

**Save the Children in Uganda  
Mid-term evaluation of strategic plan 2006-2009**



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July 2008**

“However beautiful the strategy, you should occasionally look at the results.”

Winston Churchill

"Knowledge is like the bird of the forest: one person alone can never catch it."

Ewe saying, Ghana

### **Acknowledgements**

With thanks to those who put up with my relentless questioning about results. I know only what you know, thanks to your sharing.

Neil MacDonald

July 2008

The frontispiece picture shows children from Pakwelo school in Gulu, supported by SCiU.

## Executive Summary

The headings below mirror the headings in the report

### 1 Introduction

#### Objectives of the evaluation

- Assess the progress of implementation of the thematic programmes with reference to the 4 year plan
- Assess the relevance of the programme in relation to promoting child rights and child development
- Identify critical issues that could be considered for the remaining period of the plan and for the next strategy period
- Identify main challenges and obstacles to achieve programme objectives and how these are dealt with
- Assess the relevance of partnership approach in delivering the 4-year plan and strategy and measures to be taken by the country programme to maximize achieving the results
- Assess how advocacy strategy has influenced changes in respect for children's rights and how child rights programming has been integrated in programme plan and implementation and in the organizational policies and structures
- Make recommendations for improvement to achieve better results for the rest of the plan period and for the development of the next strategy
- Assess the country programme's contribution in achieving the national goals related to children and the MDGs and recommend strategic issues that should be considered further to benefit more children.

#### Overview of the country programme

- Children reached
  - No overall quantitative target
  - 259,403 reached by 2007
- Budget (2007): 21,458,430,271 Ugandan Shillings or around US\$ 13 million
- Cost per child per year
  - Education: 33,425 Ugandan shillings
  - Protection: 1,189,698 Ugandan shillings
  - HIV/AIDS: 100,954 Ugandan Shillings
  - Livelihoods: 117,359 Ugandan Shillings
- Partners: 52 (32 civil society and FBO, 18 public, 2 umbrella)
- Self-implementation 58% (by budget)

### 2. Methods

The review used a number of methods:

- Desk review of key project documents, with particular attention to:
- The logical coherence of the strategic plan
- The results expected for children
- The results achieved for children (and data on associated indicators)
- Given that this was a strategic review, rather than a programme or project review, attention was only devoted to the activities and the means employed to achieve results where this was relevant to the objectives of the evaluation
- Programme visits and critical enquiry with SCiU staff and partners.

### **3. Analysis of the strategy as a whole**

The strategy is broadly well structured, with measurable outcomes, targets and indicators. The four themes are well motivated in terms of need, relevance and coherence with government policies. Principles of child rights programming, as expressed in SC UK's five dimensions of change, are present throughout the programme. However, as regards equity and non-discrimination, though gender is regularly noted, it would generally be preferable for all results to be disaggregated by all relevant categories of difference and discrimination. There is some apparent redundancy in the programme logic, with an apparent overlap between some of the objectives. Though outcomes for children are noted in the strategic plan, and an indicator set has subsequently been developed, the progress documentation shows a clear trend of reporting on activities rather than outcomes. The external and internal context has changed significantly since the strategy was developed but this has not been reflected in adjustments of the strategy. Rather, the adjustments have been made by changing the emphasis on different components of the plan.

### **4. Progress and impact on children**

#### **4.1 Education**

147,515 children are enrolled in the operational areas (74,435 boys, 73,080 girls), of which SC is responsible for 11.3%. 1,890 deaf children have been enrolled in one project in the West. And 52,863 children are enrolled in non-formal education, together with 467 in vocational education and 9,902 in early childhood development. There is no systematic measurement of children's academic performance, which makes it hard to know what the impact is. However, some data is presented which shows mixed impact. In Gulu district there is a small but measurable improvement in performance. Schools supported by SCiU had a roughly four-percentage point increase in pass rate and in candidates passing with the top two grades in the primary leaving exam. There was no perceptible effect on the percentage of candidates passing with the bottom two grades or on the very significant gender gap. In Kasese district the pattern of impact of SCiU is the opposite. Schools supported by SCiU performed worse in the PLE exams, particularly in the number of pupils passing with the top two grades. In non-formal education, the success rate has been measured for one project, the ABEK, through conversion rate to formal education: only 12% successfully entered formal education.

There are 95 children's committees/clubs (with an average of 15 reps each). Most groups, such as child rights clubs, are still very new, and probably dominated by teachers. However where groups are older and more experienced they are beginning to be able to dialogue with teachers on the development of disciplinary alternatives. 30% of SCiU target schools are applying alternative disciplinary methods

#### **4.2 Protection**

This programme is hardest to ascertain the degree to which children have benefited, since almost all data describes activities rather than outcomes. The core of the programme is the formation of various child protection groups at community level, some as adjuncts to the justice system to facilitate diversion of children, and some providing mediation and counselling. Sixty six Child Protection Committees have been established with 1,208 members trained and 4,045 children counselled. The evaluation of the Child Resilience Project in Northern Uganda does suggest that the programme probably made a change in children's psycho-social well being and recovery from the effects of the conflict. However, questions are posed about how child-friendly some of the community structures are. The Kasese mediators, who work with the Child and Family Protection Unit of the police received only 4 of 320 cases they dealt with in 2007 brought to them directly by children. This suggests either that children do not know them, or that they do not trust them. It would be

important to find out how children perceive these structures and what they want from them. Work with juvenile justice system aims at diverting children from the formal system. By 2006, it is reported that 95% of all the cases of children in contact with the law were handled at community level. However, a review of the Juvenile Justice programme requires conclusions about diversion to be regarded with some caution, due to the claim that the rate of re-offending has increased and that young offenders have lost respect for the system. There is no comprehensive data about the number of cases handled by the Child and Family Protection Units. During 2007, the Gulu CFPU dealt with 694 children and Kasese CFPU 1,560 children, of whom only 18% of cases went to court. The latter CFPU is a model of good data collection.

Unaccompanied children and street children have been reunited with their families. Though a significant number of street children, where follow-up is available, have returned to the streets. Some of the marginalized children have been provided with vocational training or income generation support. In the one case where the outcome has been measured, 57 out of 521 were able to successfully make a living.

In this programme too, children's groups have been formed. Children's issues have been recognized in peace protocols dealing with reconstruction and development in the North.

#### 4.3 HIV/AIDS

1,242 children living with HIV in Gulu are receiving free child-friendly services from four out of five health facilities, either prophylaxis against opportunistic infections or anti-retrovirals. This is 10.4% of the target population. Through innovative community-based support to drug adherence, clinical outcomes for these children have been dramatically improved. Hospital admissions have been reduced from 10-15 a month and deaths from 2-3 deaths a month in 2005 when there were 189 children in the programme, to 6 deaths a month and 5 hospital admissions in 2008 with 6.5 times as many children in the programme. Psychosocial outcomes are also significant, as measured by indicators like children attending school and progressing, and the fact that 289 children chose to disclose their status after counselling. The partner responsible for these results, Health Alert, is a model of good practice in successful innovation and in measurement of outcomes. In Kasese, the SCiU partner, NACWOLA, is supporting 252 children, thought to be all the children living with HIV in five sub-counties.

In Gulu, 428 mothers are accessing PTMCT, 19.55% of the target group and an over-achievement of the 15% of target. 128 children born to HIV+ mothers were tested and 114 (89%) were negative.

The programme is achieving a high level of success. However, considered within the context of the strategy as a whole it is harder to track the impact of the HIV programme as a supporting programme. There is little information about the support to children living with HIV in the protection programme or about the access to education and educational performance of such children. One further issue of concern is the lack of integration between the messaging of the HIV programme and of other programmes. Peer-mediated distribution of condoms to sexually active young people would require overcoming adult resistance but would be a vital addition to the programme.

#### 4.4 Livelihoods

The global malnutrition rate has been reduced to 3.2% (below the emergency threshold). The programme is now concentrating on developmental support. 17,310 children in 5,770 households are reached with seeds, agricultural inputs and training.

Though there is as yet no data on how many of them are successfully making a living, though the malnutrition rate is taken as a proxy for this. A previous phase of the programme supported 408 vulnerable households with implements and trainings. Over 80% of the beneficiaries registered a 50% increase in food production. Seventy five children are being supported in vocational education, though there is no information yet as to the outcomes of the training.

## **5. Partnership**

Partnership was assessed in two ways: firstly, through the consistency of the relationship with SCiU partnership policies; and secondly, through a discussion of effectiveness. There was considerable consistency in the way partners described and evaluated the relationship. Without distinction between public or civil society partners, the partnership was described as close, with joint problem solving, and shared vision, without SCiU "imposing". In the best case, that of the HIV programme partner Health Alert, there was a clear perception of the relationship being two-way. The main exception to this pattern was from two collaborators, the police Child and Family Protection Units, who saw the relationship in largely instrumental terms as a funding relationship. At national level, the parliamentary forum for children described the relationship in broadly similar terms to the first group. No meeting was possible with the Ministry of Education, with a scheduled meeting postponed and then cancelled. It can only be inferred what this may signify about the value attached to the partnership. The Children's Commission of the Ministry of Gender Labour and Social Development assessed the partnership as broadly supportive and positive. However there are signs of problems in the working relationship. Asked about proposed changes in SCiU's stance, some partners expressed the hope that SCiU would broker relationships with other funders for them. One partner suggested it would be helpful to get multi-year funding from SCiU, though on closer inspection this did not appear to be helpful or necessary.

Though partnership is a value in its own right. Cost effectiveness would be one way of assessing partnerships. Partner implemented projects have a higher allocation to direct project spend than do self-implemented projects (76% allocated in partner-implemented projects compared with 43% in self implemented). Cost per child reached were calculated for one HIV/AIDS partner and came to 72,464 Ugandan Shillings per child, compared with an average of 100,954 Ugandan Shillings for the HIV/AIDS programme as a whole. However, cost per child is a crude calculation and may legitimately be high in cases such as where a project is pilot testing a new approach. It is suggested that SCiU may find it useful to develop criteria in the manner suggested above to measure the effectiveness of different types of partnership and to compare them with the cost-effectiveness of its own delivery.

## **6. Contribution to government strategy**

SCiU's advocacy work has been highly effective, contributing to national policy change in education and child protection. There is convincing evidence for Save the Children's contribution to these changes. SCiU's work has contributed 11.3% of the 147,515 children enrolled in school in its operational areas. It is suggested that future work concentrate more on educational quality. The success in lobbying for the revised education bill is significant, not only in the establishment of the principle of free universal primary education, but also in the recognition of the value of non-formal education. The amended defilement law is a major contribution to child protection, speeding up justice as well as allowing for diversion for children who are themselves guilty of defilement. SC has been instrumental in achieving the incorporation of children's issues into the northern peace process. Most

courageously SCiU braved government displeasure in publicizing human rights violations in the Karamoja disarmament process and has succeeded in achieving human rights training and procedures in UPDF operations.

## **7. Conclusions and recommendations**

Recommendation 1: Implement results-based management and use and routinely measure the impact indicators

Recommendation 2. Disaggregate all data by relevant dimensions of marginalization, specifically gender, disability, socio-economic status, HIV status, and children affected by conflict. Make efforts to ensure that the interventions are accessible to all children.

Recommendation 3: Assess ways in which the gender gap in educational access and performance in the north can be closed

Recommendation 4 Investigate the reasons for an apparent lack of impact on educational performance of SCiU interventions in schools in Kasese compared with Gulu

Recommendation 5: Measure educational outcomes in the non-formal education programmes and if necessary take steps to improve quality

Recommendation 6: Analyse the level of conversion of vocational training into sustainable livelihoods and assess the cost-benefit

Recommendation 7: Assess whether revised teaching methods work equally well for disadvantaged children

Recommendation 8: Measure the outcomes of early childhood development for child development and track subsequent educational performance in schools by ECD graduates in order to assess whether there is a boost to school performance. Use this evidence to advocate for investment in pre-schooling

Recommendation 9: Develop operational measures of successful outcomes for children of the operations of the community-based protection networks

Recommendation 10: Find out what children want from community based protection structures and what they think of the present ones

Recommendation 11: Track outcomes for children in the justice system in terms of diversion rates and protection, and measure recidivism rate to test the success of diversion

Recommendation 12: Probe whether cases of decline in the recorded incidence of child sexual abuse such as Katwe Kabatoro, are indeed true, and if so investigate why. Investigate in particular whether abusers have now become more clandestine and are terrorizing their victims into silence.

Recommendation 13: Clarify the number of children reached by the child protection programme and reassess the cost per child of programme delivery

Recommendation 14: Ensure the integration of HIV into other programmes by monitoring access for children living with HIV in education and protection programmes

Recommendation 15: Ensure removal of fear-based messaging about AIDS in other programmes

Recommendation 16: Ensure that young people have safe and confidential access to all means of protecting themselves including condoms

Recommendation 17: Develop criteria to measure the effectiveness of different types of partnership and compare them with the cost-effectiveness of self-implemented projects.

Recommendation 18: Develop a twin-track strategy for the north, simultaneously continuing support for young camp and urban dwellers, while also supporting extension of services to returnees



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## 1. Introduction

### 1.1 The purpose of the evaluation

The full terms of reference can be found in annex 1. The objectives are reproduced below

#### Objectives of the evaluation

- Assess the progress of implementation of the thematic programmes with reference to the 4 year plan
- Assess the relevance of the programme in relation to promoting child rights and child development
- Identify critical issues that could be considered for the remaining period of the plan and for the next strategy period
- Identify main challenges and obstacles to achieve programme objectives and how these are dealt with
- Assess the relevance of partnership approach in delivering the 4-year plan and strategy and measures to be taken by the country programme to maximize achieving the results
- Assess how advocacy strategy has influenced changes in respect for children's rights and how child rights programming has been integrated in programme plan and implementation and in the organizational policies and structures
- Make recommendations for improvement to achieve better results for the rest of the plan period and for the development of the next strategy
- Assess the country programme's contribution in achieving the national goals related to children and the MDGs and recommend strategic issues that should be considered further to benefit more children.

### 1.2 An overview of the country programme and strategy

Save the Children in Uganda was created from consolidation of SC Norway, Denmark and UK in 2004, under leadership of Norway. Sweden joined in 2007 and SC US in July 2008. Both because of institutional changes and changes in the external context, this is a programme in transition

- Away from emergency in the north and towards development
- Had been struggling with showing impact and results for children with big budgets and many projects
- New structure in April 2006 with regional and district offices
- More professional with the development in 2007 of new Key Results management and staff accountability
- Moving towards involving communities more in the school construction rather than just working with contractors, enhancing sustainability and the local economy
- Will build close cooperation with other actors to include health in the interventions available to SC target communities

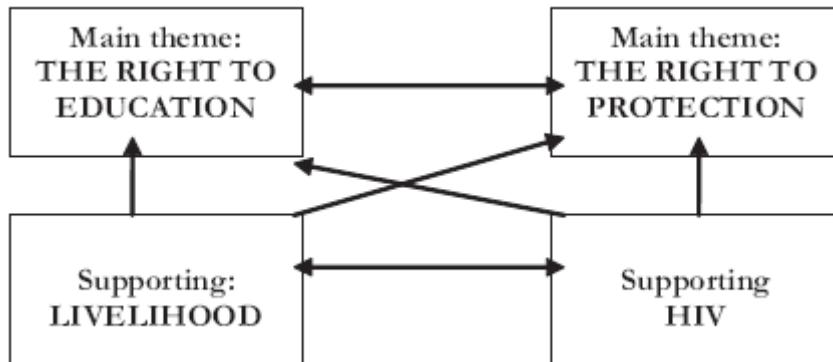
#### **Budget**

The annual budget in 2007 was 21,458,430,271 Ugandan Shillings or around US\$ 13 million. The actual spend in that year was 25,599,929,679 Shillings. Programme spend was 85.8% of the total. However, this figure does not necessarily reveal the true overhead cost since the field structure of regional and district offices is included under programme. If this is added into overheads, as it will be in calculations from

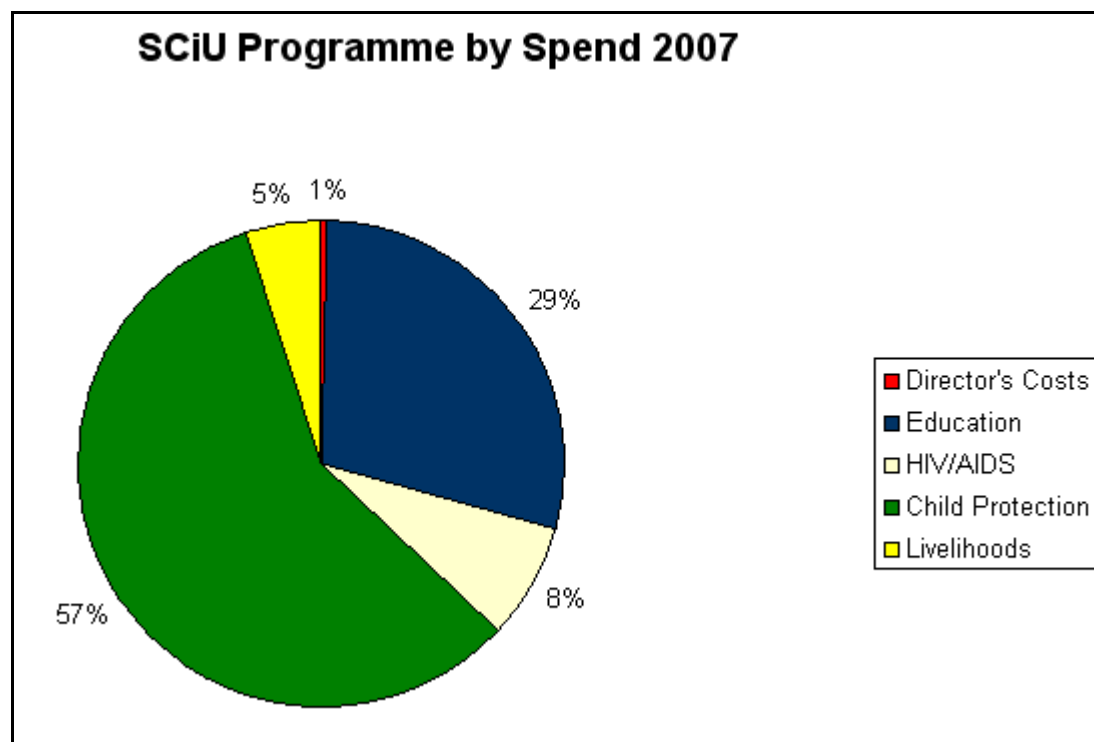
July, the latter cost roughly doubles from the 14.2% figure. Some 66% of the budget is core funded from member Save the Childrens, the remaining 34% coming from country fundraising.

**Programme**

The programme covers four themes: two major themes and two supporting ones:



The expenditure on each theme is shown below



The largest expenditure is on child protection, which accounted for around 57% of the programme spend in 2007 at 14,864,098,111 Ugandan shillings. It is made up of 41 projects of which 7 are split into a further 17 projects in different locations.

The education programme spent 7,381,452,760 Ugandan shillings in 2007, around 29% of the programme spend. It is made up of 12 projects of which 5 are split into a further 20 sub-projects

The HIV/AIDS programme spent 1,931,446,340 Ugandan shillings in 2007, about 8% of the spend. It is composed of 7 projects, with one of them split into a further 2 sub-projects.

The Livelihoods programme, accounting for about 5% of the programme spend, cost 1,263,725,424 Ugandan shillings in 2007. It is composed of 2 projects, split into a further 5 sub-projects.

The programme has quantitative targets for only some of the themes. The table below summarises the main elements of the strategy, and targets where they exist.

THEME	EXPECTED CHANGES FOR CHILDREN	TARGET
Education	Children affected by conflict access quality education	250,000 children
	Quality education for differently able children	1,200
	Out of school children have access to alternative learning programmes	6,000
	Teachers use creative teaching methods and use alternatives to corporal punishment	No target
	Children form democratic fora which influence school governance	No target
	Free compulsory UPE with 31% of national budget allocated to education and 70% of this allocated to UPE	Not applicable
Protection	Children's mutual support groups enhance resilience and reduce abuse	No target
	Adult community groups provide guidance and counselling	No target
	Children affected by conflict and other separated children supported and able to reunify with families	No target
	All children in the justice system who are eligible should be diverted	100% of those eligible
	Children under 5 should have safe play and recreational facilities and children and adolescents have recreation and intellectually stimulating activities	No target
	Children have real and recognized influence in the community	No target
	Children in conflict areas take part in peace and reconciliation activities	No target
	Sexual Offences Bill enacted	Not applicable
HIV/AIDS	All children living with HIV/AIDS should access free child-friendly services	100% in the operational areas
	HIV positive pregnant women access Prevention of Mother to Child Transmission services	15% of all HIV+ mothers
	Community structures provide support, psycho-social care and counselling	All children living with HIV/AIDS
	Adolescents have access to child friendly Reproductive Health, HIV counselling and testing	No target
	Children empowered to challenge gender roles	No target
Livelihoods	Children affected by natural disaster and armed conflict in selected SCiU target areas are protected against hunger and malnutrition	No target
	Children and their families can apply flexible and sustainable strategies for recovery and rehabilitation of the household livelihoods	No target
	Children who have not completed primary	No target

	education, are provided opportunities for sustainable and safe income generating activities	
	Children and their families influence implementation of activities that mitigate vulnerability to food and economic access	No target

In 2007 the education programme reached 220,836 children at an annual cost of 33,425 Ugandan shillings per child. The protection programme reached 12,494 children at an annual cost of 1,189,698 Ugandan shillings per child. The HIV/AIDS programme reached 19,132 children at an annual cost of 100,954 Ugandan Shillings per child. And the Livelihoods programme reached 10,768 children at an annual cost of 117,359 Ugandan Shillings per child. The high cost of the protection programme is thought, at least in part, to be due to uncertainty about the true number of children reached

### Partners

The programme is delivered by a mixture of direct implementation (particularly in the emergency programme) and partner implemented projects. During 2007, there were a total of 52 partners<sup>1</sup> broken down as follows

Type of partnership	Civil Society	FBO	Umbrella	Public	Total
Implementing	27	1	1	4	33
Strategic	4			1	5
Collaborating			1	13	14
TOTAL	31	1	2	18	52

However self-implementation is the larger component of the programme, accounting for 58% of the spend, with partner implemented projects accounting for 42%.

The working principles of the programme are child participation, partnership and cooperation, and influencing causes and advocacy for child rights.

## 2. Methods

The review used a number of methods:

- Desk review of key project documents, with particular attention to:
  - The logical coherence of the strategic plan
  - The results expected for children
  - The results achieved for children (and data on associated indicators)
  - Progress towards sustainability in the form of ability to hand over programmes to partners
  - The coherence with the five dimensions of change as the yardstick of child rights based programming
- Given that this was a strategic review, rather than a programme or project review, the focus was on results for children, and attention was only devoted to the activities and the means employed to achieve results where this was relevant to the objectives of the evaluation. The review does not and could not examine implementing details or make recommendations at individual programme or project levels
- Programme visits and critical enquiry with SCiU staff and partners.

<sup>1</sup> The report for the Information Department (appendix 20) says 30, 5, 10 partners

## Part 2: Findings

Covering evaluation objectives:

- Assess the progress of implementation of the thematic programmes with reference to the 4 year plan
- Assess the relevance of the programme in relation to promoting child rights and child development
- Identify critical issues that could be considered for the remaining period of the plan and for the next strategy period
- Identify main challenges and obstacles to achieve programme objectives and how these are dealt with
- Assess how advocacy strategy has influenced changes in respect for children's rights and how child rights programming has been integrated in programme plan and implementation and in the organizational policies and structures

### 3. Analysis of the strategy as a whole

The strategic plan is broadly well structured, with measurable outcomes. Changes in management systems since the development of the strategy have improved it. Most particularly the focus on management by results, and the development of reporting formats that focus on results. Though the plan itself contains no impact indicators, these have been developed subsequently. The full impact indicator set, together with commentary on it, can be found in annex 4. The four themes of the programme are well motivated in terms of need, relevance and coherence with government policies. The plan would have been improved by setting clear quantitative targets for the number of children to be reached.

#### Rights-based programming

Principles of child rights programming, as expressed in SC UK's five dimensions of change, are present throughout the programme plan. Clear intended direct changes in children's lives (dimension 1) are aimed at, as well as changes in policy and practice (dimension 2). Child participation (dimension 3) is intended to inform school governance as well as the peace and development process in the North and community life in general. The programme is sensitive to issues of difference and discrimination (dimension 4), and aims to promote the ability of community and civil society to protect and enhance children's rights (dimension 5).

#### Issues of difference and discrimination

It is worth commenting briefly on the expression of dimension 4 in the programme. Ugandan children experience discrimination and marginalization on the basis of gender, disability, wealth status (including orphanhood), the impact of HIV, and the impact of conflict (including formerly abducted status). Ethnicity is an issue at national level but operational districts themselves tend to be ethnically homogeneous. Faith, in a population which is about 12% Muslim and 85% Christian according to the 2002 census<sup>2</sup>, is not thought to be a significant dimension of difference and discrimination, but would bear watching. Gender analysis is present throughout the programme, with most results disaggregated by this dimension. However, the other dimensions get only sketchy analysis. Some of the educational programme data are disaggregated by disability and orphanhood. The protection

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<sup>2</sup> Uganda Bureau of Statistics, 2002 Uganda Population and Housing Census

programme incorporates a focus on OVCs (orphans and vulnerable children). The HIV/AIDS programme targets children affected by the virus. And the livelihoods programme targets poor and food insecure children. It would generally be preferable for all results to be disaggregated by all relevant categories of difference. Though faith does not appear currently to be a significant dimension of difference, given the international and regional security situation with the “war on terror”, tracking any impact of political Islam would be a prudent step.

#### Programme logic

There is some apparent redundancy in the programme logic. Interventions in vocational education and income generation appear under all four programme themes (results 1.3.2, 2.1.4, 3.2.1, 3.2.2 and 4.1.1). Early Childhood Development interventions appear under both education (result 1.3.3) and protection (result 2.3.1). And adolescent reproductive health interventions appear under protection (result 2.1.3) and under HIV/AIDS (result 3.3.2). Efforts are underway to rationalize this, with reporting of all reproductive health work under HIV/AIDS and the development of a management information system that will track interventions by location and so avoid double counting between the programme themes.

#### Reporting on activities rather than results

Though outcomes for children are clearly noted in the strategic plan, the progress documentation shows a clear trend of reporting on activities rather than outcomes. In many cases impact indicators are not measured or not fully measured. This is partly, but not wholly, compensated for by frequent evaluations of programme areas and projects. These evaluations substitute in part for missing monitoring and provide real learning, in that they tend to focus on changes for children. For example, the evaluation of the *Child Resilience Project in Gulu* found that classroom based psychosocial intervention is more effective with younger children, 14 years below than 15 years. It would be preferable however for regular impact monitoring to be the norm: reporting on changes for children should be at the core of routine reporting. The formats and indicators are present. What is required is to progress manage using them. An example of unacceptable reporting in the common slippage from results-based reporting into activity-based reporting can be found in the 2007 report on *Early Childhood Development and Education – Karamoja Programme*. The figure below compares the expected result in terms of protection and the corresponding report, which focuses on activities:

EXPECTED RESULT	REPORT
Target communities to improve on the protection of children against neglect and abuse.	28 functional ECDE centres/corners have been established among selected communities in Karamoja. In all the centres, the provision of play facilities for children for cognitive, psychomotor and affective development has been established and managed by the communities. Climbing ladders, swings and balancing bars have been constructed by parents and community members from local poles. Most of the children freely utilised the environment at the centre.

#### Changes in context and strategy

The strategy has not changed since it was formulated in 2005. This is true despite a changed context both internally to the organization and externally in the operational context. Internally, the Alliance consolidation has continued, manifested in the rebranding of the strategy in the 2006 document *Save the Children in Uganda Strategy 2007-2009*. Externally, the situation in the North has moved from a context

of conflict and emergency to a tenuous peace and emphasis on reconstruction and return of Internally Displaced Persons. The programme has coped with this change by shifting emphasis on different components of the strategy rather than revising the strategy. Some recommendations are made later in this report on one important area for strategy revision.

## 4. Progress and impact on children

### 4.1 Education Programme

SELECTED EXPECTED RESULTS	ACCUMULATED RESULTS TO 2007	COMMENT
1.1.5 250,000 children in conflict affected areas have access to quality education	147,515 children enrolled (74,435 boys, 73,080 girls), of which SC is responsible for 11.3% through classroom construction and provision of materials	59% of the way towards the 2009 target There is no measure of these children's academic performance. This makes it impossible to assess the degree to which the schooling is benefiting the children.
1.1.6 1200 disabled children enrolled	1,890 deaf children enrolled in one project in the West	This is an over-achievement of what was a very conservative target. However there is no measure for the performance of these children or of the degree to which they are genuinely included in the school.
1.3.1 6000 out-of-school children access alternative education	47,921 children in the ABEK programme, 2,170 in the ALP programme and 2,772 in the CHANCE programme	The target for alternative education has been considerably over-achieved (by 863%). There is no target for vocational education and ECD There is only partial data on the outcomes of alternative education: in the ABEK programme 12% made the transition to the formal system: 64% of these were boys.
1.3.2 & 1.3.3 Some children provided with vocational education and Early Childhood Development	467 in vocational education and 9,902 in ECD	There is no data here on the success of the vocational education or the degree to which ECD stimulates child development, though they are presumably playing and socializing. The objective here was really to free up girls' time in caring for siblings rather than



		education
1.1.4 Teachers use interactive methods and apply alternative discipline	The MoE has issued guidelines on corporal punishment. 30% of SCiU target schools are applying alternative disciplinary methods while others are being oriented into this new approach. Training student teachers in new thematic curriculum.	Though the new curriculum and associated active student-learning methods is being introduced there is no evidence on its impact on educational performance
1.2.1 Children form democratic fora which influence school governance	There are 95 children's committees/clubs (with an average of 15 reps each). Most groups, such as child rights clubs, are still very new, and probably dominated by teachers. However where groups are older and more experienced they are beginning to be able to dialogue with teachers on the development of disciplinary alternatives	
1.1.1 & 1.1.2 Free compulsory Universal Primary Education (UPE) with 31% of national budget allocated to education and 70% of this allocated to UPE	Achieved with the education bill. As an added bonus there was also recognition of the importance of non-formal education and agreement to pay NFE teachers salaries. There is evidence that SCiU had real influence in this process	On the budget targets, education is about 30% of national budget but UPE is 60% and falling

#### 4.1.1 Impact on enrolment

The education programme has been instrumental in adding a significant additional enrolment in the operational areas. It is thus making a measurable contribution to the Millennium Development Goal of Universal Primary Education.

#### 4.1.2 Policy goals

The achievement of the amended Education Bill was a major advocacy success for SCiU. It says that the government has responsibility for meeting costs "obstacle free" (which is not defined in the law). It recognizes Non Formal Education. This recognition is one of the pieces of evidence that Save the Children made a distinctive contribution to the advocacy. The arguments for NFE and the definition of NFE are almost word for word from the SC position paper and two of the five models described are SC models (ABEK and CHANCE). SCiU is also listed in the "Report of the Committee on Social Services on the Education Bill 2007", which moved the bill in parliament as one of only five bodies contributing (and the only NGO) The unachieved part of the policy goal is the budget allocation within education to primary education. SC plans to change this by trying to secure a seat on the relevant committee "education sector working group"

#### 4.1.3 Quality and educational outcomes for children

Quality will be a major focus of government education strategy in the coming period. During the course of the evaluation some data was obtained bearing on the key question of whether Save the Children's intervention is affecting the quality of the education provided. Quality, of course, is the outcome of many aspects: adequate facilities, trained teachers, access to scholastic materials and the teaching environment. The ultimate measure of a quality education is children's educational performance. Promotion is automatic in the primary school system so it is not until

the final year that standardised testing is applied with the primary leaving exam (PLE). PLE results were obtained from education officers in two SCiU operational districts, one in the north and one in the west. The results were analysed to compare results for schools SCiU is supporting with those for non-supported schools.

*2007 PLE Results comparison between schools supported by SCiU and schools not supported in Gulu district*

	SC schools	Non-SC schools
Pass rate	74.8%	70.4%
Male pass rate	80.0%	76.1%
Female pass rate	64.3%	59.2%
Males passing with top 2 grades	40.6%	36.9%
Females passing with top 2 grades	21.7%	16.7%
Males passing with bottom 2 grades	39.4%	39.2%
Females passing with bottom 2 grades	42.6%	42.4%

In Gulu district there is a small but measurable improvement in performance. Schools supported by SCiU had a roughly four percentage point increase in pass rate and in candidates passing with the top two grades. There was no perceptible effect on the percentage of candidates passing with the bottom two grades or on the very significant gender gap.

Unfortunately gender disaggregated data was not obtained for Kasese district in the west. Here the pattern of impact of SCiU is the opposite. Schools supported by SCiU performed worse in the PLE exams, particularly in the number of pupils passing with the top two grades. The calculation was made again only for sub-counties in which SCiU is operational, to check that the comparison was, as much as possible, of like-for-like. Here the differential between SCiU –supported schools and others was even more marked.

*2007 PLE Results comparison between schools supported by SCiU and schools not supported in Kasese district*

	Whole district		Operational sub-counties only	
	SC schools	Non-SC schools	SC schools	Non-SC schools
Pass rate	93.7%	94.2%	93.7%	96.77%
Pupils passing with top 2 grades	56.8%	65.9%	56.8%	66.0%
Pupils passing with bottom 2 grades	36.9%	29.3%	36.9%	30.7%

The reason for the difference between the north and the west is not clear and should be investigated. The north is recovering from conflict and this is reflected in school quality: textbook to pupil ratio is 1:7, teacher to pupil ratio 1:78 (compared with the national figure of 1: 55)<sup>3</sup>. This may mean that providing greater access has a greater impact there. However the ratios in Kasese are worse for teacher to pupil (1: 84) and still poor for textbook to pupil ratio (1: 5) without a comparable impact.

However, PLE data need to be approached with significant caution as a true measure of educational attainment. The Kasese pass rates look suspiciously high. Though there has been limited measurement as yet of the educational performance

<sup>3</sup> Information from Robinson Obot, District Inspection Officer

indicator (indicator 2 for result 1.1.5), which is an independent test of literacy and numeracy at P3 and P6 levels. Only three schools in three districts have been surveyed to date. Though this data may not be generalizable, it suggests a significant deficit in numeracy and literacy attainment<sup>4</sup>. In P3 only 6% reached satisfactory levels in literacy and 21% in numeracy. In P6 only 3% were satisfactory in literacy and 2.6% in numeracy. Girls performed more poorly than boys except in P3 numeracy tests.

#### **4.1.4 Non-formal and vocational education**

As noted in the introductory table the only performance measure available for the non-formal education programmes is the rate of successful transition to the formal system. In the case of the ABEK programme, this rate was 12% (with 64% of these being boys). The commonly encountered suggestion that vocational and non-formal education may be the answer to school drop outs needs to be rooted in clear evidence of the abilities of such programmes to produce educational attainment in the case of non-formal education and to provide access to incomes in the case of vocational education. There is little systematic data on success rate of vocational education graduates in getting jobs. The data from the one study encountered, in Lira, will be presented under the protection programme below. This study found an 11% success rate. The costs of vocational education are high ranging between 500,000 and 590,000 Ugandan shillings per child (around \$400): a tailoring course costs 590,000, carpentry 530,000, building 530,000 and beekeeping 500,000<sup>5</sup>. An assessment of cost: benefit would be important here if the success rate were generally to be so low.

#### **4.1.5 Pedagogy: the international debate about child-centred teaching methods**

Though changed teaching methods are only a small component of the programme, they are at the heart of moves towards improving educational quality. However here especially it will be important to measure educational outcomes. The educational field is littered with fashions. Child centred pedagogy has been highly fashionable over the last half century. However it is also controversial. While child-centred methods put the individual child at the centre of educational aims, some policy currents argue that education needs to be tailored to the economic development of the country, and that child-centred methods de-prioritise subject and educational attainment<sup>6</sup>. There is also some evidence that, unless it is administered by well-trained teachers, it can put children from disadvantaged homes at further disadvantage to better-off children<sup>7</sup>.

Therefore it would be important to measure in this programme a comparison of the performance of advantaged and disadvantaged children experiencing the changed teaching methods

#### **4.1.6 Child participation**

Though there are children's groups and clubs in the schools, few of these are yet at the stage of development where they are able to exercise an influence on school governance. The operational test applied of children's participation was whether they were able to engage in dialogue with adults and effect changes. Two children's

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<sup>4</sup> Sylvia Acana (2007) "Report on the assessment of learning achievement in Apac, Lira and Oyam districts in 2007"

<sup>5</sup> Information provided by the SCiU food security adviser

<sup>6</sup> Maha Shuayb and Sharon O'Donnell (2008) "Research Survey 1/2 Aims and Values in Primary Education: England and other countries", Primary Review Interim Reports

<sup>7</sup> See for example, Bonnie Grossen (1998) Child-Directed Teaching Methods: A Discriminatory Practice of Western Education

groups were interviewed, and the results are located in annex 5. The most commonly found issue is a concern about disciplinary methods. Though policy of the Ministry of Education is to ban corporal punishment, beatings are still common. The Gulu children's group of the Concerned Parents Association said that in some schools they had been able to work with teachers to develop viable alternatives. The Kasese group did not feel that they were entitled to dialogue with teachers on this. The Kasese group, according to SCiU staff, is probably closer to the average at the moment.

#### 4.1.7 The gender gap

The gender gap of about 16 percentage points in pass rates in the north, seen in the Gulu table, affects not only pass rate but also drop-out rates, as illustrated in the enrolment for one school

##### *2008 Enrolment for Pakwelo P7 School, Gulu district*

	2006			2008		
	Boys	Girls	Total	Boys	Girls	Total
P1	144	132	276	232	241	473
P2	87	93	180	148	141	289
P3	118	98	216	138	130	268
P4	97	111	208	162	180	342
P5	119	104	223	242	137	379
P6	77	38	115	115	63	178
P7	68	20	88	66	31	97
TOTAL	710	596	1306	1103	923	2026

Roughly equal numbers of boys and girls enrol in P1. Drop out both for boys and girls is precipitous after P5, but it is more extreme for girls, leaving only half as many girls as boys in P7. The failure of the SCiU interventions to make any impact on the gender gap suggests other types of interventions may be necessary. The causes of girls' drop out are thought to be early marriage, pregnancy, poverty, parental attitudes and safety among other factors<sup>8</sup>. It is worth noting that, according to the baseline study for the rewrite the future programme, only 35% of schools were judged to have a safe environment

Interestingly, though there is a gender gap nationally, it is not nearly so marked as in the north. According to the Uganda Education Statistics Abstract for 2004, the national gross enrolment rate for boys was 107.55% and for girls 101.39. Boys' enrolment at P7 level was 54% of the total. This can be seen in sample enrolment data from Kasese as well where the gender gap hardly exists.

##### *2008 Enrolment for Katwe Quran School, Kasese district*

Class	Boys	Girls	Total	Orphans			Disabled		
				Boys	Girls	Total	Boys	Girls	Total
1	50	30	80	7	7	14	6	7	13
2	44	34	78	10	5	15	4	4	8
3	36	36	72	2	8	10	1	3	4
4	30	30	60	3	4	7	3	2	5
5	25	30	55	2	1	3	4	1	5
6	22	30	52	1	-	1	1	1	2
7	10	13	23	1	1	2	1	-	1
TOTAL	217	203	420	26	26	52	20	18	38

<sup>8</sup> "A baseline study for rewrite the future education programme in northern and western Uganda" (April 2007)

The factors behind the greater gender equality in the west are not clear. The SCiU team suggested that it may be a combination of the district being a pilot for the Girls Education Movement programme, the safe schools programme, and the belief that girls bring a higher economic return to parents on investment in their education than do boys. Investigation may reveal pointers for new gender-based programming in the north.

The Katwe Quran enrolment data above provides a good model of disaggregation, not only by gender but also showing enrolment of disabled children and orphans. The enrolment of disabled children in this school stands at 9% of the total. This compares very favourably with the national rate<sup>9</sup> of 2.96% and SCiU average of 2.8% in Kasese<sup>10</sup>. Such disaggregation should be encouraged throughout the programme.

## 4.2 Protection

SELECTED EXPECTED RESULTS	ACCUMULATED RESULTS TO 2007	COMMENT
2.1.1 Mutual support groups for children enhance resilience and reduce abuse	63 groups established and nearly 2,000 children trained. 522 dealt with by mediation services	There is no measure of outcomes for the children so it is impossible to know whether resilience has been enhanced or abuse prevented
2.1.2 Adult community groups provide guidance and counselling	66 CPCs established with 1,208 members trained, 4,045 children counselled	No information on the outcomes for children of the guidance and counselling
2.1.4 Children affected by conflict and other separated children supported and able to reunify with families	241 unaccompanied children reunited or fostered 124 street children in Lira reunified. A follow up survey found 44% had returned to the street 313 refugee children given vocational skills 377 male and 144 female war affected children in Lira given vocational skills of whom 57 (40M and 17F) making a living from group micro enterprises	Data is largely lacking for the permanence of family reunification or for the percentages of children given vocational training successfully making a living. The two Lira studies are exceptions. In Kasese, 20 of 50 street children dealt with by the mediators, returned to the streets after reunification.
2.2.1 Selected districts supporting community based OVC activities	No data on numbers reached, though local authorities are providing better children's services such as police described under 2.2.5	No data on outcomes

<sup>9</sup> Ministry of Education and Sports, Uganda Education Statistics Abstract 2004

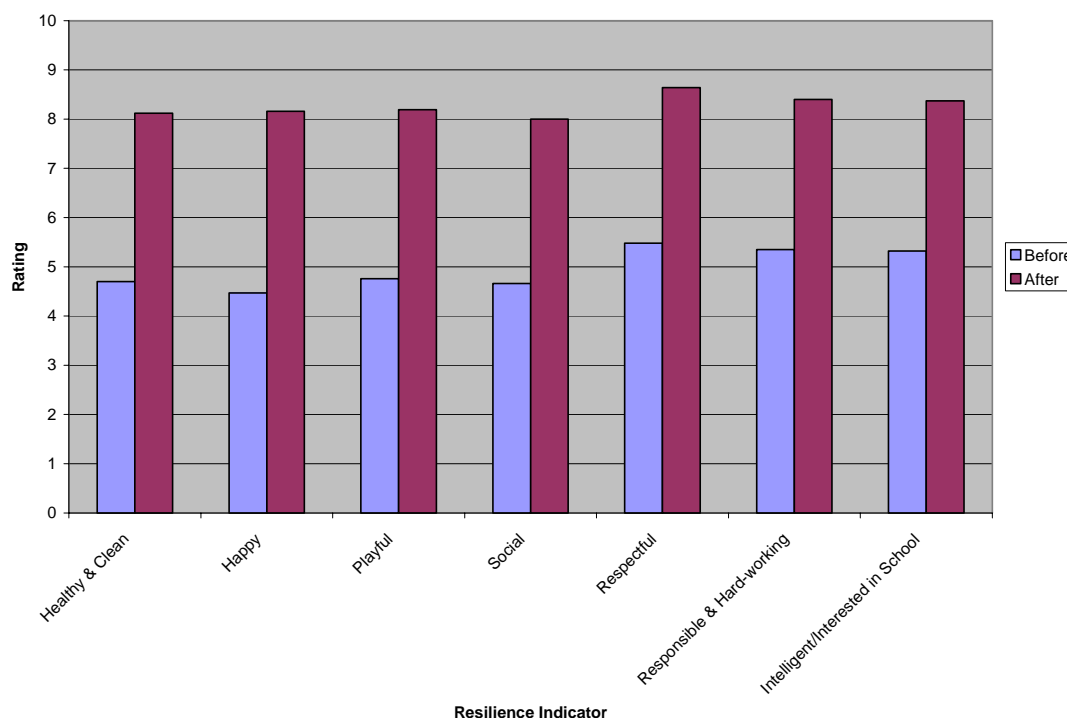
<sup>10</sup> "A baseline study for rewrite the future education programme in northern and western Uganda" (April 2007)

2.2.2 Ministry of Gender Labour and Social Development is a fully-fledged sector with social services to children high on the priority list of the sector.	Not achieved. The Ministry remains under-funded with district staff demoralized. Coordination meetings are not happening.	
2.2.3 Parliament and the GoU has enacted into Law the Draft Sexual Offences bill guaranteeing equal protection of the rights of both boys and girls against defilement, early marriages and all other sexual offences.	Defilement law was revised to speed up processing allowing cases to be handled more quickly by Magistrates Courts. The penalties for children guilty of defilement were reduced allowing diversion.	
2.2.4 All cases concerning children in conflict with the law, who are found eligible for diversion, are being diverted	By 2006, it is reported that 95% of all the cases of children in contact with the law were handled at community level and by the family and children courts (FCCs)	The data on diversion are not available from all districts. Thought to be around 50% from the three districts where data is available
2.2.5 Child and Family Protection Units in District Police headquarters in 7 districts are providing emergency, preventive and supportive services, to women and children who are victims of violence	No comprehensive data on number of cases handled. Gulu CFPU dealt with 694 children and Kasese CFPU 1,560 children in 2007	Limited data on what happens to the children
2.3.2 Children and adolescents in selected communities participate in child led and adult supported clubs outside the formal schooling system in which they have access to recreational and intellectual stimulating activities.	55 clubs (including community children drop-in centres) benefiting 1,213 out of school children were established. It is claimed that in a survey of 200 children in school clubs and out of school groups there is increase in ability to communicate and source of information and interact with adults and engage in debates	No information on the outcomes for children
2.3.3 and 2.3.4 Children have impact on community decisions that affect them including in peace work	Children's issues recognized in peace protocols (Agenda 3 on Accountability and Reconciliation). 240 war affected children from Northern and North-Eastern Uganda participated in consultations with the Government Peace Team	As in education, most groups are still too new to have much influence yet

At the heart of this programme is the concept of linking community volunteer structures with government provision at local level, both in the social welfare system through the probation officers at District level and the development officers at lower levels and through the justice system, primarily the Child and Family Protection Units of the police. In a resource constrained environment, where as noted above, the Ministry of Gender and Labour and Social Development does not manage a fully functioning apparatus, the partnership between community and state makes sense as a means of delivering child protection. The budget for the probation officer and CFPU in Kasese district for example was around 10 million Ugandan shillings in 2008, and that was a significant increase over the 2 million in 2007. There are challenges to this approach however. The most significant challenge is in maintaining the commitment of the volunteer structures. All of those interviewed in the course of this evaluation, from the mediators structures associated with the police, and from the child protection committees, mentioned the importance to them of “incentives” for their work. The second challenge relates to the nature of these structures, which will be discussed below.

#### 4.2.1 Data demonstrating protection

The principle problem however is the significant absence of data on whether or not children are protected, rehabilitated from trauma, and diverted from the formal justice system. The only data on psychosocial outcomes is provided by the evaluation of the Child Resilience Project in Northern Uganda<sup>11</sup>. Though it relied on self-reporting of outcomes, it triangulated children’s assessments with those of parents and teachers. Children were asked to develop their own indicators of resilience and then assessed themselves on these indicators, before and after the project, using a 10-point scale. Their assessments, which corresponded quite closely with those of the adults, showed a 3-point increase, as shown below.



<sup>11</sup> Anna-Kaisa Wilson (May 2007) Evaluation of Save the Children Uganda’s Pilot Phase of the Child Resilience Program in Schools in Northern Uganda

The evaluation concludes that because children's indicators like "playful & social", "happy", "interested in school" and parents indicators such as "open and seeks support" appeared, the programme probably made a change in children's psycho-social well being.

Some of the other data on protection outcomes encountered in the course of the present evaluation was harder to take at face value. Kaddenet, for example, a networking and advocacy partner in Kasese argued that child sexual abuse in one community, Katwe Kabatoro, had dropped from over 10 cases per week in 2007 to less than one a month in 2008 following the creation of child protection committees. This change, if true, would be so unusual as to require special explanation. The expected pattern following community sensitisation would be for the apparent incidence to go up, not down, as more cases that were previously hidden get reported. This is the pattern with defilement cases recorded in the Kasese Child and Family Protection Unit: there were 146 cases in 2005, rising to 231 in 2006, and 225 in 2007. A further reason to doubt Kaddenet's figures is that they also record corporal punishment in schools in Katwe Kabatoro as dropping from over five cases per week per school in 2007 to none this year. Children from the child rights club in Katwe boarding school say that beatings are still the most common form of punishment (see Annex 5). If the data on sexual abuse is a true record it suggests an alarming possibility: namely that abusers may be becoming more clandestine and terrorizing their victims into silence. This should be investigated

#### **4.2.2 Policy achievements**

There are several significant advocacy achievements under the protection programme. The amended defilement law is probably the most significant. There is evidence that SCiU did contribute to its passage: the Legal and Parliamentary Affairs Committee of Parliament recognizes SCiU's contribution, and SCiU positions were adopted: e.g. removing consensual sex by minors from the justice system.

Also significant was the incorporation of children's issues in the peace process in the north. The recovery and development plan provides for a number of issues that were identified by children themselves in the peace clubs: justice processes (including witness protection), primary education and vocational education for all children including those recovering from conflict, support for income generating activities, and trauma counselling. Children have an agreed space for their voices in the negotiations between government and LRA, and have addressed an international meeting on the topic. Annex 5 includes some testimony from children in Gulu to their feeling that they have influenced the peace process.

Perhaps the riskiest of all the advocacy achievements was in relation to the disarmament process being carried out by the Ugandan army (UPDF) in Karamoja. SCiU demanded a peaceful disarmament process and denounced human rights violations (to the annoyance of government). However this resulted in the end in strengthening of an existing MoU with the UPDF to allow training on code of conduct and child protection. The military have a human rights desk and child protection units for captured combatants, and monitor child recruitment. Since one incident in early 2007 before the training there have been no reported incidents. The army now consults with Karamajong elders before a cordon operation.

#### **4.2.3 Community structures**

It was very hard to understand exactly what protection services the community structures were providing. The mediators, who work in association with the CFPUs as an outreach structure can clearly be measured in terms of their success in



keeping minor cases out of the formal justice system and in terms of prevention and support to victims. The success measures for the child protection committees are harder to understand. Though in practice the two kinds of structures may not be so distinct. The child protection committee of Bwere sub-county in Kasese district overlaps significantly with its mediator network, and has a considerable number of cases referred to it by the police. So success for both structures might be measured in terms such as:

- Intervention in domestic violence incidents to protect children and women, and to assess any prospects for reconciliation
- Dealing with child petty offenders to broker restitutive rather than retributive justice.
- Following up petty offenders diverted from the justice system by police cautions or court orders for community service
- Supporting child victims

However, though this does describe much of the caseload of both structures, there is a downside for protection. All of these functions are very much community policing functions. And members of these networks tend to describe themselves and their role using control words like “guidance”. They will not necessarily be well suited to providing psycho-social support, or to be the people to whom children in difficulty will naturally turn. An indication that this may be so can be found in the breakdown of the 2007 caseload of the Kasese mediators, which is reproduced below

*Kadema caseload 2007*

Category	No of cases	M	F	Total
Lost and found children	10	12	6	18
Desertion	19	37	41	78
Failure to provide	3	7	4	11
Idle and disorderly	6	11	1	12
Forceful removal of child	1	1	-	1
Abandonment	4	3	1	4
Abuse	29	13	3	16
Child neglect	40	20	14	34
Street children	19	94	2	96
Domestic violence	51	24	28	52
Assault	18	53	38	91
Loitering Lunatic	2	2	-	2
Cases reported by children	4	6	-	6
School dropout	20	51	10	61
Home support visit	16	31	23	54
Resettlement	8	5	8	13
Prison cells visit	12	3	-	3
Court attendance	4	3	-	3
Theft	21	33	6	39
Child Labour	18	39	5	44
Unruly children	4	6	-	6
Defilement	5	-	5	5
Rape	1	-	1	1
Seriously abused children	3	1	2	3
Early marriage	2	0	2	2
TOTAL	320	455	200	655

Only 4 of 320 cases were brought to them directly by children. This suggests either that children do not know them, or that they do not trust them. It would be important to find out how children perceive these structures and what they want from them.

#### 4.2.4 The justice system

The work in justice system was being reviewed<sup>12</sup> at the time of the present evaluation. Though it does not contain data directly on the expected strategic results of diversion from the formal justice system or the services provided by the CFPUs, some of its findings are instructive. In particular it claims that diversion has become both unworkable and unmanageable for two main reasons. Firstly, that the rate of reoffending has gone up because child offenders see the system as toothless. And secondly, that courts issue non-custodial sentences whatever the offence because there is no functioning remand centre to which to send the children. The evidence for these conclusions is not offered in the current draft. It also finds (again with the evidence not presented) that the rate of offending is the same in project and non-project areas. The review cautions that community volunteer structures may be becoming overstretched by taking on too many responsibilities at local state level (such as liaison with prisons and courts).

These conclusions, if substantiated by evidence, throw some doubt on the validity of any findings about trends in diversion rates. Two Child and Family Protection Units were visited in the course of the present review: Gulu and Kasese. CFPUs are able to release young petty offenders with a caution into the supervision of the community mediators as well as to provide support to victims. The records kept in the Gulu CFPU did not allow any analysis of what outcomes were for the children who passed through their doors. It was possible only to ascertain that in 2007 they dealt with 694 children, with two categories accounting for 78% of all cases: neglect (265 cases) and assault (274 children). Assault is not an analytically helpful category since it includes both victims and perpetrators and most domestic abuse is lumped in under this heading also. In contrast, the Kasese CFPU maintains a considerably better level of record management, as shown below

##### *Victim cases handled by Kasese CFPU 2007*

	M	F	Finished at police	Cases recorded at court	Pending	Total no of cases	Total no of children
Child neglect	212	143	130	60	42	229	395
Desertion	57	80	51	10	20	82	137
Forceful removal of a child	19	27	19	4	10	33	46
Domestic violence	104	95	64	2	40	115	199
Missing & abandoned	31	38	42	8	5	56	69
Disappearance	2	-	-	-	2	2	2
Child denial	1	1	2	-	-	2	2
Child abuse	11	14	5	1	9	15	25

<sup>12</sup> Center for Justice Studies and Innovations (May 2008) Evaluation of Phase II of "Implementation of Juvenile Justice Initiatives in Uganda" 2004-2007 (draft 1)

Unruly	6	2	7	-	-	7	8
Intermeddling <sup>13</sup>	8	10	1	-	2	3	18
Child Starvation	3	2	1	4	-	5	5
Defilement	-	225	33	55	121	225	225
TOTALS	454	613	355	144	251	350	1115

*Children in conflict with the law Kasese CFPU 2007*

CASES	M	F	Finished at police	Pending	Reported to court	Total cases	Total children
Defilement	27	-	27	-	-	27	27
Assault	16	4	14	4	2	20	20
Theft	26	3	18	3	4	25	29
Stealing cattle	4	-	3	-	1	4	4
Malicious damage	7	-	5	-	2	5	7
Drug Abuse	6	-	5	-	1	6	6
Indecent Assault	4	-	4	-	-	4	4
Idle & disorderly	9	1	10	-	-	10	10
Criminal trespass	4	-	2	1	1	4	4
House breaking & theft	12	-	8	-	2	10	12
TOTAL	115	8	96	8	13	115	125

Their data is disaggregated by gender and it is possible to get some sense of what happened to the children. Relatively vigorous prosecution of adults can be seen in relation to neglect of children (45% cases transferred to court or pending) and defilement (78% of cases transferred to court or pending) compared with domestic violence (37% in court or pending). For young offenders a clear pattern of attempted diversion is visible. In defilement cases (which may in some cases be consensual sex between underage children) none were taken to court. Over all offences, 13 of 115 cases went to court with a further eight pending: this would suggest that 82% of cases were diverted. Courts themselves have the option of issuing diversionary sentences, and there is no record of the court judgements. Though 82% would be an underestimate of diversion here, these are not all of the juvenile cases handled by the police. Liaison between the CFPU and the CID tends to be driven by more senior officers in the CID. The Kasese CFPU had no access to information about the number of juvenile cases handled directly by the CID, though they guessed that they might be seeing two-thirds of the cases. The Juvenile Justice evaluation notes this problem and that referral from CID is often only where they wish the CFPU to pay for the costs of medical examinations. Hence, though the Kasese CFPU provides a model of relatively good record management, it is still not possible to use their data to measure the strategic result.

<sup>13</sup> Relatives seizing the property of a deceased person rather than using it for survivors

The evaluation of the juvenile justice programme, while finding considerable strengths in the programme in fostering community-level structures, also notes weaknesses in the work of the state structures at local and national level, and of SCiU's linkages with the decision-making bodies. It notes a poor relationship in particular with the Ministry of Gender, Labour and Social Development and no links with the Chain Linked Initiative Advisory Board and the National Juvenile Justice Committee. The key programme flaw identified lies in the transition from SC-managed interventions in Phase I of the programme to partner management in Phase II.

#### 4.3 HIV/AIDS Programme

SELECTED EXPECTED RESULTS	ACCUMULATED RESULTS TO 2007	COMMENT
3.1.1 and 3.1.2 Children living with HIV can access child friendly treatment, including ART and counselling services at all treatment centres cost-free.	<p>District breakdowns are not available, but nation-wide, 110,000 children are living with HIV/AIDS of whom 50,000 need ARVs</p> <p>In Gulu, where there are an estimated 12,000 children living with HIV (of whom about half need ARVs), 1,242 children are accessing health services. 465 on ARV. Four of five health facilities are offering free child-friendly services</p> <p>District data was not available in Kasese but the SCiU partner NACWOLA is working with 252 children (137 female and 115 male) of whom 85 are on ARVs. They believe these are all the children living with HIV in 5 sub-counties of the district</p>	10.4% of the target are receiving cost free services and 6.5% are on ARVs.
3.2.2 Children affected by HIV receive support, care and counselling from family and community members	<p>1,242 children in Gulu received referral counselling and care in their homes. Outcomes were:</p> <ul style="list-style-type: none"> <li>• Improved adherence to treatment regimes, resulting in a reduction of hospital admissions from 10-15 a month and deaths from 2-3 deaths a month in 2005 when there were 189 children in the programme, to 6 deaths a month and 5 hospital admissions in 2008 with 6.5 times as many children in the programme</li> <li>• School attendance and performance</li> <li>• 289 children chose to disclose their status after counselling</li> </ul>	<p>The measurement of outcomes here by the implementing partner Health Alert rather than simply activities is a model.</p> <p>Though the clinical services are provided by the health system, Health Alert can claim to have made a significant contribution to the clinical outcomes through community based adherence</p>

	Children's groups in Kasese District are being supported to use drama as a means of both community outreach and integration of children living with HIV	monitoring
3.3.1 GoU supported PMTCT services reach minimum 15% of HIV positive pregnant women in SCiU target areas.	428 mothers in Gulu accessing PMTCT. The estimated number of HIV+ pregnant women is 2,188, so 19.55% of those in need were reached. 128 children born to HIV+ mothers were tested and 114 (89%) were negative.	Overachievement of the target figure
3.3.2 Adolescents have access to child friendly RH, HIV counselling and testing	5 ASRH centres said to benefit 15,861 children and young people	No data on outcomes or user surveys. Assessments of services say they are good.
3.3.3 Children empowered to challenge gender roles	2,808 children passed through the programme run by the Gulu Youth Centre. There is no measurement of outcomes.	Health Alert suggests child marriages as a proxy indicator of success and believes that the rate has decreased. However they also note that this may be a result of the work of the child protection committee

#### 4.3.1 Strengths of the HIV/AIDS programme

The HIV/AIDS programme, which reaches 19,132 children, as a stand-alone programme, is a good balance across the full spectrum of care and prevention. It has an unusually high level of impact measurement. The Gulu projects, delivered through the partner Health Alert, include an innovative community-based (rather than clinically based) support to treatment compliance, which is achieving high success levels. However, considered within the context of the strategy as a whole it is harder to track the impact of the HIV programme as a supporting programme. There is little information about the support to children living with HIV in the protection programme or about the access to education and educational performance of such children.

One further issue of concern is the lack of integration between the messaging of the HIV programme and of other programmes. Schools visited in the Katwe community had a number of placards stuck into the ground with various messages to children. Among these messages was "AIDS kills". Fear and death-based messages cut across the intentions of the HIV programme to encourage children not to see HIV as a death sentence and to support access to ARVs. As one boy in the Mukunya Child to Child AIDS Prevention and Care group described it, they used to see a child living with HIV as "a living dead, not a person". The school messages clearly do not help to change this attitude. Adult-oriented and ignorance-based messages and objectives do not help the children. And here there is a final issue to note: the children in Mukunya when asked to list ways in which they could protect themselves against HIV described abstinence but not condoms and reducing the number of sexual partners. They acknowledged that many of their peers were sexually active and said they had no access to condoms. Peer-mediated distribution of condoms to sexually active

young people would require overcoming adult resistance but would be a vital addition to the programme.

#### 4.3.2 A model of good practice

The quality of the implementing partner in Gulu merits special mention. As noted, their community-based programme is innovative, effective and relatively well monitored for impact. This provides a benchmark of good practice that would benefit other partners and indeed staff-managed projects. In a strategic review it was not possible to spend enough time with the partner to ascertain what activities generate this success, but it must be related to the quality of the formation and work of the community based volunteers. They have, or can suggest, impact indicators for every component quality of the formation and work of the community based volunteers of their intervention. They have an entirely realistic view of their partnership with SCiU, recognizing that it will not last for ever and expecting to be assisted by SCiU in the development of relationships with other funders. They value SCiU's technical input as much as the funding, but do not see this as a one-way relationship, believing that they have influenced SCiU's strategy and helped to sharpen its HIV programming. Finally they have an interesting view of their future role. While many NGOs who are involved in service provision see their role as replicating successful experiments in new locations, Health Alert see this service provision as the government's job and expect to shift their own focus increasingly towards advocacy for the scale-up of their successful innovations.

### 4.4 Livelihoods programme

SELECTED EXPECTED RESULTS	ACCUMULATED RESULTS TO 2007	COMMENT
4.1.1 Children affected by natural disaster and armed conflict are protected against hunger and malnutrition	This nutrition component of the programme is winding down as the emergency ends. The global malnutrition rate reduced to 3.2% (below the emergency threshold)	
4.1.1 Children and their families living in households affected by shocks and stress can apply dynamic and sustainable strategies for recovery and rehabilitation of the household livelihoods	The families of 17,310 children in 5,770 households are reached with seeds, agricultural inputs and training. The programme is trying to help them produce a surplus for marketing that will provide a cushion against shock by assisting them with second income sources – beekeeping, livestock, savings and loans schemes. The Child Nutrition III project (March 06-Feb 07) assisted 408 vulnerable households with implements and trainings. Over 80% of the beneficiaries registered a 50% increase in food production	There is no measurement of the number of these families that are successfully making a living, but it is believed from the malnutrition level that they are generally meeting their consumption needs. The outcomes of support to developing second sources of income will be measured in September 2008
4.1.3	This is still in pilot. The intention	There is no data on

Children who have not completed primary education, are provided opportunities for sustainable and safe income generating activities	was to support 200 school dropouts. This figure was reviewed and reduced figure to 150. In 2007, 75 children accessed vocational training	how many are making a living
4.2.1 Children and their families play an active role in influencing implementation of activities that mitigate vulnerability to food and economic access	Children are not actively involved at the moment	

## 5. Partnership

Covering evaluation objective

- Assess the relevance of partnership approach in delivering the 4-year plan and strategy and measures to be taken by the country programme to maximize achieving the results

SCiU has developed a detailed and comprehensive set of partnership policies and guidelines. The assessment that follows is twofold: firstly the degree to which the partnerships with those partners visited accord with these policies; and secondly, a commentary, insofar as this is possible, on the relevance of the approach.

The programme recognizes different types of partners: implementing, collaborating and strategic. Implementing partners tend to be civil society organizations while partnerships with government tend to be collaborating. During the course of the present review visits were made to five civil society organizations (Health Alert, Kaddenet and Concerned Parents Association, a mediator network and a child protection committee), two local authority organizations (in the municipalities of Gulu and Kasese), two police units, one Ministerial partner (Gender, Labour and Social Development) and the Parliamentary Forum for Children

### 5.1 Consistency of partnerships with the policy

In SCiU policy partnership should be a sharing of vision, should transcend the funding relationship and should be open and transparent. The assessment here was done by asking the partner to describe the main characteristics of the relationship and what they would like to see changed.

Across the range of partner types interviewed for this review there was considerable consistency in the way they described and evaluated the partnership. Without distinction between public or civil society partners, the partnership was described as close, with joint problem solving, and shared vision, without SCiU “imposing”. The District Education Officer in Gulu said they could not operate without Save the Children’s support. SCiU was described as “flexible” and understanding. Most partners recognized that the relationship included capacity building as well as funding, and valued both. In the best case, that of the HIV programme partner Health Alert, there was a clear perception of the relationship being two-way.

The main exception to this pattern was from the two police Child and Family Protection Units, who saw the relationship in largely instrumental terms as a funding relationship. This relationship is considered not as a partnership, including sharing of values, but as collaboration.

The national level partnerships are more problematic. The parliamentary forum representatives described the relationship in broadly similar terms to the first group. No meeting was possible with the Ministry of Education, with a scheduled meeting postponed and then cancelled. It can only be inferred what this means. It may mean that at national level (as apposed to the district education offices) SCiU's partnership is not accorded much value. Or it may mean that the significance of the requested meeting was not understood. The Children's Commission of the Ministry of Gender Labour and Social Development assessed the partnership as broadly supportive and positive. However despite considerable indications that aspects of the social welfare system are dysfunctional, the assessment made was that what was needed was more resources not more capacity-building. In commented on the negatives MoGLSD informant described SCiU as not interfacing with probation officers at district level or with coordination structures. However, SCiU dispute this disconnect. This was in line with the findings of the Juvenile Justice evaluation, noted in section 3 above, that the relationship between SCiU and the Ministry is not optimal.

In many cases, when partners were asked about things SCiU could do to improve the partnership, wish lists for further financial support were forthcoming, which will not be described further here. However several issues did emerge which are relevant: some partners expressed the hope that SCiU would broker relationships with other funders for them. One partner suggested it would be helpful to get multi-year funding from SCiU. However, on probing, it appeared that this partner is not required to submit annual proposals and that the annualised release of funding corresponds to the policy of the donor for this project.

## 5. 2 Effectiveness of partnership

The policy provides no inherent way of assessing the effectiveness of the partnerships. Partnership is a value in its own right. It can be argued that seeking partnership and capacity development of local organizations is an ethical obligation on any international organization.

Cost effectiveness would be one way of assessing partnerships. The relative costings of self-implemented and partner-implemented projects are shown below.

### *Financial analysis of project spend by category and type of implementation*

	Overall		Self-implemented (%)	Partner-implemented (%)
	Ugandan sh	%		
Capital items	676,765,176	2.6	3	2
Personnel	6,692,126,553	26.1	36	12
Direct Project spend	14,433,769,453	56.4	43	76
Local admin	3,797,268,497	14.8	18	10

On the face of it, these figures might suggest that with higher personnel and administrative costs and lower direct project spend, the SCiU-implemented projects are less cost effective. It does seem probable that the extensive local infrastructure of SCiU regional and district offices, will add significantly to the costs of project delivery,



taking overhead costs to close to 30% of the budget. It may be worth noting that the HIV AIDS project in Gulu through partnership with Health Alert in 2007 reached 1,242 children (even excluding the children benefiting from the MTCT component) for a grant of 90 million Ugandan Shillings. This is a cost per child of 72,464 Ugandan Shillings per child, compared with an average of 100,954 Ugandan Shillings for the HIV/AIDS programme as a whole. However, partner personnel and administrative costs will be included in the direct project spend category for partner implemented projects so the comparison is not entirely clear. More importantly cost is only one among many measures of effectiveness.

A more important measure would be of the relative costs per child reached. And even more useful would be that of the relative costs per child successfully reached (in terms of the defined outcomes of each project). No data was available to make this calculation, not least because much of the impact is not currently being measured. Even here, however, cost per beneficiary is a crude piece of management information and should only be used in decision-making with great circumspection. Cost per beneficiary will legitimately be high when a project is attempting to innovate and learn through pilot testing. Innovation has a high development cost. This is a role in which NGOs excel. Once the modalities of a successful intervention have been tested and learned, in most cases it is best to attempt to take it to scale by handing over to an implementing agency, often the state, where costs per beneficiary will be much lower. This is largely the way in which Health Alert understands its role.

SCiU may find it useful to develop criteria in the manner suggested above to measure the effectiveness of different types of partnership and to compare them with the cost-effectiveness of its own delivery.

## **6. Advocacy and contribution to national strategy**

Covering evaluation objectives:

- Assess the country programme's contribution in achieving the national goals related to children and the MDGs and recommend strategic issues that should be considered further to benefit more children.

SCiU's advocacy work has been highly effective, contributing to national policy change in education and child protection. There is convincing evidence for Save the Children's contribution to these changes. The details have already been discussed in section 4 of this report, under the respective programme headings, and this section will simply summarize what has already been said.

### **6.1 Education**

SCiU's work has contributed 11.3% of the 147,515 children enrolled in its operational areas, through classroom construction and provision of materials. This is a measurable contribution to national goals and the Millennium Development Goal of universal primary education. The success in lobbying for the revised education bill is significant, not only in the establishment of the principle of free universal primary education, but also in the recognition of the value of non-formal education

Though access remains an issue, SCiU should concentrate in the future in improving quality of education and educational outcomes for children, and in closing the gender gap in educational access and attainment

## **6.2 Child protection**

The amended defilement law is a major contribution to child protection, speeding up justice as well as allowing for diversion for children who are themselves guilty of defilement. SC has been instrumental in achieving the incorporation of children's issues into the northern peace process. Most courageously SCiU braved government displeasure in publicizing human rights violations in the Karamoja disarmament process and has succeeded in achieving human rights training and procedures in UPDF operations.

## Part 3: Conclusions and recommendations

Covering evaluation objective

- Make recommendations for improvement to achieve better results for the rest of the plan period and for the development of the next strategy

### 7. Conclusions and recommendations

It should be stated at the outset that most of the data supporting the conclusions was obtained from programme documentation. The field visits were necessarily short covering roughly an hour with each partner. This clearly limited the ability to make independent or detailed assessments of individual projects. It was possible to make only two brief field visits outside of Kampala, to Gulu and Kasese, and data obtained from these visits should be regarded as no more than illustrative or indicative. As is common with many evaluations, much of the time was spent trying to obtain substitutes for absent impact monitoring data, and not on evaluation per se.

#### 7.1 Improve measurement of impact in terms of outcomes for children

Unsurprisingly, the main conclusion and recommendations relate to the need to measure outcomes for children. This is important not just for the development of the next strategy but also for the remainder of the present strategy period. While activities are being reported on, and measured with some sophistication, there is an under-reporting on outcomes. This is especially so in the protection programme. There is nothing unusual in this defect. It is rather common and corresponds to the activist motivation of NGOs. Behaviour change takes time in NGOs too. This is probably the reason why, despite the introduction of a results-based management policy, and the development of an impact indicator set, these tools are not being used. However, regular measurement of impact and outcomes (rather than depending on infrequent evaluations) is essential for being able to make timely programme corrections and management should robustly support the implementation.

**Recommendation 1:** Implement results-based management and use and routinely measure the impact indicators

It would also be worth benchmarking examples of good practice in this regard. The Health Alert project is a prime example here. The Kasese Child and Family Protection Unit is a relatively good example of data collection, though not necessarily of data analysis

#### 7.2 Give clearer focus to the equity and non-discrimination elements of the programme

The programme regularly disaggregates its data by gender. However other dimensions of difference and discrimination are not routinely monitored. It is essential for a rights-based organization to ensure that its interventions work equally well for all groups of children. For example, street children projects tend to ignore the sisters of street children, who are disproportionately street boys. In addition to gender, efforts should be made to monitor beneficiary groups by disability, socio-economic status, HIV status, and children affected by conflict. Though faith does not appear to be a

major dimension of difference, given the international and regional climate it could become so. It might be worth considering monitoring this too. This suggestion provoked some surprise so it is worth explaining the reasoning. First, Uganda is in a part of the world where faith is becoming a major political issue and Uganda should not expect to be exempt from the regional dynamic. Second, Save the Children is a non-denominational organization, and it is precisely because of this value base that it should assess whether its programmes are equally accessible by all children. There are sensitivities about recording children's HIV status, but this had not been an insuperable problem in the HIV/AIDS programme itself.

**Recommendation 2.** Disaggregate all data by relevant dimensions of marginalization, specifically gender, disability, socio-economic status, HIV status, and children affected by conflict. Make efforts to ensure that the interventions are accessible to all children.

The analysis of educational outcomes in Gulu appeared to show that SCiU's interventions improve educational performance but have no impact on the gender gap. Further effort should be made to analyse this and identify ways in which girls' access to school and academic performance in school can be enhanced.

**Recommendation 3:** Assess ways in which the gender gap in educational access and performance in the north can be closed

### **7.3 Give greater attention to improving quality in the education programme**

Educational outcomes are not receiving much attention in the programme. The focus is largely on improving access. Though some evidence has been reviewed suggesting that the expansion of classrooms and equipping of schools has led to a slight increase in academic performance in Gulu, the evidence in Kasese suggests that performance is worse in the schools supported by SCiU. It is possible that this is not a real effect. The schools compared may not in fact be strictly comparable in terms of school population or school facilities. However this should be investigated

**Recommendation 4** Investigate the reasons for an apparent lack of impact on educational performance of SCiU interventions in schools in Kasese compared with Gulu

In the non-formal education projects such as ABEK and ALP there is little evidence about performance but such evidence as there is indicates poor educational outcomes. These outcomes should be measured in the same way as that planned for the formal education programme (measuring literacy and numeracy skills at P3 and P6 levels) to ensure comparability.

**Recommendation 5:** Measure educational outcomes in the non-formal education programmes and if necessary take steps to improve quality

Considerable effort is going into providing vocational training and support to income generation. These activities are expensive and can benefit few children. The available evidence suggests the few are able to make a successful living after the training. If so, such interventions may need to be rethought.

**Recommendation 6:** Analyse the level of conversion of vocational training into sustainable livelihoods and assess the cost-benefit

Through the introduction of the new thematic curriculum teaching methods will also change. It would be important to assess whether in fact these methods, activity oriented and child centred, do in fact improve educational quality, and in particular whether they do so for disadvantaged children

**Recommendation 7:** Assess whether revised teaching methods work equally well for disadvantaged children

The early childhood development projects are not currently measuring the quality of the service provided in terms of stimulation, child development, and pre-school education. It would be important to do so, in order to be able to make an advocacy case for the benefits of investing in pre-school education. The most compelling evidence for education policy makers would be to be able to demonstrate, as is found in many countries, that pre-schooling provides a boost to subsequent school performance

**Recommendation 8:** Measure the outcomes of early childhood development for child development and track subsequent educational performance in schools by ECD graduates in order to assess whether there is a boost to school performance. Use this evidence to advocate for investment in pre-schooling

#### **7.4 Clarify and assess the intended outcomes of community-based protection**

The core of the protection programme is the promotion of community structures able to provide prevention, counselling, care and diversion from the formal justice system for young offenders. However the intended outcomes of these interventions are not clearly formulated in the strategy. What, for example, does a successfully counselled child look like? A child able to live a normal life as measured by playing with friends and taking part in normal activities such as school and household work perhaps? The lack of clarity here has made this programme hardest of all to measure impact.

**Recommendation 9:** Develop operational measures of successful outcomes for children of the operations of the community-based protection networks

With such clarity it would be possible to assess the effectiveness of the structures intended to provide protection. Questions were raised in section 4.2.3 about whether children trust these structures, and whether members of these structures see themselves as functioning to support or to police children.

**Recommendation 10:** Find out what children want from community based protection structures and what they think of the present ones

The evaluation of the juvenile justice system raises questions about the effectiveness of diversion. Outcomes should be tracked through the various agencies involved (police, courts and social workers).

**Recommendation 11:** Track outcomes for children in the justice system in terms of diversion rates and protection, and measure recidivism rate to test the success of diversion

**Recommendation 12:** Probe whether cases of decline in the recorded incidence of child sexual abuse such as Katwe Kabatoro, are indeed true, and if so investigate

why. Investigate in particular whether abusers have now become more clandestine and are terrorizing their victims into silence.

The disproportionately high cost per child of delivering this programme was noted in section 1.2. It was suggested that this might be an artefact of undercounting the number of children reached. It may also be to do with start-up costs of training adult community-based structures, with the possibility that costs per child will drop as they become active. It is important to clarify this.

**Recommendation 13:** Clarify the number of children reached by the child protection programme and reassess the cost per child of programme delivery

## **7.5 Ensure that HIV is successfully integrated across all the programme themes**

The HIV programme is a successful programme in its own right. However, HIV is not necessarily well articulated with other programme themes. It is unclear for example to what extent children living with HIV are benefiting from the other programmes

**Recommendation 14:** Ensure the integration of HIV into other programmes by monitoring access for children living with HIV in education and protection programmes

**Recommendation 15:** Ensure removal of fear-based messaging about AIDS in other programmes

Equally, the principles of child rights programming are not necessarily fully expressed in the HIV programme where adult influence seems to be determining the nature of messages to the possible detriment of children's health. This may be difficult for adults in the community. The way round this is to work with the adults so they understand that this is not about encouraging promiscuity but protecting the lives of their children by providing the full ABC (abstinence, be faithful, condom) coverage so that children who are already sexually active can be protected too.

**Recommendation 16:** Ensure that young people have safe and confidential access to all means of protecting themselves including condoms

## **7.6 Criteria for partnerships**

Section 5.2 considered the effectiveness of partnerships. With 58% of the programme self-implemented, SCiU may wish to consider, for developmental as well as perhaps for cost reasons, ways of measuring the effectiveness and utility of different kinds of partnerships. On the one hand there is evidence that some key cooperating partners and collaborators, particularly in the protection programme, lack necessary capacity. On the other hand, partner-implementation may be a more cost-effective way of delivering services for children. Partners may also be supported as laboratories of innovation. Finally, but highly importantly, building national capacity is a means of contributing to developmental sustainability.

**Recommendation 17:** Develop criteria to measure the effectiveness of different types of partnership and compare them with the cost-effectiveness of self-implemented projects.

## **7.7 In future planning develop a twin-track strategy for the north**

The situation in the north of the country is changing radically, with the halt to hostilities and the government's recovery and development plan. Some people are starting to leave IDP camps and return to their homes, a move the government seeks to encourage. Officially this is encouragement of voluntary return, but there is considerable pressure for NGOs to cease service provision in the camps. However many people are still uncertain about what the future will bring and whether the peace will hold. Also in the camps and the urban areas there is also a question of whether young people who know nothing about the rural areas and have no agricultural skills will want to return. Some returning adults are leaving the children in the camps to maintain access to food distribution and as a toehold in the event of security worsening.

Both because the future security situation is uncertain, and to keep faith with children and young people, SCiU would be unwise in its future planning to adopt a wholesale commitment to support for return, predicated on the assumption of peace. Though this would risk some friction with government, SCiU has also demonstrated its courage over the issue of Karamojo disarmament (referred to in section 6.2 above). Nor would it be necessary or appropriate to reject the principle of support to voluntary returnees. A twin-track strategy of continued support for young camp and urban dwellers, while simultaneously supporting extension of services to returnees would make most sense.

**Recommendation 18:** Develop a twin-track strategy for the north, simultaneously continuing support for young camp and urban dwellers, while also supporting extension of services to returnees

## **Annexes**

### **Annex 1: OBJECTIVES OF THE REVIEW**

#### **Overall objective**

Assess the progress of implementation of the country 4-year programme plan and strategy 2006-2009 and generate information and guide to make necessary adjustments for the remaining strategy period

#### **Specific objectives**

- To learn the progress of the program implementation with reference to the set 4 year plan and to what degree the programme is in line towards achieving the set results and objectives
- Establish factors that have hindered or fostered the implementation capacity of the 4-year plan and strategy and draw recommendations for improvement to achieve better results for the rest of the plan period and for the development of the next strategy
- To document lessons learnt and good practices, as well as look for evidence of innovative approaches that could be consolidated in the remaining strategy period

### **4. SCOPE OF THE REVIEW**

The mid-term review will cover the following key issues:

- Assess the progress of implementation of the thematic programmes with reference to the 4 year plan
- Assess the relevance of the programme in relation to promoting child rights and child development
- Identify critical issues that could be considered for the remaining period of the plan and for the next strategy period
- Identify main challenges and obstacles to achieve programme objectives and how these are dealt with
- Assess the relevance of partnership approach in delivering the 4-year plan and strategy and measures to be taken by the country programme to maximize achieving the results
- Assess how advocacy strategy has influenced changes in respect for children's rights and how child rights programming has been integrated in programme plan and implementation and in the organizational policies and structures
- Make recommendations for improvement to achieve better results for the rest of the plan period and for the development of the next strategy
- Assess the country programme's contribution in achieving the national goals related to children and the MDGs and recommend strategic issues that should be considered further to benefit more children.



## **Annex 2: People and organizations interviewed for the review**

### **Save the Children in Uganda staff**

#### Kampala team

- Henri Nzeyimana, Senior Programme Manager Child Protection
- Monica Zikusoka Advisor M&E
- Solomon Mulat, Advisor Child Rights & Participation Programming
- Zakaria Muwanga Kasirye, Programme Manager Basic Education
- Daisey Muculezi Programme Manager Child Protection
- Timothy Ahimbisibwe, Programme Manager HIV/AIDS
- Dez Byamukama, Programme Manager Livelihood
- Topher Mugumya, Advocacy & Communication Manager
- Richard Odong, Director Finance & Administration

#### Gulu District and Regional team

- Anne Hoseth, District Manager
- Evelyn Anena Pakech, Associate District Manager
- Ronald Odero, Programme Officer Child Resilience
- Jasper Okodi, Programme Officer Education
- Edmund Kertho Programme Coordinator HIV/AIDS
- Felix Ochakacon, Regional Accountant

#### Kasese District team

- Francis Kanku Koky, District Manager
- Scovia Biira, Programme Officer Child Protection
- Bagonza Libbuma Muhindo, Programme Officer HIV/AIDS

### **Gulu District Education Office**

Robinson Obot, District Inspection Officer

Rev Ochene Vincent, District Education Officer

Sammy Poro (UNICEF, ex SCiU)

### **Health Alert**

Francis Obutu

Jennifer Opoka

Amito Florence

### **Children's clubs of Concerned Parents Association**

11 children

### **Gulu Child and Family Protection Unit of the Police**

Latigo Morris, Assistant Inspector

Odonga Robert, Police Constable

Achola Hellen, Police Constable

### **Pakwelo P7 school**

### **KADDENET (Kasese District Network)**

William Nzoghu

### **Kasese District Administration**

Baita Pascal, Assistant Chief Administrative Officer

Katamba Douglas, District Education Officer

**Kasese Child and Family Protection Unit**

Tibananuka Asha, Assistant Inspector of Police

Biira Jane, Woman Police Constable

**Kadema (Kasese District Mediators Association)**

Mwesige Suman, chair

Bagonza Yusuf, vice-chair

**Katwe Quran School, Katwe Kabatoro**

Masereka Jamir, head teacher

**Katwe Boarding school**

Child rights club

**Bwera child protection committee**

Balha Edward and 5 other members

**Mukanya Child to Child AIDS Prevention and Care group**

Faith Kwebaze, coordinator from NACWOLA (National Community of Women Living with HIV/AIDS) and 23 children

**Ministry of Gender Labour and Social Development**

Grace Masiko, Programme Officer for the Children's Commission

**Parliamentary Forum for Children**

Ruth Tuma, MP (chairperson)

Anthony Yiga MP (general secretary)

Herbert Sabila MP (vice chair – ex SC employee)

## **Annex 3: Documents consulted for the review**

### **Country strategy documents**

1. Revised 4 year Country Program Plan 2006-2009
2. Save the Children in Uganda Strategy 2007-2009
3. Annual Plan 2008

### **Partnership policy**

4. Save the Children in Uganda (2006) Policy and Guidelines on Partnership
5. SCiU (2006) Implementation guideline on partnership

### **Reports**

6. Annual Report 2006
7. Appendix 2: Achieved Results per Objective
8. Annual Report 2007
9. Appendix 2: Achieved Results per Objective
10. Appendix 6: Final project report
11. Appendix 11: List of partners
12. Appendix 12: project list 2008
13. Appendix 15: Specific report for Save the Children managed projects
14. Appendix 20: Form for Information Department
15. Financial Report 2007
16. Evaluation of Save the Children in Uganda's Pilot Phase of the Child Resilience Program in Schools in Northern Uganda
17. Review Of The Community Based Child Protection Project In Northern Uganda
18. Summary Report Of The Study On The Effectiveness Of SCiU Policies, Systems And Community Based Protection Structures In Northern Uganda

### **Monitoring and Evaluation**

19. Save the Children in Uganda (2007) A guide to Monitoring Results and Program processes
20. Sylvia Acana (2007) "Report on the assessment of learning achievement in Apac, Lira and Oyam districts in 2007"
21. Anna-Kaisa Wilson (May 2007) Evaluation of Save the Children Uganda's Pilot Phase of the Child Resilience Program in Schools in Northern Uganda
22. Center for Justice Studies and Innovations (May 2008) Evaluation of Phase II of "Implementation of Juvenile Justice Initiatives in Uganda" 2004-2007 (draft 1)

### **Project documents**

23. Children Living with HIV/AIDS end of project report to the Danish Ministry of Foreign Affairs (30/9/2007)
24. Project Document (ID53): HIV/AIDS and CRC in Gulu and Amuru, Uganda, Phase IV (November 2006)
25. Project Document (ID5177) Positive Prevention Project in Amuru District, Northern Uganda
26. Reducing Physical Violence and Children in Western Uganda (November 2006)
27. "A baseline study for rewrite the future education programme in northern and western Uganda" (April 2007)

### **Government of Uganda documents**

28. Uganda Education Statistics Abstract 2004

### **Additional documents**

29. Maha Shuayb and Sharon O'Donnell (2008) "Research Survey 1/2 Aims and Values in Primary Education: England and other countries", Primary Review Interim Reports ([http://www.primaryreview.org.uk/Downloads/Int\\_Reps/5.Aims-values/Primary\\_Review\\_RS\\_1-2\\_report\\_Aims\\_and\\_values\\_080118.pdf](http://www.primaryreview.org.uk/Downloads/Int_Reps/5.Aims-values/Primary_Review_RS_1-2_report_Aims_and_values_080118.pdf))
30. Bonnie Grossen (1998) Child-Directed Teaching Methods: A Discriminatory Practice of Western Education (<http://darkwing.uoregon.edu/~bgrossen/pubs/cdp.htm>)

## Annex 4: the indicator system for key results, (annotated)

Suggested changes are highlighted

Result	Indicator
EDUCATION	
1.1.1 GoU table and pass a bill making UPE free and compulsory for all children of 6 years and above by end of 2009	A bill making UPE free and compulsory for all children tabled and passed. Disaggregate all data about children by gender, disability, socio-economic class
1.1.2 By end of 2009, education sector budget increase to 31% and 70% secured for UPE	<ul style="list-style-type: none"> <li>▪ Increased education sector budget from -- --to 31%</li> <li>▪ 70% of the education budget secured for UPE.</li> </ul>
1.1.3 District education departments have adequate institutional capacity to monitor, guide and support education in SCIU target areas by 2009.	District education departments that are meeting set government minimum standards for education
1.1.4 Teachers in SCIU target areas applying creative teaching methods and testing/applying alternative disciplinary methods	<ul style="list-style-type: none"> <li>▪ % of teachers that are applying interactive, creative teaching methods</li> <li>▪ Educational performance of the children they teach compared with control</li> <li>▪ % schools where teachers are applying alternative disciplinary methodologies</li> <li>▪ children's assent to these methods</li> </ul>
1.1.5 250,000 children in areas of armed conflicts access quality education in a safe environment <sup>14</sup> by 2009.	<ul style="list-style-type: none"> <li>▪ Number of children enrolled</li> <li>▪ % of children attaining competence in numeracy and literacy at P.3 and P.6</li> <li>▪ Number of children that go to schools that are regarded as safe schools<sup>15</sup></li> </ul>
1.1.6 Education authorities supported to provide quality education to 1,200 differently able children by 2009	<ul style="list-style-type: none"> <li>▪ Number of differently able children enrolled accessing quality education</li> <li>▪ Educational performance of these children</li> <li>▪ Degree to which they are included in life of the class</li> </ul>
1.2.1 Children in selected schools have formed child led democratic fora, which actively influence decisions	Positive decisions implemented by management as a result of children's input.... Define decision type: e.g. influence on school regulations and discipline, extra-curricular activities
1.2.2 Parents, teachers, local school management committees play an active role in school management decisions	SMCs, parents, and teachers actively performing their roles and responsibilities. (define)
1.3.1 6000 Out of school children in SCIU target areas access alternative learning programs relevant to their needs	<ul style="list-style-type: none"> <li>• Number of children enrolled in alternative learning programs</li> <li>• Number of children that transfer from alternative programs to formal educ</li> <li>• Relevancy of curriculum to the needs of children {as defined by who?}</li> </ul>
1.3.2 Children have access to vocational skills training in trades enabling them to make a livelihood consult with NA livelihoods to shape this This needs rationalizing with livelihoods	<ul style="list-style-type: none"> <li>• Number of children enrolled in vocational skills training</li> <li>• % of trained children that applying skills to make a livelihood</li> </ul>
1.3.3 Communities supported to establish	<ul style="list-style-type: none"> <li>• Number of children enrolled in ECDE</li> </ul>

<sup>14</sup> define

<sup>15</sup> define

and operate ECDE centers for children under 6 years	<ul style="list-style-type: none"> <li>• Skills acquired by the children</li> <li>• Number of ECDE communities supporting ECDE centers</li> <li>• Number of ECDE children transiting to school</li> <li>• Subsequent school performance of ECDE graduates compared with that of schoolmates who have not attended ECDE</li> </ul>
<b>PROTECTION</b>	
2.1.1 Functional mutual support groups/structures for children that enhance their resilience and reduce vulnerability to sexual abuse, discrimination, neglect and violence	<ul style="list-style-type: none"> <li>▪ Number of active (define) children's mutual support groups/number of children (female/male) participating.</li> <li>▪ Increased demonstration of knowledge on sexual abuse, discrimination, neglect and violence by children.<sup>16</sup></li> <li>▪ Evidence of application of protective life skills<sup>17</sup> by children in target communities.</li> </ul>
2.1.2 Community based counselling systems provide counselling and guidance to parents/guardians on child upbringing and positive approaches for domestic conflict resolution.	<ul style="list-style-type: none"> <li>▪ Reduction<sup>18</sup> of incidences of child abuse, (including domestic violence), neglect and discrimination.</li> <li>▪ Number of functional Adult community based counselling and support systems.</li> <li>▪ Demonstration of improved parenting and domestic conflict resolution by parents/guardians<sup>19</sup></li> </ul>
2.1.3 Adolescents have access to systems providing counselling and guidance in reproductive health, HIV prevention, and support	(To be handled by the HIV/AIDS Sector under HIV/AIDS Key Result Area 3.3)
2.1.4 CAAF/G and SC/UAM receive child rights based support and counselling to build their personal resilience and support their reunification and reintegration with families	<ul style="list-style-type: none"> <li>▪ Number of CAAF/G and SC/UAM accessing quality support services.</li> <li>▪ Number of children successfully reintegrated (define/benchmarks) into community and family [perhaps return to school, play and have friends, able to make plans for the future]</li> <li>▪ Number of separated children reunited with their families and still living with them 6 months later</li> </ul>
2.2.1 Selected districts effectively implementing district level and community based OVC interventions in line with the NOP and NSPPI	<ul style="list-style-type: none"> <li>▪ OVC interventions implemented in line with the NOP and NSPPI principles and standards.</li> <li>▪ Number of OVCs accessing quality services.</li> <li>▪ Number of OVCs attending school, being food secure, and accepted by the community</li> <li>▪ Improved complementality and collaboration<sup>20</sup> among providers of OVC services.</li> </ul>

<sup>16</sup> Do you want to measure knowledge or behaviour change? E.g. dangerous situations avoided, cases reported and referred, child victims able to resume school, play and have friends

<sup>17</sup> Define protective life skills

<sup>18</sup> This is likely to rise initially as more cases get reported rather than ignored

<sup>19</sup> Do you need this indicator, given that you have the first one?

<sup>20</sup> Define what complementality and collaboration will mean

2.2.2 MLGSD is a fully-fledged sector with social services for children high on priority list	<ul style="list-style-type: none"> <li>▪ Adequate<sup>21</sup> resources (Human, Technical, Financial) available for the MLGSD</li> <li>▪ Percentage of resources dedicated to children's social services sector</li> </ul>
2.2.3 Enactment of Sexual Offences Bill to guarantee equal protection of the rights of both boys and girls against defilement, early marriages and all other sexual offences	Sexual Offences bill passed as an act of Parliament
2.2.4 Children in conflict with the Law are handled in accordance with The Children Act Cap 59 Laws of Uganda.	<ul style="list-style-type: none"> <li>• Reduction in the number [percentage] of cases of children in the formal (adult / penal) justice system.</li> <li>• Number of cases of children handled in the informal (juvenile / reformatory) justice system</li> <li>• Reduction of violations of rights of children in conflict with the law. [define what this means]</li> </ul>
2.2.5 CFPU in 7 selected districts providing emergency, preventive and supportive services to children and women who are victims of violence.	<ul style="list-style-type: none"> <li>• Number of children and women reporting access to quality<sup>22</sup> services in CPFU</li> <li>• Cases resolved to the satisfaction of children and women</li> <li>• Number of functional CFPU's in target areas</li> </ul>
2.2.6 Improved protection of children that come in contact <sup>23</sup> with the UPDF and other armed forces under the control of the government of Uganda.	<ul style="list-style-type: none"> <li>▪ Reduction in number of reported child rights violations perpetuated by armed forces/groups.</li> <li>▪ Child friendly policies and guidelines formulated and enforced by MOD/UPDF.</li> </ul>
2.3.1 Increased access to structured play and recreational facilities for Children under five.	<ul style="list-style-type: none"> <li>• Number of boys and girls (children) under five accessing quality recreational facilities and child friendly services.</li> </ul>
2.3.2 Increased participation of children and adolescents in child led and adult supported clubs outside the formal schools	<ul style="list-style-type: none"> <li>• Number of child led and adult supported clubs that are functional with support of parent and guardians in SCiU targeted communities.</li> <li>• Number of children using these clubs</li> <li>• Number of children and adolescents accessing intellectually stimulating recreational activities (as operationally defined on the ground)</li> </ul>
2.3.3 Children experienced real and recognized influence on community issues affecting their lives	<ul style="list-style-type: none"> <li>• Evidence of children/young people being consulted and their views considered by local leaders, decision makers, policy makers and program designers etc on issues that affect them.</li> <li>• Changes in policy or practice as a result of consultation with children</li> <li>• Changed attitudes<sup>24</sup> and perception of adults in SCiU targeted districts towards child participation on issues that affect them.</li> </ul>
2.3.4 Increased participation of children and adolescents in conflict resolution and	<ul style="list-style-type: none"> <li>• Evidence of involvement of children/their voices in adult led peace building and</li> </ul>

<sup>21</sup> Define

<sup>22</sup> define

<sup>23</sup> define

<sup>24</sup> Measuring attitude is expensive. Why not just measure the participation?

reconciliation.	<p>reconciliation initiatives enhancing peaceful co-existence among the communities.</p> <ul style="list-style-type: none"> <li>Reduction of incidents of conflicts in communities involving and affecting children.</li> </ul>
HIV	
3.1.1 All government supported treatment of children living with HIV is cost free	% health centers offering free treatment to CLWHA in target area by 2009
3.1.2 CLWHA access child friendly treatment including ART and counselling services at all treatment centers	<ul style="list-style-type: none"> <li>number of CLWHA accessing free treatment</li> <li>number of CLWHA accessing treatment</li> <li>total numbers of CLWHA</li> <li>% of health centers providing child friendly<sup>25</sup> services in target areas</li> <li>Needs a measure of outcome of the treatment</li> </ul>
3.1.3 Treatment centers in SCiU target areas have established professional out reach systems at community level	<ul style="list-style-type: none"> <li>% of treatment centers with out reach systems</li> <li>% of CLWHA treated at health centers that are followed up</li> </ul>
3.2.1 Communities <sup>26</sup> and family structures are strengthened to provide care and psychosocial support to children affected by HIV/AIDS	<ul style="list-style-type: none"> <li>% of communities with active HIV/AIDS community based support groups</li> <li>% of communities with child friendly recreational centers</li> <li>Outcomes for children in school attendance, taking part in normal social life</li> </ul>
3.2.2 Families and community members provide support, care and counselling to children affected by HIV in selected areas	<ul style="list-style-type: none"> <li>% of households with children affected by HIV/AIDS that SCiU works with that have functioning IGA's from which they can make a living</li> <li>% of households CLWHA that SCiU works with that have succession plans</li> <li>% of CLWHA that SCiU works with that report receiving support from their families and community members</li> </ul>
3.2.3 Children affected by HIV are protected from prejudice and discrimination against them and their families.	<ul style="list-style-type: none"> <li>CLWHA that SCiU works with report equal treatment and support for them and their families</li> <li>CLWHA voluntarily disclosing their status</li> </ul>
3.3.1 15% of HIV positive pregnant women in target areas receive PMTCT services	% of HIV positive pregnant women in target areas receiving PMTCT services
3.3.2 Adolescents have access to friendly ASRH and HIV testing services	<ul style="list-style-type: none"> <li>percentage of health units providing friendly<sup>27</sup> ASRH services in target areas</li> <li>percentage of health units providing HIV testing services in target areas</li> <li>number of adolescents utilizing the services in target areas</li> </ul>
3.3.3 Children are empowered to change negative gender norms and traditional practices that increase their vulnerability to HIV	Initiatives by young people geared towards change of negative gender norms and practices
LIVELIHOODS	

<sup>25</sup> define

<sup>26</sup> A community means a parish

<sup>27</sup> Define friendly



4.1.1 Children affected by natural disaster and armed conflict in selected SCiU target areas are protected against hunger and malnutrition	Malnutrition rate
4.1.2 Children and their families in selected SCiU target areas, living in households affected by shocks and stress can apply dynamic and sustainable strategies for recovery and rehabilitation	Households able to diversify their livelihood strategies in such a way as to meet their consumption needs and generate a surplus as a cushion against future shocks

## **Annex 5: Interviews with children's' groups**

### Children's clubs of the Concerned Parents Association

Met with 11 children aged 13 up. Six of them were girls. They represent two groups, each with 30-35 members, aged 8-20. Background of these children is from average income families. They were formed as a result of the war, some of the children having been abducted. Most are in school. There are very few disabled members, and there are slightly more girls than boys. They mostly do sport, drama, dance song.

### What do they get out of the clubs? (girls 3 contributions, boys 5)

- Share information
- Learn about our culture
- A place where we can discuss and share our problems and explore solutions (e.g. helping formerly abducted children not to be idle)
- Improve culture, share ideas promote unity, share problems, promote solutions
- Given the war context, able to participate in the peace team and play an active role in the peace process
- Learn about child rights and responsibilities, educate parents on their role
- Helps promote unity (e.g. formerly abducted children)
- Learn about different (Ugandan) cultures through sports and games with other groups
- Easier to access support and assistance through a group than as individuals
- One boy described himself as staying isolated in the past but now able to access support from friends and clubs
- The lifeskills are very important that can be accessed through Save the Children and the Concerned Parents Association. Able to take leadership and advise others
- More self confident
- [When pushed about whether it is fun] Play is very important. It is a binding force in the group, playing games and sports
- Music dance, drama
- Other capacity building workshops (especially survival skills)

### What have you been able to change though the groups? (5 boys, 4 girls)

- One of the biggest issues was child rights, which exists in the constitution. But there was tension with some parents who did not understand child rights. This empowered children, acknowledging that we have rights. We have been able to educate other children about child rights and responsibilities. Now parents and the community have started accepting the right to participation
- At school level we have been able to train children in peace building. There is less fighting now in the school
- [Asked about school, 7 of them said they attended school] on a termly basis give feedback to teachers and have seen some improvements: in two of the schools, corporal punishment has stopped or reduced, in one school it continues. In only one of the schools was insult used as an alternative method of discipline and this has now been replaced by teachers working together with children to develop alternatives. In other schools, being sent for counselling or given extra work are used, or calling in the parents. The other demand of the children that was mentioned was excluding children for not wearing school uniform. There has been no success with this so far.

- The initial attitude of parents to the group was to fear that this was somewhere where they would misbehave sexually. Now parents understand the group better and now support it
- Parents accept that children have rights

Do you understand what Save the Children is and have you been able to change its strategy?

Some of them knew SC as an organization that works with and for children as an organization which calls them for training on peace building and conflict resolution. Others knew it as an organization that provides scholastic materials

- Our voices are taken by SC. During the peace process they were able to give their ideas. Not sure if they were taken up
- SC has helped them contact the local municipality
- We were able to suggest children's representatives should be in the peace process

Child Rights Club, Katwe Boarding School, Kasese district

This was a meeting with 35 children in the school classroom. The club is not yet a very empowered group (compared with the Gulu group). Asked to list some rights they knew of, they said:

- Education
- Name
- Nationality
- Eat
- Clothes
- Shelter
- (With a giggle) if a teacher beats us we can take them to the police

Asked then about discipline, they said the main forms of discipline in the school were beating and work (such as sweeping and cleaning) with beating being the more common. They prefer work as a punishment or would rather the child was guided to do better. They said they were not able to discuss alternative discipline with the teachers

Nine of the 35 had heard of the right to participate, though almost all said they had heard of the right to expression.

## Annex 6: Cases handled by Kasese CFPU in 2007

### *Victim cases handled*

	M	F	Finished at police	Cases recorded at court	Pending	Total no of cases	Total no of children
Child neglect	212	143	130	60	42	229	395
Desertion	57	80	51	10	20	82	137
Forceful removal of a child	19	27	19	4	10	33	46
Domestic violence	104	95	64	2	40	115	199
Missing & abandoned	31	38	42	8	5	56	69
Disappearance	2	-	-	-	2	2	2
Child denial	1	1	2	-	-	2	2
Child abuse	11	14	5	1	9	15	25
Unruly	6	2	7	-	-	7	8
Intermeddling <sup>28</sup>	8	10	1	-	2	3	18
Child Starvation	3	2	1	4	-	5	5
Defilement	-	225	33	55	121	225	225
TOTALS	454	613	355	144	251	350	1115

### *Children in conflict with the law*

CASES	M	F	Finished at police	Pending	Reported to court	Total cases	Total children
Defilement	27	-	27	-	-	27	27
Assault	16	4	14	4	2	20	20
Theft	26	3	18	3	4	25	29
Stealing cattle	4	-	3	-	1	4	4
Malicious damage	7	-	5	-	2	5	7
Drug Abuse	6	-	5	-	1	6	6
Indecent Assault	4	-	4	-	-	4	4
Idle & disorderly	9	1	10	-	-	10	10
Criminal trespass	4	-	2	1	1	4	4
House breaking & theft	12	-	8	-	2	10	12
TOTAL	115	8	96	8	13	115	125

<sup>28</sup> Relatives seizing the property of a deceased person rather than using it for survivors