



Final evaluation of the “Integrated Climate Change Adaptation (ICCA) Project”

Final report

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The evaluators extend their thanks to the community committees for their full availability and commitment to the success of this mission. They know the considerable work that lies beneath what has been analyzed. The report tries to reflect what has been observed and heard in the most objective way, underlining both strengths and weaknesses.

The evaluators hope that this report will be of use for GRC and URCS Management to meet their objectives for future projects and enable communities to be prepared to natural disasters in the most efficient way.

The purpose of this evaluation is to formulate a reasoned opinion on the relevance, effectiveness, efficiency, impact and sustainability of the funded project with respect to the context, and the German Red Cross' intervention policy and procedures. The evaluators have examined the outcomes of the project in the light of the objectives fixed. They have also reviewed the execution and functioning of the project in its different phases of implementation and monitoring. The observations, assessments and recommendations expressed in this report are the sole responsibility of the authors.

LIST OF ACRONYMS

BMZ	Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung
BSC	Balanced Score Card
CAFH	Concerned Action For Health
CAO	Chief Administrative Officer
CBDRR	Community Based Disaster Risk Reduction
CCA	Climate Change Adaptation
DMC	Disaster Management Committee
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EQ	Evaluative Question
EWS	Early Warning System
FAO	Food Agriculture Organization
FATHUM	Forecasts for AnTicipatory HUMANitarian actions
FbF	Forecast-based Financing
FFS	Farmer Field School
FRH	Flood Resistant House
GLOFAS	Global Flood Awareness System
GRC	German Red Cross
HDI	Human Development Index
HO	Head Office
HR	Human Resources
ICCA	Integrated Climate Change Adaptation
IFRC	International Federation of Red Cross and Red Crescent Societies
IGA	Income Generating Activities
IMF	International Monetary Fund
I-NGO	International Non Government Organization
LC 1-5	Local Council chairperson, at different levels : LC5 (District), LC4 (County) LC3 (Sub-county), LC2 (Parish), LC1 (Village)
M&E	Monitoring and Evaluation
MFI	Microfinance Institution
MIS	Monitoring and Information System
NUSAF	Northern Uganda Socail Action Fund
OPM	Office of the Prime Minister
PASSA	Participatory Self-Shelter Approach
PHAST	Personal Hygiene And Sanitation Transformation
RAC	Resilience Action Committee
RCCC	Red Cross (Red Crescent) Climate Centre
SAARI	Serere Agricultural and Animal Research Institute
SOP	Standard Operating Procedures
ToT	Training of Trainers
UGX	Ugandan Shilling
UNMA	Uganda National Meteorological Authority
URCS	Uganda Red Cross Society
VCA	Vulnerability Community Assessment
VSLA	Village Savinsg and Loans Association
WFP	World Food Program
WUC	Water User Committee

The exchange rate used in the report is 1 € = 1,14 USD = 4,290 UGX

EXECUTIVE SUMMARY

1. Background of the Project

Uganda has placed the goal to eradicate extreme poverty on top of its national agenda. In this line, **disaster preparedness** is recognized as a key crosscutting issue. The Uganda Red Cross Society (URCS) is a key stakeholder in this field.

The Teso and Karamoja sub-regions in North-Eastern Uganda are among the most affected by floods, waterlogging and droughts. This is where the “**Integrated Climate Change Adaptation (ICCA) Project**” has been implemented by the GRC and URCS, in 36 communities of 5 Districts, at community, district, regional and national level, with different stakeholders.

The Project Budget amounts to **€2,125,000** for a 6-year period (January 2013-December 2018): €2,200,000 from BMZ, €100,000 from GRC for a preparedness fund, and €25,000 for Red Cross Climate Centre's (RCCC) expenses.

The Project Objective is as follows: **the resilience of selected communities and the capacities of URCS are strengthened for CCA and DRR targeting 40,000 people** in Karamoja and Teso region by 2018. Three indicators measure the major outcomes of the Project:

- All targeted villages have developed and implement local DRR plans based on climate sensitive Vulnerability and Capacity Assessments (VCA).
- The local forecast-based Early Warning System (EWS) for Karamoja and Teso supports the decision making of the URCS for disaster preparedness.
- At least 4 innovative approaches of the Project (EWS, flood resistant housing, cooking basket etc.) have been documented in strategy and planning documents, disseminated and duplicated by the government on district and national level.

Four **expected results** are formulated:

Result 1: The target communities and the local public authorities are aware of climate risks and are timely informed and prepared to effectively respond to extreme weather events.

Result 2: The livelihood situation of the target communities is improved through better and more diversified agricultural production and access to water.

Result 3: The vulnerability of the target households is reduced through applied climate sensitive Natural Resource Management techniques.

Result 4: The capacities of the URCS are strengthened to support the communities and the government in CCA and DRR.

The evaluation mission was conducted in 3 phases:

- Preparatory work
- Field mission from **October,8 to October,23 2018** in Kampala and the 5 intervention Districts (Soroti, Amuria, Katakwi, Abim, Kotido) in Teso and Karamoja sub-regions. The methodology included meetings with staff, communities, committees, authorities, and other stakeholders. The two consultants visited **14 communities** out of the 36 target communities of the Project (39%) and met a total of **420** people. A debriefing workshop was conducted with the GRC and URCS staff in Kampala.
- Report writing in November 2018

2. Relevance ★★★★★

The objectives of the Project were fully relevant to the beneficiaries, for 5 main reasons:

- Natural disasters do cause severe damages in the targeted communities
- The 14 communities visited said the Project is answering to their needs
- The government does not have (or invest in) sufficient response capacities
- Few stakeholders are active in the targeted communities
- The Project is in line with the global and national DRM strategies

The **choice of the Districts and of the communities proved relevant**. All communities visited show a high vulnerability to natural disasters, a significant commitment of local leaders, an untapped agricultural potential and a clear attention for the most vulnerable.

The Project's approach appears quite **original** in Uganda through 4 major components:

- A real **decentralized and participative approach**: The communities chose the priority actions themselves, and a consequence, the Project interventions have not been the same in all communities, raising a clear ownership of the concept and of the activities.
- An original **focus on self-development**: The CBDRR committees created by the URCS generated quick wins in the communities and paved the way for future sustainability.
- An approach based on **subsidiarity**: The community empowerment approach proved relevant.
- A strong **partnership** with authorities: The Project has developed a real partnership at three levels: Macro (government), Meso (URCS) and Micro (village).

The **methodology used** proved fully relevant and **five major points** can be highlighted:

1. Committees' capacity building
2. Skills training
3. Differentiated economic approach
4. Grant of equipment and materials
5. Awareness raising

The Project does meet the needs of the vulnerable communities facing intense natural disasters. It even goes **beyond these needs**, through its action on food security, as well as water and sanitation. A high satisfaction is expressed by the target communities visited.

As pilot component in the Project, the **Forecast-based Financing** (FbF) scheme proved partly relevant for the beneficiaries. It only concerned one sub-region (Teso) and was not focused neither on droughts nor on the most vulnerable households, The FbF was only activated twice (floods), once for a false alarm. The scheme is interesting but needs to be refined.

3. Effectiveness ★★★☆☆

It was challenging to assess if the Project was effective or not, because the Project did not avail of a proper **monitoring and evaluation** system. A baseline study was conducted but the endline survey did not help comparing the present situation with the initial one. Globally, the Project has been activity-oriented (**91%** of the activities were executed) and **not impact-oriented**. It is unfortunate because great impacts were noted on the target communities.

To go beyond this difficulty, the mission tried to **estimate** the results, collecting information in a structured manner from the 14 communities visited, comparing them with internal documents and the consultants' perception. In conclusion, the Project has met **83%** of its objectives.

For the Project objective, all DRR plans have been drafted and the EWS is operational. But the innovative approaches are **not replicated** by the government.

The Project did a good field work related to Result 1. The communities are globally aware of the natural disaster risks and measures to take. The flood-resistant houses have been successfully disseminated in Teso sub-region. The DMC have been energized by the Project, but this dynamic has weakened over the last 2 years.

The Project obtained **encouraging results** for Result 2: increase and diversification of the agricultural production for family consumption, but the production is not market-oriented.

For Result 3, most of the families **reduced their vulnerability** to natural hazards in terms of environment preservation (more trees planted, less tree-cutting, erosion control), access to safe water (more valley dams and functioning boreholes).

For Result 4, the Project reinforced the capacities of URCS **branches**, but had little impact on the Headquarters capacities.

4. Efficiency ★★★☆☆

The Project has been relatively efficient.

Among the factors that **spurred the efficiency**, we may point out the strong commitment of the Project team, the engagement of volunteers (cost-efficient), the good Project management by GRC in 2017 and 2018, the positive image and credibility of URCS, the participative approach carried out, the fruitful partnership with the government (at strategic and operational level), the long Project duration and 6-year commitment of the funder (BMZ), the respect of the budget, the integration of lessons learnt from previous projects (GRC, URCS), the multiplier effect (ToT from the community), the good prospects for sustainability of a number of actions initiated.

Among the factors that **affected the efficiency**, stand out the geographical scope of the Project (communities too scattered), the high turnover of the management team (GRC and URCS), the heavy financial procedures, the inadequate monitoring and evaluation system, the funds not always available on field when needed, the unsolved conflict on €50,000 receivables, the lack of autonomy of GRC Uganda, the post-crisis climate at URCS (lack of leadership of the Project), the insufficient linkages with government programmes and partners in the same area, the lack of focus on the real income generated at community level, the late exit strategy.

Main strong points: Project's relevance, participative community approach, involvement of authorities, innovative methodology, capacity building of committees, impacts, community awareness raising, URCS's credibility, Project's capacity to develop within a difficult context.

Main weak points: Inexistent Monitoring and Evaluation system, bureaucratic procedures, lack of focus on indicators and impacts, high Project management turnover, lack of URCS Project's leadership and full appropriation, partial capitalization of experiences, livelihood component not developed enough

5. Impacts ★★★★★

The communities interviewed shared that the Project **brought strong impacts** on their lives, contributing to their resilience, as well as their social and economic development.

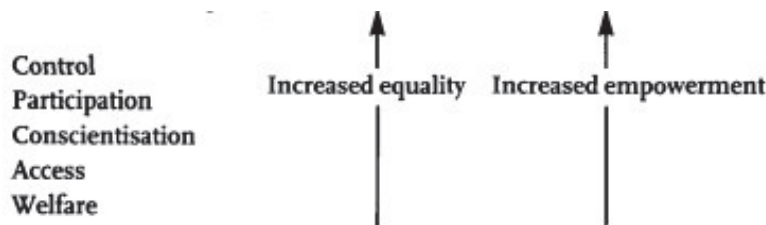
The field visits confirm the Project brought five major types of impacts:

- **Technical:** know-how in Disaster Risk Management (DRM), construction of flood-resistant houses, pit toilets and energy-saving stoves, food security, hygiene and sanitation, organisational development

- **Human and social:** more supportive and protective communities, more respected communities, communities with more inclusion, significant impact on gender
- **Economic:** slight increase of the agricultural production, but seldom in income
- **Health:** decrease of cholera, malaria and diarrhoea, less casualties (natural disasters)
- **Environment:** reduction of tree-cutting, cleaner backyards and water sources protected from animals, reduction of open air defecation
- **Policy level :** involvement of local authorities (they know and appreciate the Project), but the Project has not influenced the way they are doing things. The innovations brought by the Project have not been replicated by the authorities. However, some NGOs did integrate an innovation in their projects (for instance the flood-resistant houses in Teso sub-region).

6. Gender ★★★☆☆

The Gender analysis according to **Longwe** framework centres on five levels of equality, which indicate the extent to which women are equal with men, and have achieved empowerment:



Within the Project, the Conscientisation, the Participation, the Access and Welfare levels were well developed. The Control level remained weak.

The Gender analysis according to **Harvard** Framework highlights that the Project had a moderate impact on gender. For instance, the logical frame did not integrate any specific gender indicator, and only one disaggregated indicator (men/women)

The Women's dimension in the Project appears as follows: very limited in the project identification and design, moderate in the project implementation, and absent in the project evaluation.

7. Sustainability ★★★☆☆

The global sustainability of the activities within the communities is quite well **engaged**. The commitment of a nucleus of committees' members and the persistence of the threats (natural disasters) play in favour of seeing the activities continue after the Project, probably with a much lesser intensity. But the Project would have clearly needed **a consolidation phase**.

Out of 36 target communities, 8 communities showed a limited sustainability level (**22%**), 16 communities a middle sustainability level (**45%**) and 12 communities an advanced sustainability level (**33%**): committees well organized, motivated leadership, activities going through, livelihood perspectives, good relationship with the authorities.

The organizational sustainability is relatively well engaged through the **local handling of field operations**. It could still be reinforced by a more stringent strategic, organizational and financial management.

The financial sustainability is far from being reached and the activities may not fully be pursued without financial support. The weak point today lies in the committees' capability to conduct **income-generating activities**.

The institutional sustainability is quite strong. The committees are functioning on their own, they are known to the District authorities. However, the committees strongly rely on their present leadership and some are fragile. Their sustainability would have been enhanced if the CBDRR committees had been part of a committees' network (created by the Project) and if the follow-up of the CBDRR committees had been formally handed over to the District authorities. The institutional sustainability would also have been reinforced by the drafting of a 3-year community institutional plan.

8. Conclusions and recommendations

As was apparent in the analysis, the Project adopted as main **principles of intervention**:

- Following a global strategy of intervention based on the conjugation of DRM, water and sanitation, and food security actions
- Aiming at the most vulnerable communities and families
- Working in close collaboration with the authorities
- Regularly fine-tuning the methodology and the services (2 phases of the Project)
- Positioning each committee at the centre of the Project
- Making use of local competencies and building their capacities
- Preparing for the sustainability of the Project

Globally, a quite strong coherence exists between the approach planned by the Project and the one implemented.

The **recommendations** are presented according to the 3 levels of appreciation of a project:

- Operational level: What do we do
(the activities conducted)
- Organizational level: How we do things
(the methodology, the organization, the organigram, the planning, the monitoring and evaluation, the HR management, etc)
- Strategic level: Why we do things
(the vision, the sense, the values, the strategic lines, the key partnerships)

Three lines of recommendations are proposed for the **Operational level**: Further strengthen the committees, Create a network of committees, Develop partnerships. Each line of recommendation includes sub-recommendations.

Five lines of recommendations are proposed for the **Organizational level**: Simplify the Standard Operating Procedures, Set up a rigorous Monitoring & Evaluation system, Improve the Human Resources management, Further refine the methodological approach.

Three lines of recommendations are proposed for the **Strategic level**: Start future projects on good grounds, Pave the way for a full sustainability, Increase the policy level impacts.