

## Evaluation Report Title: Formative Evaluation of WFP Livelihoods Programme in Karamoja

### Response to Evaluation Report (overarching narrative)

Letter from WFP Uganda responding to findings of formative evaluation (August 2012)

We have read with great interest the full report of the formative evaluation and highly appreciate the very valid points the OID/PARC evaluation team raised related to WFP's implementation of the Second Northern Uganda Social Action Fund (NUSAF2) in Karamoja.

After a series of internal discussions and consultations, we would like to propose and further discuss with all stakeholders the following changes to our programming approach. We believe that the changes proposed below will strengthen the dual objectives of the programme in ensuring the short and long-term food security of the Karamoja population.

#### *Objectives and Approach*

Following our preliminary discussions on the evaluation we feel that there is scope in this programme to link social protection, climate change adaptation and disaster risk reduction in the context of agriculture and rural growth. In order to better achieve these goals, we would like to make some significant changes to the programme planning and implementation cycle.

The evaluation has questioned whether the dual objective of the NUSAF2(WFP) livelihood programming can be realized in the current framework of the operation and has offered two different strategic options for the way forward. While we do believe that in the Karamoja context WFP is best positioned to provide a food and cash based safety net, we would also like to underline that our engagement with the communities presents an opportunity to implement complementary livelihood programming. Hence WFP proposes to continue providing conditional transfers (food and cash) to moderately food insecure households during the lean season in exchange for their participation in building productive community assets and to provide households with training and inputs to enhance their production.

Starting 2013, WFP's focus will be on soil and water conservation activities for the public works component while livelihood activities will be implemented if and when these can be linked to the constructed asset. With the aim to increase water availability and soil productivity in a degraded environment, WFP will no longer support the construction and maintenance of feeder roads, but rather focus on rainwater harvesting, basins to reduce soil erosion, soil and stone bunds, gully erosion control, trenches, and the planting of tree, shrub and grass varieties to increase soil water retention. We plan to refocus the livelihood support approach, narrow the menu of activities, capitalize on and further develop specific interventions that have worked well, such as vegetable gardens, for which KOICA is deploying an expert to assist our projects. We will also explore the possibility to establish synergies between our livelihood planning and MCHN activities which could present an opportunity to address the problem of insufficient dietary diversity and undernutrition.

### *Programme cycle*

The evaluation has highlighted the issue of the limited coordination of public works subprojects. To address this issue, WFP proposes to introduce a multi-year planning and budgeting cycle comprising a series of sequential subprojects in each community. In order to support our partners in the design of such integrated community level programmes, we will organize, in collaboration with the Office of the Prime Minister (OPM), a seasonal livelihoods planning exercise in Karamoja in September this year. The purpose of this exercise is to identify programming opportunities in Karamoja, and specifically come up with activities that could be used to build resilience amongst communities, mitigate the impact of shocks and the need for continued relief. This process is drawing on international experience of WFP and is being facilitated by our headquarters technical staff. This mission is scheduled for the 4<sup>th</sup> quarter of 2012.

Instead of the yearly subprojects, WFP and its implementing partners will shift to a two-year programme planning cycle and align the contractual period of Field Level Agreements accordingly. Before the beginning of each cycle it is planned to endorse a package of interventions developed in a participative consultation process with the communities, where subprojects can be approved on an ongoing basis. This will not only shorten the approval process of the individual subprojects but also allow timely preparations at the site level. The two year cycle will provide the necessary flexibility to implement subprojects in the most appropriate season and will also pave the way for complementarities with other actors.

### *Delivery modalities*

The evaluation has rightly pointed out challenges of the transfer delivery in terms of timeliness and reliability, both crucial aspects of a robust safety net. Based on the lessons learnt of food and cash distributions of the past year, we are planning to revisit our food and cash pipeline management. Various options have been taken into consideration, such as the prepositioning of stocks and a better timing of purchases. Of course, for this to occur, adequate advance multi-year funding is an indispensable precondition. As to the provision of cash, based on an internal review of this transfer modality, we will be issuing a new tender for a direct contract with the e-money service provider to address the bottlenecks of the first phase of implementation, introduce a better reporting mechanism on the encashing of money. We will introduce more comprehensive post distribution monitoring to obtain regular feedback on the use of money by beneficiaries and on the impact of cash transfers on intra-household dynamic. Finally, we will attempt to harmonize the transfer modality with other partners, such as KALIP and SAGE.

### *Technical capacity*

In addition to better planning of the actual project implementation cycle we are considering to supplement the technical capacity of our partners by recruiting additional experts who will be placed at the district level. Specifically, WFP will recruit experts with profiles including: hydrology, water resource management, soil conservation, land and water development engineering, and environmental resource management. Their role is to support district engineers and technical departments for water and soil conservation to conduct pre-assessments of subprojects, to share technical expertise and to provide a

continuous monitoring of project sites. We hope that this will also enhance the transfer of technical know-how to local communities.

#### *Coordination*

WFP has initiated a number of meetings with strategic stakeholders including OPM, NUSAF2, DFID, the World Bank, KALIP, and FAO where two levels of coordination have been proposed. Centrally, the coordination of livelihood activities shall be steered by OPM by reactivating the Karamoja Policy Committee in the Ministry of Karamoja Affairs (KPC). In the field, NUSAF2 and other livelihood programmes shall be coordinated through the Food Security and Livelihood Working Groups.

Coordination will also be enhanced in terms of the menu of activities implemented. WFP will engage in strategic discussions with all relevant stakeholders in Karamoja (especially OPM/NUSAF and KALIP/FAO) to better gauge whether WFP public works activities can be complemented by livelihood support provided by other, potentially better positioned stakeholders in the pastoralist zones.

#### *Harmonization*

WFP sees itself as part of a joint effort to enhance social protection in Karamoja. Both its unique registry of beneficiaries as well as the established beneficiary committees can be used by other partners in order to avoid duplication and overburdening of local leadership. The registry can serve to ensure an impartial distribution of transfers, avoid multiple categorizations of the same population groups, allow reclassification of households as appropriate and lead to a harmonized transfer system of different actors.

We are envisaging collaboration with UNICEF and the use of its periodic Nutrition Surveillance data which will allow upscaling the safety nets in times of need – either by seasonally reclassifying certain beneficiary groups, by raising the number of guaranteed labor days per cycle or by augmenting transfer values to beneficiaries.

#### *Capacity building*

Having addressed the challenges related to the rollout out of NUSAF2(WFP) in its current coverage, we would now like to increasingly focus on the capacity building aspect to which both the organization and its partners are committed. This includes a continuation of the joint monitoring of the project sites, the strengthening of local planning processes in order to embed NUSAF activities as a package of consecutive subprojects into the Parish Development Plans as well as the facilitation of information exchange between the districts in form of participative experience sharing.

We are looking forward to discussing these issues with all relevant stakeholders and plotting a course for change together. As we begin this new phase of the programme, please allow me to express my gratitude for the support provided by DFID thus far to this innovative and important programme. WFP welcomes the opportunity to further partner with DFID in the future.

Sory Ouane, Country Director, WFP Uganda

Letter from DFID Uganda in response to WFP's proposal on taking forward the findings of the formative evaluation (September 2012)

Thank you for your letter of 16 August setting out WFP's response to the formative evaluation undertaken by IOD PARC.

We are content with the overall approach you set out, which reflects discussions between WFP and DFID over the last two months.

However, there are a few specific points we would like to highlight:

- Focus of the programme

One of the key findings of the evaluation was that the programme would not deliver meaningful results if it continues to attempt to do too much at once. As such, we have agreed that the primary focus of the programme in the remaining 18 months is on ensuring a safety net in times of hunger.

Whilst it is important that the programme will be coherent with climate change adaptation and disaster risk reduction objectives, it is important to preserve the primary focus and target our efforts to that end. At the end of the day, DFID will be judging the programme on its success against this primary objective.

- Steps to improve pipeline management within WFP Uganda.

As set out above, providing a reliable and effective safety net in times of hunger will be the emphasis for the programme in the remaining one and a half years. As such, the timely distribution of food will be critical to the success of the programme. To date, pipe line breaks have undermined the effectiveness of not just NUSAF2 but also the PRRO in Uganda, and has been highlighted as a problem both within the IOD PARC report and in WFP's own evaluation of its 2009-2012 PRRO.

We had previously asked WFP to consider what systemic improvements might be made to pipeline management, to ensure the timely delivery of food. Could your response be augmented to cover this issue?

- Log frame.

To allow us to monitor results more effectively, we would also like to request that WFP puts forward a proposal for a log-frame to cover the remainder of the programme, with targets set for January 2013 and January 2014, based on the ideas set out in Annex 1 of the evaluation report, and reflecting the decision to pursue Option B. It would be helpful to include an indicator to reflect the timeliness of food/cash transfers.

- Link with NUSAF2 (World Bank)

Ensuring the remainder of the programme is coherent with and enhances the mainstream NUSAF2 programme being brought in by the World Bank is of the utmost importance. The issue of meaningful and sustained coordination with NUSAF2 mainstream needs to be given

more attention.

More broadly, we want to see an increased emphasis on coherence across community projects at sub-county and district level. NUSAF2 project planning needs to be well coordinated with wider local government planning on soil and water management, e.g. initiatives of the First Lady.

- Link with Expanding Social Protection/SAGE programme

Another important programmatic linkage that needs to be forged is with the SAGE programme. We share the view that in the long term it would make sense to think about a transition of extremely vulnerable households currently covered by NUSAF2 over to SAGE. We need to bear this in mind with regard to the capacity building of local government.

- Disseminating learning across WFP more widely.

DFID takes evaluation very seriously and views evaluation of programmes as a necessary and integral part of policy development and decision making, including for our partners. We plan to publish this evaluation on our website, along with WFP's and DFID's management response. It will also be published on the GoU Prime Minister's evaluation website.

We would be grateful if WFP Uganda could also take the lead on ensuring this evaluation is disseminated across WFP globally, including through publishing the report on your website and liaising with your head office on the best way of sharing the report across your network.

We look forward to receiving your feedback on the above.

Once again, we would like to reiterate our appreciation for the collaboration of the country office in the evaluation process.

Daniel Graymore, Head of Office, DFID Uganda