.706.000    | 13%  | 47.015.451     | 50.561.250    | 22%  | 156.566.061   | 160.588.788   | 15%  | -4.022.726  | 103% | 282.636    |
| <i>Dimension C.1 Budgets are available and publicly accessible to local communities</i>  | 0             | 0             |      | 0             | 0             |      | 0              | 0             |      |               |               |      |             |      |            |
| <i>Dimension C.2: Management structures are in place and officials have skills and knowlegde to execute their mandate professionally</i>                           | 48.333.425    | 47.871.350    |      | 44.113.693    | 43.706.000    |      | 22.958.357     | 12.816.250    |      |               |               |      |             |      |            |
| <i>Dimension C.3: Positive working relations built on mutual trust and respect are established between local authorities and communities</i>                       | 551.801       | 450.188       |      | 16.551.691    | 18.000.000    |      | 0              | 0             |      |               |               |      |             |      |            |
| <i>Dimension C.4. Religious and traditional leaders as well as public officials understand and promote the rights of PLP</i>                                       | 0             | 0             |      | 0             | 0             |      | 24.057.094     | 37.745.000    |      |               |               |      |             |      |            |
| Change Area E: National and local legal and policy frameworks promoting and protecting citizens' rights are in place and implemented.                              | 0             | 0             | 0%   | 0             | 0             | 0%   | 57.753.687     | 35.308.439    | 15%  | 57.753.687    | 35.308.439    | 3%   | 22.445.248  | 61%  | 62.143     |
| <i>Dimension E.1 Legal frameworks and policies are being implemented transparently &amp; equally by all levels of government</i>                                   | 0             | 0             |      | 0             | 0             |      | 57.753.687     | 35.308.439    |      |               |               |      |             |      |            |
| TOTAL FOR THREE CHANGE AREAS   | 328.207.145   | 328.542.555   | 19%  | 479.850.079   | 481.525.845   | 24%  | 288.907.404    | 232.205.975   | 17%  | 1.096.964.628 | 1.042.274.375 | 21%  | 54.690.252  | 95%  | 1.834.403  |
| CROSS CUTTING (M&E, REVIEWS ETC.)  | 65.992.644    | 62.805.499    | 4%   | 75.527.762    | 76.625.528    | 4%   | 51.528.434     | 40.400.893    | 3%   | 193.048.841   | 179.831.920   | 4%   | 13.216.921  | 93%  | 316.504    |
| ACTIVITY RELATED STAFF SALARY AND BENEFITS   | 657.245.977   | 654.116.397   | 38%  | 651.135.925   | 650.789.299   | 33%  | 430.171.009    | 503.347.566   | 38%  | 1.738.552.911 | 1.808.253.262 | 36%  | -69.700.351 | 104% | 3.182.526  |
| TRANSPORT  | 194.236.203   | 187.308.125   | 11%  | 241.776.124   | 236.019.341   | 12%  | 124.582.346    | 127.507.733   | 10%  | 560.594.673   | 550.835.199   | 11%  | 9.759.474   | 98%  | 969.470    |
| INVESTMENTS  | 0             | 0             | 0%   | 37.156.699    | 37.156.699    | 2%   | 95.419.072     | 18.881.462    | 1%   | 132.575.771   | 56.038.161    | 1%   | 76.537.609  | 42%  | 98.627     |
| TECHNICAL AND ADMIN SUPP. (LOCAL SALARIES)   | 303.021.139   | 311.329.665   | 18%  | 309.728.393   | 309.358.093   | 16%  | 269.842.495    | 278.824.091   | 21%  | 882.592.027   | 899.511.849   | 18%  | -16.919.822 | 102% | 1.583.141  |
| OTHER ADMINISTRATIVE EXPENSES  | 155.975.209   | 158.857.489   | 9%   | 178.531.963   | 178.368.895   | 9%   | 133.175.979    | 126.737.242   | 10%  | 467.683.152   | 463.963.627   | 9%   | 3.719.525   | 99%  | 816.576    |
| LOCAL AUDIT  | 21.668.977    | 21.751.608    | 1%   | 23.601.310    | 23.601.310    | 1%   | 8.861.236      | 0             | 0%   | 54.131.522    | 45.352.918    | 1%   | 8.778.604   | 84%  | 79.821     |
| TOTAL ASC in UGANDA  | 1.726.347.294 | 1.724.711.338 | 100% | 1.997.308.255 | 1.993.445.010 | 100% | 1.402.487.975  | 1.327.904.962 | 100% | 5.126.143.524 | 5.046.061.311 | 100% | 80.082.214  | 98%  | 8.881.068  |
| Direct project costs   |               | 1.232.772.576 | 71%  |               | 1.482.116.712 | 74%  |                | 922.343.630   | 69%  |               | 3.637.232.917 | 72%  |             |      | 6.401.530  |
| Indirect project costs   |               | 491.938.762   | 29%  |               | 511.328.298   | 26%  |                | 405.561.333   | 31%  |               | 1.408.828.393 | 28%  |             |      | 2.479.538  |
| No. of direct beneficiaries  |               | 3680          |      |               | 3680          |      |                | 3680          |      |               | 3680          |      |             |      |            |
| Project cost per direct beneficiary  |               | 468.672       |      |               | 541.697       |      |                | 360.844       |      |               | 1.371.212     |      |             |      | 2.413      |
| No. of indirect beneficiaries  |               | 18000         |      |               | 18000         |      |                | 18000         |      |               | 18000         |      |             |      |            |
| Project cost per indirect beneficiary  |               | 95.817        |      |               | 110.747       |      |                | 73.772        |      |               | 280.337       |      |             |      | 493        |

## Annex 7: Documents reviewed

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