

VALUE FOR MONEY ASSESSMENT OF ADRA'S ACTION FOR SOCIAL CHANGE (ASC) PROGRAM AND RESILIENCE ENHANCEMENT AND ADVOCACY PROGRAM (REAP)



Photo credit: ADRA

Prepared for ADRA
By Francesca D'Emidio
francesca@learningandchange.org
Learning and Change Ltd
www.learningandchange.org

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EXECUTIVE SUMMARY

Since 2009, the Adventist Development and Relief Agency (ADRA) Uganda and ADRA Denmark have been implementing the Action for Social Change (ASC) Programme. ASC is a development programme that focuses on resilience building and civil society advocacy. During the 2022-25 programme period, the ASC programme is being continued with the Resilience Enhancement and Advocacy Program (REAP) in 4 districts in Karamoja and 2 districts in Rwamwanja and Kyaka.

The Outcome Harvesting and Value for Money (VfM) review is looking at the results produced over the years 2018-2023 by the ADRA Denmark-funded programmes with the purpose of documentation and learning. This report focusses on the analysis of the VfM of the two programmes, using the harvested outcomes and financial data collected so far to draw out conclusions and recommendations emerging from the analysis.

To accurately interpret the analysis, it is crucial to understand the context in which the programmes operated. The Karamoja sub-region has been characterised for decades by high levels of conflict and insecurity, alongside low levels of development and serious challenges to individual well-being. This means that the value generated by the programmes needs to be assessed within this challenging and constantly changing context.

Given the above, in these programmes VfM analysis means using evidence about what works and what does not to make decisions that allows the next stages of the REAP programme to improve its impact. VfM is, therefore, not only a product but also a process of continuous improvement, that integrates action-oriented reflection.

Overall, the value of the programme is considered to be moderate, with 51% of the outcomes assessed as moderate and/or low value and 49% high value. This means that the programme has the potential to further maximise the changes it is achieving and increase the overall value of the investment. As mentioned above, this assessment needs to be interpreted within the context in which the programmes have operated. Karamoja is a 'fragile context', usually deprioritised by public authorities with few government resources allocated to the target areas, few livelihood opportunities and recurrent conflict. In such a context, achieving a high percentage of high-value outcomes is very difficult, taking also into consideration contextual factors which made it even harder, such as COVID-19, drought, violent conflict, government staff turnover, etc. Therefore, the value that it has generated can be considered more than satisfactory.

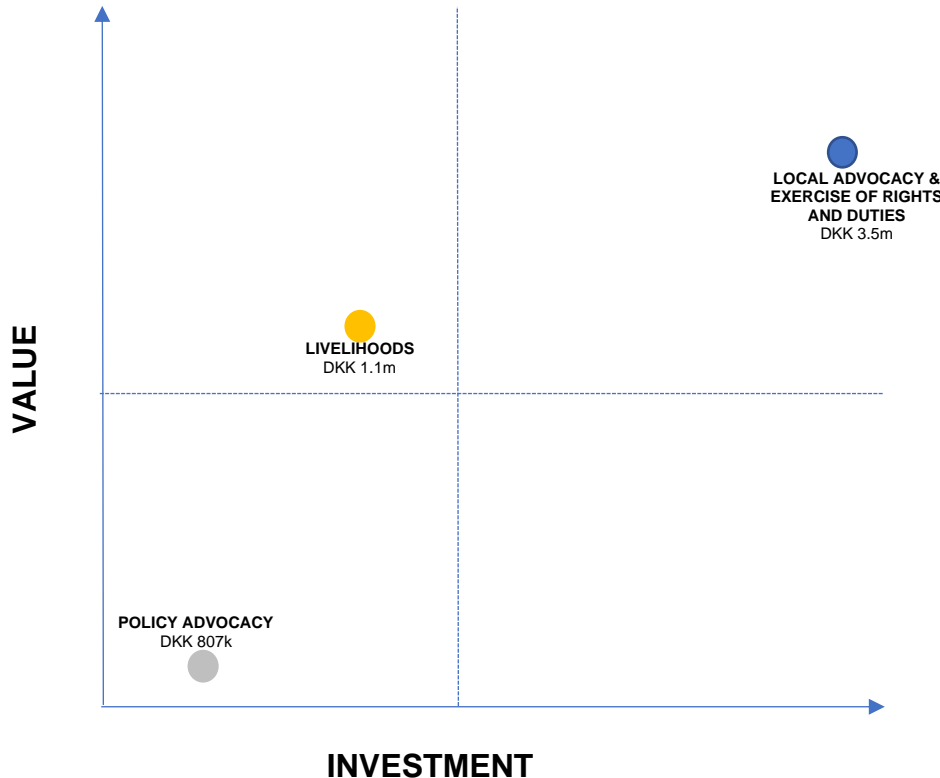
Over 65% of the total outcomes harvested are related to the work undertaken in the workstream of Local Advocacy and Exercise of Rights and Duties. Of the outcomes harvested more than 56% are considered of high value, with the remainder falling in either the moderate or low-value categories. This suggests that, overall, this area of work can be considered to have generated high value (4 "like to see").

31% of the total outcomes harvested are related to the work undertaken in the Livelihoods workstream, which includes both the work on income-generating activities and on the VSLAs. Of the outcomes harvested 30% are considered of high value, with the remainder 70% falling in the moderate categories: 63% are labelled "expect to see" (3) and 7% "start to see" (2). This suggests that, overall, this area of work can be considered to have generated moderate value.

Of the 65 outcomes harvested, only four were related to the work on Policy-Focused Advocacy suggesting that the achievements in this area of work have been limited. While, individually, three outcomes were considered of high (4) value and one of moderate (3) value, the lack of evidence of other outcomes suggests this area of work has not yet been able to generate much value.

To assess the VfM we related the value generated to the investment, using the VfM Diagram below. Overall, the programme can be considered to have delivered moderate VfM. As can be seen in the VfM Diagram the Local Advocacy and Exercise of Rights and Duties has generated high VfM (high investment that has led to high value); the Livelihood area has generated moderate VfM (the moderate investment was accompanied by moderate value) whereas the Policy-focussed advocacy can be considered neutral in terms of VfM (low investment that has led to low value).

The VfM Diagram of the ASC and REAP Programmes



The analysis has led to the following conclusions and recommendations.

Conclusion	Recommendation
<p>1. Overall, the analysis suggests that the programme has delivered moderate VfM. This means that there is potential to further optimise the relationship between the use of the resources and the changes achieved in the next stages of the programme. However, as previously discussed, this is already an admirable achievement for the context of Karamoja, characterised by high levels of vulnerability and exclusion as well as a historically limited engagement of the population in the exercise of their rights and in demanding their fulfilment with relevant authorities and duty bearers.</p>	<p>Review how the resources are allocated across the different workstreams and the strategies adopted to generate the change in mindset and practices that the programme is aiming for to ensure that most resources are allocated in the areas of work that can generate the most valuable change.</p>
<p>2. The Policy-focused Advocacy workstream is considered VfM 'neutral'. This means that the resources allocated to these activities are low in comparison to the other workstreams but they have not been able to generate significant value, suggesting that</p>	<p>Consider undertaking a substantial strategic review of this workstream to decide whether it is an area of work that is still worth pursuing and, if so, assess the scope of the work and the resources needed to achieve the</p>

Conclusion	Recommendation
<p>resources are been wasted. This differs from a VfM negative unit of analysis which is characterised by a high investment accompanied by a low value. Being VfM neutral may mean that (a)insufficient resources are allocated to this area of work for the change to happen; (b) the strategies and approaches used to generate change are not conducive to change; (c) ADRA and its partners do not have sufficient capacity or human resources to tackle this area of work; (d) the context is particularly challenging to achieve change in this area and programme may need to reconsider its ambitions; (e) a combination of the above.</p>	<p>changes that the programme is aiming for, as well as the strategies and approaches required to do so</p>
<p>3. While all the outcomes harvested across the three units of analysis demonstrate that some level of mindset shift has happened as a result of ADRA's work, around 50% of them indicate that ADRA has been able to kick off pathways of women's empowerment, mindset changes across community members and duty bearers, and changes in practices as a result of new knowledge. However, these outcomes suggest that these processes are not yet sustainable and tend to be, in some cases, anecdotal.</p>	<p>Consolidate the work that has been kicked off on women's and community empowerment and mindset shift to ensure that in the next stages of the programme these can become sustainable and feed into the programme exit strategy, developing one if this has not yet been designed.</p>
<p>4. The value of certain outcomes has not been maximised because they seem to affect a limited number of people. This is particularly the case in the Livelihoods workstream where, at present, aspects such as women's ownership of assets seem to be restricted to a very limited number of people.</p>	<p>In the next stages of the REAP programme consider tracking the adoption of livelihood strategies that enable the replication of the new knowledge or the scaling up of awareness-raising initiatives through community champions, training of trainers and other similar initiatives.</p>
<p>5. Similarly to the above, ADRA has managed to kickstart a shift in mindset around women's leadership with several outcomes describing instances where women have taken up leadership roles in community and/or public structures. However, the value of these outcomes has not been fully maximised because they seem to affect a limited number of people. However, these outcomes seem to have a strong potential to generate higher value in the next programme stages.</p>	<p>In the next stages of the REAP programme consider tracking the results achieved by the increase in women's leadership, identifying multiplier effects, such as the changes observed in prioritising gender and women's issues at the community and/or public level, the replication of awareness raising around women's leadership in other communities, etc.</p>
<p>6. The outcomes harvested suggest that ADRA has been engaging in a variety of different initiatives that resulted in a range of different small-scale changes, such as the reporting of a GBV case or the re-integration in school of a limited number of children that had dropped out. Some of these can be seen as initial positive signs of a change in mindset that, if consolidated, can strongly increase the VfM of the programme. In other cases, this may suggest that the programme is spreading itself thin rather than strategically addressing the issues that can lead to medium or large-scale sustainable change.</p>	<p>Assess the key strategic interventions that the programme will be focusing on in the next stages of its implementation and in line with the Theory of Change, particularly in the Protection workstream. This will enable this component to contribute to achieving more substantial value by reaching more people and tackling structural issues that will enable a wider scale.</p>

Conclusion	Recommendation
<p>7. ADRA has been particularly successful in implementing the Local Advocacy & Exercise of Rights and Duties workstream where there is strong evidence in changes of mindset among both community members and duty bearers in various issues ranging from women’s empowerment, GBV and the quality of social services provision. This has also been the area of work that has captured more than 3 times the amount of resources compared to the other two workstreams. These achievements need to also be interpreted within the context of Karamoja, one of the most marginalised parts of the country, which, for decades, has suffered high levels of conflict and insecurity, alongside low levels of development and serious challenges to individual well-being.</p>	<p>Identify strategies that may enable the programme to capitalise on the success of this workstream, replicating approaches and community-based advocacy initiatives in other communities that will enable to expand the people who are benefitting from the programme, directly and/or indirectly. Similarly, consolidate the moderate-value outcomes to ensure that the processes that have been kickstarted during this first stage can become sustainable and widely spread.</p>

INTRODUCTION

Since 2009, the Adventist Development and Relief Agency (ADRA) Uganda and ADRA Denmark have been implementing the Action for Social Change (ASC) Programme. ASC is a development programme that focuses on resilience building and civil society advocacy. The strategy is to improve the livelihood opportunities of people living in poverty and to support them to claim and realise their rights and hereby enhance their resilience. The fourth phase of the ASC programme in Uganda (2018-2021) was implemented in three districts of Uganda's north-eastern Karamoja sub-region (Abim, Kaabong and Kotido).

During the 2022-25 programme period, the ASC programme is being continued with the Resilience Enhancement and Advocacy Program (REAP) in 4 districts in Karamoja and 2 districts in Rwamwanja and Kyaka including an increased focus on farming, using Climate Smart Agriculture and Farmer Market School approaches, along with a more distinct focus on women's rights and protection of women and children.

The Outcome Harvesting and Value for Money review is looking at the results produced over the years 2018-2023 by the ADRA Denmark-funded programmes with the purpose of documentation and learning. Outcomes have been harvested and collected in an Outcome Harvesting (OH) database covering ASC and the initial outcomes identified of the REAP programme, through a desk research as well as an OH & VfM workshop held in Karamoja in April 2023 by the ADRA team.

This report focusses on the analysis of the VfM of the two programmes, using the harvested outcomes and financial data collected so far to draw out conclusions and recommendations emerging from the analysis.

The report is structured as follows. We first provide a brief overview of the two programmes followed by a section that describes how we understand VfM. We then describe the methodology and approach used for this review. The following three sections are the core of the analysis and focus, firstly on the value generated, the investment used to implement the activities and the analysis of the VfM. Finally, the last section focusses on the VfM conclusions and recommendations.

CONTEXTUAL AND PROGRAMMATIC BACKGROUND

This section aims to provide some useful background on the programmes being assessed and the context where they operate. We first provide a brief overview of each programme and we then provide some background information on Karamoja, the location where the programmes have been working.

THE ASC PROGRAMME IN A NUTSHELL

The Action for Social Change (ASC) programme IV was delivered in Uganda between 2018 and 2021. The desired change is to create a situation where people living in poverty are empowered to participate and contribute to realise their right to sustainable development. To contribute to the above-mentioned change, the ASC programme in Uganda addressed four change areas:

Change Area 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.

A3. CBGs/Networks represent and promote the rights of members/PLP through encounters/engagements with authorities

A4. CBGs/Networks are capable of solving internal organizational and external conflicts and work according to a shared vision

Change Area B: Community members utilize 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.*

B1. People living in poverty have structures and skills to manage financial resources responsibly

B2. PLP have relevant technical skills knowledge & Structures to engage in productive activities

Change Area C: Local and National duty bearers have the capacity, resources and willingness to respond to the 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.*

C.1. Religious & traditional Institutions as well as public officials understand and promote the rights of PLP

C2. Public officials execute their mandate professionally

Change area 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 the ASC programme can influence transparent implementation of laws and policies that promote and protect citizen's rights

E1. Legal frameworks and policies are being implemented transparently & equally by all levels of government

THE REAP PROGRAMME IN A NUTSHELL

The Resilience Enhancement and Advocacy Program (REAP) will be delivered between 2022 and 2025.

Objective 1: Government authorities and other duty bearers live up to their responsibilities in relation to community needs and rights and deliver adequate public services

ADRA will continue to play a facilitating, coaching and mentoring role for selected mature and active CBOs in Karamoja to fulfil their mandates as civil society actors and to support and mobilise a wider community to create awareness, engage duty-bearers and advocate for improved services. It will strengthen grassroot engagement while also engaging traditional, local, and religious leaders at local and national level to promote human rights and to change harmful traditional and social norms and practices, as well as supporting local duty bearers to understand their role and responsibility, to be able to respond to advocacy issues raised and to advocate on behalf of their constituencies.

Objective 2: People affected by poverty and marginalization improve their livelihoods and resilience including climatic adaptation

In the Western region the program will continue to work the 30 established Farmer Market School (FMS) groups in both settlements while in North-eastern, the FMS approach will be re-introduced mainly in the districts of Abim where the environment favours Agricultural activities. In both regions, ADRA shall build the local capacities through training so that they can protect and conserve their environment.

Objective 3: Women are protected against SGBV and other harmful gender norms

In the refugee setting, ADRA will work with the existing UN protection working groups, community protection structures and other agencies offering gender and protection services. In the communities in Western and in North-eastern, ADRA will work with government gender and protection actors such as Gender, Social Welfare and Probation Office, Child and Family Protection Unit of the police, district and regional protection sector working groups and Uganda Human Rights Commission.

THE CONTEXT

This assessment needs to be interpreted taking into account the contextual factors that have influenced the programme's VfM. In this section we describe the main elements that were included in the REAP programme document.

The programmes operate in the Karamoja sub-region, commonly known as Karamoja, which covers an area of 27,528km and comprises Kotido District, Kaabong District, Karenga District, Nabilatuk District Abim District, Moroto District, Napak District, Amudat District and Nakapiripirit District. With a population of 1.2m in Karamoja, 66 percent of the total population is living in poverty compared to the national average of 20.3 percent¹.

Until recently, pastoralism has remained the dominant form of livelihood and lifestyle for the population of Karamoja, although recent pressures have resulted in significant changes to the pastoral landscape in the region. A transition from pastoralism to settled Agro-pastoral livelihoods has been taking place in the last decade and is expected to continue. However, Climate variability and change undermine the already limited resources and livelihoods in Karamoja are mainly affected by prolonged droughts, floods, over reliance on livestock, subsistence farming and insensitivity to climate change dynamics. Rural women are one of the most affected groups by climate change.

Due to the increasing livelihoods challenges, people are coping through petty trade, casual labour, collecting wild fruits and vegetables. Others are migrating to neighbouring districts and urban centres in search of a livingⁱ. Other vulnerabilities that constrain livelihoods and development in the region stem from historical dynamics affecting current governance, including private ownership of firearms, cattle raiding, severe environmental degradation (insensitivity to climate change dynamics), poor infrastructure, limited access to education and health services.

Education indicators in Karamoja are appalling: the net primary school enrolment is 43% compared to the national average of 91%, primary cycle completion rate is 3.5% way below the national average of 40%, overall literacy rate for the population 10+ years stands at only 30.4% compared to 76% nationally². Despite education being free under Universal Primary Education, children in

¹ Uganda Bureau of Statistics (2020). Uganda National Household Survey 2019/2020.

² Uganda Bureau of Statistics (2020). Uganda National Household Survey 2019/2020.

Karamoja are discouraged from attending school by high levels of violence (in school and at home), a lack of parental and community involvement in education programmes, communities not having the power or the avenues to demand good-quality education³, poverty and failure to provide scholastic materials and the social norms, customs, and traditions⁴.

Social norms, customs and traditions propel the girl child into child marriage or early pregnancy and are deprived of full educational attainment. Deep-rooted value systems continue to subordinate girls and women, by reducing them to reproductive roles, and limiting their opportunities for voice and empowerment. With the low local revenue earned from tax coupled with stringent bureaucracy and insufficient revenue support from Ministry of Finance through line ministries, the districts in Uganda including the targeted districts have continued to suffer from insufficient public service delivery.

Improving service delivery and productivity required in the Karamoja region calls for improved accountability and creation of an enabling social, political, and economic environment. Government has put in place various policies and laws, including interventions like Universal primary and secondary education, skilling Uganda, youth, and women livelihood programmes. Karamoja was also beneficiary of PRDP and NUSAF projects, as well as huge investment from development actors and UN Agencies. However, the full realization of the benefits of these programmes by the population, are constrained by the lack of full implementation of policies and laws, limited civic competence by the population to demand accountability in service delivery, lack of coordination among partners, low levels of legal literacy and awareness of human rights; and the poor quality of data at district level to inform evidence-based planning and decision-making

UNDERSTANDING OF VALUE FOR MONEY

This section provides a brief overview of the understanding of VfM that underpins this assessment.

VfM was first introduced in the international development sector by the then UK Department for International Development (DFID) – later incorporated in the UK Foreign, Commonwealth and Development Office (FCDO) - which defined it as the *maximisation of the impact of each pound spent to improve people's lives* (DFID, 2011)⁵. This means that programmes and organisations must strive to ensure that they are achieving the best outcomes possible, given the resources they have available. In its 2011 Approach to VfM, DFID also emphasised that the *purpose of the VfM drive is to develop a better understanding (and better articulation) of costs and results so that we can make more informed, evidence-based choices. This is a process of continuous improvement*. In other words, VfM is about **using evidence about what works and what does not to make decisions that allow organisations to improve their impact**. VfM is, therefore, not only a product but also a process.

Most aid agencies use the so-called 3Es framework to assess VfM, where the 3Es stand for Economy, Efficiency and Effectiveness. Often a 4th and 5th E are added to reflect Equity and Cost-Effectiveness.

Overall, across the sector an initiative is considered VfM when it can achieve an optimal balance among the 4 or 5Es. It is often not possible to fully address all the Es simultaneously. As described by the UK Independent Commission for Aid Impact (ICAI), *reaching remote areas, hard-to-reach groups (such as semi-nomadic herders in Uganda) or the marginalised within society (such as*

³UNICEF (2019). <https://www.unicef.org/esa/sites/unicef.org/esa/files/2019-10/UNICEF-Uganda-2019-Situation-Analysis-of-Children.pdf>

⁴ <https://cdn.odi.org/media/documents/9180.pdf>

⁵https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/49551/DFID-approach-value-money.pdf

people with disabilities) often involves higher costs. For a given budget, there are trade-offs between reaching such groups and maximising the overall number of beneficiaries⁶.

While the 4Es Framework is used frequently across the sector, it has some limitations. In 2018, the Independent Commission for Aid Impact (ICAI) published 'DFID's approach to value for money in programme and portfolio management. A performance review'. The review states:

We find that DFID's value for money approach has a strong focus on controlling costs and holding implementers to account for efficient delivery. For simpler interventions where the results are more predictable (such as vaccination programmes), this may provide sufficient assurance that overall value for money is being achieved. In more complex programmes (such as helping local communities adapt to climate change), the right combinations of interventions in each context may only become apparent over time. Achieving value for money also requires experimenting and adapting. At present, DFID's value for money guidance does not draw this distinction. While it has taken steps in recent years to introduce adaptive programming, it is still working through the value for money implications⁷.

It is for this reason that this assessment does not use the 4Es framework to analyse the VfM of the ASC and REAP programmes, given the nature of the programme and the complexity of the contexts in which they are operating. Instead, this review builds on the existing OH approach, using the outcomes harvested to assess the value generated and the financial data on the expenditure incurred to analyse the investment. At the heart of the assessment is the analysis of the relationship between the two to determine what areas of work have been able to deliver VfM and to what extent and identify a series of actionable recommendations that can support the programme's process of continuous improvement.

It is expected that this way of addressing VfM analysis will enable the REAP programme to integrate VfM in its ways of working and use the VfM conclusions to generate learning and further improve its impact. In this way, VfM becomes a tool for adaptive management, using evidence to inform strategic decisions.

APPROACH AND METHODOLOGY

This section describes the approach used to undertake the assessment and the methodology for the analysis. We first describe the questions that the assessment aimed to respond to, we then describe the process we used for this assessment, before explaining some key methodological elements: the units of analysis used and the criteria to rate both the value and the investment.

PURPOSE, LIMITATIONS AND METHODOLOGICAL OVERVIEW

The main purpose of this assessment has been to generate learning that can be used to inform the strategy and approach of the subsequent phases of the REAP programme.

The main limitation of this review is that it is based on the existing outcome harvesting data and on the financial breakdown made available by ADRA. This has meant that the units of analysis used, as described in the next sub-section, were determined based on the financial breakdown available, rather than on the areas of work and/or strategies that ADRA wanted to explore.

Based on the above, the review focussed on the following two questions:

- What has the value of the programme been? What are the key areas of value generation identified?

⁶ ICAI, DFID's approach to value for money in programme and portfolio management. A performance review. February 2018

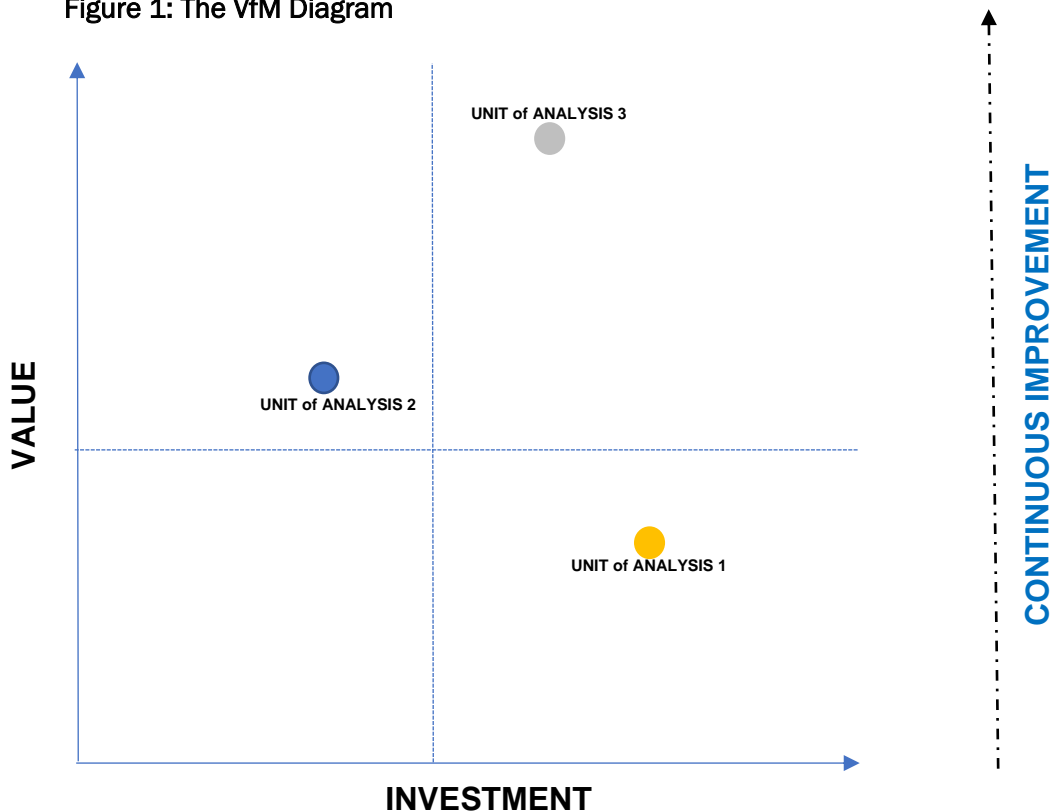
⁷ ICAI, DFID's approach to value for money in programme and portfolio management. A performance review. February 2018

- How does the value relate to the investment? In other words, has the programme been able to invest in the areas of work that are generating the most transformational and significant outcomes?

To address these, we first did several rounds of coding of the outcomes harvested to identify the value generated by each area of work being assessed and the extent of the value, i.e. whether the value could be considered high, moderate or low. At the same time, we analysed the expenditure to understand how the resources were distributed across the different areas of work, identifying investment levels (high, moderate or low). The next subsections describe the criteria used for rating the value and the investment.

The heart of the VfM analysis is done by combining the analysis of the value to that of the investment in a VfM Diagram, a cartesian diagram which represents visually the VfM of the programme. The VfM diagram is of a vertical axis which represents the value and a horizontal axis which represents the investment. If all units of analysis are placed in the top two quadrants the programme is considered to have delivered VfM. However, the aim of the analysis is to identify key recommendations and management actions that can help foster a process of continuous improvement by pushing all areas of work upwards towards the high value section.

Figure 1: The VfM Diagram



THE ASSESSMENT PROCESS

The following steps were followed to deliver the assessment.

STEP 1 – DESK-BASED RESEARCH

We first reviewed ASC's and REAP's key documents to gain a good understanding of the programmes and refine the scope and remit of the assessment.

STEP 2 – VfM WORKSHOPS

We then delivered two workshops with the ADRA Uganda team. The first workshop was an introductory training on VfM to ensure all participants were on the same page and to explain the approach that was going to be used for this assessment, using the existing OH database. The second workshop aimed at brainstorming the value that participants expected to see from the implementation of the two programmes. Participants were also asked to reflect on a selection of outcomes from the OH database to define whether they could be considered of high, moderate and low value and what criteria they used for this.

STEP 3 – PRELIMINARY VFM ANALYSIS

The key outputs of the workshops were used to undertake a preliminary VfM analysis of the first 65 outcomes collected in the OH database. This allowed us to set up the assessment by identifying the units of analysis to be used, defining tentatively the criteria to be used to rate the value and the investment and using these to undertake a preliminary VfM analysis that could be discussed with the ADRA Uganda team.

STEP 4 – OH AND VFM WORKSHOP IN UGANDA

Using the above, ADRA Denmark facilitated a workshop with the ADRA Uganda team to complete the OH database, harvesting the outcomes achieved so far by the REAP programme and sharing the preliminary VfM findings. Feedback was also collected on the ratings of the existing outcomes so that outcomes and significance descriptions could be reviewed and finetuned.

STEP 5 – FINAL VFM ANALYSIS

Based on the feedback provided by the ADRA Denmark and Uganda team, we proceeded to complete the VfM analysis, assessing the new outcomes and undertaking several rounds of coding to identify the key trends and patterns in the data and complete the VfM analysis.

STEP 6 – DRAFT OF THE REPORT

Based on Step 5, the first version of the report was drafted and shared with the ADRA Denmark team. The feedback provided was integrated and a final version submitted once all comments were addressed.

UNITS OF ANALYSIS

The units of analysis are workstreams or areas of work that the analysis focusses on. Each unit of analysis must have an associated investment (expenditure) as well as outcomes that it has been able to generate. Units of analysis may also be broken down into multiple units of analysis. For instance, a capacity building unit of analysis may be broken down into multiple units of analysis, for instance: capacity building in location A and location B, training, coaching, capacity building by topic, etc. The most important is that it is possible to clearly define the investment and the outcomes generated by each.

The preliminary units of analysis selected for the VfM analysis of the ASC and REAP programmes are three:

- Local Advocacy & Exercise of Rights and Duties (change areas A+C)
- Livelihoods (Change area B) (IGA+VSLA)
- Policy focussed advocacy (Change area E)

Before concluding this assessment, the ADRA team explored the possibility of breaking down some of the units of analysis, to focus on the following areas of work:

- Engagement of religious and traditional leaders
- Livelihoods work on VSLAs
- Livelihoods work on IGA
- Engagement with the media (radio, newspaper articles etc.)

- Stakeholder Engagement approaches (conferences etc.)
- Advocacy (change areas A+C)
- Policy focussed advocacy (Change area E)

However, the team found it hard to isolate outcomes that had been generated by these areas of work and, similarly, the financial breakdown was not possible at this stage, except for the area of media coverage which is briefly assessed in the [Learning Bite](#).

Usually, findings are more substantial when the units of analysis are broken down at a level that is useful to explore (i.e. not too broad, but not too detailed either).

RATING THE VALUE GENERATED

In order to assess whether the programme has been able to generate value it is necessary to firstly describe what value looks like in this programme and, secondly, define the extent of the value so that outcomes can be analysed accordingly.

Value in the ASC/REAP programme

The value of the programme was discussed during the workshops held with the ADRA Uganda team. Overall, the ASC programme is expected to have generated value if it has been able to contribute to transformational change. Transformational change means that there has been a shift in the behaviour, practices and attitudes of stakeholders, with right holders demonstrating improved empowerment and the capacity and confidence to claim their rights and duty bearers, on the other hand, taking up their responsibilities to deliver social services to their communities.

In particular, workshop participants emphasized that value is generated when the following takes place:

- Community members have skills and knowledge on how to advocate for the issues that affect the communities.
- Change in livelihood options: pastoralists are able to market their products, and communities have diversified their income.
- Women are able to take up leadership positions in the community and in local government.
- Communities have adapted to climate change, particularly in the areas of food security, and increased income, and are able to withstand shocks e.g. animal diseases, floods, and changing rain patterns by practising better methods of farming, adding value to the products.
- Increased protection of women and children: incidents of violence are reduced, and more cases/incidents are reported and attended to.
- Issues raised by CBOs are addressed by government duty-bearers. More efficiency is observed in public service delivery.
- Government funds are spent and utilized well, services reach communities.
- Communities are economically empowered through VSLA, IGA and government programmes.
- Communities are able to solve conflicts related to land and there is an overall peaceful coexistence.

The above aspects enable us to start defining what VfM looks like in the ASC/REAP programmes. The only caveat is that this definition was not agreed with the ADRA team and therefore must be considered as a preliminary starting point that ADRA can further finetune and refine as appropriate.

The ASC/REAP programme will have delivered VfM if it has been able to **achieve a change in mindset** among community members – who must feel empowered to demand their rights – and

duty bearers - who must demonstrate to be accountable in securing adequate social services. For the programme to be considered VfM, it must have invested in the areas of work that enabled it to achieve the most **sustainable** and **widespread** changes in mindset and/or practices, limiting the resources being wasted.

A **change in mindset** is understood as right holders demonstrating improved empowerment and the capacity and confidence to claim their rights and duty bearers, on the other hand, taking up their responsibilities to deliver social services to their communities.

High, moderate and low value

The assessment uses the outcomes harvested by ADRA Uganda to assess the value. Each outcome and significance description are analysed to assess whether the outcome indicates that the value has been high, moderate or low, using the criteria below.

High value = the outcome demonstrates a change in mindset, there is evidence that the change in practice or behaviour is not anecdotal but will be replicable as it is now ingrained in the stakeholder's ways of working or thinking and it affects a significant amount of people.

Moderate value = the outcome demonstrates that there are some anecdotal positive signs of changes in mindset affecting a moderate number of people. However, this will require further consolidation work to strengthen the changes achieved and ensure these are sustainable and replicable;

Low value = the outcome does not yet indicate that a change in mindsets has taken place, even though some changes in awareness and knowledge are visible. More work will be required to ensure that value is generated.

Each outcome is scored using the outcome descriptions and the description of the significance on a scale from 1 to 5 as follows:

Table 1: Value rating criteria

Score	Value level	Description
5	High value outcome	the change in mindset and practices achieved is above all expectations (" love to see ")
4	High value outcome	the change in mindset and practices achieved is in line with the programme expectations and is affecting a significant number of people (" like to see ")
3	Moderate value outcome	the change in mindset and practices is anecdotal and affects only a few people (" expect to see ")
2	Moderate value outcome	we are starting to see the first signs of a few anecdotal changes in mindset (" start to see ")
1	Low value outcome	the change in mindset is negative or has not yet happened even if there is evidence of some preliminary achievements (awareness, confidence, etc.) (" expect to see more " or " want to avoid ")

Each unit of analysis is then assigned a value level, as follows:

- **High Value Unit of Analysis:** More than 50% of the outcomes are scored High Value (4 or 5) and the workstream has harvested at least 33% of the outcomes

- **Moderate Value Unit of Analysis:** More than 50% of the outcomes are scored Moderate and Low Value (1, 2 or 3) and/or the workstream has harvested between 15 and 33% of the outcomes
- **Low Value Unit of Analysis:** More than 50% of the outcomes are scored Low Value (1) and/or the workstream has harvested less than 15% of the outcomes

RATING THE INVESTMENT

Similarly to the value, also the investment is analysed to identify investment levels that can be used to reflect on the relationship with the value generated.

For the purposes of this analysis, the investment is the total expenditure incurred by the ASC and REAP programme between 2018 and 2022.

The investment entails all the expenditure incurred in each area of work (unit of analysis) listed below and includes the direct costs (all the funds used for the delivery of the activities):

- o Local Advocacy & Exercise of Rights and Duties (ASC Change areas A+C / REAP Objective 1+3)
- o Livelihoods (ASC Change area B / REAP Objective 2)
- o Policy focussed advocacy (ASC Change area E)

To assess the investment levels we used the following criteria:

High investment = units of analysis with expenditure above 30% of the total

Moderate investment = units of analysis with expenditure between 18 and 30% of the total

Low investment = units of analysis with expenditure below 18% of the total

Each unit of analysis is scored using the expenditure data provided and on a scale from 1 to 5 as follows:

Table 2: Investment rating criteria

Score	Investment level	Description
5	High investment	The expenditure incurred by the unit of analysis is above 50% of the total
4	High investment	The expenditure incurred by the unit of analysis is between 30% and 50% of the total
3	Moderate investment	The expenditure incurred by the unit of analysis is between 25% and 30% of the total
2	Moderate investment	The expenditure incurred by the unit of analysis is between 18% and 25% of the total
1	Low investment	The expenditure incurred by the unit of analysis is below 18% of the total

THE VALUE GENERATED

Overall the value of the programme is considered to be **moderate**, with 51% of the outcomes assessed as moderate and/or low value and 49% high value. This means that the programme has the potential to further maximise the changes it is achieving and increase the overall value of the investment.

This assessment needs to be interpreted within the context in which the programmes have operated. Karamoja is a 'fragile context', usually deprioritised by public authorities with few government resources allocated to the target areas, few livelihood opportunities and recurrent conflict. In such a context, achieving a high percentage of high-value outcomes is very difficult, taking also into consideration contextual factors which made it even harder, such as COVID-19, drought, violent conflict, government staff turnover, etc.

As was noted in ADRA's 2014 Advocacy Review "Introducing 'advocacy' in a context where citizens are hardly prepared to defend or even accept that they themselves or others have rights, and where local governance is still to take root, is a huge challenge. The fact that the ASC program is able to create a notion of citizenship and rights, and to establish a framework for fruitful encounters between communities and local authorities under such circumstances is admirable."

Table 3 below provides a summary of the number of outcomes by unit of analysis associated to each value rating described in the Methodology section. As can be seen, the first workstream is deemed high value, the second moderate value and the third low value because of the following reasons:

- Local Advocacy & Exercise of Rights and Duties: Over 56% of outcomes are considered high value and 65% of outcomes harvested correspond to this unit of analysis. As per the criteria defined in the methodology, this unit of analysis is considered high value.
- Livelihoods: 70% of the harvested outcomes are moderate value and 31% of outcomes correspond to this unit of analysis. As per the criteria defined in the methodology, this unit of analysis is considered of moderate value.
- Policy-focussed Advocacy: While 75% of outcomes are considered high value only 5% of outcomes harvested correspond to this unit of analysis. As per the criteria defined in the methodology, this unit of analysis is considered of low value.

This section describes the value generated by each unit of analysis and the key trends emerging from the data collected in order to feed into the subsequent VfM analysis.

Table 3: Number of rated outcomes per unit of analysis

	<i>Local Advocacy & Exercise of Rights and Duties</i>	<i>Livelihoods</i>	<i>Policy- focussed Advocacy</i>	<i>Total</i>
<i>No. of High value (5) outcomes</i>	0	0	0	0
<i>No. of High value (4) outcomes</i>	32	8	3	43
<i>No. of Moderate value (3) outcomes</i>	13	17	1	31
<i>No. of Moderate value (2) outcomes</i>	11	2	0	13
<i>No. of Low value (5) outcomes</i>	1	0	0	1
<i>Total no. of outcomes</i>	57	27	4	88
<i>% of total no. of outcomes</i>	65%	31%	5%	100%
<i>Unit of Analysis - Overall value rating</i>	4 (High)	3 (Moderate)	1 (Low)	

LOCAL ADVOCACY & EXERCISE OF RIGHTS AND DUTIES WORKSTREAM

HIGH VALUE "LIKE TO SEE" (4)

Over 65% of the total outcomes harvested are related to the work undertaken in this workstream. Of the outcomes harvested more than 56% are considered of high value, with the remainder falling in either the moderate or low-value categories. This suggests that overall this area of work can be considered to have generated high value (4 “like to see”). To be considered high value we expect at least 50% of the outcomes to be scored 4 or 5.

Overall, being high value means that this component has been able to generate a change in mindset among its key stakeholders around the exercise of rights and duties. In particular, some specific areas stand out as key contributors of the high value of this component.

Most of the high-value outcomes harvested are related to **public authorities implementing infrastructure / public service delivery projects as a result of community-led advocacy**. These kinds of outcomes indicate that the shift in mindset has been two-fold: on the one hand, communities are sufficiently empowered to recognise an issue and lead advocacy efforts for its solution. On the other, the relevant authorities have been influenced and have taken action to recognise the issue and address it. For example, in 2021, Uganda National Roads Authority in collaboration with Resident District Commissioner (RDC) and community members constructed a connecting bridge at Kanamuget river from Kotido town to Kacheri sub-county. The outcome suggests a shift in mindset among the authorities involved that started taking into consideration the challenges faced by the affected communities in accessing social services.

Most high-value outcomes are deemed so because they affect a **significant amount of people**. In the context of this component, this means that at least 800-1000 people have been affected by the change described in the outcome. For instance, in 2021, the United Nations Children's Fund (UNICEF) in collaboration with Kaabong District Education Office installed a solar-powered system supplying water to the school and the community in Kaabong district, benefitting the school community of approximately 600 people, and around 11,800 people from the surrounding 30 villages.

Some of the high-value outcomes are the result of **duty bearers improving public social services as a result of community-led advocacy**, suggesting a shift in mindset among the authorities involved around the importance of well-functioning services. This illustrates how ADRA has been working on both the demand (community-level) and supply (duty bearers) level to tackle changes in mindset and ultimately an improvement in social services. For example, in 2021, the Ministry of Health, through the Kaabong District Health Office, posted two medical staff at the Lokerui health centre II in Kaabong district, increasing the patient reach of another 1,192 people. This is a significant change since Lokerui community's health services has been characterised for being underserved for 4 years. During this time, in order to access medical services, the affected population had to walk over 20km to the west of Kaabong and women would often have to deliver on the side of the road, in unhygienic conditions, leading to still births and other complications. The outcome demonstrates that, as a result of community-led advocacy, the duty bearer took action to address the issue, suggesting a change in mindset around the importance of providing accessible health services.

Some high-value outcomes are associated to a **shift in mindsets and practices among community members** as a result of their engagements with ADRA. For example, in 2022, parents responded to a community implemented 'go back to school' campaign and increased enrolment from 4,748 (girls 2,112, boys, 2,636) in 2021 to 5,910 (Girls 2556, boys 3354) in 6 primary schools in Kotido district. ADRA and its local partner trained the Village Education Committees connected to 6 primary schools on how to conduct 'go back to school' campaigns and funded the community structures to conduct the campaigns. The stakeholders involved included the District Education Officer, Community Development Officer, police, and community members. The increase in enrolment indicates that these activities were able to significantly influence the mindset and practices of parents.

Other high-value outcomes illustrate a **shift in mindset and attitudes among community members and leaders on practices that lead to human right violations**, such as gender-based violence (GBV), child marriage, child abuse and exploitation, etc. For instance, In 2019, Kokoria Women's Group contributed funds worth UGX 100,000UGX / \$27 to conduct awareness creation on Gender-Based Violence in Kokoria and Losakucha communities in Kotido district. As a result of the session, in 2019 community members started to report such cases, and 234 GBV cases were reported, of which 150 cases were reported at the local council and 84 to the police. The majority of the cases included physical violence and forced marriages.

While most of the outcomes harvested under this component are considered high value, more than 40% of the outcomes are deemed moderate value: 23% are labelled as “expect to see” (3) and 19% as “start to see” (2). This is mostly because they tend to be outcomes that are considered anecdotal, that affect a limited number of people and that do not always illustrate a sustainable change in mindset.

Most moderate-value outcomes are deemed so because they tend to seem **anecdotal**: they are often activities that do not usually imply that there has been a sustainable change in mindset among relevant stakeholders or that reflect the first signs of a potential change in mindset. For example, in 2021, the Village Education and Rights Committee and the School Management Structures of Nakwakwa Primary School in Kotido district enrolled 2 girls back to school who had dropped out due to early pregnancy. The two girls completed the primary examination with grade two. While the outcome illustrates initial signs of a change of mindset around the importance of reducing drop-outs and increasing enrolment, it appears to be an *ad hoc* situation.

Outcomes are also considered moderate (“start to see”) when they only **affect a limited number of individuals**, such as: in 2020, female members of Lorukumo CBO rescued a 17-year-old girl from a forced marriage in Kacheri Sub-county in Kotido district. In the past years, the practice of forced marriages and violating the girls who objected to it was seen as acceptable to the community which meant that girls could be abused with the support and consent of their parents and other relatives who believe this would serve as a discipline for rebellious girls. Following the engagements and training of ADRA, Lorukumo CBO members were empowered to identify, engage and report this specific case and the culprit was arrested. This illustrates the beginning of a change in mindset with the potential to be strengthened to reduce and ideally eliminate forced marriage in the community, affecting a higher number of people.

Most moderate-value outcomes seem to be **one-off initiatives which lack sustainability and long-lasting effects**. For instance, in 2022, the Kaabong District Community Development Officer for Kamion Sub-county reported the defilement by a soldier of a 16-year old girl to the police as well as to the probation and social welfare office. While it is a significant result of the efforts to build awareness on GBV, it is unclear whether this is a one-off intervention or whether this implies a shift in the District authorities’ attitudes and practices and if these types of cases are appropriately dealt with by the police and other relevant authorities.

Outcomes related to the solution of land disputes were also deemed moderate (“start to see”) as they illustrate the **first steps in the process of fostering social cohesion** but they do not indicate whether these solutions will be sustainable and if they imply a shift in mindsets. For instance: in 2018, the Jie & Ethur cultural leaders in collaboration with Area Land Committees resolved a land dispute at Morualokwangat community grazing corridor between Abim and Kotido districts. This outcome was deemed of moderate value as it illustrates the beginning of a shift in mindset - mostly in terms of the awareness about the needs of pastoralist communities. It is unclear how many people it affects and whether this is anecdotal or is likely to set a precedent for other land dispute cases.

Only one outcome was deemed of low value (“expect to see more”) because it seemed to indicate an activity rather than a change in an actor: in 2018, catholic religious leaders

conducted a 'go back to school' campaign in Nakapelimoru sub-county, in Kotido district. While the campaign is considered important, we would expect to see an outcome that illustrates the effects that the campaign has had on community members or other relevant stakeholders.

Overall, the analysis suggests that this area of work has been very valuable taking into account the Theory of Change of the programme and ADRA's understanding of value within the context of the ASC and REAP programmes. While some of the moderate-value outcomes could be consolidated and strengthened to further increase the value of this unit of analysis, as a whole it is considered more than satisfactory.

LIVELIHOODS WORKSTREAM

MODERATE VALUE "EXPECT TO SEE" (3)

31% of the total outcomes harvested are related to the work undertaken in Livelihoods, which includes both the work on income-generating activities and on the VSLAs. Of the outcomes harvested 30% are considered of high value, with the remainder 70% falling in the moderate categories: 63% are labelled "expect to see" (3) and 7% "start to see" (2). This suggests that, overall, this area of work can be considered to have generated moderate value. To be considered high value we would expect at least 50% of the outcomes to be scored 4 or 5.

In the context of this component, being of moderate value means that there is evidence of some positive signs of changes of mindsets and of the possible adoption of new productive practices among the key stakeholders but these are not yet deemed sustainable as it is unclear whether these changes are consolidated enough to last beyond the programme lifespan. The changes also tend to affect limited numbers of people. The following elements of the value generated emerged from the analysis.

Several high-value outcomes ("like to see") illustrate **shifts in mindsets associated to the work of the VSLAs among different stakeholders**, including women themselves, on many aspects related to women's rights to generate an income or own assets. For instance, in 2021, women VSLA members invested in land, housing, and income-generating activities in Kotido district. In this particular context, this is a quite significant outcome, since in the past women could not own assets, including livestock (cattle and small ruminants) and land, because they were considered "visitors" when married and, when divorced, they would be forced to leave empty-handed. All assets culturally belonged to men. However, as a result of the continued mentorship and training provided by ADRA, women members are now owning assets and land and their counterparts have started to appreciate the initiative.

High-value outcomes are also associated with **changes in practice as a result of improved knowledge** on aspects related to income generation and agricultural production. This includes aspects such as the diffusion of a savings culture or the management of post-harvest activities. For example, in 2019, Kokoria Women's group transferred knowledge on post-harvest handling skills to 2 community-based organisations (Natiir & Ruttom) in Kotido district. As a result of the training, community members are practising post-harvest handling techniques which improve their chances of making a profit as well as adding value to farm produce. In this case, not only has the Kokoria Women's Group adopted new post-harvest practices but these have also been transferred to other stakeholders, contributing to a multiplier effect of ADRA's work. It is worth highlighting that Natiir and Ruttom communities are predominantly cereal-growing areas where post-harvest losses occurred due to inappropriate practices in pre-harvest handling, grain handling, grain drying systems, and storage, as well as inadequate farming equipment.

High-value outcomes are also the result of **shifts in mindset around income diversification**. In 2021, Kalowapoo Farmers Group (42 members: 12 male and 30 female) harvested 11.7 tons of beans and received UGX 41,000,000 million (\$11,081) from the produce in Kaabong district.

This is a quite significant change as the community in Kaabong believed that their survival depended on animal rearing, farming was only done occasionally.

The capacity building from ADRA Uganda on income diversification and crop production encouraged the group members to start commercial farming for the first time in the community which has led to a profit that supplements their existing income, as well as providing for their basic needs (paying school fees for their children, health, etc.).

Several moderate-value outcomes (“expect to see”) are about **women holding leadership positions**. In most cases, these outcomes only affect a very limited amount of people. For instance, in 2021, 3 women members of the Elocokinos group held leadership positions in public offices (Lokitelaebu Town Mayor, Counselor and Lead Mother - responsible for malnutrition issues for children at Lokitelaebu Subcounty) in Kotido district. While these kinds of outcomes are significant, given that in many contexts women were often excluded, the numbers are still relatively low for these outcomes to be considered high value.

Other moderate-value outcomes illustrate a shift in the **position of women within their households or in the communities** where they live, with them increasing their decision-making as a result of their work in the VSLAs and the change in their ability to generate an income. However, they are deemed moderate-value outcomes (“expect to see”) because they affect a limited number of people. For instance, in 2021, 30 women members of the Nayese Etopolooto Akwap Women's Group used VSLA resources to contribute to their family needs in Kotido district. This indicates initial signs of changes in mindset among women and also within their households since before women were excluded from decision-making both at household and community levels. Decisions such as the sale of livestock or the use of savings gained by women through the VSLAs usually lied with men. At community level, issues affecting girls and women were discussed by men without involving women. This outcome demonstrates that ADRA's work is starting to affect the position of community members around women's participation in private and public matters.

Overall, the work on Livelihoods and particularly ADRA's work on the VSLAs is demonstrating positive signs of enabling women to improve their position in the communities where they live, with some specific cases of women making decisions around the payment of school fees, the use of savings to purchase household items and the establishment of petty businesses. This demonstrates that ADRA has been able to kick off the first steps towards women's empowerment.

POLICY-FOCUSSED ADVOCACY WORKSTREAM

LOW VALUE “EXPECT TO SEE MORE” (1)

Of the 65 outcomes harvested, only four were related to the work on policy-focussed advocacy suggesting that the achievements in this area of work have been limited. While, individually, three outcomes were considered of high (4) value and one of moderate (3) value, the lack of evidence of other outcomes suggests this area of work has not yet been able to generate much value.

Most of the outcomes harvested were related to achievements around land ownership. For instance, in 2021, 6 clans in Loyoro Subcounty formed a communal land trust “Loyoro Koriitu Communal Land Trust” (LOKODET) to protect communal land against opportunistic and exploitative land grabbers and promote proper land management and usage in Kaabong district. This is a very significant outcome since it benefits a population of over 20,000 and illustrates how the involved communities have taken full responsibilities of Loyoro subcounty and they have reclaimed the land that was pegged by the mining companies and taken it back to the communal ownership system. The mining activities stopped and the land is now used as a grazing area

which was its original purpose. This way land grabbing has been stopped which is a huge victory for the communities and mirrors a significant mindset change.

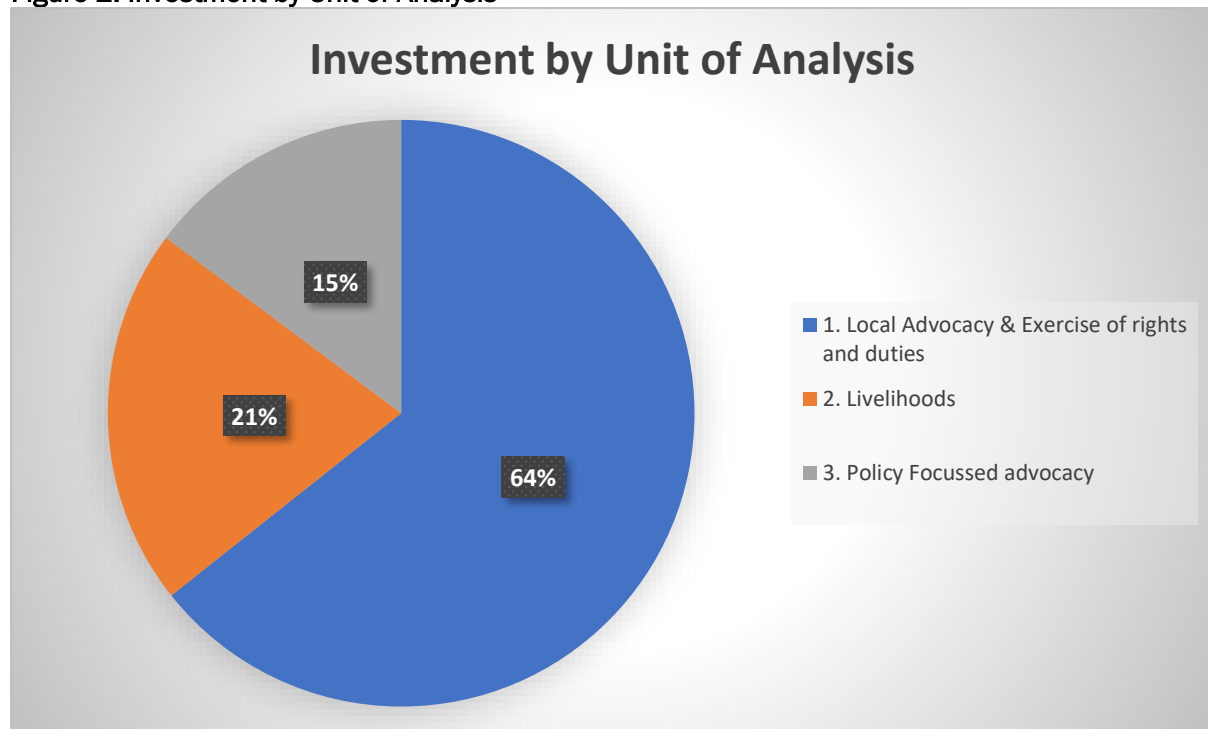
THE INVESTMENT

The analysis of the expenditure suggests that the investment levels used for each unit of analysis are as follows. As can be seen in Table 4, 64% of the total activity expenditure was used to fund the interventions in the first workstream (Local Advocacy & Exercise of Rights and Duties), 21% was used for the Livelihoods workstream and 15% for the Policy-focused Advocacy.

Table 4: Expenditure per unit of analysis

Unit of analysis	Total expenditure (DKK)	% of total	Investment level
1. Local Advocacy & Exercise of Rights and Duties	3,508,188	64%	High (5)
2. Livelihoods	1,138,293	21%	Moderate (2)
3. Policy Focussed advocacy	807,268	15%	Low (1)
Grand total	5,453,749	100%	

Figure 2: Investment by Unit of Analysis



THE VFM ANALYSIS

VfM is understood as a process of continuous improvement.

This section explores the value of the programme in relation to the resources invested to identify which areas were most worthwhile and which may require further attention in the future. We represent the VfM analysis visually showing the relationship between the value and the investment in Figure 3. The analysis is based on the assessment of the value and investment included in the two previous sections (based on ADRA's definition of VfM which focuses on the extent to which mindset change has been achieved).

Key areas of work were placed in four quadrants. Ideally, if all work areas were placed in the top two quadrants, the programme would be considered to have delivered VfM as these are the ones showing that the value generated was high. The bottom left quadrant indicates that both the investment and the value generated were low. Work areas placed in this quadrant can be considered 'neutral' in terms of VfM, which can lead to reflections about whether working on these programmatic aspects is worthwhile or if it may be more effective to reallocate resources to other areas. Finally, the bottom right quadrant indicates that the investment was high but that the value is relatively moderate or low. In this quadrant, we can see the areas of work that do not represent VfM.

Overall, the programme can be considered to have delivered moderate VfM. As can be seen in the VfM Diagram the Local Advocacy and Exercise of Rights and Duties has generated high VfM; the Livelihood area has generated moderate VfM whereas the Policy-focussed advocacy can be considered neutral in terms of VfM.

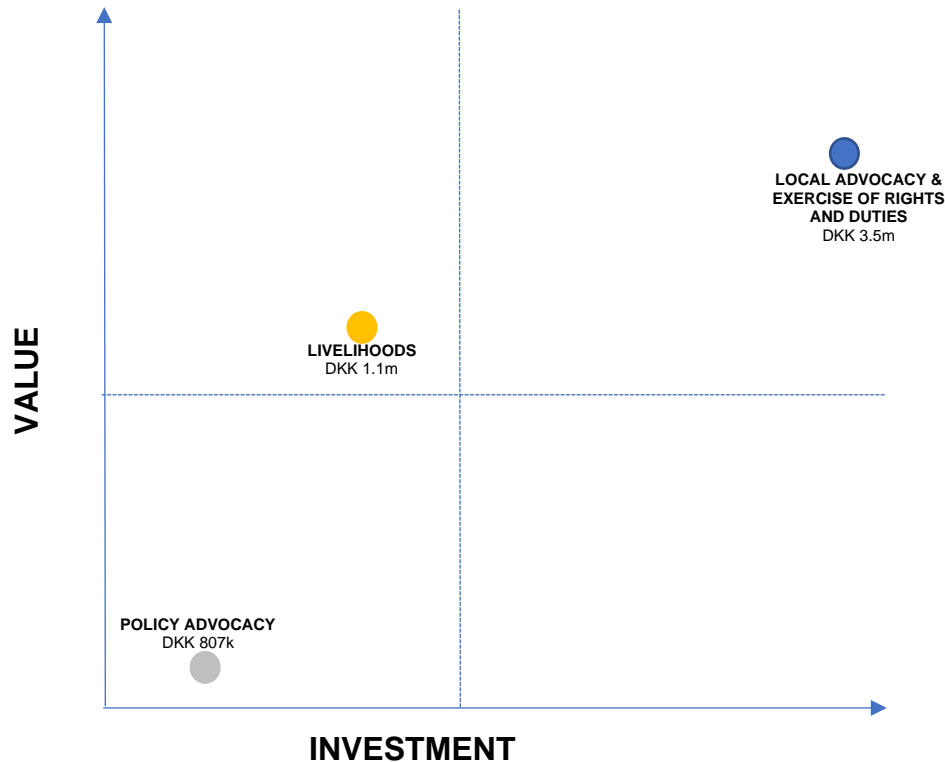
In terms of the first area of work we observe a very high investment (64% of the total expenditure) accompanied by a high value, indicating that most of the outcomes demonstrate that ADRA was able to generate shifts in mindsets which affect a significant amount of people and are likely to last beyond the programme lifetime. While this is satisfactory in terms of VfM, the level of investment (5) does not equate to the level of value (4). In other words, given that this unit of analysis used over 64% of the total resources it would be expected that the value generated, at least in some of the cases, is beyond expectations (5), suggesting that there is still room for improvement to further maximise the VfM of this unit of analysis, shifting it further upwards in the VfM Diagram below. Nevertheless, if considering the contextual characteristics of Karamoja the achievements around the change in mindset and sustainability of the intervention should be considered as highly satisfactory. This is because limited civic competence by the population to demand accountability in service delivery has been one of the biggest obstacles for the local population to benefit from development initiatives in the area. As explained by the ADRA team: "facilitating advocacy processes and encounters between 'government officials' and 'citizens' in a context where neither citizens nor officials or leaders have a clear idea of their roles, responsibilities and entitlements is a huge challenge and demands a lot of resources and time".

The Livelihoods workstream is characterised by a significantly lower investment (21% of the total) but with a moderate value ("expect to see"). Optimal VfM would be delivered if it was able to generate higher value, benefitting more people in a sustainable way, demonstrating a shift in mindsets that has potential to be sustainable and making the investment worthwhile. Instead the changes in mindset recorded tend to be mostly anecdotal and to affect a limited amount of people. While the investment is justified to a certain extent, more work needs to be done to ensure VfM is maximised by increasing the value of the changes that are generated by consolidating and expanding what was achieved so far.

At the moment, the Policy-focussed Advocacy does not represent VfM. More specifically, this area suggests that resources may have been wasted given that very few outcomes were recorded (5% of the total outcomes harvested). The outcomes that were harvested were mostly of high value but were insufficient to suggest that this area was worth the investment. Even though the investment is the lowest, it is still 15% of the total programme expenditure (compared to 21% of

the Livelihoods component and 64% of the Local Advocacy & Exercise of Rights and Duties) which has been used without generating any substantial value. This workstream is the one that requires immediate action to ensure that the VfM of the programme as a whole is not affected.

**Figure 3:
The VfM Diagram of the ASC and REAP Programmes**



LEARNING BITE: WAS THE ENGAGEMENT OF THE MEDIA WORTH THE INVESTMENT?

The ASC and REAP programmes used several strategies to achieve its advocacy goals and contribute to the overall changes in mindset. One of the strategies was to engage the media, particularly the radio, to raise awareness and contribute to shifts in mindset.

To do this work, ADRA invested the following resources:

- DKK 250,000 (UGX 143,150,000) were invested in the ASC programme as part of the work on Local Advocacy and Exercise of Rights and Duties;
- DKK 17,000 (UGX 9,572,500) were invested in the REAP programme so far as part of the work on Local Advocacy and Exercise of Rights and Duties;
- DKK 150,000 (UGX 85,914,489) was invested as part of the work on Policy Focussed Advocacy in the ASC programme.

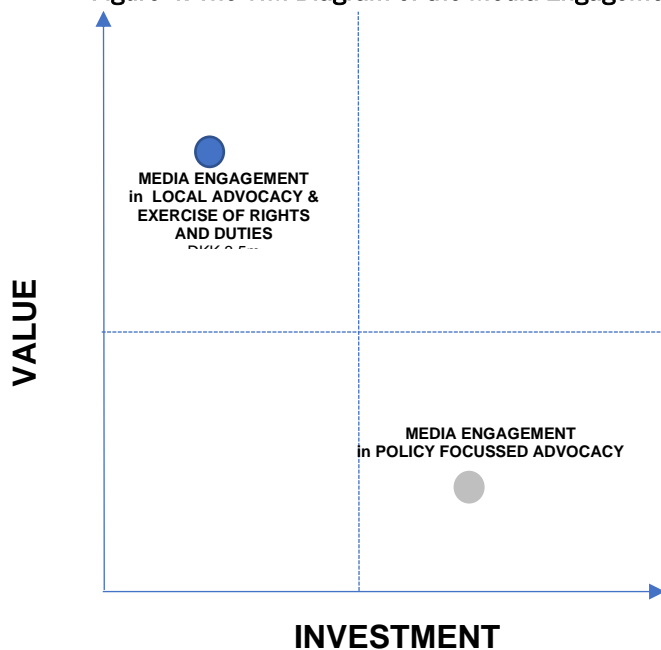
This means that approximately 8% of the total activity investment used between 2018 and 2022 was allocated to the media strategy. More specifically, 8% of the investment used for the work on Local Advocacy and Exercise of Rights and Duties was allocated to the media strategy, whereas 19% of the investment used for the work on Policy-Focussed Advocacy was used for the media coverage. Therefore, the media investment in the second workstream was high, whereas in the first it was moderate.

When looking at the value generated, this strategy contributed to 9 of the 57 outcomes collected in the area of Local Advocacy and Exercise of Rights and Duties (15%) and 1 of the 4 outcomes (25%) of the Policy-Focussed Advocacy. Only one of the outcomes was considered of moderate value whereas the remaining 10 outcomes were considered of high value.

Overall, the engagement in radio programmes helped to spread out key messages to a wide population and consolidate the work done through training and awareness-raising sessions. For instance, in addition to training Nakoreto CBO members on community-led advocacy, and networking, ADRA facilitated community dialogue meetings and 2 radio programs focussing on the importance of rehabilitating the community borehole which was severely affecting community members. As a result, the district department prioritised the rehabilitation of Nakoreto community borehole in the 2017-2018 Annual Budget and by the end of quarter 3 2018 the borehole was rehabilitated.

This illustrates that, to a certain extent, the evidence suggest that the engagement of the media was worth the investment in the area of Local Advocacy and Exercise of Rights and Duties, where an investment of 8% of the total expenditure was able to contribute to 8 high value outcomes and 1 moderate. On the other hand, the investment of 19% in the Policy-Focussed Advocacy is associated to only one outcome, suggesting that this decision did not represent VfM.

Figure 4: The VfM Diagram of the Media Engagement strategy



In order to draw more solid VfM conclusions, it would be helpful to also assess other strategies that have been used by the programme. This would allow us to compare the relationship between the investment and the value across different strategies or approaches to identify which were the ones that were able to generate the most value and, therefore, that can be considered most worth the investment.

KEY VfM CONCLUSIONS AND RECOMMENDATIONS

The purpose of VfM analysis is to regularly assess whether an investment is worthwhile in order to identify areas of improvement that can help maximise the VfM of the programme as a whole and ultimately improve its impact.

This section summarises the key conclusions reached in the analysis of the VfM of the programme and provides some recommendations for consideration that may be actioned in the next stages of the REAP programme.

Conclusion 1

Overall, the analysis suggests that the programme has delivered moderate VfM. This means that there is potential to further optimise the relationship between the use of the resources and the changes achieved in the next stages of the programme. However, as previously discussed, this is already an admirable achievement for the context of Karamoja, characterised by high levels of

vulnerability and exclusion as well as a historically limited engagement of the population in the exercise of their rights and in demanding their fulfillment with relevant authorities and duty bearers.

Recommendation: Review how the resources are allocated across the different workstreams and the strategies adopted to generate the change in mindset and practices that the programme is aiming for to ensure that most resources are allocated in the areas of work that can generate the most valuable change.

Conclusion 2

The Policy-focused Advocacy workstream is considered VfM 'neutral'. This means that the resources allocated to these activities are low in comparison to the other workstreams but they have not been able to generate significant value, suggesting that resources are being wasted. This differs from a VfM negative unit of analysis which is characterised by a high investment accompanied by a low value. Being VfM neutral may mean that (a) insufficient resources are allocated to this area of work for the change to happen; (b) the strategies and approaches used to generate change are not conducive to change; (c) ADRA and its partners do not have sufficient capacity or human resources to tackle this area of work; (d) the context is particularly challenging to achieve change in this area and programme may need to reconsider its ambitions; (e) a combination of the above.

Recommendation: Consider undertaking a substantial strategic review of this workstream to decide whether it is an area of work that is still worth pursuing and, if so, assess the scope of the work and the resources needed to achieve the changes that the programme is aiming for, as well as the strategies and approaches required to do so.

Conclusion 3

While all the outcomes harvested across the three units of analysis demonstrate that some level of mindset shift has happened as a result of ADRA's work, around 50% of them indicate that ADRA has been able to kick off pathways of women's empowerment, mindset changes across community members and duty bearers, and changes in practices as a result of new knowledge. However, these outcomes suggest that these processes are not yet sustainable and tend to be, in some cases, anecdotal.

Recommendation: Consolidate the work that has been kicked off on women's and community empowerment and mindset shift to ensure that in the next stages of the programme these can become sustainable and feed into the programme exit strategy, developing one if this has not yet been designed.

Conclusion 4:

The value of certain outcomes has not been maximised because they seem to affect a limited number of people. This is particularly the case in the Livelihoods workstream where, at present, aspects such as women's ownership of assets seem to be restricted to a very limited number of people.

Recommendation: In the next stages of the REAP programme consider tracking the adoption of livelihood strategies that enable the replication of the new knowledge or the scaling up of awareness-raising initiatives through community champions, training of trainers and other similar initiatives.

Conclusion 5:

Similarly to the above, ADRA has managed to kickstart a shift in mindset around women's leadership with several outcomes describing instances where women have taken up leadership roles in community and/or public structures. However, the value of these outcomes has not been fully maximised because they seem to affect a limited number of people. However, these outcomes seem to have a strong potential to generate higher value in the next programme stages.

Recommendation: In the next stages of the REAP programme consider tracking the results achieved by the increase in women's leadership, identifying multiplier effects, such as the

changes observed in prioritising gender and women's issues at the community and/or public level, the replication of awareness raising around women's leadership in other communities, etc.

Conclusion 6:

The outcomes harvested suggest that ADRA has been engaging in a variety of different initiatives that resulted in a range of different small-scale changes, such as the reporting of a GBV case or the re-integration in school of a limited number of children that had dropped out. Some of these can be seen as initial positive signs of a change in mindset that, if consolidated, can strongly increase the VfM of the programme. In other cases, this may suggest that the programme is spreading itself thin rather than strategically addressing the issues that can lead to medium or large-scale sustainable change.

Recommendation: Assess the key strategic interventions that the programme will be focusing on in the next stages of its implementation and in line with the Theory of Change, particularly in the Protection workstream. This will enable this component to contribute to achieving more substantial value by reaching more people and tackling structural issues that will enable a wider scale.

Conclusion 7:

ADRA has been particularly successful in implementing the Local Advocacy & Exercise of Rights and Duties workstream where there is strong evidence in changes of mindset among both community members and duty bearers in various issues ranging from women's empowerment, GBV and the quality of social services provision. This has also been the area of work that has captured more than 3 times the amount of resources compared to the other two workstreams. These achievements need to also be interpreted within the context of Karamoja, one of the most marginalised parts of the country, which, for decades, has suffered high levels of conflict and insecurity, alongside low levels of development and serious challenges to individual well-being.

Recommendation: Identify strategies that may enable the programme to capitalise on the success of this workstream, replicating approaches and community-based advocacy initiatives in other communities that will enable to expand the people who are benefitting from the programme, directly and/or indirectly. Similarly, consolidate the moderate-value outcomes to ensure that the processes that have been kickstarted during this first stage can become sustainable and widely spread.
