

Mid-Term Evaluation (MTE) of the Nuyok Program

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Hopefully we've listened well, our observations are grounded in reality, our assessment is accurate, and our recommendations will be useful.

Sincerely,

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Cover picture taken by Jennifer Loucks (Cereal Banking Business Group Member with Her Business Mentor, Naminit Village, Napak District, 2 February 2020)

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MTE REPORT, VOLUME II, Contains the Initial Scope of Work for the Nuyok MTE, the MTE Evaluation Plan and the full list of Persons Interviewed and Sites Visited for Data Collection

ACRONYMS AND ABBREVIATIONS

AgSP	Agricultural Service Provider
ASPIRE	ASK-Probe-Inform-Request-Examine
BEO	Bureau Environmental Officer
C&D	Institute for International Cooperation and Development
CAHW	Community Animal Health Worker
CAO	Chief Administrative Officer
CBM	Community-Based Monitor
CDFU	Community Development Foundation in Uganda
CHAST	Children Hygiene and Sanitation Training
CLDRM	Community-Led Disaster Risk Management
CLTS	Community-led Total Sanitation
CMM	Conflict Mitigation and Management
CRS	Catholic Relief Services
DAC	Direction, Alignment and Commitment
DiNER	Diversity and Nutrition for Enhanced Resilience
DRC	Democratic Republic of the Congo
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ERF	Environmental Review Form
FAL	Functional Adult Literacy
FFP	Food for Peace
FGD	Focus Group Discussion
FY	Fiscal Year

GoU	Government of Uganda
HIC	Home Improvement Campaign
HPM	Hand Pump Mechanic
HUMC	Health Unit Management Committee
IEE	Initial Environmental Examination
IGA	Income-Generating Activity
IPTT	Indicator Performance Tracking Table
KII	Key Informant Interview
LC	Local Council
LDPG	Local Development Partners Group
LG	Livestock Group
LoA	Life of Activity or Life of Award
MCA	Male Change Agent
MCHN	Maternal and Child Health and Nutrition
MEAL	Monitoring, Evaluation, Accountability and Learning
MoH	Ministry of Health
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organization
NRM	Natural Resource Management
ODF	Open Defecation Free
PMG	Producer Marketing Group
PREP	Pipeline and Resource Estimate Proposal
PSP	Private Service Provider
PTA	Parent Teachers Association
REAP	Rural Entrepreneur Access Project
RED	Reach Every District
SBCC	Social and Behavioral Change Communications
SCOPE	WFP's Digital Beneficiary and Transfer Management Platform
SDMC	Sub-County Disaster Management Committee
SILC	Savings and Internal Lending Communities
SMC	School Management Committee
SMILER	Simple Measurement of Indicators for Learning & Evidence-Based Reporting
ToC	Theory of Change
UGX	Uganda Shilling
UN	United Nations
USAID	United States Agency for International Development
USD	United States Dollar
VDMC	Village Disaster Management Committee
VDMP	Village Disaster Management Plan
WASH	Water, Sanitation and Hygiene
WFP	World Food Program
WUC	Water User Committee
YBI	Youth Build International

Nuyok Mid- Term Evaluation SUMMARY REPORT

I. EXECUTIVE SUMMARY

Catholic Relief Services (CRS) commissioned a Mid-Term Evaluation (MTE) of the Nuyok Program to formulate recommendations for the remaining life of the program to increase effectiveness in achieving sustainable impact and increase efficiency in use of resources. The MTE was planned and implemented over the period from Mid-November, 2019, through April, 2020, with information gathering and preliminary analysis undertaken in Uganda from January 27 through February 26, 2020.

The goal of the Nuyok Program is to sustainably improve food and nutrition security for vulnerable populations in Karamoja Sub-Region. The program is specifically targeting people in four districts defined as vulnerable by their communities, expecting to have lasting impact by the end of its life on around 196,053 persons. The overall program value is USD 34.9 million, including USD 33.9 million in resources from the United States Government and USD 1 million in cost share.

A number of contextual factors were identified during the Nuyok MTE that are affecting project implementation. One of these is that CRS had no prior presence in Karamoja before the Nuyok Program began implementation and is working with two implementing partners, Caritas Moroto and Caritas Kotido, neither of whom had had previous experience implementing a large, multi-dimensional food security program. The organizational systems, including financial and human resource management systems, for the two Caritas organizations continue to be challenged by the scale and scope of the program. The MTE also noted that there are two distinct livelihoods zones in the four districts in which Nuyok is being implemented, including a zone of agro-pastoralist livelihoods in the lowlands and the predominantly farming livelihoods zone in Abim District and elsewhere near the mountain areas in the other districts. Nuyok's interventions are generally more effective in the latter since there are more livelihoods opportunities, better basic services, and more agricultural surplus being generated. A third contextual feature is that there are extremely high levels of expectations for tangible handouts from community participants across all districts, which diverts attention away from the important knowledge and ideas that Nuyok can bring. Finally, a fourth emerging contextual feature is associated with the decision in 2019 by USAID Uganda to enforce a policy starting in 2020 to eliminate cash reimbursement for travel, per diem and accommodation for Government of Uganda (GoU) staff attending project events, which has resulted in the GoU staff at local levels backing away from providing support to the project.

The Nuyok Program is significantly behind schedule on implementation and is not able to implement activities to the intensity required to achieve lasting behavioral or systems change. In response to this, the MTE identified four major themes for Nuyok as a priority focus in its remaining life and has formulated twenty-one high priority recommendations in support of these themes. One of these themes is to focus on **reducing the scope and scale of the project**. Under this theme, the MTE has proposed six recommendations which include focusing more on the Male Change Agent (MCA) approach, dropping Natural Resource Management (NRM) and community asset construction activities that have not been approved by June 2020, transferring responsibility for conflict mitigation and management from Purpose I to the governance component of the Foundation Purpose, discontinuing Water, Sanitation and Hygiene (WASH) activities in schools, focusing only on water supply, farming and Savings and Internal Lending Communities (SILC) interventions in the most highly food insecure villages, and pivoting from the original research plan for assessing the BOMA and YouthBuild International (YBI) pilots to small, faster qualitative studies to inform programming.

The second theme is to focus on **ensuring program quality**, and there are six recommendations under this theme. These include building capacities of Foundation Purpose frontline staff to improve program quality, increasing staff focus and support under Purpose I, implementing a strategy to integrate Purpose

2/Food Production and Purpose 3/Nutrition, strengthening the use of the ASPIRE (ASk-Probe-Inform-Request-Examine) methodology by lead mothers under Purpose 3, developing context-specific latrine design and construction, and changing attitudes within the project to recognize the critical role that frontline staff have in the program.

The third theme is to be more systematic in **achieving sustainable impact**. Under this theme, Nuyok should build staff capacities at all levels to continuously “think sustainability”, institutionalize the Community-Based Monitor (CBM) approach, strengthen the potential for sustaining MCA impact, build capacities of Purpose 2 field agents to become Private Service Providers (PSPs), and implement a plan for working with Water User Committees (WUC) and Hand Pump Mechanics (HPM) to be able to sustain impact.

The fourth theme focuses on addressing some **key staffing issues**. Recommendations under this theme are focused on strengthening the human resource management systems of Caritas Moroto and Caritas Kotido, ensuring that as Nuyok moves forward adapting a new management structure that the districts under Caritas Moroto have a senior management position based in the district, designating a team leader in each Parish to be responsible for facilitating cross-purpose integration among staff based at this level, and increasing Nuyok’s staffing capacity to implement sustainable WASH interventions.

The MTE also identified some areas that go beyond the scope of the Nuyok Program but are important to be brought to the attention of Food for Peace (FFP) and CRS since they affect the ability of Nuyok and programs like Nuyok to maximize impact with efficient use of resources. These areas include (a) understanding the effects on Nuyok of the enforcement of the "facilitation" policy on cash reimbursement for GoU staff; (b) recognizing that the regulatory framework governing implementation of USAID-funded projects like Nuyok requires a substantial time commitment from Nuyok; and (c) recognizing that there is value in CRS directly implementing program activities in some part of a new context when local implementing partners, who may have knowledge of the context, are nevertheless inexperienced with implementing large, multi-sectoral food security projects.

The Nuyok Program utilized the first year of implementation to undertake program start-up and did not begin implementation in targeted villages until the beginning of year two, so implementation targets have been revised. An extensive platform of groups and participants has now been established, however, upon which to implement activities to induce behavior or systems change. In order to be able to do this effectively, however, the program needs to reduce the workload of staff, especially at the frontlines, to enable them to provide the necessary training, mentoring and accompaniment to ensure that change occurs. The program needs to expand its efforts to ensure that these staff have the skills, tools and support to be able to do their work effectively, and the program also needs to think more systematically about sustainability to ensure that outcomes are sustained beyond the life of the program.

II. BACKGROUND INFORMATION

A. Overview of Nuyok

Under the leadership of CRS, the Nuyok Program is being implemented by a consortium of local and international partners. Implementation at the frontlines is the responsibility of Caritas Moroto (Napak, Nakapiripirit and Nabilatuk Districts) and Caritas Kotido (Abim District). The International Institute for Cooperation and Development (C&D) provides technical leadership on water supply and youth vocational/technical skills training. Communication for Development Foundation Uganda (CDFU) provides technical guidance on social and behavioral change communications. YouthBuild International (YBI) is the technical lead for a pilot research project on youth opportunities for education, leadership and employability in Abim District. The Friedman School of Nutrition Science and Policy from Tufts University provides guidance on research and learning for the Nuyok Program. Finally, the BOMA Project based in Kenya provides guidance on replicating their Rural Entrepreneur Access Project (REAP). Table I shows the current Goal, Purposes and Sub-Purposes for the program.

Table 1: Goal, Purposes and Sub-Purposes for the Nuyok Program

GOAL: Food and nutrition security of vulnerable populations in Karamoja is improved and sustained.	
Foundation Purpose: Communities and institutions have enhanced the sustainability of improvements in food and nutrition security	
Sub-Purpose F.1: Government and civil society responsiveness	Sub-Purpose F.2: Community food security needs prioritized
Purpose 1: Community capacities to manage shocks improved	
Sub-Purpose 1.1: Communities have reduced their risks	Sub-Purpose 1.2: Communities have improved their asset base.
Purpose 2: Vulnerable household livelihoods improved and sustained.	
Sub-Purpose 2.1: Household participation in productive and profitable agricultural systems increased	Sub-Purpose 2.2: Household income increased and diversified.
Purpose 3: Nutritional status of pregnant and lactating women, adolescent girls and children under five in Karamoja improved.	
Sub-Purpose 3.1: Household consumption of diverse and quality foods (especially during the first 1000 days) increased	Sub-Purpose 3.2: Illness in children under two, adolescent girls and pregnant and lactating women reduced.

The approaches used and expected outcomes in the Nuyok Program are described in the final technical proposal, in Annual Results Reports for FY '18 and FY '19, as well as in a number of specific sectoral program strategy documents that have been developed. The most recent Pipeline and Resource Estimate Proposal (PREP) for FY 2020 also describes changes that have been made to the program, and the performance indicators at each level are described in the program's Indicator Performance Tracking Table (IPTT). In Volume II of this report, the MTE Evaluation Plan provides more detail on the major types of outputs and major types of participants for each of the purposes.

B. Contextual Factors Affecting Program Implementation or Impact

A number of factors were identified during the Nuyok MTE that are affecting project implementation. One of these is that CRS had no prior presence in Karamoja before the Nuyok Program began implementation. CRS is committed to working with local church-based organizations whenever possible, and Nuyok is relying on Caritas Moroto and Caritas Kotido to implement the Nuyok program. Neither organization has previous experience implementing a large, multi-dimensional food security program like Nuyok. The organizational systems, including financial and human resource management systems, for both have been, and continue to be, challenged by the scale and scope of the program.

There appear to be two distinct livelihoods zones in the districts in which Nuyok is being implemented. These include (1) the flat lands in Napak, Nakapiripirit and Nabilatuk Districts where pastoralist livelihoods are making a transition to agro-pastoralism and (2) the predominantly farming livelihoods zone in Abim District and near the mountain areas in Nakapiripirit. The former areas are highly underdeveloped in terms of basic services; the economy is relatively stagnant with little agricultural surplus being generated; and the resurgence of cattle raiding resulting in loss of livestock and increased insecurity has further reduced household resilience. In Abim District, on the other hand, both farming and off-farm income-generation activities are much more diverse and profitable, the local economy is more dynamic, there are stronger linkages to other economic centers in the center-north of Uganda and Nuyok's interventions are more effective in this zone. There are more opportunities for income-generation, more profits from farm production to invest in savings, better basic services, and more time for participants to attend training activities, rather than having to work constantly to obtain food, cash or water. The MTE clearly found that communities in Abim appeared to be more prepared to adopt Nuyok's activities because of the enabling environment.

The MTE observed a high level of expectations for tangible handouts from community participants across all districts, but generally more so in the agro-pastoralist flatlands where dependency is more prevalent and self-reliance less evident. While it is logistically easier to provide direct support, giving people “things” reinforces the idea that development is getting assets from development organizations, not getting ideas and becoming more self-reliant.

A recent development is the decision by USAID Uganda to enforce a policy to eliminate cash reimbursement of travel, per diem and accommodation costs for GoU staff attending project events. This has resulted in a withdrawal of support for the program by GoU staff as discussed further in Section V.A. on page 34.

C. MTE Methodology

Volume II of this report provides substantial detail on the methodology used for the Nuyok MTE, including the original Scope of Work, the MTE Evaluation Plan, and the list of persons interviewed and sites visited for data collection. The MTE was implemented by a team of eight development professionals, including three independent consultants, three staff from FFP, and two staff from CRS Headquarters and undertaken over a period of approximately five months from mid-November of 2019 through April of 2020. Actual implementation schedules, including the full schedule for the MTE as well as the field schedules for data collection, are provided in Volume II.

The Nuyok MTE did not face any major limitations on the process. The weather in Uganda allowed the team to visit all but one of the sites that had been selected for field visits. The major constraint was the time required to develop field schedules for each district that took longer than expected, mainly because information on Nuyok activities in each proposed sample village was difficult to identify since data entry and service mapping had not yet been completed for the project's M&E database. Consequently, the time made available to Nuyok staff to mobilize Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) in selected villages was usually limited to a single day before the MTE team was scheduled to arrive. While this had the advantage that participants could not be extensively coached before the arrival of the MTE team, the first day of village visits was relatively more disorganized with some requested KIIs or FGDs not available.

D. Structure of the Report

This report on the Nuyok MTE has been prepared in two volumes. Volume I (this document) is the MTE Summary Report which documents background information, a summary of program progress, a description of the twenty-one priority recommendations organized around major themes, brief descriptions of some higher-level observations by the MTE team that go beyond the Nuyok Program, and brief concluding remarks. Annex B to this report provides thirty-two additional recommendations generated by the MTE that did not make the short-list of prioritized recommendations. Volume II is the MTE Methodology Report which contains the Scope of Work for the MTE, the MTE Evaluation Plan, and the full list of persons interviewed and sites observed for data collection.

III. SUMMARY OF PROGRAM PROGRESS

The following sections briefly describe the progress of the Nuyok Program up to the time of the MTE.

A. Foundation Purpose: Governance & Gender

1. Governance. Nuyok's governance activities included (1) leadership training for district officials; (2) social auditing; (3) sector coordination strengthening; and (4) GoU targeting. The leadership training and social auditing were gaining momentum while sector coordination had not yet started.

Leadership Training. Nuyok utilized the Direction, Alignment and Commitment (DAC) framework to help districts develop a common vision, align resources, and act on commitments. Some 140 officials including LC5s, Chief Administrative Officers (CAOs), their deputies and assistants, District Executive

Committee members, and technical heads of sector departments had participated. Plans to cascade this training had not yet been implemented, and coaching and mentoring had fallen behind schedule. Nevertheless, some leaders posted vision statements in their offices, and tracked their Action Plans.

For the leadership training to have greater effect, the CRS leadership advisor, based in Kampala, will need to conduct regular (quarterly) coaching and mentoring visits to Karamoja. These visits present opportunities to motivate officials, check progress, provide advice, and fine-tune Action Plans to move the needle on nutrition and food security activities. The cascading training, aimed at sub-county officials, should occur without delay because Sub-county Chiefs and their technical sector heads exercise significant influence on peace, development and disaster preparedness at the grassroots. Finally, although the leadership training and Action Plans have improved capacity and motivation, the tabular templates are missing columns for milestones, deadlines and results.

Social Auditing (Community-Based Monitors—CBMs). Nuyok had trained nearly 900 of the total target of 1,048 CBMs, two per village, one male one female. In the villages visited, CBMs had received a three-day training on the use social auditing tools, and most had completed their first monitoring assignments. In one village, the Water Users Committee (WUC) had been held to account for funds collected from households to repair the borehole. In another instance, CBMs reported improvements in health unit functioning following their visit. In yet another case, a CBM report critical of absentee teachers, who were driving *boda-bodas* during school hours, succeeded in returning teachers to their classrooms. Tall grass in the school grounds had also been cut and removed. Based on these and other examples, community members and district officials expressed strong support for CBMs.

2. Gender. The Nuyok Program is designed to influence change in gender roles and relationships at the household and community levels. The program considers that Male Change Agents (MCA), a promising approach used in the previous Karamoja Development Food Assistance Programs, will drive improvements in couple communication and decision making, contribute to additional improvements in households' practice of critical MCHN behaviors, utilization of health services, and adoption of strategies for enhancing livelihoods and economic wellbeing. It also considers that building women's leadership skills and transforming the social and cultural norms and practices that marginalize women, with the support of traditional, religious, and other local opinion leaders ("community influencers"), will enable greater participation of women in community decision-making.

There are clear signs of positive change in gender awareness, attitudes, and roles in couples and households, with men and women testifying that as a result of the MCA approach, men are more understanding and empathetic toward their wives, and more involved in MCHN. Common examples of behavior change include men accompanying their wives for antenatal care and supporting them to deliver at health facilities, taking children for preventive and curative health care, cooking and caring for children when wives are away, and helping build household latrines, Tippy Taps, dish-drying racks, and rubbish pits. Some MCA key informants were selected by their villages, not because they were positive male role models, but because they had abused their wives or drank too much alcohol, and wanted to change—and those men described the transformative effect being an MCA was having on their lives. With two to three MCAs per village, each reaching 10 or more peers, the approach already has extensive coverage, and the MTE assessed high levels of recall of MCA key messages and satisfaction with the adult-learning methods used by MCAs (i.e., role plays, dialogues, games) to conduct peer education. The MTE found that through the MCA approach, the Nuyok Program has laid a solid foundation on which to continue working toward more equal power relations between men and women, and improved joint household decision making.

However, the evidence of change in women's participation and leadership in community decision making is mixed, and complicated by the fact that the program is still deliberating how to accurately measure and monitor it. On the one hand, women's enrollment in Nuyok-supported groups is high, and FY19 annual monitoring data show the program has already exceeded the Life of Activity (LoA) target for

percentage of women in a leadership positions in community groups and governance structures. On the other hand, when asked to describe early changes attributable to the Nuyok Program, MTE focus group participants and key informants almost always described changes in men's behaviors in their households, rather than increased involvement of women in community affairs.

“After getting the training I'm a changed man ... Now I take good care of my children ... Before the training, I would take the money I earned to go drink with friends, and beat my wife when I got home. Now my wife is relieved.”

“Before the training, my wife was doing her own thing, I was doing my own thing, and my children were all doing their own thing. But now we come together and share our ideas and priorities.”

–Two Male Change Agents

Some of this may be due to village-level implementation beginning in year two. The program's 355 women CBMs and 160 women leaders were trained at the end of Year 2, and the orientation of 160 male allies of women leaders (“male committees”) was still ongoing at mid-term—while the training of Community Influencers had just begun. Although Nuyok staff shared anecdotes of women inspired by the leadership training to advocate their Local Council (LC) I chairman for ending gender-based violence, the MTE data suggest that overall, women are more concerned with meeting their practical needs than becoming engaged citizens. In multiple interviews and FGDs, women testified that improving the productivity and profitability of women's income-generating activities are the most efficient strategies for improving children's health, education and wellbeing—without acknowledging that getting more involved in setting community agendas could help them address all these priorities in the long-term.

B. Purpose I: Disaster Risk Reduction/Resilience

Purpose I seeks to build capacities at every level to ensure that a community can reduce risk and recover from a natural hazard and human-induced risks with resilience. That entails minimizing the community's vulnerability to chronic hazards and building community adaptive, absorptive and transformative capacities. It is a two-tiered approach: disaster risk reduction (DRR) and disaster risk management (DRM). Both have elements of preparedness — DRR is focused on reducing risk, expanding social inclusion, building capacities using participatory approaches to resource and hazard mapping, assessing risk, capacity identification and prioritization of critical community infrastructure, and developing plans of action to reduce risk. Nuyok has been effectively implementing the DRR plan of action — informed by the communities it serves — that can identify and prioritize the most important hazard vulnerabilities down to the village level, and the program is successfully taking steps that will reduce and mitigate risk, for example, by diverting flooding, elevating food stocks and promoting safe rubbish burning.

Preparedness and disaster readiness, as a function of DRM, is a response and recovery *process* that kicks in at the onset of a hazardous event such as flooding, fires, drought, or landslides. The product of this preparedness is a disaster management contingency plan of action which includes provision/identification of shelter, early warning/early action, clear delineation of disaster management roles and responsibilities, coordination mechanisms, resources and referrals. In this area, the MTE found that Nuyok and the villages cannot yet manage an impending disaster adequately and have neither prepared nor planned.

Successful Approaches. While Purpose I has been understaffed and has had a delayed start, Nuyok facilitated an impressive community-led disaster risk planning and management process (CLDRM) that not only tapped its knowledge base but included village elders, women, and youth as well. To date, 424 Village Disaster Management Committees (VDMCs) have been established, representing 80% of the target. VDMCs are an official entity in the disaster policy institutional structure according to the National Policy for Disaster Preparedness and Management of the GoU.

Each VDMC is responsible for creating and submitting a DRR plan of action called a Village Disaster Management Plan (VDMP). The plans that have been submitted have prioritized activities such as tree

planting, construction of valley tanks, pasture management, creation of diversions/drainage systems, community access roads, and construction of boreholes. Looking ahead, these activities will be conducted through cash-for-work or borehole rehabilitation in close collaboration with the WASH component of Purpose 3. Plans that were developed and co-facilitated with Foundation Purpose staff proved to be more inclusive of community members, included community assets in mapping, and integrated multi-sectoral plans of action.

In the four targeted Nuyok districts, successful activities included information sharing sessions and workshops for district-level stakeholders, reviews and analytical exercises to understand social dynamics, identifying disaster risks and adaptation challenges, training events for local community groups focusing on DRM and Conflict Management and Mitigation (CMM).

Gaps. The MTE found that the VDMP name and process have caused some confusion and erroneous expectations. It was inevitable that the VDMPs were development-oriented and did not reflect the kind of strategies relevant to a proper disaster management plan.

Above the VDMCs are sub-county disaster management committees (SDMCs). These committees are composed of the sub-county chiefs, community development officers, police and other Civil Society Organizations. VDMCs are mandated to generate disaster-related early warning information for the SDMCs. As of the MTE, around 40 percent of targeted participants have been trained on early warning systems. Only slightly more (around 43%) have been trained in disaster preparedness. Qualitative feedback during the MTE on the efficacy of SDMCs and District Disaster Management Committees was not encouraging. Perceived or real, these Disaster Management Committees are ineffectual with the resources they have or are non-existent, and they appeared to be looking to Nuyok to provide them with a contingency response-oriented village disaster management plan and not a risk reduction Nuyok program plan of action. In addition, there is a lack feedback to villages after completion of the VDMP and a lack of understanding by government on what is a Nuyok “VDMP”. Newly available resources to hire field staff should realign these expectations.

In addition to under-resourcing and staffing, CMM activities were waylaid by insufficient technical staff and oversight. There are only two staff assigned to implement CMM activities in four districts, and two people cannot manage the scope and scale of this work. The two staff have been working to the best of their abilities and have prioritized assessments of potential conflict risks working with the existing government peace committee structures.

Activities related to NRM, Community Assets/Public Works have struggled with implementation due to lack of staff support, the time it takes for implementing village participatory approaches and identification processes, as well as other resource and approval requirements. Bottlenecks have delayed activity selection and prioritization through community-led disaster management processes.

C. Purpose 2: Livelihoods

Purpose 2 works mainly through five sectors with combined subsistence/market approaches, and most group members receive at least some basic training on marketing/business. Savings and Internal lending Communities (SILC) and Functional Adult Literacy (FAL) activities started in late 2018, and the other activities started in early 2019, so the implementation period has been fairly short. Quantitative progress across all activities is generally good, but there has not been enough systematic attention paid to the quality of the interventions and learning from their performance. Many activities have the potential to have sustainable impact with adaptation of training materials and techniques and a consolidation of activities based on agro-ecological zones, markets and participant type. The only exception is the FAL component which has a very low impact. GoU staff are generally informed and satisfied about the project and the staff. There is anecdotal evidence of secondary adoption of agricultural and livestock practices and of better animal health. More detail on the five intervention clusters, as well as a graduation pilot, is provided below.

Agriculture. Nuyok promotes improved crop production and marketing through 700 Producer Marketing Groups (PMG), representing around 38% of the planned target. Each PMG has about 30 members with a Lead Farmer and activities include demonstration plots for improved seed varieties and information on the use of Climate Smart Agriculture and Natural Resource Management techniques, both for subsistence and marketing purposes. PMGs can store and sell their marketable surplus production through project-assisted Bulking Centers to commercial buyers, although quantities have been small so far. Purpose 2 staff also provide support to Purpose 3 through vegetable seed distribution and technical support for the Lead Mothers' kitchen gardens.

Livestock. Nuyok promotes improved animal health through training in better livestock management techniques including feeding and shelter and accessing preventive treatment. This is accomplished through 250 Livestock Groups (LG) representing around 21% of the planned target. Each LG has about 30 members with Lead Couple Farmers and are supported by project-assisted Community Animal Health Workers (CAHW). Many LGs, with the support of CAHWs, have built wooden crushes and treat livestock during regular Herd Health Days for preventive treatment against ticks and worms.

SILC groups. The MTE found that 600 SILC groups formed by Nuyok, representing around 30% of the planned target, are generally working well, although with difficulties during the lean season and at a minimum level of savings ranging from the equivalent of \$.50 to \$2 per month.

They are well accessed by project participants, and although few loans are used for income-generating activities, members very much appreciate the use of the solidarity fund, the mutual support (social capital), and information sharing. The few share-outs to date show that productive use spending is for livestock and accessing plowing services, and all groups have continued enthusiastically into a second cycle. The groups seem very sustainable, especially after the the graduation of the first cohort of 53 SILC Private Service Providers, planned for March 2020. Each PSP will assist the old groups and start and support eight new groups each year, while the 88 SILC FAs will also continue forming new groups.

Functional Adult Literacy. FAL classes are attended by about 3,000 participants, but the level of practical literacy and numeracy remains low as the national curriculum being taught covers a wide variety of topics, including agriculture, livestock, sanitation, and nutrition, rather than individual literacy and numeracy competency.

Youth Livelihoods. C&D is implementing training of youth through three vocational training institutes¹. Training has just been completed for the second cohort of students, meaning that the project has completed training for 197 participants against a target of 200 participants. A final training of 10 youth is planned to start in March of 2020. Nuyok is tracking the employment status of graduated youth from the first cohort and the latest report shows that nearly 63% of graduates are either employed or self-employed. It is very apparent from qualitative interviews during the MTE that these income-generating activities have not yet reached a level of being viable, likely to be sustained, and generating significant benefits for participants.

YouthBuild International is also implementing a process in Abim District to build capacities of selected youth to be able to undertake sustainable livelihoods activities. As of the MTE, 1454 youth had either completed training or were in training, representing over 78% of the LoA target. The process begins with a mental toughness training that is having positive impact in changing the self-image of youth participants and separating committed youth from other who are less serious about becoming self-reliant. The combination of mental toughness training followed by life skills, business skills and entrepreneurship training is setting a nice foundation, but the project has been challenged to make capital available to the YBI youth groups.

¹ Kobulin Youth Skills Training Centre in Napak District, the Nakapiripirit Technical Institute in Nakapiripirit District and the Abim Technical Institute in Abim District

A third youth livelihoods intervention being implemented by Nuyok is just getting started with 30 youth participants undergoing a leather-making (sandals and belts) product training being done by a shoe-making company as part of the Enabel-funded Youth Skills Development Program. The LoA target for this activity is 2,000 youth.

Rural Entrepreneur Access Project (REAP). A graduation pilot project is being implemented by the BOMA Project in Napak District. The MTE found that all 545 REAP Graduation Pilot business groups were trained and had received their start-up capital. However, the foot-and-mouth disease quarantine has forced livestock-oriented businesses to go on stand-by, and unseasonably rainy weather and bad roads had posed multiple challenges to those groups that had started kiosk and cereal banking businesses.

D. Purpose 3: Maternal & Child Health & Nutrition and WASH

I. Maternal and Child Health and Nutrition. In FY19, key achievements under Purpose 3 included training 772 village health teams on Essential Nutrition and Hygiene Actions and the mother care group methodology. Interviews with Caritas Moroto staff during the MTE indicated that all village health teams have been organized and 240 of the 282 village health teams have been trained on the Essential Nutrition and Hygiene Actions, completing modules 1 and 4. Caritas Kotido, on the other hand, has just reached 121 out of 242 target villages, completing modules 2 and 4 in 106 villages and module 1 in 15 villages. In the remaining 121 villages, village health teams have just been organized.

Nutrition supervisors have supported village health teams to train lead mothers, reaching 2,241 out of a planned target of 1,475 in same topics. Lead mothers in turn have reached 29,193 household caregivers of children under five and 13,311 pregnant and lactating women with essential nutrition and hygiene actions messages and demonstration sessions.

Participating mothers mentioned during focus group discussions held in the MTE that they enjoy being part of the mothers' care groups because they learn from each other and appreciate the support they receive to practice new behaviors. The behaviors mentioned most often as easy to practice and more likely to continue practicing are those they learned in the demonstration sessions. These include cleaning the family compound, washing the faces and hands of children, and cooking porridge using locally available foods. Mothers also mentioned that adding protein and some vegetables to diversify children's diet is difficult to do because they don't have money to buy vegetables and animal protein in local markets. They also reported that seeking care at health facilities is difficult due to distance and insufficient money to pay for transport.

Nuyok trained 100 health workers from 46 health facilities on the WHO's Reach Every District (RED) approach. With support from Nuyok, health workers conducted 1,263 integrated health and nutrition outreach campaigns (out of 1,656 planned) and provided services on nutritional assessment, health education, Vitamin A supplementation, deworming, antenatal care, and diarrhea treatment. Data demonstrates that 77% of children under five received outreach services (26,840 out of 34,701 targeted). During FGDs mothers confirmed receiving these services, expressed appreciation for the community outreach campaigns, and requested that they continue. They mentioned children are healthier due to these services and they are also practicing new behavior at home.

Nuyok has been active at the national level in the Nutrition Consultation Technical Working Group, a forum in which forty implementing NGOs meet regularly to influence national nutrition policy and guidelines. While the mother care group approach is not new in Uganda, the model used in Nuyok attracted the interest of the MoH given the pivotal role assigned to the Village Health Teams, the lowest level of service delivery in the formal Ugandan health system. The MoH therefore has included the model in the national guidelines for Maternal Infant Young Child and Adolescent Nutrition for community-level delivery in Uganda. Nuyok staff also reviewed and provided comments on the 2019 version of these guidelines and provided support for World Breastfeeding Week.

Nuyok has faced significant challenges implementing Purpose 3 due to the large number of villages, not enough field officers, delays in printing behavioral change communication materials, and the training of Caritas staff in the approach because they did not have previous experience in the mother care group model. Nuyok is meeting output targets in Napak, Nakapiripirit and Nabilatuk Districts, but needs to improve the quality of the interventions to promote behavioral change. In Abim District, the nutrition supervisors are struggling to meet target numbers with limited accompaniment to village health teams to ensure quality and sustainability.

2. Water, Sanitation and Hygiene (WASH). The Nuyok Program has a comprehensive WASH strategy that includes implementing water, sanitation, and hygiene interventions to reduce illnesses. Under this sub-purpose, one of the intermediate outcomes is “household utilization of safe and clean water increased” and this has multiple outcomes including handpump mechanics trained on WASH infrastructure maintenance, Water User Committees trained on effective water source management, and households trained on safe water management and treatment. According to the IPTT from FY 19, all of these outcomes are at 0%. For hand pump mechanic training, the FY19 IPTT indicated that this activity was put on hold “as handpump mechanics were already trained by government and other partners on Indian mark II handpump technology”. The MTE observed that some HPMs were participating in borehole feasibility studies. However, it was not clear what progress has been made on the way forward for hand pump mechanics, especially as boreholes are currently being rehabilitated by C&D.

For WUCs, none had been trained yet at the time of the MTE, and notes on the FY19 IPTT indicated that this was because the “ERF [Environmental Review Form] is yet to be approved”. This was confirmed by the MTE with many WUCs having limited contact and engagement with C&D, who is implementing borehole rehabilitation activities. It was unclear why this training had not yet started because this activity is not dependent on ERF approval, so the training of WUCs could potentially begin.

No community members have been trained yet on safe water management and water treatment, and the notes on the FY 19 IPTT state that “training on hold pending borehole rehabilitation”. Training on safe water management and treatment is limited to water users of rehabilitated boreholes. It is unclear why this activity has not yet started, however, since this activity should not be dependent on completion of borehole rehabilitation.

Another targeted outcome in Nuyok is functional borehole rehabilitation with a LoA target of 179 boreholes. Due to delays in the ERF submission and approval process, only the first set of 42 boreholes has been approved to start rehabilitation. By the MTE, 9 of the 42 had been completed. Thus, at the midpoint of Nuyok 5% of the LoA target had been met.

For hygiene, Nuyok has reported that nearly 81% of respondents interviewed in the last annual monitoring survey were able to identify 3 of the 5 critical times to wash hands. However, knowledge does not always represent uptake of behaviors, and the MTE observed that many households did not have tippy taps or other handwashing facilities. A major request from villages during the MTE was the provision of jerry cans so that households could build tippy taps. Also, soap was often not observed in the field or at tippy taps.

For sanitation, Nuyok has reported that 42% of the 16,616 people targeted over the life of the activity for improved sanitation have gained access to basic sanitation and 2 of the 35 villages targeted to achieve Open Defecation Free (ODF) status have succeeded. The targets, relative to the total number of participants, 196,053, and villages, 524, are low. The main reason given for not meeting these modest sanitation targets is low staffing levels, and this was confirmed by the MTE. The MTE observed that many villages had formed and trained clusters as part of the Home Improvement Campaign (HIC) to tackle sanitation. It should be noted that the amount of clusters trained was lower in Abim than in the other districts, and there was a significant gap in time between formation and training of clusters in Abim due

to low WASH staffing. Overall, many clusters had been trained and are digging latrines and sharing knowledge on clean households. However, an identified issue was that the quality of the latrine construction was sometimes poor, which will impact sustainability and may ultimately impact ODF status.

E. Cross-Cutting Themes: Gender Equity, Environmental Compliance & Youth Programming

1. Gender Equity. The Nuyok Program has been largely successful at promoting women's equitable access to and participation in program interventions. The MTE confirmed majority women enrollment in Nuyok-supported groups, including VDMCs, SILC, producer groups, and HIC clusters, and found no evidence that giving preferential access to the ultra-poor and young, out-of-school women participating in the REAP Graduation and YBI Youth Entrepreneurship pilots had created negative effects. However, at one MTE site, women expressed frustration that the program had trained only two women leaders per parish—and none from their village. With only a few exceptions (e.g., a FGD with FAL students without an indoor meeting location), the MTE found that Nuyok has accommodated women's needs for short, condensed training sessions, and safe and accessible meeting places, and women involved in multiple Nuyok activities reported that they were able to arrange their schedules and had their husbands' support. However, some participant materials, such as Lead Mothers' flipcharts and Purpose 2 technical manuals, were observed to be difficult to use for learners with low levels of education.

The MTE also found examples of proactive measures taken to ensure women benefit equally from program interventions, such as the HIC, which creates access to labor and materials for building latrines for vulnerable, female-headed households; selection of women CBMs in each village; and plans for training women CAHWs specialized in poultry. However, it also found women SILC members who reported that their husbands, not them, would decide how to use the end-of-cycle share-out; and Lead Mothers who testified that it was their husbands who received the most food at mealtime and largest portions of meat. Men and women are still negotiating issues of power and control in their relationships, and there is room for Nuyok to reinforce gender integration especially in SILC and producer groups, youth business groups, and mother care groups. As one Nuyok Gender Officer observed, beyond reaching men in general with gender SBCC, it is important for Nuyok to specifically target the husbands of women program participants, to ensure women's family environments enable optimal use of the learning and resources women have gained. Although most of the senior staff across the program have received gender training, several expressed a desire for more support identifying and acting on the most strategic opportunities for integrating gender.

Finally, there are gender gaps in Nuyok's Monitoring, Evaluation, Accountability and Learning (MEAL) system, particularly related to monitoring progress on key gender equality outcomes, including women's control over resources and decisions, and for tracking unintended negative effects. Besides communicating directly with Nuyok Program staff, participants consulted by the MTE were unable to cite any way to report problems or concerns—and were entirely unaware of the Nuyok telephone hotline.

2. Environmental Compliance. The first Initial Environmental Examination (IEE) that was submitted by Nuyok did not include enough site specific information for the Bureau Environmental Officer (BEO)². The IEE was nevertheless approved by the BEO with the understanding that the site specific information for public works and boreholes would be submitted later, and an Environmental Review Form (ERF) would be required to obtain environmental compliance approval. After implementation began, there

² When Nuyok was designed, IEEs were still being submitted with the response to the issues letter on the technical application, well before community engagement processes could be implemented to identify sites and activities for public works and borehole investments. That has since changed with IEEs now submitted during the "refine" period.

were delays in the submission and approval process for the ERFs, basically around the lack of enough site-specific information and the sequential approvals required within USAID. This led to delays in programming and frustration among staff.

To try to alleviate the challenges, the BEO offered two options in FY 20 to CRS for environmental compliance documents. One option was for CRS to amend the IEE to include the site specific information required by the BEO. However, this would require all clearances of the IEE to be redone at all levels. The second option was for CRS to continue with the ERF process, but with the new, more streamlined approval process in which the BEO, Regional Environmental Officer, and Mission Environmental Officer all approve at the same time rather than sequentially. CRS elected to continue with this second option. As of the MTE, outstanding ERFs are pending for access roads, tree planting, eighty boreholes for year three and four – pump tests are in process, rehabilitation of eight ponds, and construction of eight valley tanks. A new environmental compliance officer is now working with CRS and has been working diligently to get all ERFs completed and approved.

3. Youth Engagement. The Nuyok IPTT indicates that 54% of the Nuyok participants are between the ages of 15 and 29, against a LoA target of 70%. This percentage is good for a program that is not viewed as a youth program. The high participation of youth, however, is coincidental, not strategic. Apart from youth engagement in the youth-specific activities being implemented by C&D and YBI, youth are not specifically targeted elsewhere in the program.

F. Targeting

Nuyok is targeting people defined as vulnerable by their communities and is expecting to have impact on 196,000 people (approximately 67% of the population in the 524 targeted villages and 38% of the current total population in the four districts). The project is working in 282 villages in the three districts of Napak, Nakapiripirit, and Nabilatuk under Caritas Moroto targeting 76% of the total number of targeted participants. In Abim District under Caritas Kotido, the project is planning to work in 242 villages with 24% of the targeted participants. Nearly all of the 524 total villages have already been engaged³. Most communities are reasonably accessible. The few villages that are relatively inaccessible at least during some parts of the year are on mountains and are relatively few in number.

Nuyok has developed a document entitled the Nuyok Participant Selection Criteria, developed in September 2018, which describes criteria to be used for twenty-four interventions in the program. This is quite a nice tool for ensuring consistency with participant selection across the project. In participant interviews in Napak, Nakapiripirit and Nabilatuk Districts, the MTE found that the targeting of the vulnerable was effective. The class distinctions in this region, for the most part, are minimal, however, since with the loss of animals from cattle raids, everyone is more vulnerable. In Abim District, which is more economically active, the MTE observed some targeting drift with participants who are not highly vulnerable being included in project activities, but the problem was not significant enough to be concerned about.

G. Theory of Change

The Theory of Change (ToC) for the Nuyok Program is massive, detailed, and difficult to comprehend completely. It is relatively easy to see the logic flows, but other features, such as cross-purpose linkages and linkages to other service providers, are more difficult to discern. The MTE did find some displays of either the whole ToC or Purpose-level ToCs in some field offices, but these were basically the logic flows and did not show cross-purpose linkages or linkages to other service providers.

The sequencing and layering strategy for the Nuyok Program is not clearly documented anywhere. The initial sequencing strategy was to select villages within a five kilometer radius around a health unit, start

³ The database of villages from which sites were selected for the MTE has 515 villages listed.

with health and nutrition interventions in these villages and then to grow outwards. It became apparent that this process would be too slow to achieve all purposes in the life of the project, so other activities began to be implemented before Purpose 3 in some villages. SILC was also prioritized initially because it was easy to form SILC groups, although in places like the agro-pastoralist flat lands where cash is scarce, SILC members have limited capacities to purchase shares.

H. Implementation Systems

1. Management Systems. The Nuyok Program represents a substantial step up for both Caritas Moroto and Caritas Kotido in program size, with Nuyok being the largest program in the portfolio of each. While the number of villages are similar between the Napak/Nakapiripirit/Nabilatuk Districts (Caritas Moroto) and Abim District (Caritas Kotido), the number of targeted participants is quite different at 76% and 24%, respectively, due to population distribution. As mentioned in the earlier context discussions, the Caritas Moroto Districts are more difficult to work in, so the combination of targets and context make the management challenges more difficult. Caritas Moroto has also faced high turnover with senior Nuyok positions, probably at least in part due to the complex management challenges. For Caritas Kotido, having a Nuyok Coordinator responsible for a single district has been more effective for planning, on-site problem solving and decision-making, but the inconsistent support from Caritas Kotido for finance and human resource management have increased the management challenges in Abim. A process is already underway by the Nuyok Senior Leadership Team to address the operational management (as well as cross-purpose integration) challenges in the project based on a model tested in the Democratic Republic of the Congo (DRC).

The MTE found that the Quarterly Review and Planning Meetings are an effective mechanism for reviewing progress against implementation plans and then revising plans for the next quarterly, and decision-making at the highest levels is perceived to be timely in Nuyok. Many respondents reported that communications are good at the higher levels in the project, but there is some loss in efficiency in having the CoP based in Kampala. The MTE also found that information does not get down to the frontlines very effectively. Many frontline staff seemed unaware, for example, that only twenty months is remaining for implementation in the project.

2. Partner Relations. One of the biggest challenges for Nuyok is that implementation rests wholly on the shoulders of two partners who do not have extensive experience implementing large multi-sectoral food security projects. CRS conducted a rapid organizational capacity assessment with both Caritas organizations at the beginning of the program, and at least partly based on this, as well as to reduce risk, implemented significant financial management systems capacity development. On-going capacity building support for the two Caritas' was supposed to be provided by a country office-level partnership advisor paid 50% by Nuyok, but that person has been so engaged in other types of work, especially related to new business, that he has not been able to provide support. There are certainly some tensions between consortium partners, but none of these appear to be so acute as to require action.

3. Monitoring, Evaluation, Accountability & Learning Systems. Nuyok developed its monitoring and evaluation system using CRS' Simple Measurement of Indicators for Learning and Evidence-based Reporting (SMILER). The monitoring system has almost fully transitioned from paper-based data collection and spreadsheet reporting to a case management data collection software using CommCare, staging database using Structured Query Language software, and an analysis and visualization tool using PowerBI. Interviews in part attributed the protracted transition to slow uptake by frontline staff on using tablets/CommCare. A major challenge surfaced in August 2019, however, when Nuyok finally received the WFP census data (SCOPE)⁴. Nuyok planned to reconcile its own paper-based roster of

⁴ SCOPE is WFP's cloud-based solution used for participant registration, intervention setup, distribution planning, entitlement transfers and distribution reporting. The vision for Karamoja was to have a single registry to facilitate the coordination of development and emergency aid. WFP led a census using biometric registration over the span

activity participants against WFP's records and import SCOPE data into CommCare. Upon receipt in August 2019, Nuyok discovered SCOPE data was woefully incomplete – both in terms of participant data collected, as well as the number of participants registered. This triggered a lengthy re-verification and digital registration process that Nuyok completed only in January 2020.

Nuyok's learning agenda is dual-faceted, with Nuyok responsible for systematic learning that feeds back into programming, and Tufts University the planned partner to lead research on the REAP and YouthBuild pilots. The learning plan has not been finalized, although Nuyok brings staff together quarterly for three-day "reflection meetings". These reportedly comprise updates by Purpose, and discussion on performance and progress against targets, rather than offer a forum for the consideration of results. That said, staff shared limited examples of adaptive management⁵. Lengthy, complex negotiations with BOMA, YouthBuild and Tufts University, delayed the pilot research that was to be completed before the penultimate year of programming.

4. Cross-Purpose Integration. The Quarterly Review and Planning Meetings involving all partners to review program progress and develop implementation plans are being used to facilitate better cross-purpose integration. The Nuyok Project is still quite tubular, or siloed, by purpose, however, going all of the way down to the frontlines where eight different types of frontline staff are going to communities where all purposes are being implemented. The DRC model that is being adapted by the Nuyok Senior Leadership Team is expected to address cross-purpose integration at the district-level. In addition, the Nuyok management team in Abim District has also started facilitating discussions at the sub-county level to facilitate better cross-purpose integration.

5. Collaboration and Coordination. The Nuyok project, represented by the Moroto-based Head of Office, has participated in District Budget Conferences with the GoU. Nuyok has also engaged GoU staff, especially at the district-level, in providing training. The GoU has been invited to attend various workshops, meetings and trainings as observers or to provide technical support, but with the new policy on facilitation, the GoU interest in participation has diminished. Nuyok also interacts at multiple levels with the Apolou Program, the other Development Food Security Activity being implemented in Karamoja, on an ad hoc basis. The planned joint Technical Working Groups as described in the Nuyok proposal have not been organized, but significant informal collaboration is happening. At the national level, Nuyok has strong relations with national stakeholders for Purpose 3. There are also reports that Nuyok interacts with staff from the Ministry of Agriculture, Animal Industry and Fisheries and the Ministry of Gender, Labor and Social Development, although Nuyok was unable to organize meetings for the MTE team with these stakeholders in Kampala. Nuyok also had significant interaction with UN agencies, including with the UN Nutrition Working Group, UN WASH Coordination, and discussions with WFP around SCOPE. Nuyok is also a part of the UN security meetings for Karamoja.

6. Financial Management Systems. The total budget for Nuyok was just under \$35.3 million total at the time of approval and this has not changed. As of December 2019, the project burn rate was just over 36%, compared to a target burn rate of 45%. The major finance observations from the MTE were that a significant number of activities in Abim District have been delayed because cash was not available to support a planned activity. All cash is disbursed from Kotido, and sometimes the total amount of requested cash is not provided to the Nuyok staff member traveling by road to Kotido to obtain the cash because it is considered too risky, so a second trip has to be made. The MTE also observed that staff at the frontlines in all districts have faced delayed salary or stipend payments, usually not more than

of two years, ending December 2018. In the 2017 RFA, USAID instructed Uganda DFSA partners to work with SCOPE.

⁵ A review of project quarterly data indicated targets were not being met in Abim due to the distance between homesteads. In response, Nuyok modified the approach to Mother Care Groups by increasing the number of Lead Mothers and decreasing the number of mothers in each care group. This has been successful, and at the time of the midterm evaluation, was being considered for scaling to other project districts.

a couple of months, but still a significant delay for staff for whom salaries/stipends are relatively low compared to the cost of living. Caritas Moroto is using mobile money services to pay staff with some success although travel costs to get to disbursement agents represents an additional cost.

7. Human Resource Management. Staff turnover rates are relatively high for Caritas Moroto and Caritas Kotido. Staff are regularly looking for better opportunities elsewhere because the compensation is low and the workload is high in Nuyok. Staff recruitment is managed by the commission for each of the Caritas organizations and each organization has its own human resource management systems. For both organizations, the process of recruitment is slow and usually not very transparent, i.e., it's not always evident why a person has been chosen to fill a position. The Health & Nutrition Program Manager in Abim which is the senior position for Purpose 3, for example, became vacant in October 2019 and interviews were held on 13 February 2020.

8. Operations Support. Procurement has been a bigger problem than normal for a project like Nuyok, since much procurement has to be undertaken outside of Karamoja which takes time. Effective procurement planning is also difficult when approvals hold up implementation, for example, with environmental compliance approvals or external events that affect implementation like the recent animal quarantine as a result of foot-and-mouth disease. Most major procurement has been completed, however. The project recognized logistics constraints in implementation and procured additional vehicles, motorcycles and bicycles in 2019. This alleviated some constraints but there are still logistical challenges with getting staff to the field on shared motorcycles, and there have been debates within the project on whether better quality bicycles could have been procured.

IV. MAJOR THEMES FOR THE REMAINING LIFE OF NUYOK

The Nuyok MTE identified a short-list of high priority recommendations for the remaining life of the program. A number of themes emerged from this prioritization process, and the program is encouraged to focus not only on the priority recommendations described below but also on any other actions that can be taken in support of the themes. The twenty-one priority recommendations have been organized into four themes. The major observations supporting each recommendation are provided along with suggestions from the MTE on ways to operationalize each recommendation.

A. THEME A: Reducing Scope and Scale

The Nuyok Program is undertaking a very wide range of activities in a large number of villages. The first year of program activities was basically devoted to start-up. Full implementation of the project began in the second implementation year in October 2018, and the MTE observed that implementation is still just scratching the surface in terms of inducing sustained behavioral change because the project has so many things to do in so many places. To become a "great" project, it is imperative the Nuyok reduce the scope and scale of project activities to enable Nuyok to go the depth required with interventions to achieve behavioral change. Frontline staff need to have more time to implement behavioral change processes, monitor change, and provide mentoring and accompaniment to participants.

I. Recommendation I: Focus on Male Change Agents. Several of the activities under the Foundational Purpose/Gender have been implemented too late and/or on too small a scale to create impact in the remaining life of the program. The program, for example, has only just started training Community Influencers to conduct Social and Behavioral Change Communications (SBCC) and facilitate dialogues on positive gender norms and customs, and harmful traditional practices. Dialogues will be convened quarterly in each village, reaching groups of 30 persons or less—in other words, a low-intensity activity. Although partnering with traditional and other opinion leaders, and organizing community dialogues are potentially highly effective approaches for transforming social and gender norms, research from Uganda and globally has found that such approaches require significantly more time and level of effort than the

program has planned.⁶ The MTE also observed that while demand for interactive Forum Theaters is high, few individuals had ever attended one. CDFU collaborates with 29 local drama groups, but the resources allocated are only enough to support one or two productions per parish per year, and not all of the drama scripts are focused on gender. The number of program-trained women leaders is low (160), and although the women leaders interviewed for the MTE affirmed that they had gained useful skills in public speaking and new knowledge about women's rights, they were still applying what they learned on a small scale, in their roles as officers of SILC groups and VDMCs, and had yet to begin developing strategies to address women's issues in their respective communities. The MTE data suggest that women's top priorities are still focused on meeting their practical needs, and that their most relevant role models would be women engaged in productive and profitable livelihoods activities.

On the other hand, the program has an extensive network of trained MCAs and wives, and MCA peers—possibly already reaching some 13,900 households.⁷ The Nuyok MTE found compelling evidence of improved couple communication and increased male engagement in MCHN and WASH as a result of MCA activities—results that are predictive of the approach's effectiveness not only for achieving Foundational Purpose outcomes, but also for leveraging impact under Purposes 2 and 3.

RECOMMENDATION #1
FOCUS ON MALE CHANGE AGENTS
 NUYOK SHOULD SHIFT RESOURCES AWAY FROM COMMUNITY
 INFLUENCERS/COMMUNITY DIALOGUES AND WOMEN LEADERS ACTIVITIES TO THE
 MCA APPROACH, WHICH IS DEMONSTRATING POTENTIAL FOR CREATING IMPACT IN
 THE TIME LEFT.

Options for liberating resources for the MCA approach include reducing numbers of Community Influencers to be trained and/or days of training, and dropping or simplifying Community Dialogues, keeping sustainability in mind. If the program continues to support Community Influencers, it should focus on helping them integrate SBCC on harmful traditional practices into their existing activities, such as local council meetings, community barazas or parliaments, and worship services, and into the annual Karamoja Cultural Day, with less emphasis on Community Dialogues and action planning—activities that are convened and co-facilitated by Nuyok staff and therefore less likely to continue after the program ends. Activities like ceremonies for declaring community abandonment of harmful traditional practices and exchange visits for women leaders could be dropped, and monitoring of women leader and male committee action plans should be reduced, or prioritize women leaders who are actively engaged in community mobilization and advocacy.

Shifting resources as recommended could result in unmet community expectations. However, the MTE found that community participants generally had limited awareness of the program's plans related to Community Influencers—even those individuals nominated as Community Influencers themselves—and significant time had lapsed since their nomination without the program engaging them. One Community Influencer interviewed believed himself (falsely) to be a Male Change Agent. Women leader key

⁶ Multiple sources, including research from the USAID-funded REAL Fathers Initiative, implemented in Uganda (available at <http://irh.org/resource-library/real-fathers-brief-pilot-results/>), and Dr Beniamino Cislighi, *The potential of a community-led approach to change harmful gender norms in low- and middle-income countries*, 2019 (available at https://www.alignplatform.org/sites/default/files/2019-01/community_led_approach_report.pdf).

⁷ Nuyok staff reported 1,264 MCAs trained at mid-term, and the MTE found most MCA key informants had already mobilized ten or more male peers.

informants said they would appreciate additional training and support, but did not communicate expectations of training or follow up. As discussed elsewhere, program participants have experienced unexplained activity delays and changes in plans overall, and additional changes in strategy may be unremarkable in this context. (Note however that the MTE met with relatively few Community Influencers and women leaders compared to MCAs, because Community Influencers had not yet been trained and because the number of women leaders was so low.)

The program should also review and re-set SBCC priorities where necessary, to keep the focus on reinforcing the MCA approach. Resources currently allocated to Community Dialogues and community puppetry might be better spent on improving coverage and quality of Forum Theaters. To meet the demand for Forum Theaters, CDFU could adapt drama scripts on gender and harmful traditional practices for use in villages where program participants such as MCAs, women leaders, lead mothers, and youth entrepreneurs, have expressed interest in organizing their own performances.

2. Recommendation 2: NRM/Community Assets. Activities related to NRM and Community Assets (Public Works) have struggled with execution — due to the time it takes to implement the community-led disaster management participatory approach in 524 villages and the many approval process steps. As of the MTE, Nuyok was only about 50% complete on facilitating the development of a VDMP in all villages despite a big push in January and February of 2020, as the MTE was being implemented. VDMPs which describe NRM and community asset requests, require review, assessment, prioritization, coordination with officials, technical assessments and preparation of ERFs. Consistent with all other complaints, delays throughout the process constrained achieving stated goals, and there was criticism of the “bottom-up” approach, whereby 524 villages submit 524 plans with hyper-localized priorities and specific requests. Information obtained by the MTE would indicate that this is not the most efficient process to identify assets and NRM-related projects.

In addition, the lack of frontline staff, other resource and approval requirements have resulted in further bottlenecks that have delayed activity selection and prioritization. These in turn have delayed proposed Project Management Committee formation; delayed training on asset protection, operations, and management; constrained preventive maintenance mechanisms; and reduced plan implementation in a timely manner.

RECOMMENDATION #2
NRM/COMMUNITY ASSETS
NUYOK SHOULD DROP NRM AND COMMUNITY ASSETS (PUBLIC WORKS) ACTIVITIES FOR WHICH ENVIRONMENTAL APPROVALS ARE NOT ANTICIPATED TO BE OBTAINED BY JUNE 2020.

Regardless of the delays, Nuyok is planning to implement some of the government public works and NRM activities identified during the VDMP process, but VDMPs with NRM and community asset requests go through several gate reviews: evaluation, assessment, prioritization, coordination with officials as required, technical assessments and ERFs. Consistent with all other complaints, delays throughout the process risk achieving stated goals. With only so much time left for implementation of the project and taking into consideration the challenges with rainy season, elections and planting constraints, it is strongly recommended that Nuyok reject consideration of any future requests for NRM/Community Assets activities that do not have environmental and leadership approvals in place by June 2020. Further, Nuyok should take a hard look at what is currently in the pipeline, what is feasible under the project's time constraints, rainy season, planting season and villages with whom Nuyok is just initiating the VDMP processes. Nuyok should also consider making the review and approval process

transparent to its stakeholders; a great source of frustration was the extraordinary delay in the steps for authorization, technical write ups, reviews and authorizations for ERFs. If there was a way for stakeholders to view their progress at specific milestones, it would address their frustration over a lack of response. Last, consider threshold authorizations to expedite bottlenecks for financial authorizations. For example, Caritas Moroto and Caritas Kotido program offices would be authorized to procure goods and services within approved parameters and up to a predetermined amount without having to get approval from their headquarters or the IP.

3. Recommendation 3: Conflict Mitigation and Management/Social Cohesion. The Nuyok Program is not staffed appropriately under Purpose I to implement activities related to conflict mitigation and management effectively or in timely way. The MTE observed that CRS as the technical lead on this component lacks sufficient technical expertise and experience in CMM, and there are only two staff assigned to Caritas Moroto and Caritas Kotido to cover 524 villages in the four districts. The two officers are insufficient to handle the scope and scale of these programs. The two Caritas staff have structured the program as best they can to handle the scope and scale by completing an appropriate assessment of conflict risks and resources within their districts, then focusing the program on the existing government Peace Committee structure and at training and building social cohesion at the parish level using a training-of-trainers method prioritizing village peace committee representation from the top 100 most conflict-prone villages. Further, the resilience community facilitators recently hired under Purpose I are not technically trained in this very complex discipline. In short, there's no qualified bandwidth within Purpose I in the project to undertake CMM effectively. There is, however, expertise and experience within Nuyok in the Foundation Purpose staff working on governance interventions that could provide better support and linkages working with government and the government-mandated Peace Committees. In addition, the program's efforts to create CMM committees has caused confusion with Peace Committee members, and there is concern on the sustainability of CMM committees. The MTE is recommending that Nuyok build on existing structures, reassign under-resourced and overtaxed Purpose I staff to other DRR/resilience activities, and transfer CMM staff and activities to Foundation Purpose Governance.

“Peacebuilding is a governance role and issue; it’s a process that produces positive social cohesion and the results is good governance.”
 — Tyen Opok North Village PC Chair

RECOMMENDATION #3
CONFLICT MITIGATION & MANAGEMENT/SOCIAL COHESION
 NUYOK SHOULD TRANSFER IMPLEMENTATION OF CMM/SOCIAL COHESION FROM PURPOSE I TO FOUNDATION PURPOSE GOVERNANCE

Nuyok should recruit a technical advisor to provide technical support and oversight on CMM. This person should have a solid background in social cohesion/conflict management. The program should no longer form CMM committees, but should work with existing, government-mandated Peace Committees.

4. Recommendations 4: WASH in Schools. The Nuyok WASH intervention in schools is an interesting component of the program and an intervention of keen interest to the GoU. The Nuyok strategy is oriented around using children as secondary change agents to take behavior change messages home and share them within their households. The MTE observed, however, that the WASH in schools intervention is not shown on any pathway in the Nuyok Theory of Change, so the expected outcomes and impacts from this intervention are unclear.

The intervention is using a Children Hygiene and Sanitation Training (CHAST) methodology, which was changed from the Youth-Led Total Sanitation activities initially proposed. By the time of the MTE, the training of trainers for the CHAST approach had occurred, but the methodology had not yet been rolled out to all fifty targeted schools. The plan is to roll out WASH in schools during the current implementation year. In addition to the software component, hardware was also going to be purchased for schools, including handwashing stations, but the procurement of the hardware has not yet happened.

The MTE feels that the sustainability of the intervention and the impact on WASH outcomes to lead to meaningful change is questionable. Both the staff of Caritas and CDFU are already busy with the numerous other WASH and social behavior change work, so ensuring that the WASH in schools intervention is completed with enough support to ensure that outcomes are sustained will be a challenge for Nuyok.

RECOMMENDATION #4 WASH IN SCHOOLS

AS THE HARDWARE SIDE OF THIS ACTIVITY HAS NOT YET BEEN ROLLED OUT, NUYOK SHOULD DISCONTINUE SCHOOL WASH CONSTRUCTION ACTIVITIES AND FOCUS ON OTHER WASH ACTIVITIES THAT ARE DELAYED.

With the cost and time savings from not implementing this intervention, the focus and resources can be shifted to other WASH interventions. An exception with respect to hardware is that the rehabilitation of non-functional school boreholes by C&D, using other C&D resources, should continue.

5. Recommendation 5: Highly Food Insecure Village. The MTE observed some villages that are so stressed for water that residents are not interested and do not have time to participate in other types of project activities⁸. They have to get water and do something to make money or the household will suffer. This was most notable in interviews with some lead mothers in these villages who said that mothers are not actively participating in mother care group sessions and often have to cut short the sessions to seek water. The resurgence of cattle raiding⁹ has further forced households to relocate cattle and spend more resources guarding them in an area where agricultural productivity is already low and there is little surplus being generated for sale. Alternative income-generation sources are also very limited to, for example, harvesting firewood, cutting thatch, making charcoal, mining sand, hunting rats, brewing beer, or selling water. Given that the most basic food security needs, water, food production and income-generation, are not being met in these villages, more intense focus needs to be given to these rather than other behavioral change interventions such as, for example, governance, disaster risk management, conflict mitigation and management, and maternal and child health and nutrition. These other types of interventions are certainly important, but the basic foundation has to be set for food security after which community participants can focus on other food security factors. If Nuyok had three years remaining in its life, all of the interventions would be implemented in a proper sequence, but given that only twenty months remains for implementation in Nuyok, the project needs to focus on addressing the water, food production and income-generation priorities in the minds of participants.

⁸ Examples of these villages visited by the MTE team include Lotop and Lomaul villages in Lopeei Sub-County of Napak District, Nabukut village in Loregai Sub-County of Nakapiripirit District, Nacele and Natirae in Lolachat Sub-County of Nabilatuk District, and Napao in Nabilatuk Sub-County in Nabilatuk District.

⁹ In one Parish visited by the MTE team, a herder was shot by cattle raiders a few days before the team arrived in the village.

RECOMMENDATION #5
HIGHLY FOOD INSECURE VILLAGES
IN VILLAGES WITH LIMITED SOURCES OF FOOD AND INCOME AND ESPECIALLY STRESSED FOR WATER, NUYOK SHOULD FOCUS ON WATER SUPPLY, FARMING (AGRICULTURE AND LIVESTOCK) AND SILC INTERVENTIONS IN THE REMAINING LIFE OF NUYOK.

In implementing this recommendation, the project should suspend other activities including under the Foundation Purpose, Purpose 1 and Purpose 3 MCHN to allow the staff doing these activities to shift their efforts to other villages where impact is more likely to be achieved. They should be able to provide better mentoring and accompaniment to participants to induce sustained behavioral change. Nuyok should also not start any new activities in these highly food insecure villages. By focusing on the major food security constraints in these villages, i.e., water, food production, income generation and capital mobilization, participants will be more interested in working with the project and achieving results.

6. Recommendation 6: Pilot Research. Nuyok envisioned a robust learning agenda that in part included a partnership with Tufts University to study the REAP and YouthBuild pilots. The proposal stated that Nuyok would “implement a graduation model pilot [REAP]...in Napak District with initial planning and beneficiary identification in Year 1 and actual implementation in Years 2 and 3. The Year 3 endline will contribute to [Nuyok’s] mid-term review process to inform CRS and USAID on the possibility of scale-up to additional participants and/or geographic areas”. Nuyok is considerably delayed in launching this research. Interviews with CRS staff attributed the slow start to challenges negotiating the sub-awards with YouthBuild and BOMA, as well as protracted discussions on the research methodology and terms of reference with Tufts. The research is expected to last between 18 and 24 months, but as of the midterm evaluation, negotiations with Tufts University were ongoing. With this timeline, the findings may only be available a few months before activity expiration in September 2022 - too late to be used as originally intended for the purposes of adapting REAP interventions and approaches and scaling up. Further to this, an additional factor potentially complicating the research is where the REAP pilot is being implemented: Napak, where livestock are under quarantine due to foot and mouth disease. While the majority of the livelihoods supported by REAP are not livestock-focused, livestock is of paramount importance to the culture and livelihoods of the Karamojong, and nearly one-third of REAP participants (177 groups) intended to work with livestock in some capacity. Reportedly, 129 groups actually invested in livestock prior to the quarantine, and now anticipate waiting an estimated six months before the markets reopen.

RECOMMENDATION #6
PILOT RESEARCH ON BOMA/REAP
NUYOK SHOULD PIVOT FROM CONDUCTING RESEARCH ON THE REAP AND YOUTHBUILD PROJECTS TO SMALLER, FASTER QUALITATIVE STUDIES USING LOCAL RESEARCHERS OR IN-HOUSE EXPERTS TO GENERATE LEARNING THAT CAN BE USED IMMEDIATELY TO STRENGTHEN PROGRAMMING.

The combination of the quarantine, unresolved methodology for the research, and the projected length of the research, renders the research as originally envisioned impractical given the remaining life of the project. Instead, Nuyok should consider employing local resources in order to launch rapid and small qualitative studies that can be completed well before the end of implementation year 3 so that it has the opportunity to be used to strengthen programming. In the spirit of capacity-building, Nuyok should draw from local resources, such as Makerere University, independent consultants or graduate students, and seek to, e.g., better understand a particular barrier to adoption to modify/enhance the intervention during the final 18 months of programming. Such work could potentially also be led by in-house CRS experts based in Uganda or regionally.

B. THEME B: Improving Program Quality

The Nuyok Program has undertaken a wide range of activities, but for many of these, the project has only been able to start the process of achieving impact. In the remaining twenty months of full implementation through September of 2021, the focus should be on deepening the capacity building that is being done so that the behavioral change outcomes that result are firmly entrenched. That will mean focusing on fewer types of activities as outlined in the previous section but also on intensifying the interaction with participants.

I. Recommendation 7: Gender Programming. The Nuyok MTE observed high levels of gender awareness and gender programming technical capacities among Nuyok Program staff, but these capacities are mostly concentrated at the managerial levels and are weaker on the frontlines. In some districts, the only gender training that Foundational Purpose frontline staff had received was conducted together with MCAs, and frontline staff felt that this reduced their credibility among MCAs. Although joint training for couples is a fundamental piece of the MCA approach under Nuyok, none of the frontline staff were trained with their spouses. Not surprisingly then, they expressed limited confidence in their abilities to coach MCAs on their behavior change goals and peer education activities. The MTE found that even though frontline staff live in Nuyok villages, were observed having good relationships with community members and local authorities, and have a deep understanding of the implementation context, they are more likely to refer the challenges that emerge during implementation to their supervisors, than to analyze them together with program participants and identify possible solutions. Heavily focused on completing activity monitoring forms, staff appear unaware of the value they could add to the program by identifying, sharing, and directly applying program learning.

RECOMMENDATION #7
GENDER PROGRAMMING
*NUYOK SHOULD SUPPORT FOUNDATION PURPOSE FRONTLINE STAFF
 TO MAKE A GREATER CONTRIBUTION TO PROGRAM QUALITY BY THINKING ABOUT
 QUALITY DURING IMPLEMENTATION.*

Part of supporting Foundational Purpose frontline staff to make a greater contribution to program quality requires addressing staffing issues, including reducing workload by recruiting additional field positions—which Nuyok Program senior staff confirmed was planned and/or underway. In addition to these measures, the MTE recommends conducting gender technical refresher training to build frontline staff capacities in strategic skills sets, such as coaching MCAs and their peers, with a focus on supporting effective couple communication and equitable joint decision making. Conducting special training for frontline staff, as opposed to relying on supervision and on-the-job mentorship to build staff capacities, is a way for Nuyok to show that it values its frontline staff and their potential contribution to program

quality. Refresher training should involve husbands and wives of staff members, to make the training more useful and meaningful for them, and as an additional investment in gender equality role models.

Beyond training, the program should also consider other ways to encourage frontline staff to “think program quality”, and to develop their reflex to ask the same kinds of questions asked during the MTE—in other words, to view each program contact as an opportunity for learning. Options include adding lessons learned reporting to the monitoring forms that Community Facilitators use for reporting, organizing contests to identify the best program quality case studies or success stories, and systematically engaging in conversations with frontline staff about what they are learning at the grassroots level—and that senior-level staff may be missing—about how to improve the efficiency, effectiveness, gender-responsiveness, and potential sustainability of program activities.

2. Recommendation 8: Purpose I Programming. Nuyok employs a participatory engagement approach to develop its community-level disaster risk management (CLDRM) planning process and subsequent project intervention priorities. As mentioned throughout, the program design was inclusive, sought local knowledge, and achieved buy-in; however, it failed to allocate enough staff resources to be able to support implementing the plans and actions effectively.

For the first eighteen months of implementation in Nuyok, the Foundation Purpose staff facilitated with Purpose I staff the community participatory risk mapping and program priority and identification process. The Foundation Purpose staff led the CLDRM planning process since there were no local field staff under Purpose I to facilitate or implement the program other than the Resilience Managers and DRR Officers assigned to each Caritas office. All of that changed in early 2019 when the Village Development Plan approach proposed in the Nuyok technical application was converted to the Village Disaster Management Plan approach. At this point, the Purpose I staff took the lead with the village participatory planning process. Given the limited number of staff under Purpose I, Nuyok has been behind its stated goals and milestone in this activity. The Purpose I staff have been overwhelmed by the quantity of pending authorizations, and Nuyok recently hired new staff as resilience facilitators, but is still working on orienting, training and providing effective supervision for these staff.

While most villages completed their mapping, identified disaster risk hazards, developed plans to reduce risks, and prioritized a multi-sector plan of action, there has been no feedback from Nuyok to the VDMCs and government partners on next steps, which has produced a fair amount of frustration. Examples cited in interviews and discussions during the MTE include:

“Formed a committee and a plan. Now what? Groups lose interest and have other tasks.”

LCI/VDMC Chair

- Lack of communication/feedback on plans submitted;
- In some districts, Purpose I is redoing the CLDRM community mapping and participatory process that was completed over a year ago by the Foundation Purpose team;
- Confusion with villages and government partners and the purpose and utility of the VDMP;
- The need for cross cutting multi sectoral approach at the village level;
- Lack of collaboration and coordination on the CLDRM process and sharing of the VDMP;
- Villages members frustrated on follow up, scheduling and status of activities and visits; and
- Consistent feedback that new resilience facilitators have challenges with transportation, salaries and support material.

RECOMMENDATION #8
PURPOSE I PROGRAMMING
NUYOK SHOULD IMPROVE STAFF FOCUS AND SUPPORT UNDER PURPOSE I.

Village VDMP planning is most effective when it is a joint cross-cutting process supported and led by both Foundation Purpose and Purpose 1 DRR. The Village and Nuyok Planning process is an extremely important process and product to the community members of the village, the government partners (parish, sub-county and district) and to the Nuyok multi-sectoral team for program planning, priorities and sustainability. Therefore, it is recommended that the planning continue forward but under a joint process implemented by Foundation and DRR utilizing the Foundation supervisors and the community facilitators from both Foundation and Purpose 1, ensuring collaboration and sharing with government and the multi-sectoral teams. Once all the Village Risk Reduction Implementation Plans are completed then the DRR team can focus on the second step in the program planning process to a support response/contingency planning and early warning actions.

It is also recommended that Nuyok have supervisory-level staff assigned to each sub-county. Additional staff should be hired or reassigned to strengthen cross-cutting coordination and collaboration with villages, government, and staff. Transportation should also be provided to each sub-county team to improve coordination with government and villages, and consistent staff support should be provided to field staff (e.g., IDs & salaries). Further, once Purpose 1 has sufficient staff, Nuyok should align staff titles with program activities responsible tasks/activities with the Detailed Implementation Plan. For example, the Integrated Water Resource Management Officer in Purpose 1 would take the title Natural Resource Management Officer and the DRR/NRM Officer would take the title DRR Officer.

3. Recommendation 9: Purpose 2 Production & Purpose 3 Nutrition. The 2019 Population-Based Survey noted that fifty percent of female direct participants of the Nuyok-USG nutrition-sensitive agriculture activities consume a diet of minimum diversity, and the least consumed foods were vitamin A-rich fruit, other fruits, dairy, eggs and meat. FGDs with Purpose 2 and Purpose 3 participants during the MTE revealed that the integration between the two components is primarily around specific activities and implemented on an ad-hoc basis in the field without a well-defined and detailed integration strategy, and this was confirmed during discussions with the Purpose 2 and Purpose 3 sector managers. The draft Standard Operating Guidelines for Purpose 2 make no reference to Purpose 3 participants.

One area of overlap between Purpose 2 and Purpose 3 participants was in the Diversity and Resilience for Enhanced Nutrition (DiNER) fairs in which lead mothers received the same value vouchers as the Purpose 2 participants but were supposed to acquire only vegetable and groundnut seed to share with their mother care groups. In practice, they had access to all of the seed on offer, since the project did not monitor sufficiently well how the lead mothers used their vouchers. There were also many reports during FGDs of participants receiving poor quality seed that did not grow well, as some agro-dealers sold poor quality seed after having received post seed-testing approval from the District Agricultural Offices. It is important to note that, by the time of the DiNER fairs, some agro-dealers had run out of stock for the seed that had been tested and approved. To meet the demand for seed, these agro-dealers sold other untested seed that they had in stock or procured, occasionally of very poor quality. The project has evaluated agro-dealer performance and discontinued working with those agro-dealers who failed to provide seed of sufficient quality.

A second area where good cooperation was reported was the technical support provided by the Purpose 2 Agriculture Field agents to lead mothers on their vegetable gardens. A third coincidental area of overlap between the two purposes is that lead mothers and members of household caregivers groups are also members of Purpose 2 groups, including PMGs, LGs, and SILC groups.

The strategy should begin with an understanding of the nutrition gaps, how to best address them through planning of Purpose 2 and Purpose 3 cooperation of staff, key players/actors and activities until the end of the project. For example, Purpose 2 has planned activities to multiply an iron-rich bean variety, promote orange-fleshed sweet potato, and implement a comprehensive poultry promotion campaign, and these activities should be focused on engaging lead mothers and household caregiver groups. The strategy should make clear how lead mothers and household caregiver groups will

sustainably access inputs for nutritious food, including papaya, avocado, passion fruit and other local fruit trees and ensure their participation in project-related economic activities, including SILC and other income generating activities.

RECOMMENDATION #9
PURPOSE 2 PRODUCTION & PURPOSE 3 NUTRITION
NUYOK SHOULD FORMULATE A DETAILED STRATEGY TO INTEGRATE P3/NUTRITION AND P2/FOOD PRODUCTION WITH ALL OF THE KEY PLAYERS WITH A FOCUS ON KNOWLEDGE, BEHAVIOR CHANGE, MEASURABLE IMPACT AND SUSTAINABLE ACCESS TO INPUTS AND TECHNICAL ASSISTANCE.

Nuyok's agronomists and nutritionists at the District-level and the agriculture field agents and nutrition supervisors at the sub-county-level should work together to implement the strategy through lead farmers (advice on inputs and practices), the MCAs (dispelling nutrition misinformation), youth groups (fruit tree nurseries), and others. Nutrition supervisors and village health teams should get training on kitchen gardens and integrated pest management with on-going technical support from the lead farmers and how to promote the understanding and use of many kinds of nutritious foods in the cooking demonstrations done with household caregiver groups. Finally, the agriculture field agents/service providers should also understand nutrition issues and be able to address them with the support from the village health teams.

4. Recommendation 10: Lead Mothers. Nutrition supervisors trained village health teams on using an ASPIRE approach to promote the essential nutrition and hygiene actions in one-day workshops for each lesson. After rolling out messages in a household caregiver group session, lead mothers are then trained in the next lesson for a particular module. Nutrition supervisors are supposed to provide technical backstopping to village health teams during mother care group sessions and backstop them during home visits to strengthen their skills. Because of the large number of communities targeted by Nuyok, however, there are not enough nutrition supervisors to provide timely support to village health teams. During the MTE, lead mothers reported that village health teams do not observe the full session of the household caregiver group, and sometimes they do not backstop them during home visits. This methodology of short duration trainings without timely follow up for poorly performing lead mothers has not been effective in strengthening lead mothers' skills to facilitate household caregiver group sessions with necessary quality. However, peer village health teams have been used to offer immediate backstopping to lead mothers during the household caregiver group training. Also, the MTE found that nutrition supervisors rarely use the quality improvement verification checklists to monitor and correct village health teams. This is a missed opportunity for them to be able to assess the skills of lead mothers and provide remedial on-site training to continue building their skills.

Observations of mock sessions during the MTE demonstrated that lead mothers are at different levels of learning relative to using the ASPIRE methodology and did not know all the content of the Essential Nutrition and Hygiene Actions curriculum. In 2 out of 3 household caregiver group sessions observed by the MTE, new lead mothers did not use the ASPIRE methodology. Some lead mothers also mentioned that they are only using the pictures in the flipcharts to pass on messages since they cannot read the local language. Most village health teams in newly enrolled villages are also new to the Nuyok curricula and have limited knowledge to effectively coach lead mothers to improve their performance.

RECOMMENDATION #10**LEAD MOTHERS**

NUYOK SHOULD STRENGTHEN THE USE OF THE ASPIRE APPROACH BY LEAD MOTHERS TO PROMOTE THE ESSENTIAL NUTRITION AND HYGIENE ACTIONS.

CRS should work with the CDFU social and behavior change officers to draft/adapt scripts for demonstrations, storytelling, dramas, songs during mothers' care group sessions. In order to strengthen illiterate lead mothers' skills in using the ASPIRE methodology, Caritas nutrition supervisors and village health teams should implement more systematic coaching and mentoring sessions with lead mothers, especially those identified with major skills and knowledge gaps.

Caritas nutrition supervisors conducting monthly monitoring visits should use the quality improvement verification checklists to strengthen lead mothers and village health teams' skills. Using the findings from the monitoring visit, the nutrition supervisor should provide on-site remedial training to the village health team member and lead mother. Similarly, the same process should be used by nutrition supervisors in monitoring home visits conducted by lead mothers.

5. Recommendation 11: Latrines. The construction of latrines is a main component of the sanitation strategy for Nuyok, which was changed from Community-Led Total Sanitation (CLTS) to the Home Improvement Campaign (HIC). As outlined in the FY20 PREP, this change was undertaken because of the challenges with triggering, a main component of CLTS. HIC uses clusters to educate communities on latrine construction materials and the technical design of latrines that can withstand poor soil conditions and rain. However, clusters receive varying qualities of training, sometimes get minimal follow-up by overworked WASH staff, and lack the ability to troubleshoot common challenges with latrine construction.

During the MTE, many struggles with latrine construction were reported due to the numerous soil types of the region including rocky, sandy, black cotton, and loose soils that led to broken tools, difficulty digging deep enough pits, and pit collapse. Also, the MTE heard numerous reports of latrine collapse due to termites eating the wooden logs used as crossbeams for mud slabs over pits, water coming up while digging holes to the appropriate depth, and poor soils that cannot support a pit.

Different latrine construction methods were reported during the MTE including circular versus rectangular holes as well as vertical versus sloped walls. Observation of latrine construction showed varying degrees of construction quality in the pit, slab, and superstructure. Many DFSA participants reported challenges with latrine construction, and most did not know how to trouble shoot these challenges. Further, Nuyok staff reported challenges of latrine construction and collapse and requested support from experts to combat these problems.

Overall, sustainability is at risk because the collapse of newly constructed latrines will lead many people to abandon the practice of using a latrine, which will impact the sustainability of ODF status in the communities.

RECOMMENDATION #11
LATRINES

NUYOK SHOULD DEVELOP CONTEXT-SPECIFIC LATRINE DESIGN AND CONSTRUCTION APPROPRIATE FOR THE DIFFERENT SOIL TYPES FOUND IN THE PROGRAM AREA.

Nuyok should bring in technical support from CRS headquarters, a CRS regional office or a short-term consultant to support the WASH team with latrine construction design challenges. This short-term consultant should be recruited as soon as possible since many clusters have already started latrine construction under HIC and need support to build sustainable latrines. The program should also develop a latrine manual or Standard Operating Guidelines for WASH staff and clusters to use in the field. This tool would be helpful for field agents and clusters to ensure that they remember and know what quality latrine construction entails.

More frequent follow-up should be made by WASH staff at all levels to ensure quality latrine construction and to trouble shoot any problems that arise. In addition to the WASH consultant, having WASH staff in the field more often to support field agents and clusters with latrine construction will help to ensure that good quality, sustainable latrines are constructed. Also, this will help to ensure that difficulties due to soil and terrain can be used to adapt technical design options.

6. Recommendation 12: Frontline Staff. In general, the MTE observed a general lack of appreciation in the program for the frontlines. Frontline staff have faced delays in receiving salary payments. Frontline staff also have to pay out of pocket to use local transport when they have not received a bicycle or the bicycle is broken down. Some of the tools and equipment, including bicycles, are perceived to be of lower quality than required. Communications that disrupt work, such as cancellation of a planned training event sometimes come at the last minute, and there are delays or other problems in procurement that affect the work of frontline staff. In general, the MTE found that there are significant numbers of frontline staff who are not enthusiastic about or happy with their jobs. If frontline workers are not happy, satisfied in their jobs, and not supported, the program is challenged to delivering high quality, sustainable outputs.

The Nuyok Senior Leadership Team has made efforts to improve the support to the frontlines by working on improving salary payments and increasing the logistical capacities of the project. More needs to be done, however, particularly to change the program-wide attitudes toward the frontlines. Many of the frontline staff interviewed during the MTE reported that they felt like their efforts were not appreciated, especially given the workload that they face. They felt enormous pressure to achieve targets while not being provided with adequate tools and time to do so.

RECOMMENDATION #12
FRONTLINE STAFF

NUYOK SHOULD WORK ON CHANGING ATTITUDES TOWARD FRONTLINE STAFF ACROSS ALL LEVELS IN THE PROGRAM

To address this recommendation, members of the Nuyok Senior Leadership Team should hold discussions with frontline staff to (1) verify that the MTE observations are accurate and (2) begin to identify actions to change attitudes toward the frontlines. This is an activity that should not be delegated to lower-level supervisors, but should be implemented directly by senior managers themselves to fully understand the situation.

Actions that could result from this process are to stress the message across the project that project technical and administrative support should be seen to be serving the frontlines. Just as the project uses various tools such as score cards to assess how well services are being provided to communities by service providers, the same philosophy can be applied to the provision of technical and administrative support to the program's frontlines. Other actions are to address the major challenges that frontline staff face in order to do their jobs, including salary/stipend payments and the tools and equipment they need, as well as to find ways for frontline staff to feel that they are part of the team, such as holding special events with their participation and implementing recognition programs.

C. THEME C: Sustaining Impact

The Nuyok Program is already halfway through its life, and the MTE team did not find much evidence that the program is systematically thinking about sustainability. The program needs to be more proactive in ensuring that as much as possible is done during the life of Nuyok to ensure that the outcomes being produced by the program are sustained beyond the program life. In the remaining life of Nuyok, the focus across the project should be on systematically thinking about what is required to sustain the impact being achieved by the program.

I. Recommendation 13: Thinking Sustainability. The overall impression with the MTE team is that Nuyok is not thinking enough about sustainable impact. Participants can articulate what kind of support they are getting or expecting to get, but apart from a few groups which will be engaged in some sort of business after the project, few participants could describe what they really planned to do after the program ends. When asked about sustainability, at least some Nuyok staff at the middle level suggested that the GoU will ensure sustainability, and the program will soon start working with them to turn over responsibilities. That is not a very realistic expectation given the limited resources of government. To ensure that outcomes are sustained, Nuyok needs to analyze more deliberately and systematically what is required to sustain outcomes.

RECOMMENDATION #13
THINKING SUSTAINABILITY
NUYOK SHOULD BUILD STAFF CAPACITIES AT ALL LEVELS TO CONTINUOUSLY "THINK SUSTAINABILITY".

“Thinking sustainability” means always thinking about how the project delivers activities, and whether there are better ways to do so that will increase the likelihood that outcomes will be sustained after the project ends. For example, rather than procuring and delivering seed, tools and equipment to participants, the project should look for ways to make these available through established suppliers, so that what project participants see is not a project that delivers goods to them, but a supplier from whom they can get replacement parts and service. This applies not just to the distribution of goods but also to the provision of services and support. Participants, for example, should have names and phone numbers of government or private sector service providers and should have personally met them. This is a much more sustainable approach than simply telling participants about service providers.

The question of doing things in ways that facilitate sustained impact is an organizational culture shift. The FFP resource: *Sustaining Development: A Synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects* provides a good conceptual framework for thinking about sustainability and supporting this shift.

A secondary benefit in making this shift will be that Nuyok staff will be better able to respond to the "expectations syndrome", i.e., communities asking to be given "things" by projects. Giving participants handouts is not very sustainable, and a good understanding of the benefits of sustained impact will enable project staff to be better able to promote and cultivate self-reliance in communities.

2. Recommendation 14: Sustaining Community-Based Monitors (CBMs). CBMs enjoy wide support from the village to the district level. In Abim District, where CBMs formed Parish associations, monitors were enthusiastic, dynamic and confident. Most CBMs observed by the MTE had completed one cycle of monitoring, in the fourth quarter of 2019. Despite their limited duty, they and their communities already reported improvements in the number of teachers in the classrooms, tidiness of school grounds, staffing of health units, and accountability of Water User Committees (WUCs) for funds collected for borehole repairs.

The MTE noted several concerns regarding CBMs, however. First, CBMs have no institutional affiliation so it is not clear who they will report to and who is going to continue to support them after Nuyok is finished. The MTE also noted that the local structures responsible for service delivery enhancement, such as WUCs, Health Unit Management Committees (HUMCs), School Management Committees (SMCs), and Parent Teacher Associations (PTAs) were not participating in monitoring visits. CBMs also did not have copies of monitoring tools or copies of their reports, and no tools existed to document public works and other activities. Since CBMs serve as a form of auditor, their authority should be apparent, and the MTE found that CBMs had no visible form of identification. They also had no means of transportation. CBMs submitted their reports to Nuyok Community Facilitators, who are outside of the district accountability chain. These positions will no longer exist after Nuyok ends, and it is not clear who is to receive CBM reports after Nuyok ends. Because of this reporting structure, communities were unaware of the results of the CBM monitoring visits that had been completed. Communities also lack an advocacy mechanism for receiving feedback on their reports and responses to complaints and grievances concerning access to resources and service delivery.

RECOMMENDATION #14
SUSTAINING COMMUNITY-BASED MONITORS
 NUYOK SHOULD INSTITUTIONALIZE THE ACCOUNTABILITY MECHANISMS AND
 PROCESSES FOR COMMUNITY-BASED MONITORS.

In collaboration with district officials, Nuyok should identify an institutional home for CBMs, and work on building ownership in this institution to use CBM products and be motivated to support CBMs after Nuyok ends. Interviews with lower-level government officials indicated that attaching CBMs to the Local Council 1 or to the Parish Development Committee would enhance their credibility and not compromise their independence. CBM reports should be channeled through this institution to higher levels of local government, and CBMs should be provided with badges or other forms of identification to show their attachment to the institution.

CBMs should be encouraged to form associations at the Parish (Local Council 2) level. Where CBMs jointly conducted monitoring visits as in Abim, they demonstrated confidence, purpose, and credibility. Efficacy was also enhanced because health units are apportioned by Parish.

Nuyok should encourage participation of WUCs, HUMCs, SMCs and PTAs in monitoring and should also support the development of advocacy and feedback loops such as simplified Community Dialogs and Barazas facilitated by CBMs (not project staff). Information sharing and transparency would be improved if communities convened monthly and quarterly public dialogs such as Town Hall meetings. Nuyok should promote Client Charters, which have been recommended by the Ministry of Local Government and Public Service.

3. Recommendation 15: Sustaining MCA Impact. The Nuyok MTE observed MCAs to be enthusiastic and committed volunteers, and most MCAs attributed multiple social benefits to being male change agents, such as community recognition, stronger and closer families, greater love toward and from their wives, improved household hygiene, and reduced health care expenses. There are even examples of demand for MCA services from communities.

However, while MCAs demonstrate high levels of motivation, the MTE found less evidence of other factors predictive of sustainable service delivery, namely, resources, incentive systems, technical capacities, and institutional linkages. Most MCAs were conducting peer education as a “stand-alone” activity instead of integrating it into their daily routine, and several raised concerns about the time and travel required to follow up with their peers. Although some had engaged in ad-hoc collaboration with other MCAs, none had considered whether or how they might organize themselves after the program ends. Finally, the program has yet to link MCAs to the Ministry of Gender, Labour and Social Development, and while this is recommended, key informants from Ministry admitted there were few resources for ongoing technical training and mentoring of MCAs. So, although MCAs expressed optimism about continuing in their volunteer capacities, MCA attrition is likely to become an issue after the program ends.

To help address these gaps, the MTE recommends intentionally embedding MCAs in roles and structures that already demonstrate the key factors associated with sustainability, or that are likely to with additional program support. These include village health teams, SILC groups, CAHWs, youth entrepreneurs running profitable businesses, and Purpose 2 Field Agents supported to become PSPs. MCAs should also include the individuals Nuyok has already identified as Community Influencers, especially traditional and religious leaders. When the Nuyok Program selects new MCAs to replace those who have dropped or to increase the number of MCAs, it should expand the selection criteria to target men in these roles and structures who meet the MCA character requirements.

In some cases, MCAs are already village health team members or members of SILC groups. However, this is coincidental, and the MTE found no evidence of MCAs who are in village health teams using that platform systematically to reinforce the program’s key messages on male engagement in MCHN or on eliminating food taboos and dietary practices that discriminate against women. Nor had MCAs in SILC groups raised the topic of fair, joint decisions about household financial resources with fellow SILC members. Therefore, Nuyok also needs to support MCAs to find ways to promote positive gender norms, customs, and joint equitable decision-making across multiple platforms. It should also use the monthly/quarterly meetings with MCAs to help them define their long-term vision and purpose, and identify the support required, while remaining realistic about the resources the Ministry of Gender, Labour and Social Development will be able to provide post-program.

RECOMMENDATION #15**SUSTAINING MALE CHANGE AGENT IMPACT**

NUYOK SHOULD EMBED MCAs WITHIN THE ROLES AND STRUCTURES WITH THE BEST CHANCE OF CONTINUING BEYOND NUYOK, FOR EXAMPLE, ON VILLAGE HEALTH TEAMS, IN SILC GROUPS, AS COMMUNITY ANIMAL HEALTH WORKERS, PRIVATE SERVICE PROVIDERS, YOUTH ENTREPRENEURS, TRADITIONAL LEADERS AND OTHER “COMMUNITY INFLUENCERS”, AND ASSIST ALL MCAs TO DEFINE THEIR PURPOSE AND LONG-TERM VISION.

The MTE recommends intentionally embedding MCAs in roles and structures that either already demonstrate the key factors associated with sustainability, or that are likely to with additional program support. These include Village Health Teams, SILC groups, CAHWs, youth entrepreneurs running profitable businesses, and Purpose 2 Field Agents supported to become PSPs. MCAs should also include the individuals Nuyok has already identified as Community Influencers, especially traditional and religious leaders. When the Nuyok Program selects new MCAs to replace those who have dropped or to increase the number of MCAs, it should expand the selection criteria to target men in these roles and structures who meet the MCA character requirements. The MTE also recommends developing strategies for supporting all MCAs with dual (or multiple) roles under the program to promote positive gender norms, customs, and joint equitable decision making across multiple platforms.

4. Recommendation 16: Sustaining Purpose 2 Agriculture Field Agents and Community Animal Health Workers. As of February 2020, there has been no systematic analysis of Purpose 2 performance in 2019 for agriculture and livestock, and there is no formulated plan for implementing sustainability/exit strategies, except for the Private Service Provider strategy to support SILC groups. Most of the elements for more efficient markets and value chain integration are available but there are information, communication, networking and logistical gaps, which the program seeks to address. The program implements most activities through assisted implementation such as DiNER Fairs, newly formed large groups such as PMGs and community technical volunteers such as lead farmers and lead couple farmers, all of which have a limited capacities for sustaining program outcomes and lack the capacities for networking and information management. FGDs during the MTE indicated that many PMGs were not able to produce enough surplus to do bulk selling in 2019.

A few of the more enterprising Purpose 2 Field Agents have already started to provide income-generating private services to their communities since they have good local knowledge, are trusted, and have a better understanding on how to improve production and marketing from the training they have received from Nuyok as well as from other previous projects funded by USAID or other donors. There is a draft plan to train the best of the Field Agents to become Agricultural Service Providers (AgSP) and to also include the CAHWs for Private Service Provider capacity building.

RECOMMENDATION #16
SUSTAINING PURPOSE 2 AG FIELD AGENTS & CAHWS
NUYOK SHOULD FORMULATE SIMPLE SUSTAINABILITY/EXIT STRATEGIES FOR AGRICULTURE AND LIVESTOCK WITH THE MOST POTENTIAL FOR SUSTAINABLE IMPACT AND FOCUS ON THE ROLES OF THE FIELD AGENTS/AGSP AND CAHWS TO PROVIDE ESSENTIAL SERVICES AND BECOME PSPS IN THEIR COMMUNITIES.

After the 2020 participatory household assessment has been completed, Nuyok should analyze all of the available qualitative and quantitative information to develop sustainability/exit strategies for the poultry and key agricultural value chains. This should be based on a mapping of agro-ecological and socio-economic potential highlighting the gaps/barriers and how they will be addressed in the short and longer-term. The strategies should focus on the roles of the AgSP and CAHWs as intermediaries between farmers and markets, building capacities for understanding supply and demand and effective marketing. The program should emphasize quality, impact and learning over achieving numerical indicator targets.

Nuyok should then implement a strategy for selecting and building the capacities for the best Field Agents/CAHWs, targeting at least one of each per sub-county, to address the gaps, to find local solutions and to become PSPs. Training, practicing and coaching should be provided with a focus on the four critical factors for ensuring sustainability of outcomes: access to resources, technical and managerial skills, motivation and linkages. The types of fee-for-service services that might be appropriate for AgSP/CAHWs could include organizing agro-dealer/agrovet inputs to farmers, linking/clustering PMGs to bulking centers, buyers, and financial service providers, providing price and market information, and providing technical advice and Business Development Services.

5. Recommendation 17: Water User Committees & Hand Pump Mechanics. Water User Committees (WUCs) and hand pump mechanics (HPMs) are two key components to support increased access to household utilization of safe and clean water. Training and activation/formation of WUCs was reported as delayed while waiting for ERF approvals. As of the MTE, many WUCs had not been contacted or activated by C&D. None of the WUCs interviewed during the MTE had received any training, and many reported frustration with lack of information on the timeline of Nuyok.

It was reported by Nuyok staff that community sensitization on the public private partnership process was done. Some communities were told that they needed to collect 100,000 UGX to contribute to the capital cost of the initial rehabilitation and then needed to collect an additional 200,000 UGX as a subscription fee, which ensured that HPMs with the guidance of C&D would act as a private service provider to deliver operation and maintenance for the borehole for one year. During the MTE, WUCs described knowledge of the subscription fee and its purpose; however, there was still a lack of trust in the public-private partnership model. WUCs described being uncertain how they would contact C&D for repairs and wondered that, if no repairs were needed in the first year, if they could get their money refunded. Also, some WUCs struggled to collect 300,000 UGX for the capital cost and the subscription fee. A major struggle reported by WUCs, almost universally, was how to deal with households that were unwilling to pay for water.

Training of the HPMs was reported as put on hold as they were previously trained. However, according to the FY20 PREP, 75 HPMs will be mobilized by the program in 23 sub-countries over the next year. During the MTE, it was observed that there was some engagement of HPMs with C&D during pump testing, but some HPMs do not know what their future involvement with the program or borehole

rehabilitation will be. The MTE team found that many HPMs requested refresher trainings and some struggled to access spare parts. In Abim District, many villages reported that it was difficult to access HPMs and requested that more HPMs be trained.

Thus, any more delays in working with WUCs will not provide them with enough support to sustain outcomes once Nuyok is finished. Also, while engagement with HPMs has been initiated, it should be increased in the limited programming time left to ensure that they have the resources, skills, relationships, and motivation to continue to provide services.

RECOMMENDATION #17
WATER USER COMMITTEES & HAND PUMP MECHANICS
*NUYOK SHOULD DEVELOP A PLAN FOR WORKING WITH WATER USER COMMITTEES
 AND HAND PUMP MECHANICS NOW.*

Nuyok should implement an engagement strategy for both WUCs and HPMs so both know when C&D will be there and can work with C&D throughout the borehole rehabilitation process. The WUCs should be activated now, and a plan should be developed and implemented for training the WUCs before all borehole rehabilitation has been completed. The training should include, at a minimum, information on roles and responsibilities, management, operations & maintenance, resource collection, and budgeting. Nuyok should identify HPMs that need refresher training and ensure that all districts and sub-counties have access to trained HPMs for future repairs. Nuyok should also facilitate the strengthening of functional relationships between WUCs and HPMs so WUCS know who to contact when a problem arises and HPMs can offer regular operations and maintenance services for rehabilitated boreholes.

D. THEME D: Addressing Major Staffing Issues

Staff turnover in the Nuyok Program is high and is severely affecting the ability of the program to deliver outcomes. The predominant reason is a heavy workload that is not commensurate with the compensation and benefits provided. Earlier recommendations under the theme of scope and scale are working to address the heavy workload. There are other critical staffing challenges that can be addressed to enable the program to deliver results.

I. Recommendation 18: Human Resource Management Systems for Partners. Staff turnover rates are significantly high for Caritas Moroto and Caritas Kotido. Staff are regularly looking for better opportunities elsewhere because the compensation is low and the workload is high in Nuyok. Staff recruitment is managed by the commission for each of the Caritas organizations, and the process of recruitment is slow and usually not very transparent, i.e., it's not always evident why a person has been chosen to fill a position and interviews, at least for Caritas Kotido do not usually include the supervisor for the position being filled. The Health & Nutrition Program Manager in Abim which is the senior position for Purpose 3, for example, became vacant in October 2019 and interviews were held 13 February 2020.

The MTE also observed that staff human resource policies are not always clear and consistent. Lower level staff do not understand clearly their entitlements to salary and benefits. A benefit may be specified in the human resource policies, but it may not be put into practice. For example, the 13th month gratuity mandated in the human resource policy was not paid last year to Caritas staff even though it is a clear entitlement, because CRS disallowed the way that Caritas had calculated the entitlement. Salary increments due to inflation or performance are also irregular and not well understood by staff.

RECOMMENDATION #18
HUMAN RESOURCE MANAGEMENT SYSTEMS FOR PARTNERS

CRS SHOULD PROVIDE SUPPORT TO CARITAS MOROTO AND CARITAS KOTIDO TO DEVELOP MORE EFFECTIVE HUMAN RESOURCE MANAGEMENT SYSTEMS.

To operationalize this recommendation, CRS should revisit the initial organizational capacity assessment that was done at the beginning of the program with special attention on the human resource management systems, identifying current strengths and weaknesses. Capacity building support should be provided to both Nuyok human resource management staff as well as to the commissions for each Caritas to understand effective human resource management, including good policies and procedures to guide effective staff recruitment and compensation and benefits. The goal should be not only to address the current human resource constraints affecting the project but also to build the capacities of these key partners for longer term development.

2. Recommendation 19: District-Based Management. The Nuyok Program represents a substantial step up for both Caritas Moroto and Caritas Kotido in program size. Nuyok is the largest program, by far, in the portfolio of each. While the number of villages is similar between the Caritas Moroto Districts of Napak, Nakapiripirit and Nabilatuk and Abim District under Caritas Kotido, the number of targeted participants is quite different, i.e., 76% and 24%, respectively. The former is also a very difficult context in which to implement development interventions, with economic activities limited and communities still making a transition from pastoralist to agro-pastoralist livelihoods. This combination of high participant targets in a difficult context makes the management challenges more extreme. In addition, and probably partly because of this situation, the high turnover with senior Nuyok positions in Caritas Moroto has amplified the management challenges. Meanwhile, in Abim District, having a senior Nuyok Coordinator responsible for a single district has been more effective for planning, on-site problem solving and decision-making.

The Nuyok Senior Leadership Team has already started working to address this challenge by discussing how to adapt a successful management model from the Democratic Republic of the Congo that will improve implementation.

RECOMMENDATION #19
DISTRICT-BASED MANAGEMENT

AS THE NUYOK SENIOR LEADERSHIP TEAM CONTINUES TO ADAPT THE DRC MODEL FOR NUYOK, THE PROCESS SHOULD ENSURE THAT THE DISTRICTS UNDER CARITAS MOROTO (NAPAK, NAKAPIRIPIRIT AND NABILATUK) HAVE A SENIOR POSITION WHO IS BASED IN THE DISTRICT.

The Nuyok District Coordinator position should be responsible for coordinating district operational planning, district-level problem solving and decision-making, as well as representation with district authorities, coordination of operational support and facilitation of project technical assistance where it can have the most impact. Given the need to accelerate project planning, implementation, decision-

making, problem-solving and recruitment for this position, it would be more efficient for this position to be allocated to CRS.

3. Recommendation 20: Parish-Based Cross-Purpose Integration Team Leader. The Nuyok Program is quite tubular, or siloed, by purpose, especially going down to the frontlines where eight different types of frontline staff are going to communities where all purposes are being implemented, independent of each other. Cross-purpose integration, which refers to how households are benefitting from multiple interventions across purposes in a strategically coordinated manner, is critical to using resources efficiently to achieve maximum impact. The DRC model that the Nuyok Senior Leadership Team is adapting will address cross-purpose integration at the district-level. The Abim management team has also started facilitating discussions at the sub-county level to facilitate better cross-purpose integration, but could use help from vision leaders in the project. There is also a need to facilitate better cross-purpose integration closer to the frontlines. While it is expected that the process that the Senior Leadership Team is using will eventually get down to the frontlines, there may be a way to make a relatively simple and quick change in order to facilitate better cross-purpose integration at the frontlines.

RECOMMENDATION #20
PARISH-BASED CROSS-PURPOSE INTEGRATION TEAM LEADER
NUYOK SHOULD DESIGNATE A TEAM LEADER IN EACH PARISH TO BE RESPONSIBLE FOR FACILITATING CROSS-PURPOSE INTEGRATION AMONG STAFF BASED AT THIS LEVEL..

One of the current staff should be designated to fill this position, and her/his workload should be reduced to be able to undertake this function. Orientation and training on the function should be provided, i.e., what does cross-purpose integration mean, why do it, and how does it look at the frontlines.

4. Recommendation 21: WASH Staffing. The MTE observed that, relative to the scale of the WASH work that is planned and already behind schedule, WASH staffing numbers are insufficient to achieve the plans in the time remaining. The staff constraint is not a new issue for Nuyok, and notes in the FY19 IPTT reported that the reason that the sanitation targets were not met was because of “low staffing to reach 524 villages”. All levels of WASH staff from field agent to WASH Officers reported in the MTE that they were overburdened and pressured to meet high targets. WASH field agents reported that they felt that they had too many villages to visit per field agent, and some reported that the distance to the villages was far. WASH staff also reported that WASH as compared to other purposes struggled because their work required them to visit each individual household in a community to verify data, to discuss concerns, and to follow-up. Household visits were reported as being very time consuming.

WASH staffing and village distribution is different between the two Caritas offices. Caritas Moroto has 4 layers of WASH staff, including a WASH Manager, three WASH Officers, four WASH Mobilizers, and 27 WASH field agents for 282 villages over 3 districts. Caritas Kotido, on the other hand, has one WASH Officer and four WASH Supervisors to cover 242 villages in one district. For Caritas Moroto, the FY20 PREP indicated that two additional WASH staff were to be hired, although the level of these staff is not clear. For Caritas Kotido, a request for more staff was submitted to the COP on February 6.

RECOMMENDATION #21**WASH STAFFING**

CONSIDERING THE DELAYS IN WASH PROGRAMMING, THE AMBITIOUS WASH TARGETS, AND THE HOUSEHOLD DATA COLLECTION BURDEN, WASH STAFFING IN NUYOK SHOULD BE INCREASED.

Expanding the number of WASH staff will increase Nuyok's capacity to implement sustainable WASH interventions and to meet the targets. Specifically, WASH staffing plans should focus adding on-the-ground staff for Caritas Kotido including adding two more layers, Community Mobilizers and Field Agents, of WASH staff. Nuyok should assess the workload for current field agents in Caritas Moroto to ensure that they are comfortable and confident with the level of work. If needed, the number of villages per field agent should be reduced. Nuyok should allow for joint monitoring of WASH data at the household-level to alleviate the monitoring burden for WASH staff. This could include allowing other purposes to collect WASH data during their monitoring.

V. HIGHER LEVEL OBSERVATIONS

The MTE identified a number of other observations that go beyond the capacity of the Nuyok Program to address but may be of interest to CRS, Nuyok stakeholders and FFP.

A. Facilitation (Cash Reimbursements to GoU Staff)

For over three decades, according to one Chief Administrative Officer who was interviewed during the MTE, NGOs have been providing cash reimbursement to GoU staff for expenses associated with GoU staff attending NGO-organized events. It is logistically easier to provide cash reimbursement for travel, lodging and per diem than to organize logistics, but the cash supplement to income that this represents for GoU staff has over-ridden the principle of reimbursement for out-of-pocket expenses for which this was originally intended. Consequently, questions of sustainability and competition between NGOs for the attention of GoU staff have come into question.

In late February of 2019, the Local Development Partners Group (LDPG) in Uganda, an apex forum with representation from multi-lateral and bi-lateral donors investing in Uganda organized to facilitate coordination on development issues, announced a new policy in a letter to the Prime Minister on allowances for GoU officials participating in Development Partner-funded activities, programs and events within Uganda. A key feature of this policy is that "the sending organization is expected to cover all costs related to participation, including per diems and travel reimbursements". In Mid-November 2019, the American Ambassador sent a letter to the Prime Minister indicating that the policy described by the LDPG will be implemented in all USAID-funded projects beginning January 1, 2020. As of that date, the Nuyok Program is no longer providing cash reimbursement for travel, lodging and per diem for GoU staff attending Nuyok-sponsored events.

In the policy, there are opportunities for providing in-kind "facilitation" to GoU staff for "special circumstances", but the process for implementing this is still evolving. In any case, although the Prime Minister has not yet communicated a position on the policy to district-based GoU staff, it is expected now that travel and lodging costs will be covered by the GoU when they send staff to attend a Nuyok-sponsored event that falls outside of their normal workplan. The MTE team was asked to investigate the implications of the new policy for project implementation

When the policy was first enforced, Nuyok staff reported that meetings and workshops ended with tempers flaring. Since then, GOU staff have withdrawn from participation with Nuyok. In some case,

they will not attend a meetings/workshops at all or will send a very junior staff member, when in the past senior members have attended such events. Nuyok staff also reported that GoU staff are indicating more often now that they are unavailable for even smaller meetings and consultations, and there are indications that they are slowing other work down, such as reviewing, for example, Nuyok manuals and theater skits that require their approval. Nuyok frontline staff have also heard, off the record, that village leaders (Local Council I chairpersons) have been openly criticizing the project since the facilitation has been suspended. At the moment, it is mainly the USAID-funded projects which have suspended the facilitation, while other donor-funded projects have continued providing allowances, so the GoU staff have clearly shifted their attention to these other organizations.

The objective of the policy is to facilitate better sustainability of development investments and to encourage GoU self-reliance. For this objective to be achieved, however, a number of systemic changes are required. The policy states that the GoU should cover expenses associated with any event that is related to the "core functions" of the GoU. Core functions is a very broad term, referring to, for example, provision of basic services, maintaining a regulatory framework, generating foreign exchange, and ensuring social protection for citizens. No government is able to fund everything associated with its core functions. What a government chooses to fund is its "core business", as reflected in the budgeted national and district development plans. For the policy on facilitation to be effective, the GoU needs to see value in revising district budgets to accommodate per diem and travel reimbursement related to NGO-implemented projects. These projects should be designed in collaboration with the GoU, so that projects are clearly contributing to the GoU's "core business", e.g., project targets and district development plans coincide, and ideally GoU budget commitments need to be reflected in project budgets as a GoU contribution. In addition, fiscal leaks needed to be plugged so that the GoU has more resources to dedicate to core business, and GoU staff salaries need to be increased, so that these staff are not pressured to find other sources of income, such as project-provided cash facilitation, to meet family needs. Imposing this policy midway through the life of the Nuyok Program may not have the desired effect and could have serious negative effects on the support and participation of the GoU in Nuyok.

B. USAID Regulations

Programs like Nuyok are required to comply with a multitude of USAID regulations. These include the requirements specified in the Cooperative Agreement, such as approval of implementation plans, approval of key personnel, refinement of M&E Plans, refinement of the ToC, Logframe and IPTT, refinement and approval of the SOWs for research including evaluations, approval of research reports, and refinement of the PREP. It also includes general requirements associated with USAID-funded activities such as environmental compliance and obtaining approvals for branding/marketing activities. Much of the time during the first year of implementation of the Nuyok Program, in addition to staffing and other start-up efforts, was dedicated to developing the deliverables associated with these regulations, and significant review processes were required with back and forth communications between CRS and USAID Washington or CRS and USAID Uganda as additional issues emerged along the way¹⁰. Time is at a premium in the Nuyok Program because it is a very large and complex program, and the level of effort required to meet these requirements is substantial. Senior staff in Nuyok have to make decisions on where best to allocate their time to ensure effective implementation while also meeting USAID requirements. Without hiring additional senior-level staff to meet these demands, sometimes the latter gets delayed in order to achieve the former. Future programs should ensure that there is expanded capacity within the program to both implement effectively and meet USAID

¹⁰ Some examples include the full set of M&E materials submitted on March 27, 2018 and approved on February 12, 2019; the IEE submitted on January 31, 2018 and approved on August 16, 2018; the ERF for borehole rehabilitation submitted on January 12, 2019 and approved on June 18, 2019; and the refinement of the graduation pilot which began on April 5, 2018 and approved on June 18, 2019.

regulations, with, for example, a position dedicated to USAID compliance. USAID may also see value in expanding its technical support to programs to enable them to meet requirements in a more timely way.

C. Direct Implementation

CRS had no experience in Karamoja before beginning implementation of Nuyok and, given international commitments to working with Caritas wherever possible, CRS chose to assign implementation responsibilities completely to two local Caritas partners with limited experience implementing large multi-sectoral food security programs. Both of these local partners certainly have knowledge of the local context in Karamoja but have never implemented a program as large as Nuyok. As indicated with the range of recommendations provided by the MTE, this has resulted in numerous challenges for Nuyok. In the future, if a similar situation should arise, CRS may want to consider acquiring first-hand implementation experience by implementing activities directly in some part of the program area. In Nuyok, for example, it would have been invaluable for CRS to directly implement in one of the four districts, such as Napak. Caritas Moroto could have been responsible for Nakapiripirit and Nabilatuk while Caritas Kotido would have been responsible for Abim District. The first-hand experience in Napak District would have given CRS a better understanding of the context, the implementation challenges, and the impact being generated by the project, while also providing a laboratory for testing and adapting approaches and making adaptive learning decisions.

VI. CONCLUDING REMARKS

The MTE found that the Nuyok Program has established an extensive platform of groups and participants upon which to implement activities to induce behavior or systems change. In order to be able to do this effectively, however, the program needs to reduce and redirect the workload of staff, especially at the frontlines, to enable them to be able to provide the necessary training, mentoring and accompaniment to ensure that change occurs. The program needs to also expand its efforts to ensure that these staff have the skills, tools and support to be able to do their work effectively, and the Nuyok program also needs to think more systematically about sustainability to ensure that outcomes are sustained beyond the life of the program.

Nuyok Mid-Term Evaluation PRIORITY RECOMMENDATIONS

REDUCING SCOPE AND SCALE (6)

RECOMMENDATION 1 (Focus on Male Change Agents): Nuyok should shift resources away from Community Influencers/Community Dialogues and Women Leaders activities to the MCA approach, which is demonstrating potential for creating impact in the time left.

RECOMMENDATION 2 (Natural Resource Management/Community Assets): Nuyok should drop NRM and Community Assets (Public Works) activities for which environmental approvals are not anticipated to be obtained by June 2020.

RECOMMENDATION 3: (Conflict Mitigation & Management/Social Cohesion): Nuyok should transfer implementation of CMM/Social Cohesion from Purpose I to Foundation Purpose Governance.

RECOMMENDATION 4 (WASH in Schools): As the hardware side of this activity has not yet been rolled out, Nuyok should discontinue school WASH construction activities and focus on other WASH activities that are delayed.

RECOMMENDATION 5 (Highly Food Insecure Villages): In villages with limited sources of food and income and especially stressed for water, Nuyok should focus on water supply, farming (livestock and agriculture) and SILC interventions in the remaining life of Nuyok.

RECOMMENDATION 6 (Pilot Research): Nuyok should pivot from conducting research on the REAP and YouthBuild projects to smaller, faster qualitative studies using local researchers or in-house experts to generate learning that can be used immediately to strengthen programming.

IMPROVING PROGRAM QUALITY (6)

RECOMMENDATION 7 (Gender Programming): Nuyok should support Foundation Purpose frontline staff to make a greater contribution to program quality by thinking about quality during implementation.

RECOMMENDATION 8 (Purpose I Programming): Nuyok should improve staff focus and support under Purpose I.

RECOMMENDATION 9 (Integrating P2 and P3): Nuyok should formulate a detailed strategy to integrate P3/Nutrition and P2/Food Production with all of the key players with a focus on knowledge, behavior change, measurable impact and sustainable access to inputs and technical assistance.

RECOMMENDATION 10 (Lead Mothers): Nuyok should strengthen the use of the ASPIRE approach by lead mothers to promote the essential nutrition and hygiene actions.

RECOMMENDATION 11 (Latrines): Nuyok should develop context-specific latrine design and construction appropriate for the different soil types found in the program area.

RECOMMENDATION 12 (Respecting Frontline Staff): Nuyok should work on changing attitudes toward frontline staff across all levels in the program.

SUSTAINING IMPACT (5)

RECOMMENDATION 13 (Thinking Sustainability): Nuyok should build staff capacities at all levels to continuously “think sustainability”.

RECOMMENDATION 14 (Institutionalizing Community-Based Monitors): Nuyok should institutionalize the accountability mechanisms and processes for Community-Based Monitors.

RECOMMENDATION 15 (Sustaining Male Change Agent Impact): Nuyok should embed MCAs within the roles and structures with the best chance for continuing beyond Nuyok, for example, on Village Health Teams, in SILC groups, as Community Animal Health Workers, Private Service Providers, youth entrepreneurs, traditional leaders and other “community influencers”, and assist all MCAs to define their purpose and long-term vision.

RECOMMENDATION 16 (Sustaining Purpose 2 Agriculture Field Agents and Community Animal Health Workers): Nuyok should formulate simple sustainability/exit strategies for agriculture and livestock with the best chance for sustainable impact by building the capacities and empowering Agriculture Field Agents and CAHWs to become PSPs in their communities.

RECOMMENDATION 17 (Start Working with Water User Committees & Hand Pump Mechanics): Nuyok should develop a plan for working with WUCs and HPMs now

ADDRESSING MAJOR STAFFING ISSUES (4)

RECOMMENDATION 18 (Human Resource Management Systems for Partners): CRS should provide support to Caritas Moroto and Caritas Kotido to develop more effective human resource management systems.

RECOMMENDATION 19 (District-Based Management): As the Nuyok Senior Leadership Team continues to adapt the DRC model for Nuyok, the process should ensure that the districts under Caritas Moroto (Napak and Nakapiripirit/Nabilatuk) have a senior position who is based in the district.

RECOMMENDATION 20 (Parish-Based Integration Team Leader): Nuyok should designate a team leader in each parish to be responsible for facilitating cross-purpose integration among staff based at this level.

RECOMMENDATION #21 (WASH Staffing): Considering the delays in WASH programming, the ambitious WASH targets, and the household data collection burden, WASH staffing in Nuyok should be increased.

**Nuyok Mid-Term Evaluation
ADDITIONAL RECOMMENDATIONS**

Following are observations and additional recommendations generated by the MTE that did not make the short-list of prioritized recommendations. These are still useful, however, for improving the effectiveness and efficiency of the program.

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FOUNDATION PURPOSE - GOVERNANCE

Observations. Bypassing statutory and institutional structures like LCI committees to create parallel structures like VDMCs has diverted technical assistance and capacity-building from government and traditional structures. Parish Development Plans were little more than laundry lists of needs, and information-sharing and communications at lower-level government were informal, infrequent, opaque and rumor-prone. TLs were marginalized in Nuyok structures and activities and their influence was not being leveraged. Given exploitative mining, alcoholism, and other social problems in Karamoja, deterring harmful traditional practices and emphasizing Good Practice was important, but not receiving due consideration.

RECOMMENDATION B-1 (Capacity Building for LCI & LC2): Nuyok should provide technical assistance and capacity-building to LCI and LC2 structures. This support could include elements of leadership training, communications, meetings protocols, consensus, advocacy, accountability and transparency, budget monitoring and social cohesion. It could also include development planning at the village, Parish and Sub-County levels. Nuyok should also involve TLs in project structures and activities. For example, the project could invite elders to participate in technical trainings or to serve on committees of local structures. To deter harmful practices and to promote healthy practices, Nuyok could support the annual Karamoja Cultural Day in September to disseminate behavior change messages. Monthly or quarterly dialogs/barazas for Nuyok activity report-outs by sector would also be advisable. Such meetings could be chaired by Village Chiefs, LC3s and Sub-County Chiefs. For motivation and solidarity, recognition and awards ceremonies organized by communities for adoption of healthy practices should be encouraged.

Observations. The “DAC” model is solid, well-liked is producing results, but needs refining. The Leadership Training Action Plans lack milestones, deadlines, results and next steps; the lower-level government layers are the fulcrum of Nuyok and the springboard for sustainability, but LCI, LC2, and others, e.g., youth leaders (at the Sub-County level) have not benefitted from the training; the leaders trained as TOT are underutilized; and Client Charters, which are prescribed by the Ministry of Local Government and the Public Service, are undervalued and underutilized.

RECOMMENDATION B-2 (Refining the DAC Model): The Leadership Training technical advisor based in Kampala should make quarterly follow up visits to the project districts to ensure that Nuyok staff accompany, coach and mentor the trainees, check progress, and hear from indirect beneficiaries, i.e., community members to gauge the impact of the intervention. Focus participant Action Plans on ways and means to improve nutrition and food security in the districts, and utilize the Client Charters to improve service delivery and strengthen accountability mechanisms and processes.

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FOUNDATION PURPOSE - GENDER

Observations. Training MCAs together with their wives has been effective for challenging the entrenched attitudes about gender roles and relationships, and has opened the door for Nuyok to deliver gender-transformative programming. MCAs reported that being trained with their wives had built trust and increased their empathy for their wives, and made it easier for both to apply what they had learned. Some MCAs said that their wives were so enthusiastic, they started sharing what they had learned at the training with their female friends—which was helping create demand for MCA services at the village level. And although the MTE was unable to confirm, MCAs from polygamous households asserted that their trained wives had shared what they learned with their co-wives, minimizing any jealousy and tension caused by inviting only one wife to the training. Currently however, there are no plans for continuing to engage MCAs together with their wives or engaging wives separately—which could result in missed opportunities for extending the impact of the MCA training.

“If we had trained the Male Change Agents without their wives, the changes wouldn’t have come.”
 —Nuyok Program staff

“Train couples together, and train them in business and money management.”
 —Women program participants (mixed activities), when asked what Nuyok could do to increase women’s control of decisions and resources

RECOMMENDATION B-3 (MCAs & Wives): Increase the opportunities for training and coaching MCAs together with their wives, and for supporting wives who are emerging as informal “Female Change Agents”.

- While it may be too late to include wives in the upcoming training on MCHN and WASH (MCA curriculum II), the program should consider inviting wives to the monthly MCA reflection meetings wherever appropriate, as is happening in Nabilatuk District. Nuyok should also consider organizing refresher training for MCAs and wives, adapting training modules from CRS’ The Faithful House approach, which was appreciated by Nuyok participants before being dropped early in the program.
- Community Facilitators should take advantage of monitoring visits to MCA households to understand the role wives may be playing in promoting gender equality, and to avoid missed opportunities for the program to support them. The program should identify where MCA wives are involved in other Nuyok activities, e.g., as Lead Mothers or members of SILC and PMG groups, or VDMCs, and support wives to use those other platforms for sharing how gender roles and relationships are changing in their households.

Observations. The Nuyok MTE found that MCAs have expanded awareness of gender and power, and men are more involved in MCHN and WASH. But in their peer education and as individual role models, MCAs have focused on relatively low-intensity and/or one-off behaviors, such as accompanying their wives to ANC visits and building household latrines. Although gender roles may be shifting in the right direction, the MTE evidence suggests that so far, this shift is taking place without significantly altering the underlying, unequal gendered power dynamics within couples and families (relationships) that perpetuate household food and nutrition insecurity, as summarized below.

- *No measurable reductions in women’s time poverty:* Few MCAs mentioned helping wives with farming or fetching water or firewood—among the most time- and labor-intensive household activities.¹¹ This observation is consistent with the results of Nuyok’s FY19 annual survey which found that despite frequent reports of “positive gender norms and customs”,¹² three out of four respondents

¹¹ Nuyok Gender and Youth Analysis, 2018; and Nuyok Program Participant-Based Survey Report (draft), 2019

¹² The Nuyok Program considers “positive gender norms and customs” to include men sharing responsibility for cooking, childcare, cleaning, fetching water/firewood, and building shelters (incl. latrines) with their wives, and accompanying their wives on ANC visits. Over three quarters of the FY19 annual monitoring survey respondents (n=308) reported that men participated in at least three “positive gender norms and customs”.

perceived that men provided little or no assistance to women with the household's most time-consuming activities.¹³

- *No tangible increase in women's control over household decision-making:* Few MCAs mentioned joint decision making with wives. Those who did usually described sharing decisions about seeking maternal and child health care (which their wives used to make alone), or conflated sharing decisions with sharing household chores. They rarely described sharing control over decisions about money or economic resources with their wives—whereas the Nuyok Gender and Youth Analysis found, and the MTE confirmed, that women's limited influence over important household decisions and resources is a persistent barrier to improved food and nutrition security.
- *No significant changes in intra-household allocation of food:* Men and women confirmed, it is still customary for women to serve men larger portions of food at meal times, especially meat. Men acknowledged that this put women at a nutritional disadvantage, but failed to describe what they had done to change the dynamic.

RECOMMENDATION B-4 (Increase the Focus on Transforming Unequal Intra-Household Power Dynamics): In addition to promoting a shift in gender roles, increase the efforts to transform the unequal power dynamics between husbands and wives (strengthening relationships). Through additional training, coaching, and/or the program's other SBCC channels, including the community influencers that the program continues to support, challenge MCAs and their peers to model behaviors that have a greater, positive impact on women's time poverty and control of resources—and which address critical gaps in the food and nutrition security context in the four districts. For example, encourage MCAs and peers to commit more time and labor to farming and growing kitchen gardens, and to be proactive in supporting women's and girls' consumption of diverse and nutritious foods—including the animal-source protein of which they often deprive themselves. As above, adapting modules or methods from The Faithful House approach, especially those related to fair, joint decision making, may be helpful for operationalizing this recommendation.

Observations. Although transforming unequal gendered power dynamics is essential to achieving sustained improvements in food and nutrition security in the Nuyok geography, the program's MEAL system is limited in its ability to detect and accurately monitor changes in these dynamics, and to generate relevant information for improving the program's gender-transformative strategies.

- *Measuring and monitoring women's participation in community decision making.* Instead of measuring women's participation in community decision making (Indicator #21) using the methods described in the PIRS, the program measured it through the FY19 annual survey, by asking women respondents if they were members of local governance structures. Membership in these structures is capped under 20 persons, so measuring Indicator #21 this way will always result in an extremely low percentage.¹⁴
- *Measuring and monitoring women's control over important household decisions.* Community Facilitators are responsible for monitoring MCA progress on "shared decision making" but only if it is an MCA's behavior change goal. Monitoring forms are ill-suited to capture details on the types of decisions shared and there are no standardized definitions for what constitutes progress. The MEAL system has no other methods for monitoring (or evaluating) changes in women's decision-making control.
- *Tracking unintended negative effects of program activities on women and girls.* FGD participants and key informants were unable to describe how they would report problems, besides telling program staff, and were entirely unaware of the telephone hotline. Though women reported no major negative

¹³ Nuyok Program Participant-Based Survey Report (draft), 2019

¹⁴ Ibid. The survey found only 5.2% of women respondents were members of Nuyok-supported local governance structures, versus the FY19 target of 35%.

effects from program participation, some said that the promotion of wooden livestock crushes had created additional work for them, because they were responsible for replacing termite-infested logs. One MCA also reported that before the training, his wife would sell maize without consulting him, but now he had gotten involved in that decision. Although it was difficult to draw conclusions, this highlights the importance of monitoring to ensure “joint household decision making” is not misappropriated by men as a strategy for reducing women’s decision making control.

RECOMMENDATION B-5 (Qualitative Data to Monitor Changes in Women’s Control):

Nuyok should consider collecting qualitative data to monitor changes in women's control over decisions and resources—at both the household and community level. At the household level, explore using tools like the one used for Nuyok’s initial Gender Analysis¹⁵ or adaptations of Harvard’s gender analytical framework, which measures women’s and men’s relative positions of power across different types of decisions and was used by CRS in a previous DFAP.¹⁶ Revisit methods for calculating Indicator #21 to avoid underestimating women’s participation in community decision making, and consider qualitative monitoring of how women’s participation is translating into gender-responsive priorities in community plans. Empower frontline staff to play an active role in tracking unintended negative effects (Recommendation #7).

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PURPOSE I - DRR/RESILIENCE

Observations: There is much confusion under early warning roles, responsibilities and activities and realistic targets with the amount of time left in the Nuyok program. e.g. need for an MOU with Uganda Met office, developing Early Warning Bulletin, EW Platforms. The focus activities should be on community-based EW training, drill and actions tailored to the village disaster risks. There should be linkages to early actions the village community members can take to government early warning. Nuyok and the village members should not be creating early warning systems. Rather they should focus more on DRM early warning action activities such as disaster exercises, drills, evacuation plans, communication actions, and so on. In some districts the IWRM staff are responsible for the early warning DIP activities.

RECOMMENDATION B-6 (Early Warning Early Action): Delete the current EW activities as described in the DIP and the CRS Custom indicators (keep FFP IPTT indicator). Tailor new DIP activities under DRR activities focused on early warning end user actions, e.g. community-based early warning system training, drill and actions relevant to village disaster risks.

Observations: Resilience is not a sector but what Nuyok is trying to achieve. Nuyok technical staff could benefit from linkages with Mercy Corps counterparts and USAID mission related expertise in resilience. Community resilience beyond the life of the project is of utmost importance. To that end, functional community-based committees that are sustainable are crucial. Resilience is not just a responsibility or function of PI, rather the Nuyok technical narrative and TOC should reflect that it is mainstreamed as an outcome that Nuyok is hoping to achieve.

RECOMMENDATION B-7 (Resilience): Recommend that the senior leadership team of Nuyok collaborate with Mercy Corps Resilience Lead, USAID Mission Resilience Framework for Horn of Africa and Karamoja Resilience Support unit (karamojaresilience.org). Further, recommend resources are providing for the gathering of Nuyok Resilience Working Group meetings and representation from

¹⁵ Described in the Nuyok Program Gender and Youth Analysis, Annex III

¹⁶ The Fararano Program, implemented by CRS/Madagascar.

Foundation and Nuyok senior leadership team. Encourage Nuyok senior leadership team to look at resilience capacities as mainstreamed throughout.¹⁷

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PURPOSE 2 - LIVELIHOODS

Observations: Many households do agriculture and keep livestock and members of the same household belong to both PMGs and Livestock groups. Field Agents are very busy recruiting and providing very basic training to large numbers of people in the same villages. In many cases, PMGs could identify the members of the committee but not the Lead Farmer.

RECOMMENDATION B-8 (Entry Into New Villages): Nuyok should use adaptive approaches based on context to maximize the livelihood-nutrition impact. In the new villages, the project should concentrate on those with Purpose 3 activities and encourage Purpose 3 participants to join livelihood activities. Form groups of 20-30 (better to have 20 motivated farmers than 30 unmotivated ones) farmers and identify a lead farmer to implement a model agriculture pilot and encourage lead farmers from the same household to work as couples to ensure better sharing of workload and decision making and to act as role models. If there is interest in livestock, Nuyok should identify a separate lead couple farmer to demonstrate best practice for all livestock and form a separate group if needed, emphasizing poultry. The project should also include pro-active MCA involvement in agriculture and livestock activities so as to promote and demonstrate better gender roles.

Observations: Project participants have high expectations that Nuyok, as in previous projects, will provide them with material items and do things for them. This attitude is often reported by staff and it was encountered by the MTE team. This is compounded by a rushed initial implementation phase to rapidly achieved indicator target numbers, not taking enough time to explain the more participatory nature of the project and to pay attention to the quality of the interventions. There is also a natural reluctance to pay for what had often been free services (project or government provided).

RECOMMENDATION B-9 (Incentive-Based Programming): Introduce a friendly competition with rewards approach for good performance as CRS has had successful experiences in other contexts (Go Green, etc.). The project, participants and key stakeholders jointly set individual (such as LF/LCF) and group goals and objectives and use joint monitoring/scoring. So as not to raise expectations but provide motivation, small but practical rewards for best performance should be announced at the beginning (especially labor saving ones such as Post Harvest equipment and ox-plows).

Observations: The livestock sector is suffering from annual outbreaks of Foot and Mouth Disease (FMD), paralyzing cattle and goat production and marketing, widespread animal rustling. About half of the Livestock Groups (LG) have built and used self-made wood crushes to treat animals regularly during herd health days and some CAHWs derive income from the preventive treatment (project-supported) and from curative treatment (not project-supported) of animals. Nearly all households keep poultry but suffer from devastating outbreaks of poultry diseases, especially Newcastle Disease, though vaccines and drugs are available nationally though the supply is fragmented. There is always a good market for poultry and poultry products, especially during FMD outbreaks.

RECOMMENDATION B-10 (Consolidation of Livestock Interventions): After the initial roll-out and support of better livestock management and herd health days through the Livestock groups and CAHWs, limit project involvement and place the responsibility from the beginning on the Livestock

¹⁷ Currently the Resilience Technical Working Group is made up of Officer and above from the Resilience team plus District Government Water Officer, NR Officer, CDO and they have met twice.

Groups, lead couple farmers and CAHWs to organize the herd health days with government extension worker support if possible. Focus on improving and spreading poultry raising with the assistance of lead farmers, lead couple farmers, lead mothers, village health teams, CAHW and poultry vaccinators beyond the planned Newcastle disease vaccination initiative. The poultry activities should focus on women, especially P3 women and also youth as it is a low-cost and quick-return activity. It may be relevant to do a few demonstrations of Kuroiler chicken raising as a business activity and, if successful, to empower Field Agents/CAHWs to disseminate the practice.

Observations: Nuyok has been very busy establishing PMGs and creating value chain linkages to satisfy project quantitative indicators. A quantitative survey of intervention performance was conducted after the MTE in early 2020 and the 2019 PABS did not cover P2 activities. There are a few agro-dealers in each district and of varying quality. Commercial companies are available for supplying inputs, crop buying and some offer embedded technical support. Most do not have a base in Karamoja, need minimum product quantities of specific quality and low transaction costs (information, transport) to move into project areas and WFP is also a significant local buyer. Farmers state that the two main constraint to growing more crops are a lack of access to ox-plowing services and the cost of labor. Some farmer groups were already existing primarily for labor sharing. Farmers readily use local markets to sell their crops to satisfy cash needs or to buy local seed when needed. KII with key stakeholders (such as District Commercial Officers, agro-dealers, bulking center management) seem to indicate that market/price information is well known. Many key informants mentioned that so far the PMG crop output has been too small for bulk sales and that the quality of the training materials and delivery is too theoretical and general. This was confirmed through a document review and further information triangulation.

RECOMMENDATION B-11 (Consolidation of Crop Value Chain Interventions): Introduce a system of PMG clustering and production planning for specific value chains around aggregating and bulking centers to avoid spreading out to too many villages and PMGs, diversifying to too many crop types and to ensure sufficient crop quantities of good quality for bulk sales. This should be initially managed by the AgSP in coordination with the bulking centers. Review the plan to contract private market information service providers (Akorion, etc.) to ensure that maximum usefulness would be transferred to the AgSPs sustainably, that they would provide real added-value (weather forecasting, pest and disease outbreaks early warning, etc.) and not just be an activity to satisfy project indicators. It may be that these external services are not required or that their scope of works be modified. Use simple teaching aids with practical examples and exercises (including simple cost-benefit analyses), more graphics and using role models/demonstrators based on experiential learning. Review the labor-saving component by first defining how to have the most sustainable impact and not focus on indicator numbers. For example, some of the resources for the 200 threshers (IPTT) might be better used on increasing access and availability of ox-plowing services.

Observations: PMG members in the same group range from those at the subsistence level, unable to have a marketable surplus, to those that can invest in value chain activities. The project has so far focused on the demonstration of purchasable improved seed in combination with improved techniques without comparison learning. Farmers in FGD often list the same “new” techniques such as row planting, seed spacing and density and mulching, which were also learned in previous projects but few could explain what is improved or certified seed and why it might be worth buying or other techniques such as using PICS bags.

RECOMMENDATION B-12 (Enhancing Food Security). Implement village demonstration plots and Lead Farmer model plots. The demo plots will use both improved and traditional seed varieties for comparison and learning purposes while the LF model plots can use only improved seed or a combination. The demo and model plots need to demonstrate new techniques, at least: 2 new agricultural/CSA/NRM, one new livestock friendly, one new integrated pest management and one new

PHH. Ensure that this experiential and organized like a Farmer Field School with objective setting, regular monitoring, measuring and learning.

Observations: The SILC groups are generally working well though with difficulties during the lean season and at a low level of savings (about \$1/month) and are well accessed by project participants. Few loans are used for IGAs and some groups do not have a secure cash box. The main money-making activities to pay for the savings' share were: brewing sorghum beer; collecting firewood, thatch and poles; farm labor; charcoal or brick making; etc.. with little evidence of income diversification. The few share-outs to date show an emphasis on buying livestock and accessing plowing services other than paying for school and other household consumption expenses. The graduation of first cohort of 53 SILC PSPs is planned for March 2020 and each will start and support 8 new groups annually. Although the majority of members are women, the overwhelming majority of ledger keepers are men.

RECOMMENDATION B-13 (Consolidation of SILC Interventions). Harmonize policies and good practices for SILC groups and PSPs across the project (a small practical way to assist is for SILC supervisors to change the groups they support on a regular basis). Ensure that all groups have a secure box, that groups do not share-out in November-December but rather in February-March or other more propitious times (second cycles can be shortened or lengthened by 2-3 months just once to change the share-out time). Encourage women to also be able to use the ledger. Generally do not push people/groups to link up with MFIs as they do not have enough practice, few have viable IGAs and emphasize group quality and learning basic business skills. Encourage MFI linkage only for the ones with real potential and also involved in marketable agriculture/livestock activities. It might be useful to implement a district/regional Micro Finance platform for linking PSPs, Village Savings Groups, MFIs, to share information, resources and to harmonize policies and good practices across the many VSLA/SILC support actors.

Observations: Functional Adult Literacy uses a national curriculum which covers topics addressed by various project components (agriculture, livestock, nutrition, etc.) and FGD with the FAL learners reveals that they have very low levels of literacy and numeracy after several months' attendance. Simple words and numbers were shown to them and they could only decipher the letters and digits. Many said they could not write all their family member's names, use a signature or use a phone. Some had been through several cycles of FAL training through various projects and not passed the final test.

RECOMMENDATION B-14 (Adapt Adult Literacy Training). Quickly investigate and confirm that the curriculum can be adapted to better respond to the day-to-day and project-based needs of the participants without undue delays (approvals) or a large teacher training effort. The teaching should concentrate on being able to read and write family member names, market based oral and written basic numeracy, being able to use a consistent signature and being able to use basic services (health centers, schools, administration, SILC, mobile phone/mobile money, etc.). If that is not possible before June 2020, FAL programming should be stopped.

Observations. While all of the graduates from the C&D vocational training institute intervention interviewed had IGAs being implemented, they had mostly just started. It is very apparent that these IGAs have not yet reached a level of being viable, likely to be sustained, and generating significant benefits for participants. The MTE saw slightly better success in Abim then in the CM districts, probably due to the different context, i.e., much more economic activity in Abim then in the other three. Nuyok Frontline staff (3 persons for four districts) are doing follow-up and mentoring, but it is a big load and the approach seems to be more about observing and reporting problems than solving problems. Nuyok is already tracking the employment status of graduated youth and the latest report shows that nearly 63% of graduates are either employed or self-employed in the vocation for which they have been

trained. Given the small numbers of participants in this intervention, it is imperative that a high percentage are showing success by the end of the project.

RECOMMENDATION B-15 (Mentoring & Accompaniment for Vocational Technical Institute Graduates): C&D staff should intensify the monitoring and mentoring of youth, including advising on business plans, toward finding sustainable solutions to the challenges and problems that the 200 graduates are facing.

Observations. The insistence on forming groups in the YBI youth intervention for doing business is holding the program back. Having a group doing a business is very challenging, relative to planning the business, making decisions, sharing the labor, and eventually sharing the profits. The business is slow and the profits are low, relative to individual enterprise. Representatives of YBI groups from three different groups interviewed during the MTE (16 participants) had all started their own IGAs, with the money they received from the project as an allowance during the training, so it is apparent that most youth know what to do with capital when it is available. The project has extensive controls in place on the disbursement of start-up capital based on the fear that youth will misuse the start-up capital without strong oversight from the project. There are certainly some youth who will be inclined to abscond with the money, but the project should not let the weakest person in a group hold the whole group back.

RECOMMENDATION B-16 (YBI Start-up Capital): For YBI Groups, Nuyok should give participants a choice between having an individual start-up grant or a small-group start-up grant and disburse the funds with less extensive handholding.

Observations. The social capital benefits from being in a group are important, but these do not require having a group business, they can just as easily (and more sustainably) be generated in other types of groups, like a SILC group. In addition, membership in SILC provides a source of capital for additional growth in the IGAs being implemented by both Vocational Technical Institute graduates and YBI groups.

RECOMMENDATION B-17 (Linking Youth to SILC Groups): For both Vocational Technical Institute graduates and YBI Groups, Nuyok should facilitate access to a SILC group for any participant not already enrolled in a SILC group.

Observations. The Instant Training are short, expected to be no more than 15 days, and are purely technical skills training. If being done with participants who have completed the Mental Toughness, Life Skills, Business Skills and Entrepreneurship Training then this training is likely to have some impact. If done with new participants without this foundation training, however, it is less likely to have impact.

RECOMMENDATION B-18 (Focusing Instant Training): The targets for Instant Training in Abim should be reduced to 800 in each of the next two years and Nuyok should only do Instant Training around products that have potential for local demand in the CM districts with REAP participants between the ages of 15 and 29.

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PURPOSE 3 - MATERNAL & CHILD HEALTH & NUTRITION

Observations. Most of village health teams responded that they have worked as volunteers for more than 10 years in close collaboration with the Minister of Health Facilities. Most of their work focused on community mobilization for preventive interventions or responding to outbreaks, doing home visits. All mentioned they are 24 hours a day, seven days a week call to attend and refer any emergency to health facilities. Working with lead mothers is an additional task for them and due to work overload, they cannot dedicate enough time to provide capacity building to lead mothers. All have received the same

training as lead mothers and have not been trained in supportive supervision or how to use quality improvement verification checklists to monitor the care group sessions or home visits.

RECOMMENDATION B-19 (Build Capacities of Village Health Teams for Supervision):

Strengthen village health teams’ capacity for supportive supervision. Assign one Caritas nutrition supervisors per sub-county (if feasible) to ensure timely monitoring visits to village health teams and lead mothers. Nutrition supervisors to prioritize villages where lead mothers and village health teams are underperforming to calendar twice per month visits until lead mothers master the ASPIRE, data gathering, recording, and analysis methodologies. Nutrition supervisors also need to develop a checklist with list of priority activities to do during each monitoring visit to. The nutrition supervisors also need to train village health teams and lead mothers how to analyze the data, develop action plans that include sharing with community members all activities they did in the previous month.

Observations. During the focus group discussion with nutrition supervisors from Caritas Moroto and Caritas Kotido they mentioned are understaffed, undertrained and under resourced to do their job. They also mentioned some challenges with the cascade down methodology to train village health teams and lead mothers (e.g. time to reach and stay in the villages, duration of the workshops to train village health teams and lead mothers, literacy of some lead mothers, nutrition supervisors’ learning curve on mothers care group methodology). Another challenge is time to observe the full session of the mothers’ care groups or to accompany lead mothers during home visits. Some nutrition supervisors mentioned that they just observe the sessions for a short period of time and must leave to another village. Some nutrition supervisors are not using the quality improvement verification checklist or the supervision checklist during these visits.

RECOMMENDATION B-20 (Skills-Building for Nutrition Supervisors): Strengthen nutrition supervisors technical and advocacy skills. CRS to ensure the quality of the cascade down approach by strengthening Caritas nutritionist which in turn will continue building the capacity of nutrition supervisors to train village health teams and lead mothers. Caritas nutritionist to provide supportive supervision to nutrition supervisors who are new to the ASPIRE and essential nutrition and hygiene actions methodologies to provide in service coaching/mentoring. It is recommended to plan field visits to villages with high performing nutrition supervisors/lead mothers to continue strengthening the skills of nutrition supervisors that are underperforming. CRS PM Nutrition to increase frequency and types of interactions with Caritas Health and Nutrition Managers/Nutritionists to strengthen their technical and advocacy skills.

Observations. Interviews with health facility Staff mentioned they have worked with nutrition supervisors organizing the community outreaches. They were trained in the Reach Each District Strategy to deliver integrated interventions to pregnant women and children under five. They also received fuel and transport to bring health staff and supplies to these villages. Some health staff also collaborated identifying eligible mothers to receive the nutrition and sanitation vouchers. They would like to be more involved in the activities/training that village health teams are receiving to provide follow-up and support to village health teams after Nuyok ends.

RECOMMENDATION B-21 (Coordination with the MoH): Caritas Health and Nutrition Managers and Nutritionist to improve coordination/collaboration with MoH for sustainability. This could be done by developing joint planning, implementation and monitoring of field activities with health staff. During the quarterly review meetings Caritas and health staff to report back progress, lessons learned and best practices of Nuyok interventions.

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PURPOSE 3 - WATER, SANITATION & HYGIENE

Observations. The MTE found that frontline staff are lacking technical support and receive irregular communications from the top levels in the project.

RECOMMENDATION B-22 (Communications to Field Agents): Nuyok needs to be transparent with communications from management down to the frontline field agents, and senior management staff should plan regular field visits to provide technical support.

Observations. Because the project has not yet started working with Water User Committees, training on safe water chain and water management has not yet begun with WUCs. The MTE also found that Nuyok has not done much yet with working with other purpose 2 participants, including lead mothers and mother care groups, on safe water chain concepts. As a result, the MTE observed a common lack of fences around almost every borehole to keep animals out, and observed generally poor environmental practices at boreholes, including significant standing water and poor drainage. Participants in discussions and interviews reported poor water quality.

RECOMMENDATION B-23 (Safe Water Chain for Surface Water): Nuyok needs to start the safe water chain work as soon as possible with Water User Committees, HIC Clusters and with lead mothers. This work should be prioritized in communities that use surface water for drinking or those who report poor water quality. The work should highlight the importance of fencing and proper drainage at boreholes to keep animals from destroying infrastructure and contaminating water.

Observations. The MTE heard reports in interviews and discussions that sometimes there were large gaps in time between the formation of an HIC cluster and the training by the project, resulting in poor motivation of cluster members. It was also reported that some households were unwilling to build or use latrines, and the cluster did not know how to address this. In some villages, a single cluster member had to support many households with latrine construction. Hygiene is also not well taken up everywhere and only a few operating tippy taps were observed in villages visited by the MTE. It is also not clear what the vision for project is relative to what clusters are expected to be doing after Nuyok ends. With low motivation within clusters and little support for clusters, the success of the Home Improvement Campaigns to achieve open defecation free status is uncertain.

RECOMMENDATION B-24 (HIC Cluster Capacity Building): Nuyok staff should provide more support and follow-up to cluster members to motivate them. The project should move beyond just building latrines, but focus on getting participants to use them. For future training, Nuyok should decrease the amount of time between cluster formation and training. A manual and training materials should be developed for clusters. In Abim, priority attention should be given to working in villages that did not participate in the previous food security program (GHG) implemented by Mercy Corps.

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TARGETING, THEORY OF CHANGE, SEQUENCING AND LAYERING

Observations. The Nuyok Program has already started and will expand efforts to facilitate better integration across purposes within the project. In other projects which have been more successful at doing this, the ToC is a tool that is used to support cross-purpose integration. In these projects, a simple ToC diagram can be found in every project office down to the lowest level, and staff at any level in the project are able to explain the diagram and describe how the work that he or she does is supposed to contribute to the goal of the program. At the moment, however, the Nuyok Theory of Change is too large and complex to be a useful tool to support these efforts. The MTE observed ToC diagrams in offices but they were incomplete. Only senior staff were able to explain the logic flows in the diagram, and they generally could not describe how activities being implemented under other purposes were supposed to be supporting their activities.

RECOMMENDATION B-25 (ToC Schematic): When the ToC is reviewed after the MTE, Nuyok should develop a simplified schematic summarizing the ToC that can be used to show staff at all levels how their work integrates with other activities and contributes to the goal of the project.

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IMPLEMENTATION SYSTEMS

Observations. The Nuyok Program is depending on two implementing partners, Caritas Moroto and Caritas Kotido, who do not have much experience implementing large, multi-sectoral food security programs. Both require significant organizational capacity building to enable them to implement more effectively. CRS has been providing capacity building support on financial management systems, mainly through grants officers in the project's finance department. These staff serve two functions, providing the capacity building support as well as ensuring compliance with financial standards. There is no other position in the project that has any responsibility for partner capacity building, particularly with more of a mentoring role for both implementation management as well as commission capacity building.

RECOMMENDATION B-26 (Partnership Mentoring): Recruit a position for partner advisor to coordinate capacity building support for the two Caritas organizations targeting both the capacities of management for implementation as well as the commissions for project oversight and support.

Observations. To utilize CommCare optimally, Nuyok participants need to be registered, then service-mapped, and ultimately placed into groups. Only with participants grouped can frontline staff use tablets to document attendance and participation. Interviews with staff at Caritas Moroto and Caritas Kotido revealed that implementing staff are not regularly grouping Nuyok participants, and therefore digital data collection is not uniformly occurring. Consequently, the reliability of the data is potentially compromised, as Caritas collects data using paper forms for some interventions and electronic forms for others. The integrity of the data is also at risk due to transfer errors as data is moved from paper to electronic records. Working with both paper and electronic records also creates challenges for reporting given the multiple interventions many participants and households receive.

RECOMMENDATION B-27 (Operationalizing CommCare): Interviews with MEAL staff in one district projected that it would take approximately two – three weeks to complete the groupings of participants in that particular district. CRS should ensure CommCare is fully operational across districts and consider immediately hiring short-term data entrants to group participants in order to standardize digital data collection across the project. This effort will also facilitate data use, as CommCare data feeds into PowerBi, Nuyok's preferred data visualization tool.

Observations. Nuyok uses PowerBi to generate village activity lists, present charts on indicator results, develop dashboards that show progress across districts, analyze disaggregates, etc. At present, Nuyok has just one staff member – the Moroto-based ICT4D Officer - that has the capacity and capability to actualize PowerBi data visualization requests. Depending on the request, writing the code can be quite time consuming. For example, it takes approximately one day to write the SQL query to aggregate the data on two indicators. In addition to PowerBi, the officer has other responsibilities, such as, but not limited to, digitizing updates to data collection tools in CommCare.

RECOMMENDATION B-28 (Support for ICT4D): PowerBi is a valuable tool for real-time learning, and CRS should fast-track its use. One option to consider is building the capacity of Caritas Nuyok ICT4D Officers so that they can help respond to data visualization requests and facilitate the increased consumption and use of project data by Purpose staff in their respective districts. A second option could be to request technical assistance from ICT4D at CRS headquarters, regional offices or from other country offices.

Observations. The MTE observed that Nuyok implementation in Abim, in particular, is not being supported well enough by Caritas Kotido. Further analysis of this indicated that actual operating costs for Caritas Kotido, as well as for Caritas Moroto, are not being fully covered by Nuyok. The project only covers a portion, 40% in most cases, of the salary costs for shared staff with both Caritas Kotido and Caritas Moroto. These staff are certainly spending more than 40% of their time supporting the project. In addition, the two Caritas organizations do not have any budget to cover operating costs for shared staff. They cannot be held fully accountable for supporting Nuyok if their full costs of doing so are not covered by the project.

RECOMMENDATION B-29 (Overhead Costs for Caritas Moroto & Caritas Kotido): Analyze the way the project provides a budget to Caritas Moroto and Caritas Kotido to cover overhead costs, assess how well this budget covers actual costs, and make appropriate adjustments.

Observations. The MTE observed that, even though there is a bank in Abim, the project still depends on Nuyok staff traveling to Kotido to obtain cash for the project. It was also observed (directly when the MTE was in Abim) that sometimes, the amount of cash provided to the project from Kotido is less than the amount requested because Caritas Kotido feels the risk is too great to disburse extremely large amounts of cash. This is actually quite shameful, since the Nuyok staff member carrying cash from Kotido to Abim is always at risk, regardless of the amount.

RECOMMENDATION B-30 (Bank Account in Abim): While discussions have already begun on opening a bank account in Abim, this process needs to be accelerated and completed as soon as possible.

Observations. The level of compensation and benefits provided to Nuyok staff by Caritas Moroto and Caritas Kotido is limited by the salary/benefit scales of each organization. Nuyok is a highly complex multi-sectoral project, much more difficult to implement than a more simple, smaller development project. It is not feasible, however, to change the salary/benefit scales of an organization based on one project to provide more equitable compensation given the workload for that project. This has implications for other projects and the shared staff who would likely have to take a cut in salary/benefits after the project ended.

RECOMMENDATION B-31 (Project Complexity Allowance): To address the compensation issue for the two implementing partners, consider a project complexity allowance or some other project-life allowance to boost salaries for Nuyok staff over the remaining life of Nuyok.

Observations. At the moment, when a project bicycle breaks down, staff are expected to repair the bicycle themselves. This often does not happen, especially when staff salaries are delayed. To continue doing the work, staff will occasionally use a motorcycle taxi (*bota bota*), at their own cost.

RECOMMENDATION B-32 (Implementing Staff Travel Allowance): Staff at the sub-county level and below should be provided with a travel allowance to compensate them for having to use local transport when the shared motorcycle is not available or the assigned bicycle is broken down.

**Nuyok Mid-Term Evaluation
FINANCIAL TABLE**

Cash Expenditure Summary through Quarter I FY 2020 (US\$)

COST CENTER	COMMUNITY DEVELOPMENT FUNDS (FFP)	COST SHARE	TOTAL
CRS	6,495,984	378,697	6,874,681
Caritas Kotido	1,111,586	---	1,111,586
Caritas Moroto	1,720,318	---	1,720,318
C&D	369,651	---	369,651
BOMA Project	26,301	---	26,301
CDFU	282,887	---	282,887
Veterinarians without Borders	326,167	---	326,167
YBI	197,679	---	197,679
Total Direct Costs	10,530,573	378,697	10,909,270
NICRA for CRS	1,782,998	44,199	1,827,197
NICRA for Other Nuyok Partners	---	---	---
Total Expenses through December 2019	12,313,571	422,895	12,736,466
Total LoA Budget at Time of Approval	33,973,423	1,317,069	35,290,492
Current Amended LoA Budget	33,973,423	1,317,069	35,290,492
Percent of Current LoA Budget Spent as of December 2019	36.2%	32.1%	36.1%