

**ACDI/VOCA
Uganda**

**FY 2002-2006 Title II DAP
Final Evaluation Report
April 2006**

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Table of Contents

Acronyms	4 - 5
Acknowledgments	5
Executive Summary	6 - 8
I. Introduction	9 - 12
II. Program Background	12 - 13
III. Findings	
1. Program Management and Administration	13 - 14
2. Monetization Activities	15 - 17
3. Grants Management	17 - 19
4. Programmatic Integration: Enhancing Food Security through Improved Household Nutrition	19 - 21
5. The HIV/AIDS Food Assistance Initiative	21 - 28
IV. Impact Assessment	
1. SO1—Agriculture	28 - 37
2. SO2—Health and Nutrition	37 - 41
V. Unexpected Results Achieved	41
VI. Program Sustainability and Exit/Graduation Strategies	41 - 44
VII. Program Monitoring and Evaluation	45 - 46
VIII. Implications for Addressing Uganda Food Insecurity: Future Initiatives and Programmatic Development	46 - 48
1. Agriculture	
2. Supporting HIV/AIDS infected/affected families through Agriculture Programs	
3. Enhancing Food Security thorough Improving Household Health Behaviors	
IX. Community Food Insecurity, Shocks, and Surge Capacity	48 - 49
X. Conclusions and Recommendations	49 - 52
Documents and Resources Consulted	53 - 56
Annex 1: List of Interviews, meetings attended and project sites visited	57 - 58
Annex 2: Scope of Work	59 - 64
Annex 3: ACDI/VOCA Organizational Chart	65
Annex 4: Sub-Award Process Flow Chart	66

Annex 5: Tables of Grantee Activities and Budget	67 - 68
Annex 6: IPTT Table	69 - 71
List of Tables	
Table 1: Original DAP Monetization Budget	11
Table 2: DAP Agriculture Budget: Request vs. Approval	11
Table 3: Types of agricultural training provided by Grantees to Farmer Groups	18
Table 4: Crop Production, Annual Yield and Value 2001-2005	31
Table 5: Households with Improved Agricultural Practices and Groups Adopting Commercial Practices	32
Table 6: Kilometers of Roads Rehabilitated	34
Table 7: Increased Access with Rehabilitated Roads	34
Table 8: Percentage of Female Farmers Trained	36 - 37
Table 9: HIV/AIDS Initiative Food and Nutrition Indicators	38
Table 10: Quarterly Average of Food Assistance Beneficiaries Receiving Complementary Services	39
Table 11: Hygiene and Sanitation Indicators	40

Acronyms

A/V	ACDIVOCA
AER	Annual Estimate of Requirements
AID	Agency for International Development
AIDS	Acquired Immune Deficiency Syndrome
APEP	Agricultural Production & Enhancement Program
ARV	Antiretroviral Drug
ART	Antiretroviral Therapy
ATAIN	Agribusiness Training & Input Network
Bu	Bushels (56 lbs maize; 60 lbs wheat)
CB	Centenary Bank
CEDO	Community Enterprises Development Organization
CHW	Community Health Worker
CIF	Cost, Insurance, & Freight
COMESA	Common Market for eastern and Southern Africa
CRS	Catholic Relief Services
CS	Cooperating Sponsor
C-SAFE	Consortium for the Southern Africa Food Security Emergency
CSB	Corn Soy Blend
DAP	Development Activity Proposal
DDS	Dietary Diversity Score
FaaB	Farming as a Business
FADEP-EU	Farming for Food and Development Eastern Uganda
FANTA	Food and Nutrition Technical Assistance, a project of AED funded by USAID
FDP	Final Distribution Point
FEWs	Field Extension Workers
FFP	Food for Peace
FOB	Free on Board
FY	Fiscal Year
G	Grams
GDU	Grants Development Unit
GMU	Grants Management Unit
GOU	Government of Uganda
HIV	Human Immunodeficiency Virus
H&N	Health & Nutrition
HQ	Head Quarters
HRW	Hard Red Winter
ICRW	International Center for Research on Women
IDEA	Investment in Developing Export Agriculture
IITA	International Institute for Tropical Agriculture
IP(s)	Implementing Partner(s)
IPTT	Indicator performance Tracking Table
IR	Intermediate Result
KG	Kilogram
Km	Kilometer
KR	Kenya Railways

LOA	Life of Activity
M&E	Monitoring and Evaluation
MADZI	Market Roads Rehabilitation Grantee
MBW	Market Roads Supervising Engineer
MEMS	Monitoring and Evaluation Management Services
MOH	Ministry of Health
MT	Metric Ton
MYAP	Multi Year Assistance Program
NARO	National Agriculture Research Organization
NGO	Non Governmental Organization
PEPFAR	Presidential Emergency Plan for AIDS Relief
PHH	Post Harvest Handling
PL	Public Law
PLWHA	People Living With HIV/AIDS
REAP	Rural Economy and Agriculture Project
RENEWAL	Regional Network on HIV/AIDS, Rural Livelihoods and Food Security
RIF	Revolving Input Fund
SO	Strategic Objective
TA	Technical Assistance
TASO	The AIDS Support & Counseling Service
TFA	Targeted Food Assistance
TSC	The Ssemwanga Center
UN	United Nations
UNADA	Ugandan National Agro-Input Dealers Association
UOSPA	Uganda Oilseed Producers and Processors' Association
USDA	United States Department of Agriculture
Ush	Ugandan Schillings (approx 1820 / US\$) April, 2006
VAT	Value Added Tax
WFP	World Food Program
WHO	World Health Organization
WISHH	World Initiative for Soy Human Health

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Executive Summary and Major Recommendations

The first objective of the FY 2002-2006 Title II DAP is to mitigate food insecurity in rural areas in Uganda by enhancing agricultural production, marketing, rural financial services and increasing nutritional awareness. Target beneficiaries are approximately 20,000 families in “food insecure” target areas who are organized by local NGO grantees to receive training in health & nutrition, “farming as a business”, improved agricultural practices, and post harvest handling and storage.

The second objective of the DAP is to increase food security of 60,000 PLWHAs and their families through direct feeding. A ration of corn-soy blend (CSB) and soy oil is provided 60,000 People Living with HIV/AIDS (PLWHAs) living along the “food insecure” AIDS corridor. A/V partners with CRS, Africare, World Vision, TASO, agricultural grantees, and PEPFAR funded community workers to help identify food aid beneficiaries, provide mobile health care and ARVs to AIDS infected, as well as additional training in agriculture, nutrition, hygiene, and sanitation. The program deserves high marks for quickly designing and implementing a program to provide supplementary rations and ancillary services to PLWHAs

A/V has responsibility to monetize wheat grain and soy oil for all Title II and Food for Progress grantees. Both wheat and soy oil are sold at fair market competitive prices in a market plagued with chronic logistic bottlenecks, electrical shortages, high transaction costs, and stiff competition. The fact that neither monetization grantees nor ration beneficiaries have suffered a break in cash flow or food is a remarkable achievement.

The program has been moderately successful in meeting yield and production targets for grains, beans, and oilseeds. Drought and insecurity has been a persistent problem. Cassava yields and production, however, increased dramatically due to continued multiplication and distribution of high yielding mosaic resistant varieties.

Early on in the DAP the program hired a nutritionists to provide additional training to grantee community extension workers on general nutrition, kitchen gardens, improved hygiene and sanitation. This change in direction appears to have had a high impact particularly when men apply the information learned see improvements in the health of family members.

Although considerable effort and resources have been provided for program monitoring and evaluation, the quality of the system is variable. Given this it was difficult to fully utilize the available data to assess program impact.

Several rural financial credits facilities have been capitalized and guaranteed by this and the previous program. Results have been mixed. Micro credit rural credit facilities have a short half life in Uganda. One way or other, however, the program has to provide improved inputs and practices into the hands and heads of subsistence farmers. Savings alone is not the only catalyst the program should depend to accomplish this job. The evaluation recommends that the program increase the grantee line item for tuber multiplication, demo plots, and starter inputs (especially improved seed) for trained beneficiaries.

The following are the **major recommendations** developed more fully in the various sections of the text and later again in Section X, Conclusions and Recommendations.

Agriculture and Food Security

- Focus more on vegetative reproduced food crops such as sweet potatoes and mosaic resistant cassava. Appropriate varieties can be rapidly and communally reproduced.
- Work on promoting a more balanced crop mix that leans towards “food crops” versus “cash crops”.
- Gender bias the program by working with more women’s groups and recruiting more female contact farmers. Women tend to be more efficient food security development partners.
- Increase the line item in the grantee budgets for provision of improved seed and fertilizer.
- Continue working in current “food insecure” districts – use due diligence before relocating from a “food insecure district” to a “chronically food insecure district”.
- Promote individual and group savings programs rather than capitalize and guarantee institutional rural credit facilities.
- Guarantee the road rehab grantee enough work so s/he can retain and dedicate qualified field engineers to the Title II Program
- Consider revising soy oil sales mechanism.
- To the extent possible base more technical/training staff in the field.

Nutrition and Food Security

- Conduct formative research and utilize the results to further focus and develop the program’s nutrition education.
- Promote increased production of vegetables high in vitamin A, promote orange-flesh sweet potato as a drought resistance high yield crop and fruit trees.
- Given the high levels of malnutrition in Uganda, advocate for a study to be conducted on the determinants of malnutrition in Uganda with a focus on rural food insecure areas

The HIV/AIDS Food Assistance Program

- It is recommended that the PEPFAR funded nutrition and hygiene education be expanded as it appears to be having impact.
- Continue to co-locate FDPs with Health Centers to encourage “one-stop shopping” for PLWHAs food beneficiaries.

- Capture the HIV/AIDS Food Assistance Program results, lesson learned and standard operating procedures in a report that can be widely shared.

Program Monitoring and Evaluation

- It is recommended that the current monitoring and evaluation system be reviewed in light of the identified problems and the more complex M&E system required with the MYAP.
- As part of the M&E system review, evaluate the current contractor and open the next contract for bid.

Sustainability—Graduation/Exit Strategies

- Building into the follow-on MYAP¹, the capacity to follow a representative sample of farmers and HIV/AIDS Program beneficiaries assisted during the DAP.
- Immediately, to prepare families for the end of the Food Assistance Program, provide nutrition education at FDPs on locally available nutrition and calorie dense foods.
- For Food Assistance beneficiaries, develop selection and graduation criteria which promote moving infected individuals and affected families along the continuum to self-reliance.
- For the HIV/AIDS infected and affected not served advocate for other sources of food assistance and the development of a government safety net program is needed.

¹ The planned MYAP budget is not capable of covering all necessary program costs, thus seeking another source of funding for this activity may be needed.

I. Introduction

The Final Evaluation of ACIDI/VOCA's second PL-480 \$56,000,000 Title II DAP (FY 2002 – 2006) was conducted from March 16th, 2006 – April 18th, 2006. Two evaluators traveled to 8 districts, and interviewed grantee staff, farmer groups, and individual beneficiaries south of Kampala in Masaka and Rakai Districts, east of the capital in Kumi, Tororo, Pallisa, Sironko, and Mbale Districts, and north of the capital in Gulu District. The evaluators witnessed two direct food aid distributions for People Living with HIV/AIDS (PLWHA) in Kampala (a WFP Implementing Partner (IP)– Reachout) and Kakiri (A/V - TASO) and talked at length with individual CSB (fortified corn soy blend) & soy oil recipients at their homes.

Those interviewed included: A/V staff and management, grantee management staff, grantee supported farmer groups, recipients of fortified rations targeted to PLWHAs, individuals and families receiving hygiene and nutrition training and assistance, flour millers, vegetable oil buyers, Title II umbrella monetization partners, Food for Progress monetization partners, USAID officials, agriculture, nutrition, health and/or HIV/AIDS focused AID contractors and NGOs, WFP staff, UNICEF staff, the monitoring and evaluation contractor, engineering contractors, CDC staff and IITA staff. (For a complete list of interviews conducted, meetings attended and project sites visited, see Annex I.)

The purpose of the evaluation is to assess the achievements to date against objectives and targets and to identify areas in which implementation of ACIDI/VOCA's FY 2002- FY 2006 DAP can be realistically improved in a proposed follow-on. The evaluation was conducted according to the scope of work provided. (See Annex II, for a copy of the Scope of Work).

The goal of the program is to:

Mitigate food insecurity in rural areas in Uganda by enhancing agricultural production, marketing, rural financial services and increasing nutritional awareness.

The primary strategic objectives (SOs) of ACIDI/VOCA's Uganda Title II program are:

SO1. Agriculture: Improve food security by raising the production and marketing of selected crops and increase rural household incomes for 120,000 beneficiaries with a focus on vulnerable groups.

Sub-objectives or Intermediate Results include:

- **IR 1:** Increased access to rural financial services for inputs, production and marketing
- **IR 2:** Increased agricultural productivity of target crops (maize, beans, cassava, oilseeds, and upland rice)
- **IR 3:** Increased adoption of improved agricultural practices and inputs
- **IR 4:** Increased local and regional market access
- **IR 5:** Improved nutritional practices at the household level

SO2. Health and Nutrition: Improve food security of 60,000 PLWHA and their families through direct feeding programs.

Sub-objectives or Intermediate Results include:

- **IR 1:** Improved nutritional awareness and practices by PLWHAs
- **IR 2:** Increased use of non-food aid services by PLWHAs

For FY 2004, ACDI/VOCA was provided additional Title II funds and subsequently for FY 2005 and 2006 granted Presidential Emergency Plan for AIDS Relief (PEPFAR) funds from USAID/Kampala for nutrition and hygiene training to help strengthen and complement the direct food distribution program for PLWHAs. This program component (approximately \$200,000/year) is directly implemented by A/V through six nutrition and hygiene specialists (three teams of two) based in Masaka (central), Kasese (west), and Mbale (east).

The Title II program is designed to improve food security through:

- The monetization sales mechanism particularly the monthly auctions of vegetable oil to wholesalers & retailers and negotiated wheat grain sales to small to medium sized flour millers.
- Grants to mostly local NGO's to improve agricultural practices and marketing, increase agricultural yields and net incomes, improve access to markets, and encourage better household nutrition.
- Direct distribution of CSB and vegetable oil to PLWHAs complemented by training to improve household hygiene, sanitation, and nutrition.

In addition A/V contributes to improving food security in Uganda by serving as the de facto US Mission Uganda umbrella monetization administrator to:

- Manage sale and delivery of PL 480 Title II wheat grain shipments from the Port of Mombasa to Jinja and Kampala for CRS, World Vision, Africare, and Save the Children.
- Manage sale and delivery of FY 2005 Food for Progress wheat grain shipments from Port of Mombasa to Jinja and Kampala for FINCA International (21,800 MT) and Land of Lakes (11,100 MT).

To generate funds to implement and manage both the Title II SO1 agricultural and food security grants program and the SO2 Nutrition & Health direct distribution program to PLWHAs (LOA AER 26,286 MT CSB and 2,247 MT soy oil) A/V monetizes vegetable oil (LOA AER 14,411 MT) and wheat grain (LOA AER 42,180 MT).

In addition a \$2,201,366 202(e) Grant was awarded to help cover administrative costs of the program.

LOA AER monetization tonnages for other Title II Food Security DAPs under the umbrella monetization are as follows:

Africare	12330 MT wheat grain
CRS	15600 MT wheat grain
Save the Children	12040 MT wheat grain
World Vision	10570 MT wheat grain

Tables 1 and 2 illustrate the original DAP Monetization Budget for financing both SO1 and SO2 activities. Table 2 includes the LOA Request and LOA Approved money earmarked for SO1 activities.

Table 1: Original DAP Monetization Budget

Heading	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Total Agriculture Activities	5,177,821	4,868,671	5,021,878	4,983,263	5,058,879	25,110,512
Total HIV/AIDS Activities ²	1,504,708	1,507,462	1,555,038	1,594,469	1,643,833	7,805,510
TOTAL from monetized proceeds	6,682,529	6,376,133	6,576,916	6,577,732	6,702,712	32,916,022

Source: ACDI/VOCA-Uganda data

Table 2: DAP Agriculture Budget: Request vs. Approval

Line Item	LOA Request (\$)	LOA Approval (\$)
Activity		
Agric. Grants – food security	9,111,360	7,281,320
Road rehabilitation	5,000,000	2,500,000
Rural financial services	2,500,000	500,000
Monitoring		
Ssemwanga Centre	978,000	796,370
MBW	558,855	292,002
Total	18,145,215	11,369,692

Source: ACDI/VOCA-Uganda data

USAID Uganda's 2002-2007 Integrated Strategic Plan includes three strategic objectives:

- Expanded Sustainable Economic Opportunities for Rural Sector Growth (SO7)
- Improved Human Capacity (SO8)
- More Effective and Participatory Governance (SO9)

The A/V Title II DAP is generally viewed as primarily promoting:

- **SO7 - IR 7.1** Increased Food Security for Vulnerable Populations and **IR 7.2** Increased Productivity of Agricultural Commodity and Natural Resource Systems
- **SO8** objectives by delivering practical education in health, nutrition, hygiene and sanitation, distributing rations to PLWHAs and raising the efficiency of treatment and counseling programs.
- **SO9** objectives by increasing the resilience and food security of conflict-affected communities; strengthening the management and budgeting skills of rural district

² This includes monetized proceeds only and does not include the value of CSB and vegetable oil directly distributed to PLWHA beneficiaries.

governments through road rehabilitation; and increasing capacity of community organizations to participate in governance processes.

II. Program Background

The FY 2002-2006 PL-480 Title II DAP is a follow on to a previous (FY 1997- 2001) PL 480 Title II monetization program. Prior to 1997 dating back to 1989, ACDI managed a series of Title II agricultural programs (with a strong oilseed & cooperative focus) all primarily financed by soy oil monetization.

The FY 1997-2001 DAP focused primarily on increasing agriculture production and yields of 4 target crops - maize, beans, cassava, and oilseeds. The program forged a close relationship with the AID funded Investment in Developing Export Agriculture (IDEA) Project to take advantage of IDEA's agriculture extension and agriculture input promotion activities. Considerable effort was made to encourage subsistence farmers to plant pure stands of maize and beans - properly spaced and in rows - using improved or hybrid seeds complemented by bottle cap doses of urea and diammonium phosphate for each seedling.

Inputs were provided to Title II grantee contact farmers to plant maize and bean demonstration plots and stockists were provided with inputs and credit to help insure wide availability of improved seed, fertilizer, and chemicals. Results were favorable. Grain yields and production increased 3 fold or more especially for subsistence farmers if the improved agronomic grain package was adapted from a "standing start" or subsistence base.

In 2001 favorable weather, improved agronomic practices, record grain yields both in Uganda and Kenya combined in a perfect storm to send grain prices crashing to all time lows (\$.75-\$1.00/bu) – well below world market prices for white maize³. Ironically only 2 years before in 1999 maize prices in Uganda were 2-3 times higher (\$5-\$6/bu) than local spot prices for # 2 yellow maize in the US.

Under the previous DAP grantees began working closely with International Institute for Tropical Agriculture (IITA) to distribute mosaic resistant cassava by planting mother gardens of resistant varieties and distributing cuttings to their members and neighboring farmers. This work has continued in the current program and had a very strong and positive impact on increasing food security.

As understanding of the causes of food insecurity increased, to appreciate the role of food utilization, the program shifted in response and began providing more nutrition TA to grantee groups in household hygiene, sanitation and nutrition. The current DAP reflects a much more balanced approach towards increasing food security for the vulnerable in rural areas. Attempts to increase agricultural yield, production, and income are complemented by promoting improved health, nutrition, hygiene, and sanitation.

In 2000-2001 Food for Peace strongly encouraged grantees submitting proposals for the next DAP cycle to include a direct food aid distribution component. The SO2 Health and Nutrition

³ There was an attempt at the time to export considerable tonnage (35,000 MT) of Ugandan maize to grain deficit Zambia.

CSB and soy oil direct distribution component of the program is a result of USAID Washington's and FFP's policy shift 6 years ago.

The 2001 grain market failure had a strong and adverse impact on the agricultural credit sector. Under the previous DAP, Title II resources were used to capitalize and provide collateral for three agricultural credit facilities. Two were managed by commercial banks and one by Agribusiness Training and Input Network (ATAIN) – a training, input, and rural credit component of both the IDEA and the successor Agricultural Production & Enhancement Program (APEP) programs, funded by USAID Kampala.

Table 2 notes that resources for the rural financial component were reduced from a LOA request of \$2,500,000 to \$500,000. The road rehabilitation component was reduced from a \$5,000,000 initial design request to \$2,500,000. The Indicator Performance Tracking Table designed and calculated for the DAP submitted to FFP in 2001 was never modified to reflect final approved spending levels for the major activity components.

As will be shown later, reducing levels of funding to capitalize rural credit facilities was a good decision. Resources were better used to increase food security by allocating them to support direct distribution of food to PLWHAs and to promote better nutrition and farming practices.

The program will probably fall 20% short of the LOA goal of 490 km rehabilitated roads due to 1) reduced funding and 2) the inherent difficulty of working with local government and grantees rather than commercial contractors. Equipment provided by the districts often breaks down or are diverted to other tasks.

III. Findings

III. 1. Program Management and Administration

As pointed out in previous evaluations of A/V's work in Uganda - there continues to be a strong consensus among everyone interviewed that when it comes to logistics and sale of commodity A/V's performance has been exceptional.

Title II and Food for Progress monetization partners all reported that there's never been a break in the revenue pipeline despite formidable logistic challenges transporting wheat grain from the Port of Mombasa to millers in Jinja and Kampala. The pipeline for directly distributed CSB and soy oil to 60,000 PLWHAs remained intact throughout the program despite an iron supplement "mixing" problem - resulting in delays of shipments of Title II CSB worldwide.

In 2005, two Food for Progress proposals were approved by USDA whereby A/V was called upon, somewhat unexpectedly, to monetize an additional 32,900 MT of wheat grain into a highly competitive market beset with serious transport bottlenecks at the Port of Mombasa. The good news is that A/V managed to sell the grain proving 1) that luck tends to favor the well prepared and 2) increasing the AERs for wheat grain as a substitute for faltering soy oil sales in the next MYAP has some operational justification grounded not just in hope but experience.

RECOMMENDATION

- It's recommended that the US Mission and Grantees when submitting food aid proposals to USDA coordinate their work with A/V – the de facto logistics and sales manger for all US food aid shipped to Uganda. 32,900 MT is a lot of wheat.

The A/V Title II program is administered structurally by five departments: the Grants Management Unit, the Sales Department, the Compliance Department, the Logistics Department and the Financial and Accounting Department. (See Annex III, A/V Organizational Chart).

The changes in administrative structure from the previous DAP are noteworthy.⁴ The establishment of the Compliance Department arose out of the requirement that A/V (as the co-sponsor and consortium head for the Life Initiative PLWHAs direct distribution program) monitor the program through support visits to the respective IP regional warehouses and Final Distribution Points (FDP). A/V has responsibility to ensure that consortium partners are in compliance with USAID regulation 11 and Title II standard operating procedures.

The Grants Management Unit (GMU) has grown from a staff of two in the previous DAP to eight. As noted in the annexed Organizational Chart the GMU employs a **Manager** plus an **Assistant Manager** as before. In addition the current program has hired:

- **A Nutrition and Health Specialist**
- **A Farming as a Business Training Technician** – previously this activity was sub-contracted through the A/V Regional Office.
- **A Financial Monitoring Rural Credit & Training Technician** – previously this task of training up grantees and monitoring their spending was performed by Financial Specialists in the Financial/Accounting Department. Note also that the Financial Monitoring Rural Credit & Training Specialist spends over 50% of his time monitoring roads rehabilitation (a very high input rapid financial burn rate activity).
- **An Assistant Financial Monitoring & Training Specialist** – hired recently.
- **A Post Harvest Handling and Storage Technician** to provide TA to Agricultural Grantees. Previously this type of TA was provided through the IDEA Project.
- **Agricultural Extension Training Specialist** – Recently hired, previously TA was provided by the IDEA program with the intention that APEP would continue assisting small holder Ag grantee farmers. It is important to note that Agricultural Extension Specialist was only hired recently.

All these positions are Kampala based with frequent trips to the field. In addition, under the PEPFAR funded hygiene and sanitation program there are 6 extension workers – teams of 2 each working out of their homes in Masaka, Mbale, and Kasese.

RECOMMENDATIONS

- To the extent possible base more technical/training staff in the field. A Kampala based staff may be easier to manage and retain but there are real advantages in having staff based in the field in daily contact with grantees. If this is not possible staff time spent working in the field should be increased.

⁴ For a detailed description of standard operating procedures for each Department A/V has compiled detailed hard backed operational manuals.

III. 2. Monetization Activities

Two things are especially noteworthy about A/V's management of the 1) direct food distribution (CSB/soy oil) side of the program and 2) Agriculture/Nutrition wheat grain and vegetable oil monetization side. There has been neither a break in the direct distribution of CSB & soy oil to the 60,000 PLWHAs nor a break in the flow of sales proceeds to the four other Title II monetization partners. In addition A/V has managed to sell sufficient tonnage of wheat grain on behalf of the two Food for Progress grantees to start up and proceed with work as planned.

The challenge of selling an additional 32,900 MT of Food for Progress wheat grain in 2005 in a market where A/V has traditionally monetized approximately 20,000 MT of wheat grain was successful probably due to the strong relationship A/V has established with four millers and A/V's reputation in Uganda as a reliable grain trader.

The program however has been plagued by logistic bottlenecks at the Port of Mombasa as freight forwarders jockey for a diminishing number of wagons from the Kenyan and Ugandan Railways. Forwarders have had to rely on truckers to deliver up to 50% of grain shipments driving up landed costs of wheat grain in Kampala by an additional \$30/MT. As of April 18, 2006 A/V had 10,000 MT of Title II and 10,000 MT of Food for Progress wheat grain either in temporary storage at Mombasa or en route to buyers in Kampala in Jinja.

In early April, 2006 Kenyan Railways announced that they would restrict KR rail wagons from traveling to Kampala tightening further the supply of wagons for Ugandan goods. In addition transport officials in Kenya announced in April that goods destined for Uganda had to be shipped (unless waivers were secured) in self-contained trucks or containers rather than open bodied trucks covered with tarps.

Wheat millers have been especially plagued by cuts in electricity as well as delays in receiving wheat grain from the Port of Mombasa. Flour millers are currently running at around half capacity (900 MT/day) versus 1600 MT installed capacity due to cuts in electricity and load shedding. Inflation pressure on flour prices has been partially checked due to over capacity. The Ugandan market requires approximately 600 MT of wheat per day. Remaining capacity is used to supply the export market - DRC, Rwanda and the Sudan. There's hope that generating capacity coming on stream next year will reduce load shedding.

The wheat grain market in Uganda is highly competitive. Ukrainian wheat (currently CIF Mombasa \$158/MT) is, when available, the price leader and tends to be the floor price from which millers start negotiating for higher quality 12% HRW (\$189/MT FOB Gulf US) offered by A/V.

There is a chance that monetization cash flow for A/V and the umbrella partners will be affected during the next MYAP if shortages of rail wagons and cuts in electricity continue. Millers may cancel or insist on renegotiating contracts if grain shipments are disrupted. In that event, projected revenue streams based on wheat grain sales may have to be adjusted. A/V and partners will simply have to be prepared to deal with this.

A/V maintains a very thorough database of previous wheat grain and vegetable oil sales and reports out very clearly on Quarterly Sales, Proceeds Generated, AER balances, Estimated Sales and Cash Flow, Expected Sales Proceeds, Grain Costs, Ocean Freight Costs, Inland Freight Costs, Cost Recovery, Bill of Lading Totals, Totals Received at Port, Damages in Transit, Recoveries, Losses, and Net Totals Received. The reporting is a model for other PL 480 Title II Programs. Other Title II grantees would be smart to study the spreadsheets and the database management system used to feed A/V's quarterly and annual reports and adapt reporting templates as appropriate.

The edible oil market in Uganda has seen a number of changes since the last DAP. A number of supermarkets especially in Kampala now offer a variety of well packaged edible oils. The GOU is encouraging local palm oil production through a World Bank financed initiative backed by Bidco - a strong Asian edible oil refiner/food processor. While local palm plantations mature Bidco enjoys a 5 year tax holiday on net income, palmoline import duties, and VAT for the refined oil. This has put considerable competitive pressure on competing refiners and Title II oil importers (A/V).

Cost recovery for soy oil tenders over the past seven months dropped to under 80% to a low of 65 % in November, 2005 due to increases in the procurement cost of Title II vegetable oil in a call forward issued last year. Uncertainty about the 18% VAT tax status has been a recurring issue. The 25% duty on Title II soy oil is currently waived under A/V's country agreement. This will have to be renegotiated in the next MYAP Title II country agreement. It would be helpful if the US Mission took the lead on this issue particularly since the edible oil sector has become politicized⁵.

There has been a trend for the past two years for small to medium sized buyers to participate less in soy oil tenders (perhaps margins are better trading other products). Fewer traders are tendering for oil than previously while larger buyers (and one in particular) have become more successful in outbidding small to medium sized traders. One large Asian soy oil buyer has managed to corner the market at times through strategic defaults and outbidding smaller buyers in subsequent tenders. This has caused wide fluctuations in the wholesale price of US soy oil.

Small to medium buyers are getting squeezed one month and bid out of the market the next. When healthier margins return the large buyer (with oil in stock) more than recoups losses incurred by default penalties and cuts in prices. A/V is well aware of the problem and is considering changing the sales mechanism to provide more stability to the market. Small to medium sized buyers must have confidence that they can routinely wholesale soy oil at a 2%-3% net margin before they are willing to tie up their capital.

With a years AER of soy oil presently in stock in Kampala (3500 MT) A/V should consider scaling down AERs for the next MYAP to around 1500 MT/year. A veteran supermarket owner in Kampala expressed confidence, however, that the market can readily absorb 3500 MT of US oil but only if the sales mechanism was changed to help eliminate price fluctuations and bolster confidence that buyers achieve small but steady profit margins. Soy oil has been a reliable

⁵ Wheat grain is currently exempt from the uniform COMESA 35% import duty on imported wheat. This (as well as the Ugandan specific 75% duty on imported rice) will have to be renegotiated again in December, 2006.

commodity for generating steady cash flow and modified monthly tenders still offer the opportunity for small and medium sized traders to participate in the market.

RECOMMENDATIONS

- Consider revising soy oil sales mechanism if 1) A few large buyers continue to manipulate the market through strategic defaults and timely outbidding 2) Participation by small to medium sized traders continues to decline due to loss of confidence and squeezed profit margins.
- Consider employing a two tier sales mechanism. A large lot tender/negotiation procedure for big buyers, and monthly fixed price offerings to small to medium sized pre qualified buyers in Kampala and a few regional cities. Limit large buyers to 60% of monthly offerings.

III. 3. Grants' Management

The A/V Uganda's Grants and Development Unit (GDU) administers sub-awards provided to local partners, NGOs, cooperatives, financial institutions, international organizations, and other cooperating sponsors. A Grants Management Structure (GMS) was put in place to standardize processes managed by the GDU. (See Annex IV: Sub-Award Process Flow Chart)

Following a process of **1)** advertising for potential sub-recipients, **2)** initial interview, **3)** concept paper submittal and review, **4)** proposal development review and feedback, **5)** secondary proposal review and approval by A/V, followed by a **6)** final tertiary review by a Technical Review Committee represented by USAID, APEP, Ernst & Young, and the Ministry of Finance, the GDU **7)** conducts a pre-award survey and risk analysis before **8)** signing a contract.

After a post-award brief, grantees are usually advanced funds to operate on a quarterly basis and receive further training in financial reporting, compliance, impact reporting, and monitoring and evaluation. The proposal solicitation, review, approval, training, and signing process takes approximately 9 months. It's only after this process that grantees, community extension workers, contact farmers, and farmer groups start receiving training in health and nutrition, farming as a business, improved agricultural practices, financial and credit management, and post-harvest handling, storage, and bulk marketing. Table 3, which follows provides examples of the types of training provided to and by grantees, members, and farmer groups. (See Annex V, which lists the program grantees, their activities and budgets.)

Table 3: Example Agricultural Training Provided to and by Grantees for Farmer Groups Under the 2002-06 ACDI/VOCA Title II DAP

Training Course	Content
Farming as a Business (FaaB)	<ul style="list-style-type: none"> ▪ Concept of “business profit” ▪ Determining prices ▪ Projected income statements ▪ Group/association management – how to work in work in groups...and why. ▪ How to find and best utilize input, production, and post-production credit
Agronomy	<ul style="list-style-type: none"> ▪ Setting up demonstration plots ▪ Recommended spacing and other planting techniques ▪ Fertilizer use ▪ Top dressing ▪ Importance of proper weeding
Post-harvest handling and marketing	<ul style="list-style-type: none"> ▪ Causes of post-harvest losses ▪ Timely harvesting ▪ Importance of moisture content in grain (a particular problem in bimodal rainfall areas) ▪ Proper drying techniques ▪ Improved shelling ▪ Improved on-farm and group storage techniques
Nutrition	<ul style="list-style-type: none"> ▪ Food values ▪ Growth charts ▪ Healthy feeding for infants and young children ▪ Appropriate health and nutrition for the pregnant and lactating woman and sick family members. ▪ Importance of micronutrients and local food sources ▪ Household vegetable gardens ▪ Sanitation and clean water

Source: ACDI/VOCA Title II DAP 2002-2006 Midterm Evaluation Report.

It would be helpful if this process was speeded up for the next MYAP. Experienced grantees submitting proposals for the next round of funding may be able to complete the process in less than 6 months. Otherwise accelerating the process for new grantees will probably result in further problems down the road if grantees are not thoroughly trained in A/Vs standard operating procedures.

Grantees have to grapple with organizing and training farmer groups, setting up demonstration plots, buying and distributing agricultural inputs, organizing bulk buying and marketing schemes, setting up financial reporting systems, monitoring activities and impacts, and reporting out quarterly to A/V. This requires a considerable amount of training and management even for the most motivated and qualified grantee. A/V is well aware of the challenge and time needed for training grantees. Shifting area of operations from “food insecure districts” to “chronically food insecure districts” (as defined in the MEMS study) and training new grantees to cover new ground is a major burden and responsibility. Nine months time and the management resources spent shifting geographic focus through new grantee may result in reduced food security impacts during the next MYAP.

RECOMMENDATIONS

- Continue working in current “food insecure” districts – use due diligence before relocating from a “food insecure district” to a “chronically food insecure district” as defined by the October 19, 2005 2nd draft MEMS study. There are important operational, management, impact, baseline assessment, and M&E issues to consider as well.
- Work if possible with grantees with a proven track record – there’s a nine month incubation period for selecting new grantees, followed by a training period.

III. 4. Programmatic Integration: Enhancing Food Security through Improved Household Nutrition and Hygiene

Background

A nutritionist was hired to develop and supervise the nutrition component for the food security program. A nutrition training manual was developed and the ACDI/VOCA nutritionist conducted trainings with grantee staff, Field Extension Workers (FEWs) and some contact farmers, who in turn, train contact farmers and program beneficiaries, i.e. farmers. The trainings have targeted the beneficiary farmers who were 50-60% men. They were advised to share the information with their wives.

Increasing practical nutrition and hygiene knowledge can lead to improved practices, which contribute to improved nutritional status of reproductive age women, their infants and young children. These efforts can increase the availability of nutritious foods through production or purchase, the equitability in intra-household food distribution and improved utilization of available foods. To that end, the training focuses on: basic nutrition, nutrition problems in children and how to overcome them, growth monitoring, nutrition for pregnant and breastfeeding women, appropriate hygiene practices, nutrition for PLWHA, growing a vegetable garden and increasing poultry production.

The topics for the training were selected based on discussions with the grantee staff, field visits and the nutrition and hygiene problems in rural Uganda identified by the nutritionist and through secondary sources. In addition to the nutrition training manual, a flip chart and other support materials were developed and field tested with one group of farmers. To increase access to the more nutritious foods recommended and potentially to provide a small income, vegetable gardens which include vitamin A rich vegetables, planting fruit trees⁶ and poultry rearing are promoted.

Findings:

- Men identified the nutrition information as the most beneficial module provided in the training. Men related that they now understood why their wives were tired and less attractive having a baby. They realized they could take better care of the wife they had instead of taking a second wife.

⁶ Fruit trees producing fruits high in vitamin A or C are promoted, such as, orange, papaya, mango guavas and avocado. Planting two of each variety is encouraged one to produce for home consumption and the other to produce fruit for sale.

- Men and women both could identify diet changes, such as, increased consumption of vegetables, eating more times a day and serving enriched porridge to young children for breakfast.
- During field visits to beneficiary farms in the Central, East and Northern (Gulu) regions vegetable gardens were observed. Excluding visits to the East, vegetable gardens were often small or the vegetables grown were scattered among crops. Greens were the most commonly grown vegetable. The timing of the visit may have influenced this, as several farmers mentioned planting more vegetables soon. Although the gardens often were located close to kitchens and water sources, for the most part, they were not grown year round by watering during the dry seasons.
- Young fruit trees were seldom noticed at the farms visited. Although one contact farmer was raising fruit trees from seeds. The cost of purchasing fruit trees may have limited dissemination.
- Poultry rearing was observed among some of the beneficiary farmers. Among those who raise chickens, few of the eggs are consumed and meat is eaten rarely as eggs and chickens are primarily sold for income. Beneficiaries mentioned family members consuming up to 1 egg per week. Building a coop for chickens was identified as a constraint to improved poultry rearing.
- In some grantee areas, such as UOSPA the nutrition and hygiene education has not been integrated into the training provided to farmers. This was also true for one of the Hunger Alert groups visited.
- On several farm visits, sick young children were observed that had not been taken to the health center.
- Many of the families visited were large, two farmers had 10 children; one with a single wife and the other with two. Also several of the families were caring for orphans, either the children of a sibling(s) or grandchildren.
- The process of becoming a contact farmer or a subsistence farmer with a cash crop, particularly for the women visited, seemed an empowering experience. For single women head of households, as well as, for the married women farmers. In most instances, married women farmers controlled the money earned from agricultural production. However, in groups of women and men, even when the number of women exceeded that of men, often men made the decisions regarding the group resources.
- Women reported spending any cash crop income on necessary household expenses, such as, complementary foods, medical visits or school fees. Men reported spending the increased income on school fees, mobile phones, new houses and more wives.

RECOMMENDATIONS

Some of the following recommendations will be difficult to integrate without obtaining additional resources. Thus identifying other potential donors and seeking funding for formative research, evaluation and complementary programming is needed.

Nutrition

- Conduct formative research and utilize the results to further focus and develop the program's nutrition education in the following areas:

- Identify the most important nutrition and hygiene problems (and behaviors) linked to malnutrition⁷, and to utilize this information to select and design the nutrition behavior change program.
- Determine the amounts of food groups eaten over the course of a day in the different seasons and utilize this information to develop teaching tools which show the current portions of food groups (young children, pregnant and lactating women) as compared to what would be recommended for a nutritionally adequate diet.
- Develop a planning guide for the amounts and types of crops, garden vegetables, fruit trees and small animals to create a nutritionally balanced diet based on the number and nutritional needs of family members, which considers the growing seasons.⁸
- Promote increased production of the following to ensure more nutritious diets:
 - In addition to greens, other vegetables higher in vitamin A, such as carrots, orange-flesh sweet potato (in humid zones), and promote more pumpkin.⁹
 - Promote orange-flesh sweet potato as a drought resistance high yield crop along with cassava, and work with agricultural researchers on improving the nutritional value, decreasing the processing needed and developing more nutritious recipes for cassava.
 - Promote fruit trees particularly to farm families who do not have established trees. To do this effectively, the price of the trees may need to be subsidized.
- Given the high levels of malnutrition in Uganda, particularly in rural (stunting 40%; underweight 24%) compared to urban areas (stunting 27%; underweight 12%), advocate for a study to be conducted on the determinants of malnutrition in Uganda with a focus on rural food insecure areas.¹⁰ The study should also consider gender issues and the effects of the HIV/AIDS pandemic on malnutrition and food insecurity in rural areas.

Recommendations: 'Farming as a Family Business' Education

- More fully integrating Nutrition and Health into the Farming as a Family Business Curriculum, as the 'Farming as a Business' curriculum is revised consider the following changes:
 - Including a presentation depicting the cost of a nutritionally balanced diet versus the cost of malnourished children who are more difficult to educate and less productive as children and adults, is recommended¹¹. Sacrificing the short term for the longer term gain; as one beneficiary said, "selling the milk from my cow is losing the health of my family".

III. 5. Programmatic Growth and Integration—The HIV/AIDS LIFE Initiative

Introduction

⁷ Incorporating what has been learned from the nutrition and food security studies that exist for Uganda, gather more specific information regarding women, infant and child feeding, food taboos and eating habits, meal patterns, inter-household food distribution, seasonal variation in food availability, access to animal foods, use of iodized salt, etc.

⁸ Utilize this information to promote raising sufficient food crops, etc. and to reinforce adequate consumption versus the sale of produce and eggs.

⁹ Ensure nutrition education encourages the consumption of fat with vegetable sources of vitamin A.

¹⁰ *Uganda Demographic and Health Survey 2000-2001*, Uganda Bureau of Statistics, Entebbe, Uganda, ORC Macro, Calverton, Maryland, USA, December 2001.

¹¹ Given the high levels of stunting and anemia reported among rural children in Uganda, it can be assumed that the children targeted through this program are at risk for the various types of malnutrition.

Although there is considerable advocacy to provide food assistance for food insecure PLWHAs and others affected by the pandemic, little empirical evidence exists to demonstrate the impact of food aid on HIV/AIDS related beneficiary groups.¹² Currently studies are underway that will help assess food impact on PLWHAs and, in turn, guide future programming. In addition, FANTA and WFP are developing a handbook on food assistance in the HIV/AIDS context. Field experience, the increased caloric need of PLWHAs and studies of the effects of the HIV/AIDS pandemic on food security, agriculture production and asset depletion have prompted the provision of food assistance. More recently the availability of ART, as it is difficult for patients to adjust (and comply) to the drug regime without sufficient food, has increased support for food assistance for PLWHAs. USAID has presented principles for food assistance programs in the context of HIV/AIDS, which call for 'do no harm'.^{13,14} Five years ago when ACIDI/VOCA began its HIV/AIDS Food Assistance Program even less was known.

Background

The ACIDI/VOCA program to assist PLWHAs and others affected by the AIDS pandemic with food assistance operates in partnership with NGOs, as a complement to the treatment, care and support services for PLWHAs. This is the second major component of the DAP and is operated through ACIDI/VOCA partnership grants with three other US and one Ugandan NGOs. This component was added to the project proposal late in the proposal development process at the suggestion of USAID Washington. Furthermore, as it was the first direct food distribution program initiated by ACIDI/VOCA in Uganda and one of the first in Africa targeted to those infected and affected by HIV/AIDS understandably adequately planning and funding the various aspects of the program, such as, a M&E plan, beneficiary selection/graduation criteria, or the exit strategy was extremely difficult.

To A/Vs credit the program quickly and very effectively set up a Compliance Department and a Logistics Department to ensure that commodity arrived in a timely manner to the 15 regional warehouses. Operating procedures and reporting guidelines were established (and well documented in manuals) to comply with USAID Regulation 11 and Title II Standard Operating Procedures. As the food aid pipeline and compliance procedures were established, partners began implementing their own logistics chain to the Final Distribution Points (FDPs).

Africare, CRS, TASO and World Vision (Implementing Partners or IPs) went through ACIDI/VOCA's grantee process and MOUs were developed between each IP and ACIDI. IPs selected food beneficiaries from their programs serving PLWHAs and those affected. The Partner organizations implement the actual food distribution with oversight and monitoring provided by ACIDI/VOCA.

The IPs and ACIDI/VOCA developed 4 program criteria in addition to food insecurity to select beneficiaries as follows: (1) HIV/AIDS positive, HIV/AIDS orphan or family in which an

¹² Strasser, S et al, Measuring the Effect of TFA on Beneficiaries with Chronic Illnesses: Lessons Learned from the Literature and the Field, C-SAFE, April, 2005.

¹³ Canhuati, J., *Basic Principles for Food Assisted Programs in the Context of HIV/AIDS*, presentation in Entebbe, Uganda, November 2-5, 2004. USAID, Retrieved from www.fantaproject.org/publications/hiv_foodaid2004.shtml

¹⁴More specifically the principles call for food assistance programs that do not exacerbate community divisions or create: dependency, disincentives for local production and markets, disruption of traditional safety nets and support systems or stigma and community resentment.

HIV/AIDS adult receiving food died; (2) receiving treatment, care and/or support services from one of the IPs; (3) living within one of the IPs program catchment area; (4) member of TASO or receiving treatment from an IP organization for at least 3 months. One of the problems identified with the program has been the reported subjectivity of program beneficiary selection. A food security assessment form has been developed, however, given the food program caseload, only a small percentage of eligible beneficiaries are provided with food assistance, thus selecting the most vulnerable or food insecure is extremely difficult.¹⁵

ACDI/VOCA compliance staff regularly visit food distribution points to observe and talk directly with beneficiaries. Isolated incidents of food sales have been noted, however, they have been appropriately handled. Further, IPs have sensitized clients regarding the importance of consuming the food. Nutrition education sessions have also been conducted.

The ration consists of 300gm of CSB and 25 gm of vegetable oil per day per person in selected households, up to a total of 5 persons. Over the years approximately 60,000 beneficiaries or 12,000 families have been served. Most beneficiaries have participated since program inception, as a formal graduation process or exit criteria was not initially developed. When a beneficiary dies his extended family often remain on the program. However, participants have been added to fill slots vacated by defaulters, transfers or deaths.

Food distributions

Food is distributed monthly to beneficiaries through the four implementing partners. Beneficiaries have photo identification cards which identify a substitute person designated to pick-up foods. Although over 75 percent of the beneficiaries wait more than 1 hour for food and over 40 percent wait over 2 hours to pick-up food¹⁶, the distributions are well organized under a tent with several stations, including beneficiary verification, food pick-up stations and a final check of quantities of foods provided.

Most of the food distribution sites are located near a health center.¹⁷ This encourages “one stop shopping”, that is, the IP offers complementary services during the food distribution, such as individual or group counseling. PLWHA in need of health services are referred immediately as well. Food is transported from the FDPs to beneficiaries’ homes usually by bicycles. Transportation costs although increasing slightly are not perceived to be a barrier to participation.

Program Monitoring

Initiated in FY 2004, a sample of beneficiaries are weighed and complete a short form which collects information on ration utilization, waiting time for food, transport costs and recent illness during food distributions. The forms are compiled and the data is analyzed by the program’s M&E contractor, The Ssemwanga Centre quarterly. In addition, each beneficiary

¹⁵ In TASO Tororo, for example, 1,000 clients receive WFP food assistance and 1,000 receive ACDI/VOCA food assistance of their 16,000 clients.

¹⁶ Data taken from the *Title II HIV/AIDS Initiative Annual Monitoring Report*, prepared for ACDI/VOCA by The Ssemwanga Centre, October 2005 from the last quarter reported, July through September 2005.

¹⁷ Data on the exact number was not available, but staff confirmed that a majority of food sites are co-located with Health Centers.

completes a form regarding complementary HIV/AIDS treatment or support services received. This information is compiled and reported in the IPTT.

The data collected had been compiled into quarterly and yearly reports for 2004 and 2005. Although data collection appears to have improved, the sample of beneficiaries was not selected randomly. Beneficiaries were selected by the IPs based on their regular attendance at food distributions. Not all of the selected beneficiaries, complete forms quarterly, however, the numbers improved for FY 2005 compared to 2004. In addition, some of the problems identified with the accuracy of the weighing scales or the recordings of weights have not been resolved due to the large number of FDPs.

The data indicates that an estimated 40 percent of beneficiaries lose weight each quarter and slightly more, i.e. up to 50 percent gain weight, while 10 percent maintain their weight.¹⁸ Ninety percent or more of the beneficiaries report seeking medical treatment in the previous three months.¹⁹ Nearly 70 percent report eating CSB at 3 or 4 meals per day and for over 70 percent, none of the food provided remains at the end of the month.²⁰

PEPFAR Funded Nutrition and Hygiene Education²¹

During food distribution and household monitoring visits, when it was noticed that the foods were not being well utilized, ACDI/VOCA developed nutrition education materials to promote the appropriate use of the commodities and conducted education at the food distribution points. The nutritionist hired for the nutrition component of the Food Security Program led the development of the HIV/AIDS nutrition and hygiene education. Implementing partners' counseling staff was also trained to provide information and recipes using CSB. Although providing the nutrition training to counselors was helpful, they rarely had time to incorporate this information in counseling sessions.

Moreover, it was discovered that the construction of simple home devices to promote improved hygiene practices was not regularly occurring. To address both issues, a community based strategy was adopted which relied on food distributions to identify the communities and model homes for training. Three villages from each FDP were selected for the training at a home in each village. Others attended the training and assisted with starting a vegetable garden, making the energy-saving stove or hygiene devices, such as, dish drying racks, bath shelter, or improvements to the pit latrine. From the trainings, spontaneously village teams of women living with HIV/AIDS formed and began visiting other targeted homes to assist with building the health promoting devices. In some communities, they have started to make and sell some of the necessary hygiene devices. Further, they are charging families not directly affected by HIV/AIDS a small fee for their services.

Three, two member health and hygiene teams operate in each area; one in Masaka (central), one in Mbale (east) and the other in Kasese (west). Hygiene and nutrition education has been provided at all FDPs. However, due to funding constraints, of the 106 FDPs, 86 (with rural sites

¹⁸ Data taken from the *Title II HIV/AIDS Initiative Annual Monitoring Report*, prepared for ACDI/VOCA by The Ssemwanga Centre, October 2005 from the last quarter reported, July through September 2005.

¹⁹ Ibid, 11.

²⁰ Ibid, 11.

²¹ During FY 2004, Title II provided some additional funds for nutrition and hygiene education. During FY 2005 and 2006, applications to PEPFAR were submitted and funds received.

prioritized), have benefited from the community based health and hygiene training. For each of the 86 participating FDPs, only 3 villages have been covered.

The flipcharts, manual and other materials developed for the nutrition component of the food security program were utilized in the PEPFAR funded hygiene and nutrition program. In addition, specific materials, including recipes were developed to promote appropriate utilization of the CSB and oil. The primary nutrition education tool, an 18 month calendar was developed which included a hygiene, health or nutrition message for each month. The calendar message of the month coincided with the monthly education provided at food distribution sites. The calendar was developed by two consultants who conducted beneficiary home visits to identify the specific messages related to the problematic behaviors. Further, the pictures utilized to convey the messages were field tested to ensure they would be appropriately interpreted. The calendars were printed in 4 local languages; during the course of the program 2 cycles of calendars were produced.

One of the nutrition messages featured on the calendar recommends exclusively breastfeeding for 3 months, which is currently Uganda MoH's recommendation for HIV+ breastfeeding women who know their status. The recommendation has been recently reviewed by the MOH Uganda's AIDS Control Task Force for HIV/AIDS and Nutrition and changed to comply with the World Health Organization's recommendation for feeding infants born to HIV+ women.²² As the nutrition guidance for HIV/AIDS continues to evolve it will be necessary to follow developments closely and adapt education and materials.

Linking HIV/AIDS food beneficiaries with Agriculture Training

ACDI/VOCA exploited the opportunity to create program synergy and lessen dependence on food assistance through providing the agricultural program to HIV/AIDS food beneficiaries. In the central region, their grantee CEDO facilitated and trained groups of farmers with as high as 80 percent food beneficiary families. Given the low percentage of Ugandans who know their status, it is likely that other group members were also PLWHAs or families directly affected by the pandemic. CEDO reported lower participation in trainings and overall lower productivity of infected/affected farmers. However, CEDO staff and beneficiaries felt they could graduate from the food assistance program after receiving the agricultural training.

In the eastern region, FADEP-EU mainstreamed HIV/AIDS families into their farmer groups. With groups including up to 20 percent HIV/AIDS affected families. FADEP-EU, in addition to other criteria selects farmers based on their motivation, which may have eliminated some HIV/AIDS affected families given their limited manpower. FADEP-EU appeared to have more success with the lower percentage of HIV/AIDS infected/affected in their groups.

Findings:

²² That is, "HIV-positive mothers should avoid breastfeeding if replacement feeding from birth is acceptable, feasible, affordable, sustainable, and safe (AFASS). If these conditions are not met, then it is recommended that HIV-positive mothers practice exclusive breastfeeding for the first months of life. To minimize HIV transmission risk, breastfeeding should be discontinued as soon as feasible, taking into account local conditions, the individual woman's situation and the issues of replacement feeding including infections other than HIV and malnutrition." *HIV and Infant Feeding: A Guide for Healthcare Managers and Supervisors*, WHO, Geneva, 2003.

- The food distribution observed was extremely well managed. The complementary services provide the opportunity for PLWHA to access food, counseling and medical treatment at one visit. However, with the time clients wait for food, counseling and/or medical appointments they often spend the whole day at the food distribution.
- Food beneficiaries commented that the food made them stronger and healthier. After participating in the program, they were sick less and capable of working more. Several felt that the food had even saved their lives. Some started ART after initiating food assistance, which also contributed to their improved health.
- Despite the food and ART some beneficiaries suffer side effects that made it difficult to work. Another beneficiary who had recently “graduated” from food assistance complained of being weak and hungry all the time.
- Some food beneficiary households visited consisted of grandmother head of households, often infected with HIV and school age orphans. Given their age and health, the grandmother’s capacity to work is limited.
- Both in the Central and Eastern program areas, the results of the PEPFAR funded nutrition and hygiene teams were evident. ‘Tippy Taps’, dish drying racks, bath shelters and separate building for kitchens with energy saving stoves were noted. However, the quality and construction of the devices varied. In addition, family members were clean and their compounds swept. They also identified washing their hands after using the latrine as a new behavior.
- Given the limited funding provided by PEPFAR the nutrition and hygiene program did not have sufficient coverage. The community mobilization model utilized in the PEPFAR funded program has potential for broader application beyond hygiene in assisting families affected by HIV/AIDS.
- The PEPFAR health educators noted that CEDO farmer groups tended to be more receptive to training, asked more questions, and participated in building ‘tippy’ taps, raised storage racks, improved stoves, covered latrines, and kitchen gardens with more enthusiasm than other groups receiving food aid that did not benefit from focused complementary agriculture and nutrition training.
- The hygiene and nutrition calendars provided to program beneficiaries were not seen at any homes visited. The calendars focus more on hygiene messages than nutrition.
- Farmers’ groups with a higher percentage (80%) of families affected by HIV/AIDS, although members improved their capacity to farm, however, their achievements were not as high as the groups with a lower percentage of farmers (20%) from HIV/AIDS affected households. Different grantees implemented the two models which may also have influenced the difference in results.
- Grantees and the HIV/AIDS affected farm families felt it was possible to “graduate” from food assistance after receiving the agriculture, nutrition and hygiene training and belonging to a farm group. One to one and a half year(s) was suggested by some recipients for concurrent program (food assistance and agriculture) participation. However, agricultural programming and beneficiary constraints limits the number of beneficiaries who can participate in both programs. The ability of HIV affected families to self sustain after dual program participation should be tracked.
- Three of the four Implementing Partners are currently graduating HIV/AIDS food assistance beneficiaries. TASO is graduating an estimated 16 percent, CRS 4 percent and Africare 4 percent. In addition, the World Food Program in Uganda, which began an HIV/AIDS food assistance program nearly 4 years ago, graduated 25 percent of its program beneficiaries last June and is planning to graduate 30 percent this April. Limited information is available on how graduated food program beneficiaries are coping.

- Even with training and micro credit, a safety net food assistance program may still be needed for families without land or non-agricultural income generating capacity, as well as, for families with high dependency ratios or those without an adult capable of working.

RECOMMENDATIONS: HIV/AIDS Food Assistance Program

- Given the current ration size and to foster self reliance, the ration per beneficiary should be decreased, however, determining the feasibility of providing rations based on household size for households larger than 5 is recommended.
 - A ration of CSB and oil is generally used to recuperate mild and moderate acutely malnourished individuals. Although the amount per individual is usually increased to account for family sharing, it is rare that CSB is provided in such a large quantity for up to 5 family members.
 - The current ration provides 60 percent of daily calories per person per day. According to a recent Uganda food study, a 20 to 30 percent calorie deficit exists among the food insecure in the areas of Central and Eastern Uganda, the areas where the MYAP food assistance is planned.²³ Studies of food insecure households affected by HIV/AIDS, demonstrate they suffer more food insecurity.²⁴
 - To determine the extent of food security and estimate diet deficiencies among households affected by HIV/AIDS in program areas, an assessment of a sample of PLWHAs households is advised, prior to finalizing the ration.²⁵ This information would help decide ration size and proportion of commodities, as well as, inform food and nutrition education.
 - As many of the households receiving food assistance are larger than 5, providing food assistance based on the number of family members will help ensure the targeted beneficiary receives the amount of food needed. If this is not feasible a smaller decrease in the ration per beneficiary is recommended.
- See Section VI. Program Sustainability and Exit Strategies for additional recommendations on beneficiary selection and graduation.
- To understand more about the beneficiary population and program performance, utilizing the information tracked on the number of beneficiaries who graduate, default (abandon), transfer or die to set program targets is recommended. The SPHERE Project Handbook provides guidance on feeding program indicators.²⁶ Although the indicators have not been developed specifically for HIV/AIDS adapting indicators based on ACIDI/VOCA's experience and tracking them would be valuable to others and help gage program quality.
- Many factors, in addition to improved household food security, influence weight gain or improved nutritional status for PLWHAs. Although showing program impact through tracking beneficiary weights may be difficult, weighing and measuring a sample of PLWHAs (adults) to determine Body Mass Index (BMI) is advised²⁷. Utilizing BMIs the percentage of

²³ *Understanding Food Insecurity in Uganda: A Special Study*, Submitted to USAID/Monitoring and Evaluation Management Services, Economic Policy Research Centre, Second draft, October 2005.

²⁴ *Reducing the Burden of HIV/AIDS: Experience of a Food Intervention in Western Kenya*, United Nations, WFP, Kenya Country Office, Nairobi, March 2005.

²⁵ As recommended in *HIV/AIDS: A Guide for Nutritional Care and Support*, 2nd edition, FANTA, AED, 2004.

²⁶ *The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response*, 2004 Revised Edition, Oxfam Publishing, Oxford, UK.

²⁷ Body Mass Index or BMI is a person's weight divided by their height squared. It is an index of protein and fat stores.

adults sampled can be categorized as malnourished (moderate and severe), normal weight or overweight, therefore, it would be possible to track the percentage of beneficiaries with normal weights, such as receiving ARVs. Knowing the overall percentage of beneficiaries who are malnourished when joining the program and overtime is of interest, particularly as treatment for moderately and severely malnourished PLWHAs becomes available in Uganda.²⁸

- To promote appropriate utilization of the food, it is recommended that the PEPFAR funded nutrition and hygiene education be expanded as it appears to be having impact.
 - The nutrition and hygiene education at the FDPs initially should be integrated in the MYAP as the program shifts to new sites. In addition to how to utilize the commodities provided, it is also important to focus on how the foods available to the family can be used to make more nutrient and caloric dense meals.
 - Reinforcing the education at the community level is also needed, thus acquiring increased complementary funding so that more teams can be hired and program coverage increased is recommended.
 - The provision of simple building materials may be needed to reinforce the hygiene promoting devices to be built.
 - The model of utilizing community members in teams to educate and assist others with simple environmental interventions should be evaluated and if deemed effective exploited to other program components to the extent possible.
 - Follow-up with beneficiaries who received the hygiene and nutrition calendar to determine how it was used in homes and if it achieved the intended results is advised.
- Given that the program covered new ground, capture HIV/AID Food Assistance Program results, lesson learned and standard operating procedures in a report that can be widely shared.

IV. Impact Assessment

SO1 Agriculture: Improve food security by raising the production and marketing of selected crops and increase rural household incomes for 120,000 beneficiaries with a focus on vulnerable groups

The October, 2005 Monitoring and Evaluation Management Services (MEMS) report, “*Understanding Food Insecurity in Uganda: A Special Study*” pointed out that food security “**seems to have failed to improve on a sustainable basis despite all the combined efforts of Government and its’ “Development Partners” and that “the absolute number of food insecure persons increased from 12 million in 1992 to 14 million in 2002”**. More importantly it pointed out that “**there is no systematic relationship as far as food insecurity, incidence of income poverty, and stunting are concerned**”. The study pointed to sub-regions (Ankole) **where stunting was increasing as incomes rose, and food insecurity declined**. In Busogo there was a **decrease in stunting as the prevalence of food insecurity increased**.

²⁸ USAID Uganda PEPFAR Program is in the process of designing a program to treat malnourished PLWHAs through the development of a locally produced ready-to-fed therapeutic food, personal communication with Dr. Robert Mwadime.

In other words “**addressing income poverty per se might not mitigate the food insecurity problem**” and “**malnourished children are also found in food secure households**” and in Busogo again “**commercialization of agriculture did not necessarily lead to better caloric intake**”. Thus, food security is a moving target and simply focusing on raising incomes and agricultural production (particularly for cash crops) in households where men control the finances and dictate the spending doesn’t hit the nail on the head.

Changing attitudes and practices especially in regards to family planning, HIV/AIDS prevention, health, nutrition, hygiene, and sanitation – and getting money and savings into the hands of women helps move the hammer square over the nail. These issues will be more thoroughly addressed in the **SO1 IR5** section as well as **the SO2** section.

IR 1: Increased access to rural financial services for inputs, production and marketing

The current Title II program has capitalized a hybrid of rural financial loan programs some carried over from the previous DAP. A long-standing credit facility (capitalized with 540,000,000 Ush (approximately \$300,000) under the previous DAP plus 225,500,000 Ush (approximately \$124,000) under the current DAP for salaries and training for four agricultural loan officers was established by Standard Chartered Bank to provide loans to a steady group of commercial farmers. At the beginning of FY 2006, Standard and Chartered Bank was administering \$156,149 to 12 beneficiaries.

A near total market failure for maize in 2001 brought farmers to their knees and record stocks deteriorated in stores and warehouses throughout the country. A large number of farmers defaulted on loans. Drought has also been a persistent problem, particularly for maize farmers the last two years.

The Centenary Bank Special Loan Window was established in 2000 under the previous DAP to provide rural agricultural credit to target farmers. The Special Loan window was capitalized through a 900,000,000 Ush (approximately \$500,000) capital injection plus 743,000,000 Ushs (approximately \$408,000) provided to cover administrative costs. The facility got off to a good start at the branch office in Mbale and expanded with strong technical support from the IDEA program to Kyotera, Tororo, and Hoima where repayments rates were good. The Kasese, Entebbe Road, and Mityana branches had higher default rates with the Kasese branch experiencing defaults close to 50%. Overall repayment rate was 67% by July 31, 2003.

There were a number of problems not least was the fact that A/V capital served as a guarantee for 100% of the loans regardless of the amount of collateral provided by the farmer. There was also misunderstanding (due to lack of an MOU) between the three partners A/V, IDEA, and CB about the credit worthiness of recommended creditor/farmers - and who was really responsible for vetting their capacity to successfully farm commercially. When word of the 100% guarantee escaped in Kasese, creditors saw an excuse to walk away from their obligations.

The Title II Program is providing access to input credits (through loan guarantees) to select input stockists and distributors (via \$191,763 in carry over funding from the previous DAP). This small program is managed by ATAINs successor organization – the Ugandan National Agro-Input Dealers Association (UNADA). According to the 1st Qt FY 2006 A/V Operations Report, by the end of the FY 2005 4th quarter a total of \$51,454 was advanced to 103 input stockists in 9 districts. Repayment rate is 98% and the program has helped generate \$124,337 in

input sales. It was unclear how many A/V supported farmers or farmer groups accessed inputs through the input guarantee fund.

A/V had a strong impact, early on, incubating rural financial services. Repayment rates, however, for agricultural loans guaranteed by A/V through the Standard Chartered Bank (70%) and Centenary Bank (67%) credit windows were far below the norm of 95%. Centenary Bank has moved forward on its own and increased their agribusiness loan portfolio. Poor, food insecure farmers continue to have very limited access to rural credit facilities. Mutual savings and internal lending schemes within farmer groups are more likely to generate liquidity for income generation, access to inputs, and increased food security.

The program realized midway through the DAP that promoting and mobilizing group savings was a more effective way of eventually providing liquidity for member farmers than institutional rural credit facilities. Savings groups are self regulated and strong communal obligations and ties assure a high rate of repayment.

RECOMMENDATION

- Promote individual and group savings programs rather than capitalize and guarantee institutional rural credit facilities.

IR 2: Increased agricultural productivity of target crops

Production, yield, and value of the targeted crops maize & upland rice (grains), bean, cassava and oilseed (sunflower & soybean) all saw increases over the 2001 baseline. **Production increased by 40%, 51%, 2174%, and 479% for grains, beans, cassava, and oilseeds respectively in 2005 versus baseline. However, yearly target level performance however has generally fallen short except for cassava.**

Insecurity in Lira, Soroti, Apac, and the north had a negative impact particularly on the oilseed sector. Widespread drought in 2005 had a negative impact on production and yields throughout the project area. The good news is that farm gate prices for all targeted crops rose steadily from 2001 before leveling off. Farmers fortunate enough to sell maize to WFP in 2006 saw some production sold at 400 Ush/kg (\$5.60/bu or \$220/MT) – 2 ½ times current spot prices for corn in the US. There is concern in some quarters about the sustainability issues of the WFP local procurement program and what will happen to farm gate maize and bean prices when WFP withdraws from the market. **Maize prices are currently in a bubble stage.**

Although production and yields for most targeted crops were adversely affected by the 2005 drought, farmers receiving training in improved agronomic practices, post harvest handling and storage, farming as a business, and health and nutrition generally see the connection between best practices, timely planting and harvesting and increased yields and production.

It's very important to remember that most rural people dependent on the land for survival in Uganda if given a choice would probably be doing something else rather than "digging". Young men in particular would probably rather peddle a bicycle "bodaboda" taxi in town than "dig", weed, and harvest and look forward to more of the same in a couple of months. The attitudinal shift from "digging" as the only choice to "farming as a business" often means the male spends more productive time opening land, planting, weeding, and planning for his

family's future and less time playing cards, drinking banana beer, and thinking about getting away by buying a bicycle.

Table 4: Crop Production, Annual Yield and Value 2001-2005

Agriculture indicator	baseline 2001	midterm 2004	% of Target	Annual 2005	% of Target
<i>Production in Metric Tons</i>					
Grains	68,952	62,875	63	96,249	79
Beans	9,894	10,415	26	14,927	30
Cassava	11,597	114,017	114	252,102	210
Oil seeds	2,238	8,407	40	10,712	49
<i>Annual yield of beneficiaries targeted crops in Metric Tons per Hectare</i>					
Grains	1.4	1.7	93	2.3	115
Beans	0.6	0.6	64	0.77	77
Cassava	8.2	27.7	138	27.4	110
Oil seeds	0.9	0.6	50	1.0	77
<i>Value of Agricultural Production in million of USD (FY05 exchange rate of 1850)</i>					
Grains	2.7	9.4	171	10.7	160
Beans	1.6	3.1	56	3.6	52
Cassava	1.3	n/a	n/a	30.7	465
Oil seeds	0.9	1.8	23	1.9	22

Sources: ACDI/VOCA Baseline and Yearly Impact Reports, 2001-2005

RECOMMENDATIONS

- Focus more on vegetative reproduced food crops such as orange flesh sweet potatoes and mosaic resistant cassava. Appropriate varieties can be rapidly and communally reproduced. The on-going multiplication and distribution of mosaic resistant cassava continues to have a high impact on increasing food security, however, this potentially should be balanced with orange flesh sweet potatoes as they have higher nutritional value.
- Continue work on promoting grains especially upland rice (protected by a 75% import duty), beans, maize and sunflowers but recruit more women's groups and female contact farmers (especially in the north and the oilseed belt around Lira and Soroti).
- Work on promoting a more balanced crop mix that leans towards "food crops" versus "cash crops" and promote higher maintenance "micro" seed multiplication plots with the better farmers or interested farmer groups.
- Farmer groups who are "cash" crop focused such as oilseeds, maize, and upland rice need more training in household economics, health, nutrition, hygiene, and sanitation. Note: Sunflowers are low maintenance and somewhat drought resistant, and can provide consistent yields, prices, and steady income - often without fertilization.
- Think seriously about promoting a glyphosate "Roundup" nonselective herbicide in areas (especially in the north) where farmers are often compelled to hire tractors to open up land

infested with weeds and thick grass. This is a very effective, safe, inexpensive, labor saving, non-restrictive use herbicide.

IR 3: Increased adoption of improved agricultural practices and inputs

The number of new farmer groups adopting commercial agricultural practices is 76 - 380% over the 2005 target of 20. Households adopting improved practices rose from 33,600 at baseline to 50,334 in 2005 (90% of 2005 target of 56,000).

Table 5: Households with Improved Agricultural Practices and Groups Adopting Commercial Practices²⁹

Agriculture indicator	baseline 2001	midterm 2004	% of Target	Annual 2005	% of Target
# of Households with Improved Practices	33,600	56,510	115	50,334	90
% farmer groups adopting commercial practices	0	23	153	76	380

Source: ACIDI/VOCA Annual Agriculture Impact Survey, 2005 and IPTT.

Grantees through their community extension workers and contact farmers provide farmer groups training in health and nutrition, improved agronomic practices, farming as a business, and post harvest storage and handling. Pure stands of maize and beans are encouraged through timely planting in lines, proper spacing, use of improved seed, DAP (18-46-0) at planting, and a side dressing of urea (46-0-0) for maize especially. Timely harvesting and proper drying on mats, tarps, or cribs are prompted in lieu of drying in the dirt. The “farming as a business” module provides basic training in preparing annual work plans and crop budgets and estimated net returns for maize, beans, oilseeds, and upland rice. Farmers (especially women) are trained to grow vegetables (mostly greens, carrots, eggplants, and okra) on elevated beds.

The Title II Food Security Committee approved a LOA 245,377,000 Ush (approximately \$136,000) Revolving Input Fund (RIF) in September, 2004. RIF is managed by the agricultural grantees to help farmers and farmer group’s access in kind credit for improved seeds and fertilizer. A/V felt it was necessary at the time to provide another mechanism (in addition to the small starter grants of improved seed and fertilizer to new farmer groups in training) to provide inputs to farmers to help increase their yields, production, and incomes.

After 2 growing seasons repayment by farmers to the revolving fund managed by the grantees has been extremely low (less than 10%). According to the RIF assessment report prepared by JKB Finance and Management Consultants in October, 2005 grantees do not devote much time to RIF operations, field extension workers are not trained to deliver credit whether in kind or cash, and the grantees and to some extent the A/V GDU did not look at RIF as a credit program and did not give it the effort it deserved in terms of work plans for appraisal, monitoring, and recovery. Senior management at A/V is leaning heavily towards throwing in the towel in regards to capitalizing rural credit schemes both at the financial institution and grantee level.

²⁹ Improved practices at a minimum include: using improved seed, row planting, timely weeding and harvesting.

If the RIF mechanism is abandoned the program will have to find another mechanism for providing inputs if it hopes to improve yields and production of targeted crops and increase incomes for farmers. **Savings alone will not do it.** This is particularly true for new and extremely poor farmers. Under the current program grantees build into their proposals a line item for improved seed and fertilizer for demonstration gardens, starter kits of inputs for new farmer groups, and distribution of mosaic resistant cassava (a \$450,000 line item within \$6,666,000 in agricultural grants).

The total agricultural input line RIF (\$136,000) + the agricultural input line item (\$450,000) = LOA total of \$586,000 (Approximately 8% of total GDU budget (\$7,200,000?).

Better off farmers on a commercial track targeted by the APEP have a much stronger incentive and ability to buy improved seed and inputs than farmers targeted by the Title II program. The program needs to constantly keep in mind that improved inputs, practices, and attitudinal adjustments about farming are basically the only tools available for increasing yields and production for both food and cash crops promoted by the program. **Again, savings alone is not the only catalyst the program should depend on for getting inputs and changes in attitude into the hands and heads of poor subsistence farmers.**

Funding for improved inputs needs to be increased in the next MYAP - especially if the RIF is abandoned.

RECOMMENDATIONS

- Increase the line item in the grantee budgets for provision of improved seed and fertilizer for demonstration plots, new, and second season farmer groups. No access to inputs = no increase in yields, production, income and no change in attitude.
- Provide improved seed and fertilizer through the grantees for high maintenance, small, very well placed seed multiplication plots for contact farmers and those highly interested in the seed multiplication business.
- Continue encouraging grantees and farmers to buy inputs from local and regional stockists.
- RIF credit should only be provided to farmers participating in on-going and successful bulk marketing schemes. Deduct credits at point of sale but be prepared for those who pledge to bulk market to receive RIF credits and renege at harvest.

IR 4: Increased local and regional market access

The program has rehabilitated 302 km of market road through December, 2005. Forty eight Km are being graveled raising the total, when finished soon, to 350 km. The DAP target is 490 km. MBW, the supervising engineer, and MADZI, a local NGO with experience in rural water supply, and the only remaining roads grantee, predict that an additional 50-75 km will be completed by the end of the program.

Table 6: Kilometers of Roads Rehabilitated

Kms of Market Roads Rehabilitated	2001-2005 Target	2001 -2005 Actual	LOA Estimate	LOA Target
Baseline = 0	370	284	400	490

Source: ACDI/VOCA Reports and information provided by MBW and MADZI

Rural market roads have a high impact in terms of opening market access to isolated areas. Environmental compliance has been strengthened since the last DAP. The program is addressing in a much more systematic manner problems posed by borrow pits, drainage, restricted water movement, and sedimentation.

Table 7: Increased Access with Rehabilitated Roads

Increased access indicator	baseline 2001	midterm 2004	% of Target	Annual 2005	% of Target
% increase in vehicle traffic by vehicle type					
Passenger vehicles	n/a	35		426	
Trucks	n/a	21		656	
Tractors	n/a	182		159	
Bicycles/motorcycles	n/a	87		34	
# of new mills/shops/businesses along each road	n/a	245	613	40	187
Kms of farm to market access roads rehabilitated	n/a	131.3	109	120	83.4

Source: ACDI/VOCA Annual Impact Survey, 2005

To encourage local government cost sharing, capacity building, and cut costs the program uses a hybrid grants mechanism to rehabilitate roads rather than the contracting route. The districts provide the equipment and operators, a local NGO manages the grant, and a supervisory engineering firm helps calculate budgets, aggregate and marrum quantities, fuel requirements, culvert design, etc and inspects works to see if work is up to specification – including environmental compliance.

The high burn rate in construction costs, **fuel in particular**, requires a high level of management time from A/V finance. High management input from A/V is the trade off for using a grant mechanism (12,000,000 Ush/km) rather than a contract mechanism (30,000,000 Ush/km) – where the contractor bears the cost and risk of equipment, fuel diversion, delays due to breakdowns, etc.

The program provides a grant to IITA to cover over 80% of the costs of Foodnet, a national market information service in Uganda that collects and disseminates market data for 19 different commodities from 19 different market centers. The information is processed and disseminated through various radio stations, national newspapers and by e-mail, text

messaging, and fax to major trading companies, government departments, agricultural development agencies and famine early warning agencies and cell phone owners.

Farmers targeted by the Title II program are most likely to receive information by FM radio in the local language. There is general consensus that Foodnet provides reliable, up to date market information, especially useful for large commercial farmers, transit traders, ministry officials, and regional wholesalers. The Title II program has borne essentially the full cost of this program for 5 years. There are a number of “free rider” and impact issues that raise the question whether a program that targets very poor “food insecure” smallholders should underwrite the entire costs of a national market information service.

RECOMMENDATIONS

- Integrate the road rehabilitation planning/implementation cycle to match the local government Jan-April budget preparation planning cycle.
- Guarantee the road rehabilitation grantee enough work so he can retain and dedicate qualified field engineers to the Title II Program.
- While rehabilitating roads - dump a load of fill dirt every Km to fill pot holes in the future.
- Cost share financial support for Foodnet with the GOU and other donors.

IR 5: Improved nutritional practices at the household level

Although nutrition and hygiene behavior changes were observed particularly in the Central and Eastern program areas, behavior change among beneficiaries is difficult to assess due to inadequate questions and sampling problems identified with the Food Security Annual Impact Reports. The reported increases in vegetable gardens³⁰, as well as, as in the consumption of fruits and vegetables appear promising. However, coverage among beneficiaries is not clear and actual change in dietary practices can not be determined without surveying a representative sample of beneficiaries at baseline and then subsequently during program implementation. Further, sustainability of improved behaviors can not be assessed until sometime in the future.

Given the problems identified in the sampling methodology, any potential change in indicators may not be valid. Thus comparing nutrition indicators, such as, diet diversity, breakfast foods consumed or number of eating occasions followed over the course of the program is not advised. That said, the diet diversity score has steadily increased over the course of the 3 surveys from 4.3 in 2002 to 5.5 in 2005.³¹ In addition, the mean number of meals a day increased from 3 in 2002 to 4.1 in 2005.³²

³⁰The percent of participant farmers who established fruit and vegetable gardens was reported in one of the Agriculture and Food Security Annual Reports (2004) as 65 to 70 percent, depending on the district. However, as noted the sampling problems may influence the accuracy of the data, also data from the baseline survey is not available for comparison.

³¹ Agriculture and Food Security Baseline and Annual Impact Survey Reports, prepared for ACDI/VOCA by The Ssemwanga Centre, 2002-2005.

³² Ibid, 31.

Further, even with appropriate sampling methodology, it may have been difficult to assess impact as the sampling frame covered all program areas, which were quite diverse and the grantees integration of ACDI/VOCA's approach varied, which likely affected results. Rewording some of the questions and adding others may be necessary to capture more meaningful data specifically linked to nutrition and hygiene education and desired nutrition behavior changes. Another problem identified was with the selection of children in the yearly impact nutrition surveys, which invalidated the survey results. In addition, confidence intervals, which are necessary to determine if a change in indicators is significant, have not been included in the baseline or yearly impact reports.

Another issue which could potentially influence program impact is the bioavailability of vitamin A from greens. Increased consumption of deep leafy greens has been documented in community nutrition programs without improved vitamin A status in participants. Thus focusing vegetable production on orange flesh sweet potatoes and carrots along with reinforcing the importance of consuming a fat source with all vegetable sources of vitamin A would be prudent. Increasing dietary sources of vitamin A contributes to the prevention of deficiency however, with the high levels of vitamin A deficiency among women (53%) and children (between 6 months and 6 years old- 29%) in rural areas, encouraging families to seek preventive health services for vitamin A supplements is advised as coverage is low (10% for postpartum women and 37% for children).³³

Another topic to reinforce is the importance of consuming vegetables at each meal in appropriate quantities based on age, as well as, retaining a sufficient quantity of vegetables for consumption versus sale. Sale versus consumption is even more of an issue with poultry rearing and egg production.

Training male farmers, i.e. husbands and fathers, in nutrition appeared to influence family diet changes more than providing this information to women. This should be studied further to determine if (and how) this information was shared with their wives and if it influenced intra-household food distribution, food production and expenditures. Training female farmers (wives and single headed household heads) seems to empower women through improving their capacity to earn an income and increase the amount of food for their families. Measuring the change in women's empowerment should be explored. According to Table 8, the percentage of female farmer beneficiaries has been increasing; targets have nearly been achieved.

Table 8: Percentage of Female Farmers Trained

	baseline 2001	midterm 2004	% of Target	Annual 2005	% of Target
% Female beneficiaries	40	50	100	48	96

³³Uganda Demographic and Health Survey 2000-2001, Uganda Bureau of Statistics, Entebbe, Uganda, ORC Macro, Calverton, Maryland, USA, December 2001.

RECOMMENDATIONS

- For the MYAP, increase the targets for female farmers as farmer training appears to empower women and equalize gender relations, as well as, improves household food security.
- Targeting male farmers to receive nutrition education, through increasing their understanding of women’s nutrition needs, in addition to improving diets, has potentially improved gender relations. This should be studied, so the lesson learned can be shared and progress in gender enhanced. How best to include the wives of male farmers in nutrition and hygiene education should be explored as it may further behavior change.
- Link with other organizations in Uganda involved in agriculture, nutrition and gender research or programs to share lessons learned, such as, International Center for Research on Women (ICRW) Uganda which is involved in nutrition and gender research.
- Explore measuring the capacitating and empowerment of women farm beneficiaries.

SO2: Health and Nutrition: Improve food security for 60,000 PLWHA and their families through direct feeding programs.

Introduction

Five years ago, given the overall dearth of experience in providing food assistance to PLWHAs, much less assessing its impact, ACIDI/VOCA should be commended for their efforts to monitor and evaluate their HIV/AIDS food assistance program. Not only did they implement a good program, as it progressed, they incorporated lessons learned, as a result their M&E system evolved.

IR 1: Improved nutritional awareness and practices by PLWHAs

Food Assistance

The yearly surveys provide information on the impact of food assistance and nutrition education. Nutrition knowledge of the recommended foods for PLWHAs has increased from 37 to 82 percent. Further, 58 percent identified at least 2 correct eating habits for PLWHAs compared to 37 percent previously at baseline. The main sources of nutrition information reported included ACIDI/VOCA nutrition and hygiene teams (56%), community health workers (29%) and health workers (15%). The number of meals consumed a day has increased from baseline (3) to nearly 4 (2004-4.1, 2005-3.7). Diet diversity appears to have increased, although with the last survey it decreased, potentially due to the drought which affected vegetable production. More participants (82% compared to 73%) report eating vegetables more than once weekly.

Table 9: HIV/AIDS Initiative Food and Nutrition Indicators

Indicator	Baseline Survey Jan. 2002	mid-term survey august 2004	annual survey august 2005
Diet Diversity Score	4.7	5.8	5.1
% reporting consumption of	n/a	73%	82%

vegetables more than once weekly			
# of meals per day	2.9	4.1	3.7 ³⁴
CSB used 2 or more times per day ³⁵	n/a	n/a	95%
Average amount of CSB used day	n/a	n/a	1.5 kg per HH
Knowledge of recommended foods	37%	52%	82%
Know at least 2 correct eating habits for PLWHA	32%	45%	58%

Source: ACIDI/VOCA Annual Evaluation of the Title II HIV/AIDS Initiative, 2005.

The data indicates that nutrition awareness among beneficiaries increased over the course of the project. The fact that the primary source of nutrition and hygiene information was PEPFAR health educators ties the increased knowledge and improved behaviors to the program. Not surprisingly, nutrition knowledge, which is easier to impact shows more improvement than dietary behaviors, such as increased diet diversity or vegetable consumption. The numbers of meals consumed each day has increased with the nutrition education and provision of CSB and oil. However, beneficiaries are not consuming the recommended 5 meals per day. It is difficult to determine if other diet changes occurred. For example, the percent of beneficiaries consuming vegetables daily and the number of servings consumed daily/weekly is of interest.

A pilot study was conducted with food beneficiaries to assess the impact and acceptability of the food rations. However, the study had several limitations. The sample size was small and no control group was followed for comparison. In addition, the sampling technique, purposive instead of random, may have introduced bias. In addition, study participants who died or defaulted were not included in the results. For the PLWHAs, ART was not assessed and CD4 counts were not available. Thus, although the findings were positive, in that the food rations had a positive impact on the nutritional status indicators (weight and MUAC) of both HIV infected and affected beneficiaries and overall quality of life and physical well being improved, the results can not be generalized.³⁶

RECOMMENDATIONS

- Utilizing the experience gained, in the future link the specific targeted food and nutrition behaviors with questions on the baseline and impact surveys that can measure the expected intermediary knowledge and outcome behavior changes.
- For the MYAP, focus impact assessment more closely to the SO, i.e. on the role of food assistance in increasing food security rather than attempting to conduct a study on the impact of food assistance on weight, quality of life, etc. for PLWHAs.

IR 2: Increased use of non-food aid services by PLWHAs

To track the increased use of non-food aid services, program beneficiaries completed questionnaires monthly at food distribution sites. The results were averaged quarterly and

³⁴ Lack of food was the most commonly (72%) reported constraint to increasing meal frequency.

³⁵ Comparing the mean number of times CSB was used per day (2.8) to the mean number of means per day (3.7) indicates that beneficiaries utilize CSB in three quarters of their meals per day.

³⁶ Maina, G. et al, Pilot Assessment of the Nutritional Impact and Acceptability of Food Rations Provided to People Living with HIV/AIDS in Uganda, Final Report, ACIDI/VOCA, WISHH, December 2005.

reported in the Indicator Performance Tracking Table (IPTT), see Table 10 below. As enrollment in the food assistance program was dependent on receiving services from one of the four implementing partners, food assistance participation should not increase uptake of treatment, care or support services among beneficiaries. Results have been collected and compiled since 2004; however, it appears that clinical management has increased, while nursing care and other support services have decreased.³⁷ It is likely that other factors influence utilization of services, such as, availability. In one of the reports, which included information from focus groups, a decrease in the availability of HIV/AID support services in some areas was noted.

That said, many of the FDPs were co-located with Health Centers, at these sites the IPs offered counseling and medical referrals during food distributions. One IP, TASO noted that the provision of food assistance helped to increase their membership, though only a small percentage of their membership received food assistance. The initiation of ART in 2004 also increased TASO membership.

Table 10: Quarterly Average Numbers of Food Assistance Beneficiaries Receiving Complementary Services

Quarterly Average # of Food aid beneficiaries receiving:	FY 2004 Target	2004 actual	Fy 2005 target	2005 actual
Clinical Management	6,651	5,818	6,651	7,734
Counseling	7,554	6,939	7,554	5,949
Nursing Care	13,166	12,281	13,166	10,801
Social Support	4,966	2,286	4,966	3,055

Source: ACIDI/VOCA IPTT, 2005.

RECOMMENDATIONS

- Rather than food assistance beneficiaries completing forms each month to track participation in treatment, care and support services, depend on the IPs to provide information on the availability of services provided to all their clients and track food aid beneficiaries' participation in nutrition and hygiene training.
- Continue to co-locate FDPs with Health Centers to encourage “one-stop shopping” for PLWHAs food beneficiaries. As possible schedule food distribution beneficiaries in 2 or 3 groupings from morning through early afternoon to shorten waiting times for food and encourage increased access to social support and medical treatment.

The PEPFAR Funded Hygiene and Nutrition Education Program

The nutrition indicators, which also relate to PEPFAR have been discussed in the first section under SO2 on food assistance, for further information please refer back to page 37. As mentioned, the nutrition and hygiene education, particularly the community approach appears promising, although limited program coverage and short program duration (initiated in FY 2004) has decreased measurable impact. Data on the sanitation indicators from the baseline and

³⁷Of note, the category of ‘nursing care’ includes ACIDI/VOCA’s nutrition/hygiene education this explains the high targets and actual provision of services.

early impact surveys demonstrated the need and were utilized to access funding for the hygiene/nutrition component.

Over 76 percent report being taught hygiene and sanitation in 2005, yet the most critical hygienic behavior, proper hand washing has not improved much since baseline (2002-23%, 2005-30%). It would be helpful to assess what are the constraints to changing this behavior. Although sample size would be small, analyzing the data to determine if participants with the ‘tippy’ tap more readily practice proper hand washing may be helpful. It may be that knowledge alone is insufficient to change behaviors and coverage of ‘tippy’ taps is low, however, determining if families with ‘tippy taps’ are using them is important. Table 11 summarizes the results from the yearly impact surveys.

On a more positive note, 73 percent of beneficiaries report some improved hygiene practices. It would be of interest to know what these improved practices are and why they have been more readily adopted.

Table 11: Hygiene and Sanitation Indicators

Indicator	baseline January 2002 n = 630	Midterm August 2004 n = 420	annual august 2005 n = 432
Water from a protected source	n/a	67%	76%
Water in home covered	74%	66%	79%
Water scarcity	n/a	n/a	50%
Proper hand washing	23%	15%	30%
Taught hygiene and sanitation	n/a	n/a	76%
Adoption of some hygiene practices	n/a	n/a	73%
Pit latrine	n/a	n/a	94%
Kitchen rack	n/a	n/a	21%
Compost pit	n/a	n/a	20%
Energy saving stove	n/a	n/a	12%
‘Tippy’ Taps	n/a	n/a	8%

Source: ACIDI/VOCA Data, *Annual Evaluation of the Title II HIV/AIDS Initiative*, September 2005.

RECOMMENDATIONS

- For the MYAP, considering adding more questions to the baseline and annual impact surveys which can assess more specific hygiene and nutrition behavior change.
- Analyze the data from the most recent survey and the one to be implemented in August, however, numbers may be too small, to determine if the ‘tippy’ tap addresses the constraints to proper hand washing. Depending on the sample size and results of analysis, it may be necessary to conduct focus groups with beneficiaries who have built ‘tippy’ taps to assess how widely and frequently they are used and to investigate any constraints.
- For future program areas, formative research to determine the constraints to changing hand washing behavior in the population without ‘tippy taps’ is also advised.

V. Unexpected Results Achieved

The following highlights the unexpected program achievements drawn from the various sections of the report divided by topics.

Monetization

- The program successfully monetized an additional 32,900 MT of Food for Progress donated wheat in 2005 – a lot more than the Sales Department would have thought possible a year earlier.

Accessing Financial Services and Credit for Improved Inputs

- The program underestimated the potential for mobilizing farmer or group savings as a potential source for rural credit as opposed to providing outside capital and guarantees to institutions.

Nutrition Education to Increase Food Security

- When asked about the various training modules, a number of men said that they found the health and nutrition training most useful. Men mentioned that the family seemed a lot healthier now that they had a kitchen garden and were eating more greens.

Food Assistance for PLWHAs

- Providing direct food assistance to PLWHAs decreased stigma. Beneficiaries are healthier, more active, less dependent on charity within the community, and not surprisingly less marginalized.
- Providing food and agricultural assistance to PLWHAs has encouraged neighbors to step forward and get tested for HIV.
- It was surprising the degree to which PLWHA's receiving rations experienced improvements in their health even prior to receiving ARVs. When USAID staff visited FDPs, it was often noted that perhaps the program was targeting people who were too healthy.

PEPFAR funded Nutrition and Hygiene Training

- After receiving training from the PEPFAR hygiene and sanitation team in their communities, women in the various community started forming their own groups to assist other infected/affected families build hygiene devices, improved stoves and start vegetable gardens. In some areas, women are making and selling some of the hygiene devices and charging to assist families not infected/affected by HIV/AIDS.

VI. Program Sustainability and Exit/Graduation Strategies

SO 1-.Agriculture, Food Security and Nutrition Program

The way the DAP has been designed incorporates an exit and beneficiary graduation strategy, in that farmers are trained and supported intensively for 3 agricultural seasons. Following this time, they are provided technical assistance solely until the end of the project. It was envisioned that subsistence farmers would, in addition, develop a cash crop to improve their incomes and

become commercial farmers. From the data collected it is difficult to discern to what extent subsistence farmers have adopted sufficient commercial practices to be considered commercial farmers. That said, 76 percent of the farmer groups in 2005 reported adopting commercial practices.

RECOMMENDATIONS

- If the percentage of farmer participants adopting commercial practices is retained as an indicator in the MYAP, develop minimum criterion for commercial farmers and survey participants to assess this.
- For the MYAP, the baseline and midterm impact survey will capture information from farmers who have completed the first cycle of training. However, following a representative sample of the first group of farmers trained to determine what improvements attributed to the program in agriculture, nutrition and hygiene are sustained, which are lost and potentially what may have been enhanced after graduation, but during the course of the program is advised.
- Building into the follow-on MYAP, the capacity to follow a representative sample of farmers assisted during the DAP to determine what is sustained after the program is closed out is also recommended.^{38,39} Questions such as, do the farmers' groups still function; are they buying seed and selling crops together; are the 'tippy taps' still in place and being used; are former beneficiaries still growing vegetable gardens; are the diet changes sustained? This type of follow-up would also identify ongoing technical assistance needs which potentially could be addressed by the MoA or Field Extension workers if linkages were developed.

SO 2. HIV/AIDS Food Assistance

Food assistance programs are inherently unsustainable. Further, developing effective graduation criteria and a program exit strategy is particularly difficult when serving food insecure families affected by HIV/AIDS and PLWHAs, as high dependency ratios and adults usually are not capable of generating income.⁴⁰ Another problem is the limited resources and increased time needed to provide agricultural or other training for families infected/affected by HIV/AIDS. Nevertheless, providing food assistance for 5 years can create dependence.

As mentioned, graduation and exit strategies were not well developed for the HIV/AIDS food assistance program, although a percentage of food beneficiaries received agricultural assistance. In addition, TASO, Africare and CRS have started to graduate a percentage of beneficiaries that have received training and are deemed more food secure. Recently ACIDI/VOCA identified \$400,000 of Title II funds to support graduation and exit strategies for food assistance beneficiaries. World Vision received funding (\$35,000) that will be utilized to provide orphans

³⁸ The planned MYAP budget is not capable of covering all necessary program costs, thus seeking another source of funding for this activity may be needed.

³⁹ As recommended in, Rogers, B and Macias, K, *Program Graduation and Exit Strategies: Title II Program Experiences and Related Research*, FANTA, AED, 2004.

⁴⁰Gardner, A, Greenblott, K, and E. Joubert, *What We Know About Exit Strategies: Practical Guidance for Developing Exit Strategies in the Field*, C-SAFE, September, 2005.

currently receiving food assistance vocational training. A small percentage of TASO's food assistance beneficiaries in the DAP/MYAP overlapping program sites will be continued.

Given the follow-on program, the current roll out of ART needs to be briefly mentioned. Approximately one-third (72,000) of the estimated PLWHAs eligible for ART are currently being served.⁴¹ Increases in the ART caseload are planned and funding anticipated, however, not at a rate that will increase the percentage of PLWHAs eligible for ART receiving them, as deaths will decrease with ART and new cases will remain constant.⁴² ARTs will help minimize some of the effects of the HIV/AIDS pandemic, however, given the stage of the epidemic, limited ART coverage, the gender bias of those infected, the overall prevalence of the disease and the incidence, it is feared that the worse effects of the pandemic are yet to come. Thus the population of the various HIV/AIDS beneficiary groups will continue to increase, which will place additional pressure on the limited food assistance available.

In this context, it is important to target food assistance as much as possible to increase food security and enhance self reliance. Although many more individuals need the program than it can support, quickly revolving beneficiaries through the program will improve program coverage data, but not beneficiaries' future food security. Thus a balance between graduating beneficiaries with sufficient skills and assets to maintain food security and serving as many eligible beneficiaries needs to be achieved. The recommendations below attempt to address this dynamic.

RECOMMENDATIONS

- Immediately, to prepare families for the end of the program in September 2006:
 - With beneficiary input develop meal plans and recipes with locally available (and affordable) foods, which are more nutrient dense, micronutrient and protein rich than usual recipes and meals.
 - Develop materials to promote the meal plans and recipes at FDPs to food assistance beneficiaries and integrate into the education provided in communities by the PEPFAR teams.
 - Continue to support IPs in implementing their exit strategies with food program beneficiaries and collect data on numbers graduated, criteria used and follow-up.
- Incorporate in the MYAP:
 - For a percentage of beneficiaries, such as PLWHAs on ART, develop selection and graduation criteria which promote moving infected individuals and affected families along the continuum to self-reliance.
 - Establishing fixed periods for some categories of program assistance, such as PLWHAs on ART and beneficiaries (or their family members) receiving agricultural and other training is also recommended.
 - Some of the recommended lengths of participation, particularly for ART clients, such as, 3, 6 or 9 months may be too short however, retaining beneficiaries, particularly ones being trained for over 2 years creates dependency and limits program coverage. To ensure beneficiaries and their families food security is maintained, when graduating beneficiaries, implementing proper assessment and follow-up is advised.

⁴¹ Personal communication with Dr. Christian Pitter, Principal Advisor, ART Programs, Uganda Virus Research Institute, Entebbe, Uganda.

⁴² Ibid, 40.

- For some beneficiaries, such as, families with older adults and orphans, training and graduation may not be possible. For this category of beneficiaries, strict eligibility should be developed and monitored.
 - If MYAP funds are not sufficient, complementary funding may be needed to follow program beneficiaries in order to gather sufficient data to assure food security is maintained. This work is critical as it will help develop more realistic program eligibility and graduation criteria, as well as, inform program design and development.
 - For food beneficiaries not receiving agricultural or other training it is recommended that the food be utilized as an incentive to decrease dependency on food aid. For example, requiring beneficiary families to plant and maintain a vegetable garden within 3 months of receiving food assistance. Utilize the IP working with clients in their communities to develop the incentives; establish a community committee to follow-up.⁴³
- After the programs closes, following representative samples of categories of food assistance beneficiaries is recommended.⁴⁴ The following list serves as examples of beneficiary categories that could be followed:
 - Beneficiaries who received support in building or improving hygiene structures and in making energy efficient stoves to determine continued use over time;
 - Beneficiaries who received agricultural training and potentially other inputs to determine the sustainability of farmers' groups and improved practices over time; and
 - Beneficiaries who received only food and nutrition/hygiene education at the food distribution site at 6 month intervals for 2 years after the program is discontinued to determine any longer term impact.
 - If this can not be supported from the MYAP budget, funding for this activity should be sought from other sources.
 - For the HIV/AIDS infected and affected who discontinue when the DAP ends and for those who may not qualify for food assistance in the future, advocacy for other sources of food assistance and the development of a government safety net program is needed.
 - Capture HIV/AIDS Food Assistance Program results, lesson learned and standard operating procedures in a report that can be widely shared.

VII. Program Monitoring and Evaluation (M&E)

ACDI/VOCA has established an extensive monitoring, evaluation and reporting system for it's' DAP. It involves the M&E contractor, ACDI/VOCA and grantee staff and includes impact surveys, special studies, data collection forms and institutional records. Information primarily from the monitoring system are utilized to update the IPTT table yearly, however, some information is drawn form the yearly impact surveys. (See Annex 6, for a copy of the IPTT as reported in the last Agricultural/Food Security Annual Impact Report).

⁴³ This approach was recently adopted in a HIV/AIDS program in Western Kenya, personal communication, Dr. Robert Mwadime, FANTA HIV/AIDS and Nutrition Regional Advisor.

⁴⁴ As recommended in, Rogers, B and Macias, K, *Program Graduation and Exit Strategies: Title II Program Experiences and Related Research*, FANTA, AED, 2004.

The annual impact surveys are conducted by their M&E contractor, The Ssemwanga Centre. In addition, grantee M&E staff, through their Contact farmers and Field Extension Workers collect information from each farmer. There is considerable duplication in the information collected through the grantees and the M&E contractor. For example, quarterly monitoring visits of the grantees are conducted by the M&E contractor. At the same time, ACDI/VOCA staff is also visiting regularly to monitor grantees progress and conducts incidental monitoring in the course of training activities.

In addition, the annual surveys collects data from a sample of beneficiaries, whereas, the grantees theoretically are collecting information from all program participants. Nevertheless, if the survey utilizes proper sampling techniques and follows the recommended data collection, cleaning and analysis methods, collecting information from each farmer is not necessary. Although the grantee M&E staff person is trained by ACDI/VOCA in program monitoring and an extensive check system has been developed to assure quality data collection, the system depends on the thoroughness and accuracy of grantee staff, FEWs and farmers. Grantees appear to vary in their M&E capacity.

In reviewing the annual impact survey reports, several problems were identified relating to the quality of the data and reporting.⁴⁵ For example, the data compared between reports was inconsistent, confidence limits were not included, problems with the sample sizes of the anthropometric surveys were identified and the sampling methodology utilized for the agricultural surveys was not explained adequately to determine if it was representative. As part of the annual survey, the contractor also conducted focus groups to help interpret the data and to explain the findings, however, this information was not well incorporated into the reports.

ACDI/VOCA is to be commended for its extensive M&E efforts. Incorporating M&E into the work of the grantees has helped inculcate a more results focused program. Considerable information regarding the extensive activities and potential impact of the DAP has been collected, although the monitoring information collected is useful, as mentioned, the quality depends on the follow up and accuracy of many people. Further, multiple problems exist with the agriculture component impact data collected. The data collected for the HIV/AIDS Initiative shows some impact, but improved survey questions and formative research to explain findings is needed to support program learning. As the program has developed, additional indicators have been added and add-on studies have been conducted, enlarging and complicating the system. Duplication in data collecting is a problem. For example, for a Title II program it isn't necessary to conduct yearly impact surveys; a baseline, midterm and final are sufficient. On the other hand, potentially some of the program impact is not captured, such as, capacitating grantees, empowering women and specific targeted behavior changes. Lastly, the quality of some of the data, from the agriculture annual impact surveys, as well as, from other parts of the M&E reporting system is questionable.

RECOMMENDATIONS

- It is recommended that the current monitoring and evaluation system be reviewed in light of the identified problems and the more complex M&E system required with the MYAP.

⁴⁵ Of note, as well is the difference in the overall quality of the annual impact reports.

- Developing a M&E system closely tied with the SOs and IRs, which collects less duplicative data, focuses on specific targeted behavior changes, measures empowerment and capacity building, ensures quality of the data collected and integrates quantitative with qualitative methods is recommended.
- Review of the current M&E system may be combined with designing the MYAP M&E plan, but this should be done early on in the project and additional time should be planned for. Hiring an international consultant who can help identify the M&E contractor and may be able to provide technical assistance during the length of the MYAP is recommended.
- As part of the M&E system review, evaluate the current contractor and open the next contract for bid. Consider contractors with more technical capacity in statistics, measuring capacity building and in conducting nutrition surveys.
- When a staff position opens, hire a person with a background in biostatistics, preferably a Masters in Public Health with international and monitoring and evaluation experience to oversee the M&E program and the work of the M&E contractor.
- Shift the program and in particular the Grant Development Unit focus from program reporting to achieving measurable and sustainable impact.

VIII. Implications for Addressing Uganda Food Insecurity – Future Initiatives & Programmatic Development

The following section includes the rationale and suggestions to further program development as well as future directions. It is divided into three topics, the first is agriculture, the second is supporting HIV/AIDS affected/infected through agriculture and the third is health and nutrition.

VIII. 1. Agriculture

Gender biasing the program towards more women's participation should be considered as it increases protection against shocks. In addition, it increases the likelihood that increased agricultural yields, production, and income will translate into increases in household food security.

Providing improved inputs directly to farmers (whether through grants, seed banks, input credits, or micro seed multiplication plots) is the key to changing attitudes, and increasing yields, production, and incomes. The MYAP should promote a more balanced "food" and "cash" crop mix depending on the region. Vegetative reproduced vitamin A rich sweet potatoes should be promoted along with mosaic resistant cassava. Although cassava is extremely productive, even in drought conditions, it needs to be balanced by promoting a mix of more nutritious crops.

VIII. 2. Supporting HIV/AIDS infected/affected families through Agriculture Programs

Given the extent of the HIV/AIDS pandemic, ongoing work is envisioned with HIV/AIDS infected/affected farmers. To date, grantees have used the same agricultural approaches when working with PLWHA as with healthy farmers. Thus, integrating labor-saving techniques may be beneficial. Which techniques may be helpful will depend on the area, for example,

conservation agriculture may not work in the Central region, but could in the East where weed cover is less thick. Some approaches work well for both HIV/AIDS infected/affected and others, such as improved seed and fertilizer. Planning to ensure the crops selected are nutritious would be even more important for HIV/AIDS affected families.

Beware of only promoting low input, low maintenance, and low yielding food crops for PLWHAs as a labor saving device. Explore techniques to reduce tillage and weeding that can be adopted by the poor smallholder. Cover crops with deep penetrating root systems may help increase water infiltration, and reduce weeding and tillage. Clever tool design may help reduce the drudgery of “digging” and weeding.

More intensive work over a longer time period may be necessary to successfully graduate farm families infected/affected with HIV/AIDS. Including additional family members along with the HIV/AIDS infected farmer in the program could ensure the effective transfer of knowledge and skills.

Researching best practices from Uganda and other countries African countries with HIV/AIDS epidemics and sharing lessons learned with other NGOs and institutions involved in agricultural programs for HIV/AIDS infected farmers and their families could also be useful. Community approaches to build assets and support HIV/AIDS affected farmers should also be considered as implemented by NGOs involved in the Southern Africa Region C-SAFE initiative.⁴⁶

VIII. 3. Enhancing Food Security through Improving Household Health Behaviors

Currently the food security program includes nutrition and hygiene training, incorporating nutrition and hygiene has had positive impact. With the MYAP a MCH pilot nutrition program is being planned for 2000 families with malnourished children under age 2. Further expanding hygiene training to other health topics in order to improve food utilization may also contribute to achieving household food security. Topics to include and targeted behaviors for change could be determined through conducting formative research with communities.⁴⁷

Along with the contact farmer, a Community Health Worker (CHW) could be trained to model appropriate hygiene, nutrition and health behaviors in targeted communities. The CHW could provide training to families and identify others to participate in community teams/groups promoting appropriate health, hygiene and nutrition behaviors, similar to the community teams established through the PEPFAR funded initiative. Linking the program with the MoH and health center staff serving targeted communities could also support improved health behaviors.

Given the high fertility levels (6.9) in Uganda and the linkage between families with high dependency ratios and food insecurity, integrating family planning education into the health education is recommended.⁴⁸ If possible linking with partners to provide community access to

⁴⁶ For further information, see the C-SAFE web site at www.c-safe.org.

⁴⁷ For example, education on when to take sick children to the health center, following the immunization and vitamin A supplement schedule for infants and young children, and seeking antenatal and postpartum care for pregnant women should be included.

⁴⁸ *Uganda Demographic and Health Survey 2000-2001*, Uganda Bureau of Statistics, Entebbe, Uganda, ORC Macro, Calverton, Maryland, USA, December 2001.

family planning methods would be extremely helpful, as well as, providing HIV/AIDS prevention education.

Integrating health into the 'Farming as a Family Business' Education is also advised. The following additions are recommended when the curriculum is revised:

- A presentation depicting the cost of seeking appropriate health care, i.e. prevention and early intervention is less expensive than waiting until someone is quite sick.
- Information on the decreased risk of children dying currently versus past generations along with the increasing costs of educating, clothing and feeding a child from birth to age 20 should be included to encourage planning more appropriately sized families.

IX. Community Food Insecurity, Shocks, and Surge Capacity

Gender biasing the agricultural interventions towards women's groups and farmers and emphasizing food crops, kitchen gardens, small animal rearing, better nutrition, hygiene, and sanitation broadens and strengthens community food security. When there is scarcity or "shocks" at least what is available will hopefully be directed towards growing and buying food for the household.

The program has found that group savings is a much more effective way for farmer groups and communities to raise working capital and acquire productive assets than tapping into institutional rural credit facilities. Experience demonstrates that rural micro credit facilities tend to have a short half life in Uganda.

A/V Uganda has developed a strong commodity logistics & compliance capability over the past 5 years. It is development focused but if called upon in an emergency - and with other partners - it could help channel additional food aid to affected communities. There are plans in the next MYAP to operate 6 regional warehouses as part of the logistics chain for distributing CSB and soy oil to PLWHAs and to utilize A/V staff in food distributions.

A/V is developing a more systematic exit/graduation strategy for farmer groups and those PLWHAs receiving direct food aid. This essentially means that project beneficiaries will be receiving a series of more focused complementary services so that over a planned period of time they are better prepared to take care of themselves and cope with "shocks" after the rations, the training, and grants of inputs come to an end.

Encouraging investment in livestock and promoting other income generating activities, such as, poultry and egg production, hygiene teams, vegetable and fruit marketing, mat and basket making and small community businesses, such as, stockists and nurseries.

Whether it is more effective to build community capacity or build household capacity to withstand shocks continues to be debated, nevertheless, working with community leaders and existing structures to form food security committees and develop basic safety nets may prove to be effective in strengthening community and household resilience. One of A/V's NGO partner's, Africare in Uganda, has extensive experience with this approach and has developed a Food Security Community Capacity Index, which potentially could be used.

X. Conclusions and Recommendations

Conclusions

A/V/Uganda continues to be an efficient and effective agent for turning US food aid into well programmed development assistance funds. A/V quickly designed and implemented a well managed CSB / soy oil direct distribution program for PLWHAs. Farmer groups trained by A/V funded grantees are adopting improved agricultural practices and are seeing increased yields and production. Health and nutrition training has been well integrated into the program. Working through the government and local NGOs, market roads are being rehabilitated at less than half the cost of hiring a contractor. ARVs coupled with fortified CSB and soy oil rations appear to be saving and prolonging lives for those infected with AIDS and noticeably increasing food security in affected households.

Recommendations

Monetization

- It is recommended that the US Mission and Grantees when submitting food aid proposals to USDA coordinate their work with A/V – the de facto logistics and sales manger for all US food aid shipped to Uganda. 32,900 MT is lot of wheat.
- Consider revising soy oil sales mechanism if 1) A few large buyers continue to manipulate the market through strategic defaults and timely outbidding 2) Participation by small to medium sized traders continues to decline due to loss of confidence and squeezed profit margins.
- Consider employing a two tier sales mechanism. A large lot tender/negotiation procedure for big buyers, and monthly fixed price offerings to small to medium sized pre qualified buyers in Kampala and a few regional cities. Limit large buyers to 60% of monthly offerings.

Management

- Continue working in current “food insecure” districts – use due diligence before relocating from a “food insecure district” to a “chronically food insecure district” as defined by the October 19, 2005 2nd draft MEMS study. There’s important operational, management, impact, baseline assessment, and M&E issues to consider as well.
- Work if possible with grantees with a proven track record – there’s a nine month incubation period for selecting and training up new grantees.
- To the extent possible base more technical/training staff in the field. A Kampala based staff may be easier to manage and retain but there are real advantages in having staff based in the field in daily contact with grantees.

Food Security—Agriculture

- Promote individual and group savings programs rather than capitalize and guarantee institutional rural credit facilities.
- Focus more on vegetative reproduced food crops such as sweet potatoes and mosaic resistant cassava. Appropriate varieties can be rapidly and communally reproduced. The on-going multiplication and distribution of mosaic resistant cassava is a center stage activity. It continues to have a high impact on increasing food security.
- Continue work on promoting grains especially upland rice (protected by a 75% import duty), beans, maize and sunflowers but recruit more women's groups and female contact farmers (especially in the north and the oilseed belt around Lira and Soroti).
- Work on promoting a more balanced crop mix that leans towards "food crops" versus "cash crops" and promote higher maintenance "micro" seed multiplication plots with the better farmers or interested farmer groups.
- Farmer groups who are "cash" crop focused such as oilseeds, maize, and upland rice need more training in household economics, health, nutrition, hygiene, and sanitation. Note: Sunflowers are low maintenance and somewhat drought resistant, and can provide consistent yields and steady income - often without fertilization.
- Think seriously about promoting a glyphosate "Roundup" nonselective herbicide in areas (especially in the north) where farmers are often compelled to hire tractors to open up land infested with weeds and thick grass. This is an effective, safe, inexpensive, labor saving chemical.
- Increase the line item in the grantee budgets for provision of improved seed and fertilizer for demonstration plots, new, and second season farmer groups. No access to inputs = no increase in yields, production, income and no change in attitude.
- Provide improved seed and fertilizer through the grantees for high maintenance, small, very well placed seed multiplication plots for contact farmers and those highly interested in the seed multiplication business.
- Continue encouraging grantees and farmers to buy inputs from local and regional stockists.
- RIF credit should only be provided to farmers participating in on-going and successful bulk marketing schemes. Deduct credits at point of sale if possible.
- Integrate the road rehabilitation planning/implementation cycle to match the local government Jan-April budget preparation planning cycle.
- Guarantee the road rehab grantee enough work so s/he can retain and dedicate qualified field engineers to the Title II Program
- While rehabilitating roads - dump a load of fill dirt every Km to fill pot holes in the future.

- If support is provided to FoodNet require that they receive complementary funding from other donors.

Nutrition and Food Security

- Conduct formative research and utilize the results to further focus and develop the program's nutrition education.
- Promote orange-flesh sweet potato as a drought resistance high yield crop and fruit trees.
- Given the high levels of malnutrition in Uganda, advocate for a study to be conducted on the determinants of malnutrition in Uganda with a focus on rural food insecure areas.
- Capture and share the lessons learned in educating male farmers in nutrition and hygiene.
- Link with other organizations in Uganda involved in agriculture, nutrition and gender to share lessons learned.

The HIV/AIDS Food Assistance Program

- Given the current ration size, the ration per beneficiary should be decreased. Conducting a food security assessment of households affected by HIV/AIDS is recommended prior to finalizing the smaller ration.
- It is recommended that the PEPFAR funded nutrition and hygiene education be expanded as it appears to be having impact.
- Continue to co-locate FDPs with Health Centers to encourage "one-stop shopping" for food, support and healthcare for beneficiaries.
- Capture HIV/AIDS Food Assistance Program results, lesson learned and standard operating procedures in a report that can be widely shared.

Program Monitoring and Evaluation

- It is recommended that the current monitoring and evaluation system be reviewed in light of the identified problems and the more complex M&E system required with the MYAP.
- As part of the M&E system review, evaluate the current contractor and open the next contract for bid.
- Developing a M&E system closely tied with the SOs and IRs, which collects less duplicative data, focuses on specific targeted behavior changes, measures empowerment and capacity building, ensures quality of the data collected and integrates quantitative with qualitative methods is recommended.
- For the MYAP, utilizing the experience gained link the specific targeted nutrition and hygiene behaviors with questions on the baseline and impact surveys.

- Formative research to determine the constraints to changing critical hygiene and nutrition behaviors is recommended.
- When a staff position opens, hire a person with a background in biostatistics, preferably a Masters in Public Health with international and monitoring and evaluation experience to oversee the M&E program and the work of the M&E contractor.

Sustainability—Graduation/Exit Strategies

- For the MYAP, following a representative sample of the first group of farmers trained to determine what improvements attributed to the program are sustained, which are lost and potentially what is enhance during the course of the program, is advised.
- Building into the follow-on MYAP, the capacity to follow a representative sample of farmers assisted during the DAP to determine what is sustained after the program is closed out is recommended.⁴⁹
- Immediately, to prepare families for the end of the Food Assistance Program, develop recipes with nutrient dense, high calorie locally available foods and utilize resources to provide nutrition education at FDPs for all beneficiaries.
- For the MYAP, develop selection and graduation criteria which promote moving infected individuals and affected families along the continuum to self-reliance for the HIV/AIDS Food Assistance Program.
- Further, establish fixed periods for some categories of beneficiaries linked with training and improved food security. Time periods for program assistance should be implemented along with proper assessment and follow-up to ensure food security is maintained.
- After the DAP finishes, following representative samples of categories of food assistance beneficiaries is recommended.
- For the HIV/AIDS infected and affected not served advocate for other sources of food assistance and the development of a government safety net program.

⁴⁹ The planned MYAP budget is not capable of covering all necessary program costs, thus seeking another source of funding for this activity may be needed.

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Umbrella Monetization Uganda 82nd Monthly Report, March 17, 2006, PL480 Title II Cooperating Sponsors, ACDI/VOCA.

Vegetable Growing Manual, ACDI/VOCA Uganda, February 2006.

ANNEX 1: Interviews, Meetings and Project Site Visits

Interviews

Bernard F. Runnebaum	Program Manager/Chief of Party ACDI/VOCA
Sandra Blanchard	Deputy Program Manager / ACDI/VOCA
Kimberly Nolen	Monetization Program Officer / ACDI/VOCA
Katie Cerretani	Project Coordinator ACDI/VOCA HQ
Walter Welz	Food for Peace Officer, USAID Uganda
Paul Crawford	SO7 Team Leader, USAID Uganda
Mervin	SO7 USAID Uganda
Erika Tarver	Administrative/Financial/Monetization Officer Africare
Todd Thompson	Country Manager Land O'Lakes, Inc.
James Ssemwanga	The Ssemwanga Center
Sylvia Magezi	The Ssemwanga Center
Wayne Slack	MBW Consulting Engineers
David Mugabi	MBW Consulting Engineers
Brenda Kaijuka	UNICEF Nutritionist
Purnima Kashyap	WFP Program Officer
John Ssemakalu	WFP Program Officer, HIV/AIDS
Josephine Kulabako	Program Nutritionist, ACDI/VOCA
Frederick Bwire Ouma	Business Technician, ACDI/VOCA
Ephrance Tumubone	Agronomist, ACDI/VOCA
Tomson Okot-Chono	Post Harvest Handling/Marketing Technician, ACDI/VOCA
Sandra Kugonsa-Isingoma	Assistant Grants and Development Manager, ACDI/VOCA
Robert Komakech	Accounts and Auditing Technician, ACDI/VOCA
Gerald Emoyo	Finance and Community Credit Officer, ACDI/VOCA
George Bamugye	Monetization Manager, ACDI/VOCA
Ruth Nansikombi	Assistant Sales Manager, ACDI/VOCA
Steve Kiingi	Title II Compliance Manager
Rosemary Mayiga	CEDO
Charles Katabalwa	CEDO
Ruth Sendanla	Health Educator, ACDI/VOCA PEPFAR Project
Helen Tomusange	Health Educator, ACDI/VOCA PEPFAR Project
Lemmy Solomon	CRS, Community Logistics Officer
Aisha Galende	Kitovu Mobile Clinic
Chris Mutome-Nabigwaku	Executive Director FADEP-EU
Ray Agong	Uganda Oil Seed Producers & Processor Association, Sales Manager
Emily Arago	International Institute for Tropical Agriculture
David Luwandagga	International Institute for Tropical Agriculture
Dennis Bisase	International Institute for Tropical Agriculture
Antonio Di Fonzo	General Manager, COTECNA Uganda Limited
K.K. Radhaohan	Kengrow Industries, LTD
Sameer Bheryani	Embassy Supermarkets, Ltd.
Mr. Manish	Embassy Supremarkets, Ltd.
Rose Nakayiza	Vegetable oil trader, William Street Kampala Shop
Stanley Watenga	Project Director MADZI, Road Rehabilitation Grantee
Clive Drew	Agricultural Production and Enhancement Program, Chief of Party
Dr. Christian Pitter	CDC, ART Programs, Uganda Virus Research Institute
Dr. Robert Mwadime	Regional HIV/AIDS Specialist, AED, FANTA Project

Elizabeth Lapenga	Hunger Alert, Director
Dr. Alex Coutinho	TASO, Executive Director
Jean Paul Igu	Reach Out Program Coordinator
Joseph Ntale	Reach Out Food Program Coordinator
Antonio Di Fonzo	Cotecna
Emmet Murphy	Food Security Consultant ACDI/VOCA

Meetings Attended

Monthly FINCA and ACDI/VOCA meeting
Monthly Land of Lake and ACDI/VOCA meeting
Monthly P.L. 480 Title II Cooperating Sponsors Umbrella Monetization Uganda Meeting
ACDI/VOCA Staff Meeting

Program Sites and Farm Visits

TASO Mulago Food Distribution
1 Home visit with a Taso Mulago food beneficiary family
CEDO office in Rikai
1 CEDO Farmer group meeting
2 Farm visits of CEDO farmers
2 Farm/home visits of CEDO farmers and PEPFAR nutrition and hygiene program beneficiaries
7 Farm visits in FADEP-EU program area, Pallisa and Kirmi
3 Farm visits in UOPSA Program area Sironko
TASO Tororo Program Office
Hunger Alert Project sites in Pabbo, Awer, Bobi and Bungatira sub-counties
REAP block farm project in Gulu district
REAP warehouse
Reach Out Mbuya Parish HIV/AIDS Initiative, Kampala-- IP for WFP Food Distribution

ANNEX 2: ACDI/VOCA's Uganda P.L 480 Title II Program's

FINAL EVALUATION CONSULTANCY SCOPE OF WORK

I. PURPOSE:

The purpose of the final evaluation is to assess the achievements to date against objectives and targets and to identify areas in which implementation of ACDI/VOCA's FY2002-2006 DAP can be realistically improved in a proposed follow-on. The final evaluation team will carry out evaluation activities both in the ACDI/VOCA Uganda office and in the field and produce a concise, readable report that assesses and documents the impact of ACDI/VOCA's activities, both expected and unexpected, with respect to project objectives. Additionally the report should highlight the sustainability, relevance, performance and accomplishments of certain program components. The report will be used by USAID to evaluate ACDI/VOCA's program and by ACDI/VOCA in the final design and implementation of a follow-on proposal.

II. SUMMARY AND BACKGROUND:

ACDI/VOCA manages a PL-480 Title II monetization program in Uganda. Operations began in October 2001 and are scheduled through September 2006. The program provides food commodities to develop local markets and generates local currency sales proceeds. Proceeds are used to carry out development projects including: providing food rations to people affected by HIV/AIDS, increasing agricultural production of targeted crops, rehabilitating feeder roads, and conducting rural financial services activities.

The Program also manages monetization activities for four other Cooperating Sponsors, including World Vision, Africare, Save the Children, and Catholic Relief Services. ACDI/VOCA began monetizing for other cooperating sponsors in 1997.

The primary objectives of ACDI/VOCA's Uganda Title II Program are:

1. Agriculture: *To improve food security by raising the production and marketing of selected crops and increase rural household incomes for 120,000 beneficiaries with a focus on vulnerable groups.*

Sub-objectives include:

- Increased adoption of improved agricultural practices;
- Increased market access;
- Increased access to rural financial services for inputs; and,
- Improved utilization of food.

2. Health and Nutrition: *Improve food security of 60,000 PLWHA and their families through direct feeding programs.*

Sub-objectives include:

- Improved nutritional awareness and practices by PLWHAs;
- Increased use of non-food aid services by PLWHAs.

The Program was designed to improve food security through two mechanisms. First, the monetization sales mechanism is used to liberalize the vegetable oil market and improve the overall food marketing system. Through the improved food market system, ACIDI/VOCA has imported and monetized approximately \$19.5 million worth of agricultural commodities since the start of the current program. Second, the generated sales proceeds are programmed to improve food security through implementing programs that meet the above development objectives. Program interventions aim to affect all levels of the food chain, from production to processing to marketing. In order to effectively carry out the agricultural components of the Program, a Grants Management Unit (GMU) structure is utilized to oversee and execute this objective. The GMU provides grants and technical training and guidance to local and international NGOs who either provide extension services to rural farmers or distribute food rations to PLWHAs.

The purpose of this evaluation is to measure the sustainability and effectiveness of ACIDI/VOCA in its goals and objectives - as stated in the *Development Activity Proposal* (DAP) submitted to USAID, dated September 21, 2001. The key Program activities are:

- Facilitating the demonstration of improved agronomic practices and post harvest handling (PHH) technologies;
- Equipping farmers with the skills that enable them to plan their farming activities, project incomes, and market produce with a focus on profitability;
- Changing rural eating habits to ensure that malnutrition, which is highly prevalent in Uganda, is mitigated;
- Disseminating price information throughout Uganda and rehabilitating rural feeder roads to improve smallholder farmer linkages to markets;
- Increasing access to improved inputs (seeds, fertilizers, etc.) by linking rural farmers, village-level input stockists, regional distributors, producers and marketing agents to private sector rural credit institutions, in both rural and urban areas;
- Distributing monthly corn-soy blend and vegetable oil rations to 62,000 people living with and affected by HIV/AIDS (PLWHAs) through four implementing partners; and,
- Working with PLWHAs to ensure long-term food security.

In 2003, ACIDI/VOCA was awarded additional funds from USAID/Kampala to complement DAP activities and has been the recipient of follow-on funding. Nutrition and hygiene training is provided to a limited number of Title II HIV/AIDS Initiative food aid recipients. This program component is directly implemented by ACIDI/VOCA.

III. TASK DESCRIPTION

The primary purpose of the final evaluation is to determine how well the Program is achieving its goals and objectives, to determine the sustainability of certain program components, suggest improvements for the remainder of the current program if it is determined that it is practical to implement such changes, and make recommendations for improving activities in a follow-on program. The evaluation will also consider notable achievements to date, challenges that have been encountered, and the degree of success with which ACIDI/VOCA has overcome those challenges.

The evaluation will furthermore examine and comment on the extent to which the project is responding to the food security objectives of USAID. It will also address how the program has responded to Food for Peace's changing food security objectives, as stated in the May 2005 draft strategy.

A. Participatory Nature of the Evaluation

The evaluators will organize and carry out the evaluation in a participatory fashion, forming a team that in various places and times includes a range of managers, implementers, community leaders, partner agency staff and stakeholders. The study will note the views of the target groups with regard to their respective projects, paying particular attention to any significant gender-based differences in those views. It will also provide any other information that may further support or clarify the impact of the Program. The process and findings are expected to enable ACDI/VOCA to clearly and easily evaluate the quality of programming over the last four and a quarter years.

B. Impact, Lessons Learned and Replicability

The final evaluation will provide an opportunity to identify and document impact, key lessons learned and sustainability of certain components. In this regard, the evaluation and report shall include, but not be limited to:

- Analyzing the sustainability of certain program components. Specifically, these include:
 - a) The improvement in the management capacity of local NGO grantees.
 - b) Production increases and the likelihood that these will continue;
 - c) The degree to which farmers are moving from subsistence to a more market-oriented approach to farming;
 - d) Adoption of nutrition practices, especially vegetable gardens;
 - e) Adoption of improved farming and post-harvest handling techniques;
 - f) Knowledge and adoption of good nutritional and hygiene practices by PLWHAs;
 - g) The degree to which the roads rehabilitation activities have contributed to the ACDI/VOCA goal and objectives; and,
 - h) The degree to which all the components of the ACDI/VOCA food securities are integrated and complement each other.

- Assessing which activities are contributing the most to achieving the food security and private sector promotion goals of the project? What is the level of impact?
- What aspects of the ACDI/VOCA Uganda PL-480 Monetization Program could be usefully replicated in other countries?
- Discuss the Program's interactions with GOU representatives and relationships in terms of the government's food security initiatives and policies at the national and local level.
- How is the Program viewed by donors, NGOs and private sector in terms of impacting food security? Identify ways to improve coordination with other food security partners.
- What development impact do ACDI/VOCA's monetization activities and sale mechanisms (competitive bids) have on the market?
- To what extent does the program take gender roles and responsibilities into account when deciding who will be targeted for interventions.

C. Program Management

The evaluation team will comment on ACDI/VOCA's performance in managing the Program based on the criteria outlined in the DAP. They will measure whether ACDI/VOCA has staffed the Program with enough full-time employees per unit and has effectively utilized available host-country resources to carry out project activities.

This component of the evaluation will also consider the roles of the Program's technical partners in contributing to project objectives. Partners include, but are not limited to:

- The USAID/Uganda-funded APEP;
- IITA for cassava, millet, and sorghum;
- The Uganda Oilseed Processors Association for oilseeds;
- The Ssemwanga Center (M&E contractor);
- Ernst & Young (auditors); and,
- MBW Engineers (feeder road TA).

The impact evaluation will also review management of:

- ACDI/VOCA's grants portfolio
- Vegetable oil auctions
- The Umbrella Monetization process
- The HIV/AIDS distribution program as implemented by TASO, CRS, Africare, and World Vision

ACDI/VOCA's integration and partnership with USAID/Kampala's Economic Growth Strategic Objective (SO7) should also be analyzed to include contribution to the mission's results, objectives and indicators.

D. Monetization

Through the Umbrella Monetization agreement with USAID and other cooperating sponsors in Uganda, ACDI/VOCA manages the monetization component of all Title II programs in Uganda. ACDI/VOCA currently monetizes wheat for Save the Children, World Vision, Catholic Relief Services, and Africare. ACDI/VOCA has also recently been contracted to monetize wheat on behalf of two USDA-funded programs for Land O'Lakes International Development and FINCA International.

The evaluators should report on the following:

- The utility of ACDI/VOCA serving as an umbrella monetizer;
- The timeliness with which payments from sales are made to cooperating sponsors;
- Delays in project implementation, if any, that have resulted from delays in transfers of sales proceeds;
- Regularity and timeliness of reports and updates from ACDI/VOCA on:
 - a) the status of commodities at the port, en route to Kampala and upon delivery
 - b) the receipt and transfer of sales proceeds from the sales agent;
- ACDI/VOCA's protection of monetization proceeds from currency fluctuations;
- Commodity losses and claims;
- Port Survey reports;

- Ugandan Warehousing operation;
- Impact on the continued operations of umbrella partners, namely through management of cash flow to partners;
- Potential impact of USDA monetization on the USAID umbrella monetization operation; and,
- The success and impact of the inland freight tender.

IV. OUTPUTS/DELIVERABLES

The evaluation will examine qualitative and quantitative measures of actual versus scheduled progress for all target indicators. The evaluation will analyze existing reports and will obtain additional insights through informal interviews, focus group discussions and participatory rural appraisals.

From this information, the evaluators will prepare a report focusing on: (a) the impact of ACIDI/VOCA's project in relation to baseline indicators, life-of-activity targets and key assumptions; (b) reasons why targets were or were not achieved (c) significant trends and differences between planned and actual performance; (d) the roles of beneficiary participation, feedback and inter-sectoral cooperation in activity implementation; (e) the significance of ACIDI/VOCA's accomplishments, the extent to which the project has accomplished its set objectives as documented in the DAP, and the extent to which the project addresses or can be practically altered to address the revised goals of Food for Peace.

USAID Briefing & Debriefing Session

A briefing session will be held with USAID before the evaluation team is sent to the field. The evaluation team will debrief ACIDI/VOCA and USAID, on their preliminary key findings - with handouts (two to three pages max) - PowerPoint optional.

V. TIMING

The evaluation team should arrive in Kampala on or about January 9, 2006 and plan to spend four weeks in country. Several days will be needed in Kampala for meetings and familiarization. The evaluators will travel with ACIDI/VOCA representatives to several parts of the country to visit Program activities. On returning to Kampala the evaluators will prepare the draft report which will be presented to program management prior to USAID debriefing and before departing the country.

VI. REPORT CONTENTS, CONCLUSIONS AND RECOMMENDATIONS

This report is a critical document that will impact the future operations of the project and USAID's assessment of ACIDI/VOCA's capacity to effectively utilize funds. ***The report should be short, concise, to-the-point and utilize tables, charts and schematics as much as possible. The report must be presented in a way that facilitates identifying strengths, weaknesses, and recommendations for improvement.*** Based on this SOW and the reading material advanced to the evaluators, the evaluation team should arrive in Uganda with a draft outline of this report.

VII. LOGISTICS

It is expected that each evaluator will bring his/her own laptop computer and associated software, and be able to load appropriate printer drivers for use on locally available printers. The preferred software program is Microsoft Windows 98. Prior to arrival in Uganda, the consultants

are expected to have read and comprehended program documentation. Available documents for reference include:

- DAP
- PAAs
- Results Reports
- Monthly Reports
- Quarterly Reports
- Umbrella Monetization Agreement
- Midterm Evaluation
- Annual impact surveys

Level of Effort: Up to 30 days

Qualifications:

- Familiarity with PL480 programming and monetization activities
- Experience with rural agriculture training/and or food distribution programs
- Experience with PLWHA programming
- Strong critical analysis and report-writing skills

Other

Final Evaluation files

The evaluation team should provide to ACDI/VOCA a soft copy containing all documentation of the evaluation including the structured raw data for reference purposes, and at least two hard copies of the report for our records.

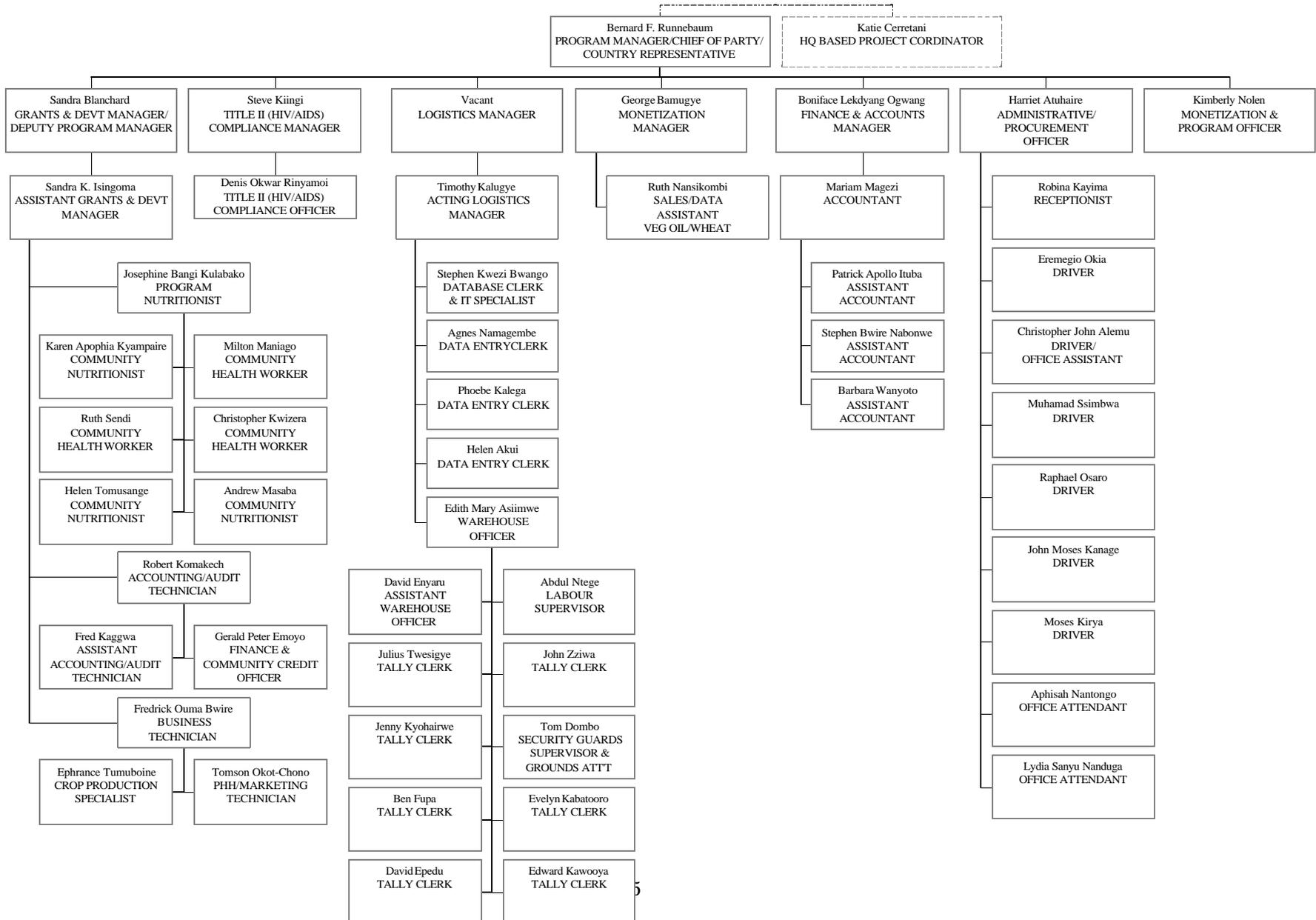
Disagreements

All disputes arising between ACDI/VOCA and consultants will be settled by use of a third party mediator.

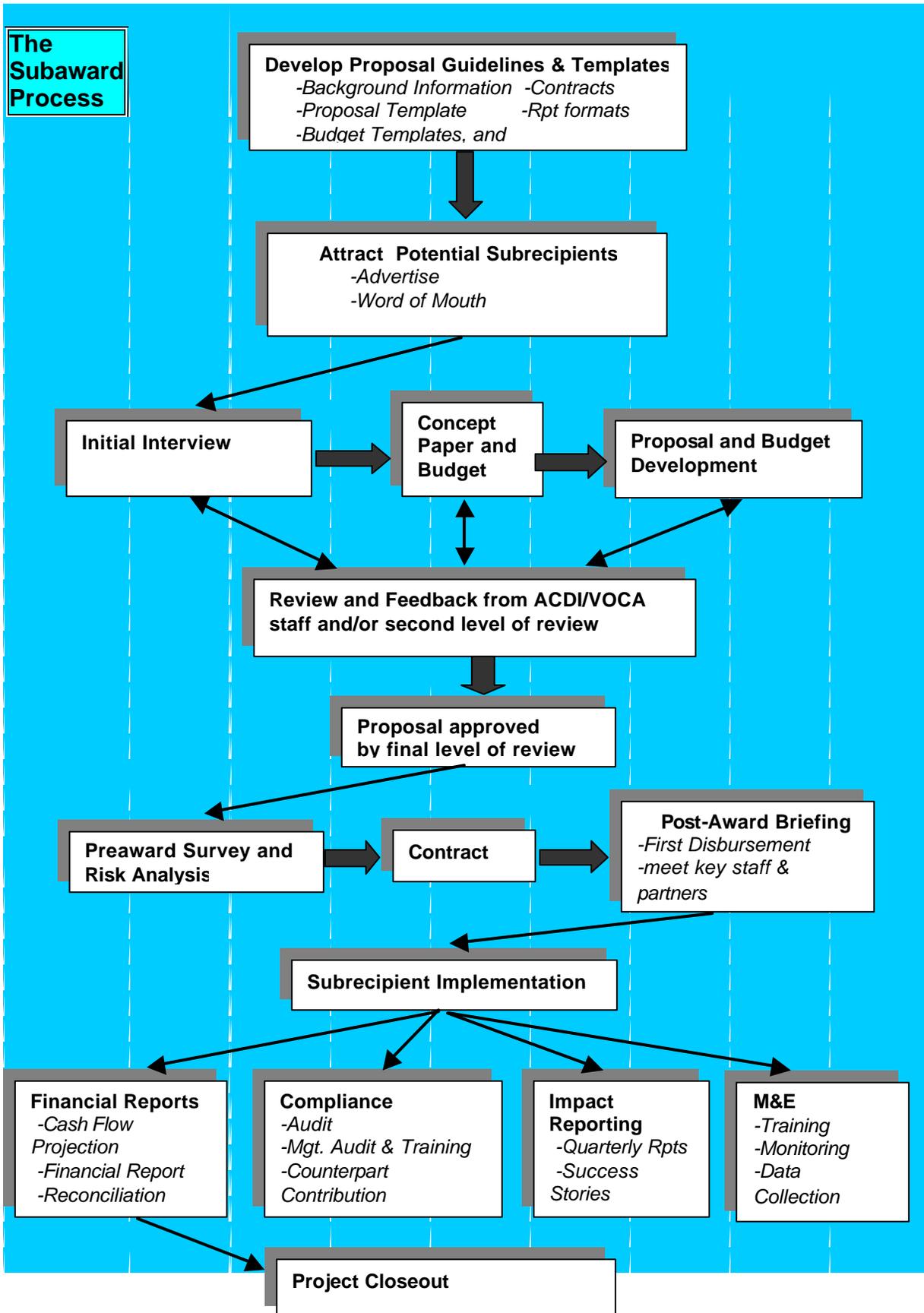
No Liability

ACDI/VOCA Uganda will provide all necessary information and transport to facilitate the work of the consultants but will not be responsible for any liability in the course of the consultancy.

Annex 3: ACDI/VOCA Organizational Chart



Annex 4: Sub-Award Process Flow Chart



Annex 5: Tables of Grantee Activities and Budget

Table A: Agricultural Grantees, Activities and Budget

Agricultural Grantee	Activity Description	LOA Budget (Ush) (1820 Ush/US\$) 4/2006
Hunger Alert	Promoting prod maize, beans, oilseeds, cassava, gnuts, vegs – IDPs Gulu	1,589,724,055
FoodNet (IITA)	Collecting & dissemination of farm gate and market prices through the media	601,531,180
BUCADEF	Promoting production of target crops	1,616,903,347
CASHFARM	Promoting production of target crops	1,190,516,453
UNOSPA	Promoting production and processing of oilseeds	1,594,383,693
MGA	Promoting production of target crops	112,503,140
BUFA	Promoting production of target crops	639,428,537
BAGOMA (terminated 5/2004)	Promoting production of target crops	360,084,610
IITA	Multiplication, distribution, processing of mosaic resistant cassava	1,243,325,902
KYAWDA	Promoting production of target crops	435,550,755
CEDO	Promoting production of target crops particularly PLWHA groups	810,847,601
NALG (terminated 12/2005)	Promoting production of target crops	342,948,712
NSARWU	Promoting production of target crops	457,039,446
FADEP-EU	Promoting production of target crops	1,065,604,567
Revolving Input Fund	Support towards development of revolving seed fund for Ag projects	245,377,000
TOTAL		12,305,768,698

Table B: Financial Grantees, Activities and Budget

Rural Financial Services	Activity Description	LOA Budget (Ush) 1820 Ush/US\$ (4/2006)
Standard Chartered Bank	Administration of rural services fund for promoting target crops – country wide	225,426,320
Centenary Rural Development Bank	Administration of rural services fund for promoting target crops – country wide	880,350,000

Table C: Road Rehabilitation Grantees, Activities and Budgets

Feeder Roads Rehabilitation	Activity Description	LOA Budget Ush 1820 Ush/US\$ (4/2006)
DETREC	Agricultural Enhancement through feeder roads rehabilitation and maintenance	393,048,468
UOSPA	Agricultural Enhancement through feeder roads rehabilitation and maintenance	527,305,283
UROT	Agricultural Enhancement through feeder roads rehabilitation and maintenance	476,234,188
REAP	Agricultural Enhancement through feeder roads rehabilitation and maintenance	991,640,665
BUCADEF	Agricultural Enhancement through feeder roads rehabilitation and maintenance	740,015,435
MADZI	Agricultural Enhancement through feeder roads rehabilitation and maintenance	740,247,366
MADZI	Agricultural Enhancement through feeder roads rehabilitation and maintenance	396,591,935
TOTAL		4,265,083,340

Annex 6: IPTT Table

Title II Indicator Performance Tracking Table ⁵⁰																			
Indicator	Base-line	FY02 Target	Actual	% of Target	FY03 Target	Actual	% of Target	FY04 Target	Actual	% of Target	FY 05 Target	Actual	% of Target	FY06 Target	Actual	% of Target	LOP Target	Actual	% of Target
1. Agricultural Objective																			
1.1 Production																			
Grains (MT)	68,952	72,000	181,338	252	78,000	95,320	122	100,000	62,875	63	122,000	96,249	79	128,000			550,000	435,782	87
Beans (MT)	9,894	25,000	36,686	147	33,000	8,169	25	40,000	10,415	26	50,000	14,927	30	54,000			202,000	70,197	57
Cassava (MT)	11,597	10,000	37,537	375	50,000	72,872	146	100,000	114,017	114	120,000	252,102	210	120,000			400,000	476,528	119
Vegoil (MT)	2,238	18,000	13,349	74	18,000	14,597	81	21,000	8,407	40	22,000	10,712	49	25,000			104,000	47,065	45
1.2 Annual yield of beneficiaries targeted crops:																			
Grains (MT/HA)	1.4	1.4	4	286	1.6	2.2	138	1.8	1.7	93	2.0	2.3	115	2.0			2.0	TBD	
Beans	0.6	0.6	1.0	167	0.7	0.8	114	0.9	0.6	64	1.0	0.77	77	1.0			1.0	TBD	
Cassava	8.2	8.2	8.2	100	12	27.5	229	20	27.7	138	25	27.4	110	25			25	TBD	
Oilseeds (sunflower)	0.9	1.0	1.0	100	1.2	0.7	58	1.2	0.6	50	1.3	1	77	1.3			1.3	TBD	
1.3 Value of ag. production⁵¹ in million USD⁵²																			
Grains	2.7	3.6	13.6	353	4.3	10	233	5.5	9.4	171	6.7	10.7	160	7.1			27.2	23.6	121
Beans	1.6	3.4	5.6	165	4.5	1.7	38	5.5	3.1	56	6.9	3.6	52	7.5			27.8	7.3	37
Cassava	1.3	0.5	4.2	840	2.7	15.3	568	5.5	n/a	n/a ⁵³	6.6	30.7	465	6.6			21.9	19.5	89
Oilseeds	0.9	6.6	8.2	124	8.0	2.2	27	8.0	1.8	23	8.6	1.9	22	8.6			39.8	10.4	31
1.4 No. of households with improved practices⁵⁴																			
	33,600	35,000	DNA	DNA	42,000	28,185	67	49,000	56,510	115	56,000	50,334	90	63,000			245,000	135,029	55
1.5 Dietary diversity																			
	4.3	5.0	DNA	DNA	5.5	6.5	118	5.5	5.5	100	6.0	5.5	92	6.5			6.5	5.5	85
1.6 % Female beneficiaries																			
	40	40	37	93	50	44	88	50	50	100	50	48	96	50			50	47.5	95
1.7 % children under five that are malnourished based on:																			
stunting ⁵⁵	39	N/a	N/a	N/a	-	N/a	N/a	30	34	86	-	N/a	N/a	33					
wasting	1	1	DNA	DNA	1	1	100	1	4.2	24	1	6	17	1					
underweight	25	25	DNA	DNA	23	14	164	22	19.7	110	22	15	147	22					

⁵⁰ All targets and baselines are estimates or are based on the current program's experience. They will be adjusted at the completion of the two baselines

⁵¹ This figure has been historically reported as a Program total, not per household and ACIDI/VOCA will continue with this modality

⁵² FY 05 exchange rate used is 1850 USH/\$1

⁵³ Insecurity

⁵⁴ At a minimum this will include using improved seed, row planting, timely weeding and harvesting

Title II Indicator Performance Tracking Table ⁵⁰																			
Indicator	Base-line	FY02 Target	Actual	% of Target	FY03 Target	Actual	% of Target	FY04 Target	Actual	% of Target	FY 05 Target	Actual	% of Target	FY06 Target	Actual	% of Target	LOP Target	Actual	% of Target
1.8 % increase in vehicle traffic by vehicle type Passenger vehicle Trucks Tractors Bicycles/motorcycles	N/A	20	0	0	20	DNA		20			20			20			20		
								20	35		20	289							
								20	21		20	1678							
								20	182		20	156							
								20	87		20	36							
1.9 Number of new mills/shops/businesses along each road ⁵⁶	N/A	TBD	0	0	DNA	DNA		40	245	613	40	187	467	40			120	432	360
1.10 Kms of farm to market roads rehabilitated	N/A	30	0	0	100	69.5	69.5	120	131.3	109	120	83.4	69.5	120			490	284.2	58
1.11 Performing loans as a percentage of total loans	98	98	90.5	92	99	83.5	84	99	100	101	99	98	99	99			99	93	94
1.12 % farmer groups adopting commercial practices ⁵⁷	0	0	DNA	DNA	10	15	150	15	23	153	20	76	380	25			25		
2. Health Objective																			
2.1 Dietary diversity for PLWHAs	4.7	4.7	DNA		5.0	5.3	106	5.5	5.8	106	6.0	5.1	85	6.0			6.0		85
2.2 % of children under five that are malnourished based on: stunting wasting underweight	36 2.8 18	- - 18	DNA		N/A - 16	16.8	95	16	15.9	101	15	N/a - 18	N/a - 83	33 - 15					
2.3 Qtrly Av # Food aid clients ⁵⁸ receiving ^B																			
a. Clinical Mgt ⁵⁹								6,651	5,818	87	6651	7374	111	6651			6651	7554	
b. Counselling								7,554	6,939	92	7554	5949	79	7554			13166		
c. Nursing Care								13,166	12,281	93	13166	10801	82	13166			4966		
d. Social Support								4,966	2,286	46	4966	3055	61	4966					

⁵⁵ Wasting is a short-term measure of nutritional status, usually affected by illness or disease. This agriculture intervention does not control disease among project beneficiaries and so ACIDI/VOCA maintained targets at baseline value

⁵⁶ TBD=To Be Determined after each road segment is selected based on its individual baseline survey

⁵⁷ At a minimum this will include an annual business plan and record keeping

⁵⁸ This is restricted to primary food clients only, since it is these that are registered to receive services from the implementing partners. Max population is therefore 12,000

Title II Indicator Performance Tracking Table ⁵⁰																			
Indicator	Base-line	FY02 Target	Actual	% of Target	FY03 Target	Actual	% of Target	FY04 Target	Actual	% of Target	FY 05 Target	Actual	% of Target	FY06 Target	Actual	% of Target	LOP Target	Actual	% of Target
2.4 Number of HIV/AIDS affected children receiving food aid (-15 yrs)	N/A	25,000	42,833	171	25,000	48,095	192	25,000	47,650	191	25,000	46 286	185	25,000			25,000		
2.5 Number of PLWHAs integrated into income generating activities	N/A	500	633	126	2000	860	43	2200	1991	91	2300	3 806 ⁶⁰	165	2400			10,900		32
2.6 Number of female beneficiaries	0	8,000	14,797	185	15,000	39,627	264	15,000	38,011	253	15,000	36 678	244	15,000			15,000		

^B No figures reported prior to FY04 as the Implementing Partners were not able to report using previous indicators for complementary services uptake by beneficiaries

⁵⁹ Only TASO gives direct provision of medical services. CRS and WV give financial assistance for medical treatment. Max population is therefore 11,000

⁶⁰ Of these 1398 are food aid beneficiaries