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Office of Inspector General

To: Aaron Williams, Director
            Dick Day, Regional Director, AF
            Daljit Bains, Chief Compliance Officer

From: Kathy A. Buller, Inspector General

Date: July 6, 2012

Subject: Final Report on the Program Evaluation of Peace Corps/Uganda (IG-12-06-E)

Transmitted for your information is our final report on the Program Evaluation of Peace Corps/Uganda.

Management concurred with all 26 recommendations. Based on the documentation provided, we closed seven recommendations: numbers 2-5, 11, 24, and 25. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when we feel it is warranted, we may conduct a follow-up review to confirm that action has been taken and to evaluate the impact.

We wish to acknowledge the post for the thorough and relevant documentation it provided in response to all 26 report recommendations.

19 recommendations, numbers 1, 6-10, 12-23, and 26 remain open. OIG will review and consider closing recommendations 1, 6-10, 12-16, 18-23 and 26 when the documentation reflected in the agency's response to the preliminary report is received. For recommendation 17, additional documentation is requested. Our comments, which are in the report as Appendix C, address these matters. Please respond with documentation to close the remaining open recommendations within 90 days of receipt of this memorandum.

You may address questions regarding follow-up or documentation to Assistant Inspector General for Evaluation Jim O'Keefe at 202.692.2904 or to Senior Evaluator Susan Gasper at 202.692.2908.

Please accept our thanks for your cooperation and assistance in our review.

Attachment

cc: Carrie Hessler-Radelet, Deputy Director
Stacy Rhodes, Chief of Staff/Chief of Operations
Elisa Montoya, White House Liaison/Senior Advisor to the Director
Bill Rubin, General Counsel
Lynn Foden, Chief of Operations, AF
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Uganda Country Desk

Peace Corps
Office of Inspector General

Volunteer and School Children in Mayuge District, Uganda

Flag of Uganda

Final Program Evaluation Report:
Peace Corps/Uganda
(IG-12-06-E)

July 2012

EXECUTIVE SUMMARY

Over 1,000 Peace Corps Volunteers have served the people of Uganda since the program was first launched in 1964. The program was terminated in 1972 due to the civil unrest during Idi Amin's presidency, was reopened in 1991, and was again suspended in May 1999 because of security issues. Volunteers and a full staff returned in 2001. There are currently three project sectors in Uganda: education; community health; and economic development. At the onset of this evaluation, 147 two-year Volunteers were serving in diverse community settings in Uganda.

Since September 2009, PC/Uganda (hereafter, "the post") has had five acting or appointed country directors (CD). This significant senior leadership turnover has negatively impacted the quality of post programming and Volunteer safety and security systems and procedures. The changes in leadership also brought different visions, different styles and different standards and expectations for the program, the Volunteers and staff. Over the same period of time, Volunteer numbers increased and the post expanded into new geographic areas, including into northern Uganda where Peace Corps has not had a presence since the 1970s.

The CDs' very different philosophies on development, such as the use of PEPFAR funding and whether or not to use grant funding, has impacted how resources are directed to projects and the extent to which grant opportunities have been publicized to Volunteers. Volunteers reported that CDs have not enforced rules consistently, which has created an environment where Volunteers inconsistently follow rules. Administrative gaps, such as regularly performing staff annual performance appraisals, also surfaced.

Uganda presents a challenging security environment. Though the post has safety and security systems in place, many components have not received sufficient attention. Our evaluation found deficiencies with consolidation points, site locator forms, emergency action, and medical evacuation plans. We found that Volunteers were not reporting crimes and that the U.S. Embassy regional security officer was not receiving crime incident reports through Peace Corps' reporting system. We also found that some Volunteer sites did not have reliable access to approved transportation, and that medical and health factors were not sufficiently considered when developing Volunteer sites.

The post is developing the building blocks for solid and strategic programming and has made modifications to the programming and training staffing structure. While its program is moving in the right direction, we identified some areas for improvement at the post. The education project's structure, with two sub-components and differing project activities, has impacted the effectiveness of technical training and Volunteer support. Volunteers, especially those in the primary education project, reported that technical training is not practical. The post does not have project advisory committees and does not publish an annual report for stakeholders. Additionally, the post has identified some challenges to its "Focus In and Train Up" (FITU) strategy which seeks to scale up a limited number of highly effective projects while concurrently undertaking new strategic partnerships and initiatives. Our report contains 26 recommendations, which, if implemented, should strengthen programming operations and correct the deficiencies detailed in the accompanying report.

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HOST COUNTRY BACKGROUND

Once known as the "Pearl of Africa", Uganda is a landlocked country situated to the west of Kenya, east of the Democratic Republic of the Congo (DRC) and borders Rwanda, South Sudan, and Tanzania. The colonial boundaries created by Great Britain grouped together a wide range of ethnicities with different political systems and cultures. Uganda peacefully achieved its independence from Great Britain in 1962.

Uganda has had a tumultuous history. Shortly after independence, Prime Minister Milton Obote suspended the constitution and ruled by martial law until a military coup in 1971 brought General Idi Amin to power. Amin's dictatorial regime (1971-1979) was responsible for the deaths of 300,000 Ugandans. Obote regained power during a civil war that extended from 1981 to 1985, a period when government troops carried out genocidal sweeps of the rural populace. After years of civil war, Yoweri Museveni, with the support of the National Resistance Army, claimed the presidency in 1986. Credited with democratic reform and some enhancement of human rights, Museveni was re-elected in 2001; a constitutional change smoothed Museveni's way to a third term in 2006.

Presently, Uganda is subject to armed fighting among ethnic groups, rebels, armed gangs, militias, and various government forces that extend across its borders. Uganda hosts Sudanese, Congolese, and Rwandan refugees, and Ugandan refugees as well as the cult-like Lord's Resistance Army seek shelter in southern Sudan and the DRC.

English is the official national language. Luganda is the most widely used of the Niger-Congo languages and is preferred for native language publications in the capital. With three major linguistic families and about 50 distinct languages divided among them, language tends to define the boundaries of cultural differences in Uganda.

Uganda has the world's third highest birth rate; 50 percent of its population is 14 years old or younger. Education is highly valued in Uganda. As a result of the government's commitment to universal primary education, the main concern is no longer access to primary education, but rather the quality of it. During Uganda's civil wars, the health care system collapsed and is still barely functional outside urban areas. Health, nutrition, and child survival indicators have improved under the government's promotion of immunizations for measles, polio, and whooping cough; however many infectious diseases remain endemic. The adult HIV/AIDS prevalence rate in Uganda is 6.5 percent, ranking 10th in the world. Uganda is listed as "low human development," and ranks below the world and regional averages at 161 of 181 comparable countries on the United Nations Human Development Report.

PEACE CORPS PROGRAM BACKGROUND

The Peace Corps began its program in Uganda in 1964. The early years of the country program focused on education and health, and as the program expanded, Volunteers also worked in

fisheries, agriculture, computer programming, and surveying. The Peace Corps terminated the program in Uganda in 1972 due to the civil unrest during Idi Amin's presidency.

The post reopened in 1991 but the program was suspended again in May 1999 because of security issues in the capital, Kampala. Volunteers and a full staff returned in 2001 with a single project in primary teacher training and community school resource teaching. A community well-being and positive-living project was initiated in May 2002. The community health and economic development programs were started in 2010.

At the time of the evaluation, 147 two-year Volunteers were serving in three project areas: education, community health, and economic development.[1] These projects aim to address needs identified by the government in its efforts to rehabilitate and reform Uganda's educational system, develop the private sector, effectively manage the country's vast natural resources and improve the general health status of the Ugandan communities. In addition, one Peace Corps Response Volunteer (PCRV) was assigned to the education project.[2] There are two trainee inputs per year; the most recent trainee input was in August 2011 with 46 trainees. Volunteers are assigned to one of the three project sectors:

- **Education**
  This sector has two foci: primary teacher training and community development (ED1), and secondary school science and mathematics teaching (ED2). The first aims to improve the quality and equity of primary education in Ugandan primary schools through improving classroom instruction, increasing the quality of educational leadership and working collaboratively with school communities and local organizations to achieve mutually identified development goals including efforts to mitigate the impact of HIV/AIDS. Volunteers work in primary teacher training colleges and coordinating centers located in rural schools. The secondary school science and mathematics teaching project helps secondary school students realize their potential by participating in innovative, gender-sensitive learning opportunities in science, mathematics, English and information communications technology (ICT).

- **Community Health**
  The community health project (CH) works with Ugandans living in rural areas to encourage them to foster healthy behaviors and improve their health status. The project goals are to reduce further transmission of HIV/AIDS and mitigate the impact of the epidemic in the general population; to strengthen the capacity of communities and service providers; and improve linkages and promote key health and disease prevention behaviors and practices affecting maternal and child health, morbidity and mortality. Project partners include the Ministry of Health (MoH), which is the host sponsor, as well as local and international non-governmental organizations (NGOs), community based organizations and other development

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[1] At the onset of evaluation fieldwork, there were 193 Volunteers and trainees in country: 46 trainees, and 147 serving Volunteers, 12 of whom finished their service before fieldwork was completed. Therefore, we selected our sample from the 135 Volunteers who remained in service for the duration of fieldwork.
[2] Peace Corps Response provides opportunities for Returned Peace Corps Volunteers to undertake short-term assignments in various program areas around the world.

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agencies such as United States Agency for International Development (USAID) funded projects.

- **Economic Development/Small Enterprise Development**
The economic development/small enterprise development (SED) project's main purpose is to strengthen the capacities of Ugandan communities in promoting economic development and improving livelihoods. The project's three goals are organizational strengthening, business development, and promoting agri-business. Project partners include government, local and international NGOs, and community based organizations, sometimes funded by other U.S. government agencies such as USAID.

At the time of the evaluation, the post had 44 staff positions. The post also employed 11 temporary training staff to assist with PST. The post's fiscal year (FY) 2011 appropriated budget was $2,034,235, which was supplemented by $1,362,400 of President's Emergency Plan for AIDS Relief (PEPFAR) FY 2011 funds.[3]

EVALUATION RESULTS

MANAGEMENT CONTROLS

A key objective of our country program evaluation is to assess the extent to which the post's resources and agency support are effectively aligned with the post's mission and agency priorities. To address these questions, we assess a number of factors, including staffing; staff development; office work environment; collecting and reporting performance data; and the post's strategic planning and budgeting.

In reviewing the post's relationship with the U.S. Embassy, OIG found no significant areas of concern that would necessitate action by the post. The post has a collegial and supportive relationship with members of the U.S. Mission, including the chief of mission, PEPFAR representatives and USAID staff.

The post has experienced considerable staffing changes since 2009. In addition to the significant senior leadership turnover, the medical office staffing structure transitioned from an all nurse post to having two nurse practitioners and one RN at the beginning of 2011. Additionally, a director of programming and training (DPT) was added to staff in July 2010, and project specialists were added to each project in summer 2011.

PC/Uganda's senior leadership turnover negatively impacted programming and Volunteer safety and security.

The excessive turn-over rate for CDs in Uganda has severely impacted the post's ability to develop into a high performing post. At the time of the evaluation, the post was in a state of

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[3] This amount does not include the salaries, benefits, and related cost of U.S Direct Hires assigned to post and other costs the agency has determined should be centrally-budgeted.

transition and had experienced significant senior leadership turnover. Since September 2009, the post has had three appointed CDs and two acting CDs. The changes in leadership have brought different visions, different styles and different standards and expectations for the program, the Volunteers and staff. Over the same period of time, the program has become larger and more complex to manage. Volunteer numbers have increased and post has expanded into new geographic areas, including into northern Uganda where Peace Corps has not had a presence since the 1970s.

MS 125.5.2.1 clearly stipulates that it is the CD's responsibility to provide leadership to achieve the program goals at post and manage the day-to-day operations by developing and implementing overall policy, procedures, goals, and objectives for activities at the post in accordance with Peace Corps policies and procedures. Additionally, *Characteristics and Strategies of a High Performing Post: Post Management Resource Guide* (CSHPP) indicator 1.1 states:

> The country director and staff share a philosophy and vision for the country program and a plan for achieving that vision. They articulate these regularly, incorporate them into the management of the program and discuss them with other staff members, Volunteers, development partners and counterparts.

The lack of consistent leadership and continuity of vision has negatively impacted the post. As we discuss in more detail elsewhere in our report, the post's projects are not solidly developed: the CH and SED projects do not have project plans; and SED has not identified a national stakeholder. The education project's structure, with two sub-components and differing project activities, impacts the effectiveness of technical training and Volunteer support. None of the projects have project advisory committees (PACs) and the post does not publish an annual report for stakeholders.

Though there are basic safety and security systems in place, they have not received sufficient attention and our evaluation uncovered multiple deficiencies in the post's emergency preparedness, including problems with Volunteer consolidation points, site locator forms, the emergency action plan, and the medical evacuation plan. In addition, we found that Volunteers are not reporting crimes.

Volunteers reported that the multiple CDs assigned to the post during their service have not enforced rules consistently. Inconsistency in the enforcement of policies, such as the *boda-boda* policy (motorcycle taxi), further discussed elsewhere in our report, has created an environment where Volunteers inconsistently follow rules. The inconsistency has also left gaps in systems and processes. The CDs' differing philosophies on development, such as the use of PEPFAR funding and whether or not to use grant funding, has impacted PEFPAR funding requests, as well as the extent to which grant opportunities have been publicized to Volunteers and how resources are directed to projects.

> **We recommend:**
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> 1. **That regional managers assess programmatic, Volunteer safety, and administrative gaps created by leadership turnover, identify where the post would benefit from regional or other**

> **headquarters resources or support, and develop a plan to
> implement those improvements.**

Annual performance appraisals have not been conducted regularly.

Our evaluation found that annual performance appraisals had not been regularly conducted, which could also be related to CD turnover. Several sections of the *Peace Corps Manual* provide guidance for employee performance appraisals:

For foreign service nationals (FSNs), the *Peace Corps Manual* section (MS) 602.8.1 states: "Supervisors have a continuous responsibility to evaluate the performance of their employees and to discuss the evaluation with the employees.... On an annual basis, the supervisor is required to prepare a written performance evaluation."

For U.S. direct hires (USDHs), MS 626.6.3 states: "The rating official must complete an appraisal for each of his or her employees at the conclusion of the appraisal period."

MS 626.6.2 states that "the rating official must conduct one oral review with each employee approximately halfway through the appraisal period. At the conclusion of the review, the rating official and employee must sign the mid-cycle review section of the performance plan."

For personal services contractors (PSC), MS 743 procedures section 18 states: "It is U.S. Government policy that a PSC's performance be evaluated during and at the completion of each contract . . . A copy of the evaluation should be maintained by the Country Director with copies forwarded . . . as appropriate depending upon the nature of the contracted services."

In the sample review of 10 employee files, seven performance appraisals for the most recent cycle had not been completed and a review of personnel files revealed that appraisals had not been done for most staff on a regular basis. Office management acknowledged that the lack of performance appraisals has been an issue they are working to improve it.

> **We recommend:**
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> 2. **That the post conduct annual and mid-year performance
>   reviews in accordance with Peace Corps policy.**
>
> 3. **That the post document and communicate performance
>   issues and development needs to employees.**

VOLUNTEER SUPPORT

Our country program evaluation attempts to answer the question, "Has post provided adequate support and oversight to Volunteers?" To determine this, we assessed numerous factors, including staff-Volunteer communications; project and status report feedback; medical support; safety and security support including staff visits to Volunteer work sites, the Emergency Action

Plan (EAP), and the handling of crime incidents; and the adequacy of the Volunteer living allowance.

In reviewing the Volunteer Advisory Council (VAC) and overall staff support, OIG found no significant areas of concern that would necessitate action by the post. Eighty-eight percent of Volunteers found the VAC to be effective; scores for Volunteer perceptions of staff support are shown in the table below.

While Volunteers in Uganda generally felt supported by staff, the lowest scores were received in the area of programmatic support. Five of 23 Volunteers (mostly from the education sector) interviewed gave below average support scores for their program manager (PM). Volunteers cited examples of inconsistent communication. Separate concerns were raised about another PM treating Volunteers inconsistently and playing favorites. However, most Volunteers believed that the number of site visits they had received from their PMs was adequate and stated that feedback from PMs on Volunteer Reporting Forms VRFs has improved.

Ten of 23 Volunteers interviewed raised concerns about the adequacy of their living allowance. During evaluation fieldwork the DMO reported that an increase in the allowance was in process and at the headquarters staff briefing, the regional chief administrative officer reported that the increase had taken effect.

The post has an active Volunteer-run sexual harassment and assault committee that focuses on these issues from a Ugandan context and conducts sensitization trainings for Peace Corps staff. The deputy chief of mission commended the Peace Corps for leading the way with these efforts. OIG believes the organization of similar Volunteer-run committees could be an activity that other posts may find valuable in their own contexts.

Table 1. Responses on Perceptions of Volunteer Support

Area	Percent of Volunteers Who Rated Support Favorably	Average Rating
Leadership[4]	97%	4.0
Programming[5]	85%	3.8
Training[6]	94%	4.1
Safety and Security[7]	100%	4.1
Medical[8]	100%	4.3
Administrative[9]	100%	4.4

Source: OIG Interviews.

Even though Volunteers felt well-supported by staff, and felt confident of the safety and security coordinator's (SSC) ability to handle emergencies, the primary concern we identified in our

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[4] Leadership was derived by averaging CD and DPT scores
[5] Programming was derived by averaging PM and PS scores
[6] Training was derived from the Training Manager score
[7] Safety and Security was derived from the SSC score
[8] Medical was derived from the collective PCMO score
[9] Administrative was derived from the DMO score

review of Volunteer support was the post's lack of diligence regarding safety and security processes. This concern was especially troubling given Uganda's security environment, frequent political demonstrations, terrorist threats and activity, and public health threats such as ebola and yellow fever.

Safety and security weaknesses could result in an inadequate response to emergencies.

According to the agency's primary safety and security policy, MS 270, the agency's safety and security program is based on several factors, including "the necessity of having plans in place to respond promptly and effectively to threats or events." The evaluation uncovered several deficiencies in the post's emergency preparedness, including having systems in place to ensure Volunteers know their consolidation points; the completeness and accuracy of site locator forms (SLFs); EAP distribution; and a complete medical evacuation plan.

Consolidation Points
The post had not identified consolidation points for all Volunteers in country. Therefore not all Volunteers would know where to go in case of an emergency. The list of consolidation points provided by the post's SSC only contained information for 113 of 170 Volunteers. Of the 23 Volunteers interviewed, 8 (35 percent) could not correctly identify their consolidation point.

Site Locator Forms
Site locator forms are documents that contain communication and logistical information to help staff support Volunteers during crises. *Medical Technical Guideline* (TG) 380, section 5.4 discusses the importance of the Volunteer emergency SLF. Its purpose is to assist staff with locating a Volunteer in a medical or non-medical emergency.

Sixteen of 23 (70 percent) of the SLFs we reviewed were missing at least one key piece of information, such as the Volunteer's phone number, community police contact information, community medical facility, and adequate maps and directions to the Volunteer's house.[10] Inaccuracies on the SLFs were not detected by staff because they do not review the forms for completeness and accuracy after submission.

EAP Distribution
MS 270.8.1 further states that "Each post must develop and maintain a detailed EAP that addresses the most likely emergency situations that would impact Peace Corps personnel and operations."

The post's EAP addresses the most likely emergency situations that would impact Peace Corps personnel and operations and includes Volunteer warden information, Volunteer contact information, and an emergency phone tree. However, six of 17 Volunteers (35 percent) did not have a copy of their EAP[11].

Medical Evacuation Plan

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[10] SLFs were not received for six Volunteers in the OIG sample.
[11] Only Volunteers who were interviewed at their homes were asked to produce the EAP. 17 Volunteers were interviewed at their homes.

MS 264.5 requires that each post prepare a country-specific medical evacuation plan and keep it current. It is intended to be a comprehensive, country-specific reference guide designed to assist the post with the safe and efficient medical evacuation of Volunteers, in individual cases and/or as a group.

Although the post has developed a medical evacuation plan, two of the three PCMOs interviewed, both of whom had less than one year of tenure at the position, were unaware it existed which means they would not be able to use it as a resource when needed. Furthermore, our review of the plan found that it did not include all information required by MS 264.5.1, including documentation of medical facilities and physicians in neighboring countries that could be used in an emergency, available transportation systems (including availability, request procedures and landing field capabilities), current state department regulations concerning medical evacuations and the current format used by the embassy to request aeromedical evacuation.

The deficiencies in the post's emergency preparedness systems raise concerns about staff and Volunteers' ability to quickly and effectively respond to an emergency. Given Uganda's security situation and potential for incidents this is of particular concern. The evaluation revealed that important safety and security documents are not consistently reviewed and distributed to people who may be required to respond to an emergency. Although the regionally-based Peace Corps safety and security officer has provided guidance to the SSC on the execution of the Peace Corps' systems and processes, the post needs continued safety and security oversight and monitoring to ensure deficiencies are addressed and the post's safety and security policies and procedures are appropriate for the environment.

We recommend:

4. **That the country director ensure that all Volunteers know the location of their consolidation point.**

5. **That the country director require that the appropriate staff members review the accuracy and completeness of Volunteer site locator forms.**

6. **Peace Corps medical officers update the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.1.**

7. **That the country director ensure that all staff members are familiar with the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.2**

8. **That the Peace Corps safety and security officer review the post's safety and security systems and recommend changes to ensure the post is in compliance with relevant agency policies.**

Volunteers were not reporting crimes.

Twelve of 23 Volunteers interviewed during the evaluation stated that they had been victims of a crime. However, only four of the 12 Volunteers reported the crime incident to the post. The types of crime incidents not reported ranged from petty theft, to more serious crimes such as other sexual assault, burglary, and assault. Volunteers provided the following reasons for not reporting: they believed the incidents were insignificant or did not impair their safety; too much time had passed since the incident, or they did not believe Peace Corps could do anything about the incident.

Further, ten of 23 interviewed Volunteers were unsure whether they would report to the Peace Corps if they were to become a victim of a crime in the future. Reasons impacting their decision to report included: the seriousness of the incident, whether the Volunteer was approved to be travelling where the incident occurred, whether serious medical attention was required, or if something of significant value was lost.

MS 270.7 requires each post to establish procedures for Volunteer/trainees (V/T) to report incidents and for how post will receive and respond to incidents. The post must ensure that V/Ts receive appropriate and timely support in addressing physical, emotional, financial, and legal needs, and immediate security concerns. The procedures put in place by the post must encourage V/Ts to report safety and security incidents. Posts are also required to review and analyze victimization trends and use this information to improve training, better allocate resources and make other program adjustments.

Of the four Volunteers who reported their crime incident to the Peace Corps, all gave above average ratings for the Peace Corps' handling of the situation. However, Volunteers who did not report raised concerns that they did not have confidence that their issues would be handled and/or did not have a solid understanding of what help and/or support the Peace Corps could offer. Many Volunteers stated that the post's SSC had an overwhelming job, but believed that if something really serious were to happen, he would be there to support them. According to the PCSSO the SSC intends to conduct a session at the Volunteer close of service (COS) conference to explore why Volunteers are not reporting crimes.

Without a full picture of crimes against Volunteers, Volunteers cannot receive appropriate and timely support to assist in addressing physical, emotional, financial and legal needs, in addition to immediate security concerns. Additionally, the post is unable to use a full set of data to identify trends and improve training, better allocate resources, and make other program adjustments.

We recommend:

9. **That the country director and safety and security coordinator inform trainees and Volunteers of the importance of reporting crime incidents and of post and agency support available to victims of crime, including the services of the agency's Victim's Advocate.**

10. **That the post, with the support of the Peace Corps safety and security officer assess reasons crime incidents are not reported, and take steps to increase Volunteer crime incident reporting.**

The RSO was not receiving crime incident reports through Peace Corps' reporting system.

The RSO was not receiving Consolidated Incident Reporting System (CIRS) reports from the post, which is used by post staff to report all crime and security-related incidents against Volunteers, staff, and Peace Corps property. The RSO did not have an active login to the agency's CIRS system, and with the implementation of CIRS 3.0, the system could no longer accommodate individual email addresses and instead required one alias email account to receive reports. In follow-up discussions, we determined that the assistant RSO, who is responsible for day-to-day liaison with the Peace Corps, was not receiving CIRS reports. Following the exit briefing at post, the post was actively in the process of following up with the embassy and with Peace Corps headquarters to remedy the situation.

We recommend:

11. **That the country director confirm that the regional security officer has access to the consolidated incident reporting system and is receiving notifications as appropriate.**

PROGRAMMING

The evaluation assessed to what extent the post has developed and implemented programs intended to increase the capacity of host country communities to meet their own technical needs. To determine this, we analyzed the following:

- the coordination between the Peace Corps and the host country in determining development priorities and Peace Corps program areas;
- whether post is meeting its project objectives;
- counterpart selection and quality of counterpart relationships with Volunteers;
- site development policies and practices.

In reviewing the country agreement, memoranda of understanding (MOUs), and grants OIG found no significant areas of concern that would necessitate action by the post. The post's

country agreement was renewed in December 2007, superseding the original agreement established in 1964. The post has MOUs with the Ministry of Education and Sport and the Ministry of Health. There are currently no national level government partners for the SED project, although the post is looking to identify and define strategic partnerships.

The post's Volunteer grants are managed by two different staff members, one of whom manages Small Project Assistance (SPA) and Peace Corps Partnership (PCPP) grants and the other who manages Volunteer Activities Support and Training (VAST) grants, and the review committee is composed of staff. At the time of evaluation fieldwork, the post was attempting to streamline the grant process by developing one template for all three funding types. Volunteers who were involved in grants were satisfied with the way they were operating.

The post is developing the building blocks for a solid and strategic programming effort. The programming and training team's staffing structure has evolved over the past two years. The DPT position was added to post in July 2010, as the region's staffing strategy for post programming and training leadership has evolved. In the summer of 2011, technical Project Specialist (PS) positions were added to each project. The PS for the SED project also coordinates SPA and PCPP grants. She estimated that she spent 55 percent of her time on project duties and 45 percent of her time on grants activities.

While there is room for programmatic improvement, all Volunteers interviewed believed there was enough work to do, and 95 percent rated their satisfaction with their site as adequate or better.

Some Volunteer sites did not have reliable access to Peace Corps approved transportation and were instead using motorcycle taxis.

Volunteers in Uganda are typically placed in rural areas and use public transportation to get around the country – whether to and from their sites to market towns, to visit other Volunteers, or to Peace Corps sponsored events. Traveling as a passenger on a *boda-boda* or commercial motorcycle taxi is a popular yet risky form of public transportation throughout Uganda, and in some more rural areas it is the predominant method. Per the post's *Volunteer Handbook*:

> Volunteers/Trainees are expressly prohibited from using the following forms of transportation in Uganda:
>
> - Motorcycles or motor scooters (including *boda-bodas*);
> - Any form of motorized vehicle driven by a PCV;
> - Riding in the back of pickup trucks or lorries or any commercial vehicle not registered as a "PSV" (Passenger Service Vehicle)
>
> …The ONLY exception to this rule is in an emergency situation in which the safety and security of the Volunteer would be jeopardized by following this policy. Volunteers who do not adhere to these restrictions are subject to immediate Administrative Separation.

Volunteers were not following the post's transportation policy. During interviews, all Volunteers stated that motorcycle taxi use by Volunteers is common and that most had ridden as a passenger

on a *boda-boda* at least once during their service. Comments from Volunteers reflect the challenges they face in complying with the post's transportation policy.

> "For my site - you aren't required to ride a *boda*. But, there are some people you go and visit and it's the only way. It really frustrates people when you have to lie - but they put you in a situation where you have to lie because there is no transportation"

> "I think PC/Uganda needs to work on site development. Transportation wise - if you are going to have rules, you need to make sure that the Volunteer can follow those rules at the site you are placing them at."

> "I fully understand and see why the Peace Corps has that policy. It's tough to put into practice for almost all volunteers. 99 percent ride *bodas*. We have been suggesting for some time that if the Peace Corps wants to stick to no *boda*s, they need to have Peace Corps volunteer leaders take public [transportation] all the way out to that site."

> "To effectively do my work, I need to be able to ride a motorcycle. I would guarantee it would never be on a paved road. There are some of us out here who have no other options… I walk 10-20 kilometers to get to meetings sometimes."

Post staff are not adequately considering transportation options available to Volunteers when they develop sites. Some staff acknowledged that some Volunteers are placed in situations where it would be very difficult for Volunteers to do their jobs without using *boda-bodas*. Other staff believed that Volunteers were using *boda-bodas* because it was more convenient than riding bicycles, or waiting for other public transportation options.

While efforts to monitor and enforce this policy have been made in the past, there is a lack of consistency in this regard. The SSC reported that during his tenure two Volunteers were administratively separated for using *boda* transportation. Staff reported that during the most recent Volunteer-Counterpart conference, a Volunteer who was finishing service reported to everyone that he could not have done his job without using a *boda-boda*. One Volunteer reported that the sentiment from staff regarding *boda-boda* use is "what mama don't know, don't hurt."

Volunteers, especially those in more isolated areas and those who have to move around their communities to do their jobs, stated that they did not have other viable options for transportation. Volunteers reported that special hire taxis were too expensive to hire on a regular basis, or that transportation options that were reported to Peace Corps staff during site development might not exist by the time a Volunteer is placed in his or her community.

We recommend:

12. That the post review its Volunteer transportation policy and make adjustments if necessary.

13. That the country director confirm that currently serving Volunteer sites have post-approved transportation options for work-related or other necessary travel.

14. That the country director ensure that Volunteer transportation options are assessed during site

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development and that Volunteers have post-approved transportation options for work-related or other necessary travel.

Medical and health factors were not sufficiently considered when developing Volunteer sites.

While there is considerable variation in what each Peace Corps country can offer from a health resources standpoint, Peace Corps medical officers (PCMO) rely on three primary components to assess the availability of health resources for Volunteers where they live and work: the site development process, medical staff's awareness of local medical resources, and medical site visits. Even though Volunteers' support scores for PCMOs were high and Volunteers were satisfied with the health care they received, we found some deficiencies with the systems intended to ensure that medical and health factors are adequately considered when developing Volunteer sites.

The general quality of health services in the locations where Volunteers live and work in Uganda is rudimentary, if services exist at all. The PCMOs permit some local clinics to diagnose conditions such as malaria and giardia, but PCMOs typically bring Volunteers to the Peace Corps Medical Office in Kampala for treatment.

Site Development and Assignment
The post's health unit staffing has changed significantly since December 2010. Prior to that date, it was staffed with four registered nurses who had long practiced in Uganda. At the time of evaluation fieldwork, two new mid-level nurse practitioners joined one of the previous nurse PCMOs.

The two newly-hired nurse practitioner PCMOs stated that they had not been involved in the site development process and did not have input into site assignment before a Volunteer was placed. Neither of them was familiar with the criteria for site development. The longest tenured nurse PCMO, who has worked at the post for approximately 20 years, stated that in the past the medical unit would only take part in site development if programming staff raised concerns.

The PCMOs stated that they did not have sufficient staff resources to increase their involvement in site development and that in the past they had not been more involved in site development, assignments, or visits because of a lack of time. Without being more involved in the process, it would be difficult for the medical unit staff to confirm that Volunteers had access to essential health care and other support services.

A primary component of successful Peace Corps programs is a thorough and collaborative site development process. Sites must not only be programmatically viable, but sufficiently safe with access to necessary support services like communication, transportation, and essential health care.

MS 270.6 requires that:

> Each post must develop and apply criteria for the selection and approval of sites. Criteria should address work role, potential for integration, living arrangements, vulnerability to natural disasters, communication, transportation, access to essential health care and other support services, security climate, and consent of host authorities… Evaluation of the site and satisfaction of site selection criteria must be documented by the post.

CSHPP Indicator 11.5 for "Selecting and Monitoring Trainee and Volunteer sites" also states, "Site identification must be a collaborative effort, including programming, administrative, health, and safety factors and participation, and it is the country director's duty to lead in and ensure this collaboration."

CSHPP Indicator 10 for "Health and Health Related Emergencies" discusses that:

> *The CD, AO, and PCMO must all have a full understanding of the strategies and effectiveness of health support coverage throughout the areas in which Volunteers serve,* i.e., the means of communication, local facility and treatment options, means of supply and medication delivery, means of updating prophylactic injections, and local medical treatment and support options for Volunteers in any given part of the country…. CDs should discuss and understand these arrangements fully with the PCMO and AO and ensure that Volunteers' needs are being met in the most advantageous and cost-effective manner to Peace Corps…. Health support and medical costs are complicated, expensive matters and neither can be compromised

Medical Site Visits
In discussions with OIG the three PCMOs acknowledged that regular medical site visits to Volunteers had not occurred on a consistent basis until January 2011 and had not been conducted for the past three years. A March 27 - April 2, 2011 OMS Health Unit Assessment reflected that only 15 percent of Volunteers were visited at least once by a medical staff member in the prior year. The post's FY 2011 Administrative Management Control Survey (AMCS) also highlighted deficiencies in PCMO survey and documentation of environmental and health conditions for new sites (MS 262.34), placing regular PCMO site visits to Volunteers as "high risk" in the "Health and Safety" section.[12] OIG commends the post for identifying this weakness in its self-assessment of post management and looks forward to its corrective action plan as part of the agency's response to the evaluation.

CSHPP Section 10 discusses the importance of PCMO site visits to Volunteers:

> *PCMOs should be conducting site visits.* If they do not, their own knowledge of the Volunteers' situations is incomplete, and they may not be reaching certain Volunteers who do not come in. In addition, they have an important role to play in site selection and development and in knowing and evaluating local health conditions and local and

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[12] The AMCS is a tool for overseas posts intended for self assessment of post management. Completed at the discretion of the Country Director and under the guidance of the respective Regional Director, posts may complete the survey annually (at a minimum) or quarterly (at a maximum). The AMCS calculates risk for each question, category and post overall.

regional medical resources. These are important functions to carry out; yet some PCMOs
hesitate to leave the office for fear that emergencies will arise while they are gone. This is
all the more reason for having a smoothly functioning backup system. PCMOs need to
get into the field, Volunteers need to see them in the field, and CDs need to help make
this happen.

MS 261.3.5 discusses the responsibility of PCMOs to visit Volunteers at their sites. While the
number or frequency of site visits is not specified, according to OMS Quality Assurance, the
expectation is that Volunteers will be visited by a medical staff member annually. However,
OMS recognizes that this is a budget driven activity. The post's site visit policy states that every
Volunteer should be visited by a PCMO at least once during their service. The current practice,
instituted in January 2011, is that every quarter, one PCMO will visit multiple Volunteer sites in
one region to review the Volunteer's house, latrine, water source and the availability of basic
health care.

The longest tenured PCMO at the post stated that site visits were completely stopped for a few
years because of a lack of time.

> When there was only one intake [per year] of Volunteers, we got the gold star for doing
> site visits. It changed when we went from one intake a year to two. Our numbers
> increased very rapidly with no additional staff and no additional space. There was a lot of
> additional stress all around….

The potential negative effect of infrequently visited Volunteers is that PCMOs do not have a
comprehensive understanding of Volunteer site conditions, public health issues specific to that
locale, or the quality of and access to medical facilities in the area.

Awareness of Local Medical Resources
The post managers are expected to be sufficiently informed regarding the available health
support services in the areas where Volunteers serve and ensure that Volunteers' needs are being
met in the most advantageous manner – to both Volunteers and Peace Corps. CSHPP Indicator
10 for "Health and Health Related Emergencies" discusses the need for this information,
particularly "local facility and treatment options, means of supply and medication delivery,
means of updating prophylactic injections, and local medical treatment and support options for
Volunteers in any given part of the country… CDs should discuss and understand these
arrangements fully with the PCMO and AO [DMO] and ensure that Volunteers' needs are being
met in the most advantageous and cost-effective manner to Peace Corps."

One way this is done is to develop a network of referrals to support and supplement the Peace
Corps health program for Volunteers. CSHPP Indicator 10 discusses the importance of this and
underscores that:

> The PCMO must research, cultivate, and maintain an up-to-date network of necessary
> and qualified referrals to support and supplement the health care program for Volunteers.
> This network must be recorded, so staff and backup health personnel know what the
> resources are, and it should be reviewed regularly. Indeed, per OMS, this information
> must be documented in the Country Health Resource Survey (CHRS) and updated, at
> least annually, by the PCMO. The CHRS is accessible via the Intranet. Also, CDs should

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be willing to assist the PCMO in establishing this network by playing a representational role in the process, as needed, and should let PCMOs know of their willingness to do so.

In the March 27 - April 2, 2011 OMS Health Unit Assessment, the reviewer noted that "PCMOs are not using standard forms provided by OMS for assessing quality and recording information about consultants and facilities. [One former PCMO] and [one current PCMO] know the healthcare facilities well but there is only some documentation of this." Post medical staff said that local provider and resource assessment outside of the capital is done as part of the medical site visit process. One PCMO stated that they do not have the time or resources to do an exhaustive survey of resources in outlying areas. "It's a dynamic and dismal situation. To a certain extent…when we go upcountry we try to identify resources, but we could spend a lot more time doing it."

Most of the local medical consultants and facilities used by the post are in Kampala. The CD acknowledged that due to a lack of infrastructure, the post typically medically evacuates Volunteers to Kenya or South Africa.

Even though the previous post medical team knew the country well and had been at the post a long time, situations change and understanding the resources available is necessary. Uneven documentation of local medical resources does not allow new staff and backup health personnel to be sufficiently prepared.

> **We recommend:**
>
> 15. **That the country director ensure that the site development process is collaborative and includes Peace Corps medical officer input into site identification criteria and approval of final Volunteer site assignments.**
>
> 16. **That the country director prioritize Peace Corps medical officer site visits to meet its policy that each Volunteer receives at least one medical site visit during service.**
>
> 17. **That the Peace Corps medical officers document and maintain a record of local resources available to support and supplement the health care program for all Volunteers, including those located upcountry.**

Poor structuring of the education project negatively impacted the quality of technical training and programming support.

The post's education project includes a primary education component and secondary education component. For the one project there are two different ministry partners, two different beneficiary groups, and a different set of goals and objectives for each component; and, the post submits a project status review for each component. The number of Volunteers assigned to this project was considerably higher than the other two projects: during our evaluation there were 68 education Volunteers, 37 economic development Volunteers, and 43 community health

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Volunteers.[13] All three projects had the same staffing structure of one project manager (PM) and one project specialist (PS).

Table 2. Volunteer to Project Staff Ratios

Project	# of Volunteers	# of Project Staff	V:S Ratio
Education	68	2	34:1
Community Health	43	2	22:1
Economic Development	37	2	19:1

Source: OIG interviews 2011

Of the Volunteers in our sample, primary education Volunteers felt less prepared to do their jobs. Eighty-three percent (5 of 6) of interviewed Volunteers in the primary education project rated technical training below average and stated that the training was not relevant to their experience in the field. Primary education Volunteers also wanted clarification on job descriptions. There were no significant differences in the ways that secondary education, community health and economic development Volunteers rated technical training.

Staff acknowledged the need to review and refocus the education project plan. *The Peace Corps Programming and Training Guidance: Project Design and Evaluation* explains the Peace Corps' system of project reviews as a participatory process to identify project strengths, weaknesses, and opportunities to create a stronger project design, beginning with a strong project framework. The DPT reported that the project plan was formulated with goals and objectives for both education and community development and that it needs to be revisited and refocused. While the Office of Overseas Programming and Training Support (OPATS) was scheduled to review the education project in 2010, the visit was cancelled and has not been rescheduled.

With regards to support, four Volunteers, two from each of the education components, gave below average support scores for their PM. Volunteers cited examples of inconsistent communication or a complete lack of response. However, Volunteers also expressed that the education PM is dedicated, well respected among stakeholders and knows her job well but they do not believe that one person can manage the project:

> "I think they need to lighten her work load… She's good at what she does but if she can't manage all the Volunteers - she needs to be given help."

> "She's been very supportive and is a wealth of knowledge and experience. In the brief time she was here she made an organizational change. We were talking about caning with the headmaster and she said 'why don't you have [the students] write?' She said, 'what are they learning when you beat them? They and you may learn when they write.' The next day - he implemented it."

> "Support oscillates. Communication is her biggest challenge. It's not just timely communication - it's absence of communication… You have to do repeated calls or texts to get her attention. Part of it might be because she has so many Volunteers under her…"

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[13] There was a training group of 21 community health and 25 economic development trainees in Uganda during the evaluation fieldwork. There are two inputs per year; one input includes both community health and economic development trainees and the other contains education trainees.

Appropriate distribution of duties for programming staff is addressed by CSHPP indicator 6.8 that states, "There is an appropriate distribution of duties among APCD/PMs, and strategies are being used to support APCD/PMs in their program responsibilities...." It also says that "one of the country director's and [DPT's] major responsibilities is to watch what and how APCD/PMs are doing and work with them to make sure that: their jobs are balanced; task distribution is realistic, practical, fair, and effective; they have the resources, support, and assistance necessary to accomplish what they need to do; and they are able to carry out their duties without spending endless evenings and weekends working."

We recommend:

18. **That the director of programming and training conduct a project review of the education project with support from the region and the Office of Overseas Programming and Training Support and, if necessary, adjust the project plan and other project documents.**

19. **That the country director and the director of programming and training review and adjust as necessary programming staff's job loads to ensure they are realistically distributed and effective.**

The post has identified some challenges to "Focus In and Train Up" while concurrently undertaking new strategic partnerships and initiatives.

FITU is an important strategy articulated in the agency's comprehensive agency assessment. It calls upon the Peace Corps to focus on key project sectors by scaling up a limited number of highly effective projects, providing world-class training and comprehensive support to prepare Volunteers for success, and measuring and evaluating impact to improve performance and better serve communities. The comprehensive agency assessment also calls for the Peace Corps to explore partnerships:

> A more focused strategic lens will allow the Peace Corps to create partnerships with recognized technical experts from academia, civil society, government and the donor community in each priority sector to better inform Volunteer training, technical support, monitoring and evaluation.

It also reasons that by partnering, Volunteers serving with a more focused agency could contribute meaningful work in their communities much earlier in service, therefore increasing the Peace Corps' effectiveness and impact.

The assessment recommended moving forward with both of these initiatives immediately, and the post is trying to do so. Staff expressed concerns about the tension between sharpening the focus of the current projects with FITU while at the same time expanding strategic partnerships and participating in other U.S. government initiatives such as the Global Health Initiative, Feed the Future, and the President's Malaria Initiative, all of which are being advanced under current

post programs. Staff expressed concerns about being pulled in many directions with limited resources and that Volunteers were asked to do too many things outside their area of expertise.

Throughout its history, the Peace Corps has employed partnerships that have been very successful in some areas, but in others has led to "one-off" projects based on the needs of partners and matching Volunteer skill sets, where an overarching strategy was missing or the overall development impact could not easily be assessed. The FITU strategy seeks to solve this challenge and level receiving organizations' expectations by embracing generalist Volunteers and training them sufficiently to be successful in a limited number of technical interventions.[14] While there may be some real long term benefits to both strategies, strategic partnerships must complement FITU to be successful. As the post's projects are "focusing-in," it will be important to understand the options for partnerships in the longer term, and to make sure that the program is sufficiently established before partnerships are committed to. Success will require strong leadership and additional effort from programming and training staff. We found that the CD and staff are attentive to these issues, but we believe they will require close coordination with potential partners to ensure the partnerships complement the post's focused projects and that expectations for all parties are explicit.

The new standalone community health and economic development projects did not have project plans.

The Peace Corps's CSHPP emphasizes the importance of a project plan because of the benefits gained from systematically developing the project and summarizing what will be carried out in the field. Agency guidance recommends that posts involve counterparts, Volunteers, and project partners in project plan development.

The Peace Corps Programming and Training Guidance: Project Design and Evaluation states that "Strong documentation of your project plan helps to build an understanding on the part of host agencies, staff, and Volunteers on the project goals and objectives and the strategies for achieving those goals and objectives." It also says that the plan should be kept up-to-date and used regularly.

The community health and economic development project split from one project to two standalone projects, CH and SED, in 2011. Neither project has its own project plan, but each works under the project framework that was included in the combined CHED project plan. Programming staff reported that they are working towards developing individual project plans as they undergo the process of "focusing in," or selecting focus areas for their projects. Seventeen of 23 (73 percent) of Volunteers we interviewed were adequately or more familiar with their project's goals and objectives, though most described them very broadly.

> **We recommend:**
>
> > **20. That the post develop individual project plans for the community health and economic development projects.**

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[14] The FITU strategy is designed to maximize the skills of Volunteers with limited expertise and/or work experience.

The post had not identified a national level stakeholder partner for the SED project.

The post is currently attempting to identify and define strategic partnerships. *The Peace Corps Programming and Training Guidance: Project Design and Evaluation* section B.3.2 highly recommends that every project have a current national/ministry level memoranda of understanding:

> Each Peace Corps project should ideally operate under an agreement signed at the national level with the host country government.... Memoranda of Understanding that establish a clear understanding of the goals, objectives, and working relationship between the Peace Corps and host ministries help to manage expectations and add credibility to the Peace Corps' work in the country….

An MOU could establish a clear understanding of the goals, objectives and working relationships among the Peace Corps and the host ministries. These tools could help ensure that all stakeholders have appropriate expectations for Peace Corps' projects, and that project efforts are focused.

We recommend:

21. That the post identify a national partner for the economic development project and develop memoranda of understanding to guide their relationship.

The post's projects did not have Project Advisory Committees.

The post did not have project advisory committees (PAC) for any of their projects. *The Peace Corps Programming and Training Guidance: Project Design and Evaluation*, states that "PAC is the 'voice of key project stakeholders' that helps the Peace Corps ensure that it develops credible, realistic and responsive project plans and training programs." The guidance states that PACs should be established for each new project and should remain active throughout the life of a project.

> This committee shares responsibility for the design, evaluation, and revision of the project. The input of PACs is critical to maximize the sustainability of Volunteer work, to confirm project support from the government, and to define and communicate an optimum role for Volunteers in collaboration with other organizations addressing the issue.

The DPT was supportive of PACs and has introduced the concept to the programming team. All PMs welcomed the idea of developing PACs for each of their projects. A PAC could be a forum to provide strategic direction for the project and could help ensure that all stakeholders are in sync with the expectations for Peace Corps' projects, as they focus project efforts and build strategic partnerships.

We recommend:

22. That the post develop project advisory committees for each of its projects.

The post has not produced a comprehensive annual report for stakeholders.

The agency's FY 2011 *Performance and Accountability Report* (PAR) sets forth annual performance results against the agency's performance indicators. The post has not produced an annual report with information on each project for stakeholders as required by performance indicator 1.1.1b which is defined below:

> An annual progress report is a program update describing the achievements of all Peace Corps projects at a Post. The annual report must address all projects at Post with a recommended minimum on one page per project. The progress report may take the form of an annual printed report which is sent to host country sponsoring agencies or a document to accompany an oral presentation.

The indicator has a target for 85 percent of posts to "provide annual progress reports to their host country agency sponsors and partners."[15] This indicator contributes to Performance Goal 1.1.1 which is to "ensure the effectiveness of in-country programs."

The post had not produced a comprehensive annual report for all stakeholders. The education project had produced a report, but no annual reports were produced for the CH and SED projects. Although post's report only covers one of its projects, we note that this report has been used to satisfy indicator 1.1.1b.

The rationale for indicator 1.1.1b listed in the PAR states, "the agency collaborates with partners and increases the agency's accountability to the host country by reporting progress annually to host country partners." In the discussion of the result for indicator 1.1.1b in the FY 2011 PAR, the agency reported that this indicator received particular attention at each strategic plan quarterly performance review. The annual reports, completed in the host country language and in English, summarized the results of the program, using information from Volunteers' quarterly reports, site visits by PMs, and program evaluations. Several posts cited the benefit of meeting with partners to present their report. Posts that have been preparing reports for several years noted the best use of the report is to view it as a process of dialogue with partners throughout the year, culminating in a final report.

> **We recommend:**
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> > **23. That the post develop a comprehensive annual report for stakeholders that addresses all projects at post per the indicator 1.1.1b definition.**

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[15] For FY 2011, the agency reported that it met its overall target for Indicator 1.1.1b with 87 percent of posts providing the annual report to stakeholders.

Another objective of the post evaluation is to answer the question, "Does training prepare Volunteers for Peace Corps service?" To answer this question we considered such factors as:

- training adequacy;
- planning and development of the training life cycle;
- staffing and related budget.

In reviewing the post's process for planning and developing training, OIG found no significant areas of concern that would necessitate action by the post. The post had developed a set of core competencies for all Volunteers as well as sector competencies and learning objectives for each project. The post actively uses the training, design, and evaluation (TDE) process and all units participate. Reviews to assess PST are held midway through and at the end.

There have been communication challenges between the post's training team and administrative team related to the timing of the TDE process and the timing of budget development. All training activities had not been identified by the time the budget was developed. However, planned training changes were not communicated to the administrative team, which caused last minute turmoil. Both groups recognized the issue and were working to improve communication.

Volunteers participate in several training events throughout their service, including PST, an in-service training (IST) held three months after swearing-in, and a mid-service training (MST), held after Volunteers have been serving for one year. We asked Volunteers to rate the effectiveness of these trainings and found that training is generally effective, although improvements need to be made to PST technical training. This is consistent with the 2011 All Volunteer Survey (AVS) data where the post's education Volunteers rated technical training somewhat lower than global averages (30 percent inadequate compared to 25 percent inadequate globally), as did SED Volunteers (34 percent inadequate compared to 25 percent globally).

Some Volunteers also raised concerns that IST was too much of a repetition of PST and the language component was unstructured and not useful. However, Volunteers praised the time spent on working with counterparts and secondary projects.

Table 3. Volunteer Perceptions of Training Effectiveness

PST Topic	Percent of Volunteers Who Rated Training Favorably	Average Rating
PST		
Language	91%	4.2
Cross Culture	100%	3.8
Safety & Security	96%	3.7
Health	100%	4.2
Technical	55%	3.0
IST	75%	2.9
MST	100%	4.0

Source: OIG interviews 2011.

Volunteers, especially those in the education project, reported that technical training was not practical.

MS 201 "Eligibility and Standards for Peace Corps Volunteer Service" states that a trainee must demonstrate technical competence, which is defined as "proficiency in the technical skills needed to carry out the assignment" by the end of training.

Ten of 22 interviewed Volunteers (45 percent) rated technical training below average. While each project was represented in this number, five of these served in the primary education project. Volunteers in the primary education project, both in primary teachers colleges and coordinating center tutors, expressed the concern that training was not relevant to their experience in the field, and they also wanted clarification on job descriptions. A recurring issue of concern that permeated across all sectors was that technical training was not practical enough and was too superficial. As mentioned in the previous section on programming, improvements to the project plan and site development could help focus technical training.

OIG has found that delivering effective technical training is consistently a challenge for Peace Corps posts worldwide. The Training Design and Evaluation (TDE) process developed by OPATS is intended to provide a structured methodology to ensure that programming and training is aligned, and that Volunteers are working towards competencies needed for successful service. It is intended to provide a mechanism to assess and monitor trainees' progress against relevant targets.

The post did not have any permanent technical training staff and expressed difficulty in recruiting for them. The DPT explained that the Peace Corps' training methodology is experiential and that that is a developed skill. It requires significant oversight by the programming staff and DPT, but the programming staff are already stretched thin.

> **We recommend:**
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> 24. **That the country director and programming and training staff develop and implement a plan for technical training that is more practical and relevant to Volunteer assignments.**

Volunteers did not receive sufficient training and information to complete the Volunteer Reporting Forms.

The *Peace Corps' Programming and Training Guidance: Project Design and Evaluation* describes the recommended process for developing Peace Corps projects. Posts are expected to develop a monitoring and evaluation plan to measure project implementation and evaluate how well the project is working. Volunteers play a role in the agency's monitoring and evaluation activities by collecting baseline data, observing and documenting behavior changes of targeted populations, and reporting information to their APCD/PM in the Volunteer Reporting Form (VRF). Volunteers' performance data is reported to headquarters through the project status report

process and used in the agency-wide aggregation included in the agency's PAR.[16] Programming and training staff is expected to develop the initial monitoring and evaluation plan and train Volunteers. The guidance states, "It is important that Volunteers be properly trained in how to fulfill their monitoring and evaluation roles, and that they understand how the information they provide will be used."

Thirteen of 21 Volunteers interviewed said that they did not receive any training on gathering and submitting performance information through the VRF. Of the eight Volunteers who said that they received some guidance, many did not have a clear understanding of what was expected of them, how they needed to report performance data, or why it was important. A few Volunteers reported that they were told to keep a journal of what they were doing, but had no idea how the data would be reported or aggregated.

The reliability of the post's performance data, its usefulness in project monitoring and Volunteer support, and its value to the agency for evaluation and reporting purposes is dependent on the VRF training and guidance Volunteers receive. Given the significance of the PAR data to the agency, it is important for all Volunteers to submit accurate, timely performance reports. Volunteers need to clearly understand what kind of information to collect and how and when they need to report the data.

> **We recommend:**
>
> **25. That the training manager improve performance reporting training for Volunteers.**

Orientation for new Peace Corps trainers has been ineffective.

Some staff reported that recruiting and retaining Language and Cultural Facilitators (LCFs) and technical trainers has been challenging for the post. Staff stated that the two-week Training of Trainers (ToT) orientation is not sufficient for staff who are completely new to the Peace Corps and its teaching methodology. This sentiment was also reflected as a challenge in the End of Training report.

Programming and Training Guidance on Management and Implementation states:

> Because pre-service training staff are often hired for only part of the year, and often some are new to the Peace Corps, many posts conduct training of trainers workshops or have some other method to ensure that trainers accomplish a set of learning objectives prior to the start of PST…. The length and structure of training of trainers workshops vary from post to post… If feasible, a longer TOT of a minimum of two weeks will provide more valuable knowledge and skill-building for temporary PST staff (Book 4, section G).

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[16] As required by the Government Performance and Results Act and related Office of Management and Budget guidance, the Peace Corps prepares strategic and annual performance plans and reports results annually in its Performance and Accountability Report.

We recommend:

26. That the post review the training of trainers and determine if it is a sufficient orientation for trainers who are new to the Peace Corps.

PRESIDENT'S EMERGENCY PLAN FOR AIDS RELIEF (PEPFAR)

Another objective of this post evaluation is to answer the question "is the post able to adequately administer the President's Emergency Plan for AIDS Relief (PEPFAR) program, support Volunteers, and meet its PEPFAR objectives?" To answer this question, we evaluate:

- Whether the post is implementing its PEPFAR objectives as laid out in the annual implementation plan
- Relationships between the post and coordinating partners
- Whether Volunteers are fulfilling HIV/AIDS-related assignments and handling related challenges

PEPFAR provides funding to Peace Corps posts to help expand and enhance their response to the HIV/AIDS epidemic. The Peace Corps' Office of Global Health and HIV (OGHH) has the responsibility for agency-level policy guidance, overall leadership, and general supervision, direction, and coordination of Peace Corps' domestic and foreign HIV/AIDS activities. To obtain PEPFAR funding, OGHH requires posts to submit an implementation plan that details the proposed activities that posts will implement with PEPFAR funds. This funding is provided in addition to post's appropriated funds.

The post has received PEPFAR funding since FY 2004. PEPFAR supports a large percentage of post's activities and operations. The DMO reported that the post is cautious to not become overly dependent on PEPFAR funding for the post's on-going operational needs.

Table. 4 The Post's PEPFAR Funding FYs 2007-2011

Fiscal Year	PEPFAR Funding amount	Percentage increase over prior year
FY 2011	1,343,400	291%
FY 2010	343,700	-88%
FY 2009	2,985,220	42%
FY 2008	2,096,020	44%
FY 2007	1,457,000	100%

In reviewing Volunteer assignments, training, and coordination with other U.S. government entities, OIG found no significant areas of concern that would necessitate action by the post. PEPFAR is well-integrated into programming and Volunteer activities. Twenty one of the 23 Volunteers interviewed have been involved in HIV/AIDS related activities. The Volunteers' HIV/AIDS-related activities run the gamut of PEPFAR focus areas, although work promoting "Condoms and Other Prevention" was the most prevalent. The post has a good relationship with the U.S. Mission PEPFAR coordinator, who reported that in the last three years he has worked

well with all of the post's CDs, who have all been committed to broad programs in HIV/AIDS even though they have had differing visions. The PEPFAR communications officer, had previously experienced some challenges publicizing Volunteers' PEPFAR success stories and activities because of difficulty accessing Volunteers to learn about their work and accomplishments.

Staff with more Peace Corps tenure reported that the PEPFAR training for CDs and DPTs had been insufficient: "In the past, people didn't know enough of what to do other than to plan and ask for more money." The OGHH chief of programming and training (CPT) worked with post in July 2011 to revise their FY 2011 PEPFAR implementation plan and to provide training to the newly hired host country national HIV Coordinator. The post's HIV coordinator commended the CPT for being supportive and working closely with him on the FY 2012 implementation plan. The CPT described the post's PEPFAR program as solid and noted that the post has a realistic budget and that the post is prudently applying their carryover which allows them some cushion for currency fluctuations or cost of living increases.[17]

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[17] For appropriated funds, if there are currency fluctuations, a special fund will cover differences; however with PEPFAR, this is not the case.

OBJECTIVE, SCOPE, AND METHODOLOGY

The purpose of the Office of Inspector General (OIG) is to prevent and detect fraud, waste, abuse, and mismanagement and to promote economy, effectiveness, and efficiency in government. In February 1989, the Peace Corps OIG was established under the Inspector General Act of 1978 and is an independent entity within the Peace Corps. The Inspector General (IG) is under the general supervision of the Peace Corps Director and reports both to the Director and Congress.

The Evaluation Unit within the Peace Corps OIG provides senior management with independent evaluations of all management and operations of the Peace Corps, including overseas posts and domestic offices. OIG evaluators identify best practices and recommend program improvements to comply with Peace Corps policies.

The OIG Evaluation Unit announced its intent to conduct an evaluation of the post on August 11, 2011. For post evaluations, we use the following researchable questions to guide our work:

- To what extent has post developed and implemented programs to increase host country communities' capacity?
- Does training prepare Volunteers for Peace Corps service?
- Has the post provided adequate support and oversight to Volunteers?
- Are post resources and agency support effectively aligned with the post's mission and agency priorities?
- Is the post able to adequately administer the PEPFAR program, support Volunteers, and meet its PEPFAR objectives?

The evaluator conducted the preliminary research portion of the evaluation from August 11-September 23, 2011. This research included review of agency documents provided by headquarters and post staff; interviews with management staff representing the Africa region, OGHH, the Office of Volunteer Support; and inquiries to the Office of Safety and Security, the Office of Volunteer Recruitment and Selection (VRS), the Office of Programming and Training Support, the Office of Intergovernmental Affairs and Partnerships, and the Office of Private Sector Initiatives. After completing fieldwork, an additional interview was conducted with staff from the Office of Safety and Security.

In-country fieldwork occurred from September 26 - October 18, 2011, and included interviews with senior post staff in charge of programming, training, and support, the U.S. ambassador, U.S. deputy chief of mission, the embassy regional security officer, the embassy PEPFAR coordinator, the embassy PEPFAR communications officer, host country government ministry officials and other project partners. In addition, we interviewed a stratified judgmental sample of 23 Volunteers (17 percent of Volunteers serving at the time of our visit) based on their length of service, site location, project focus, gender, age, and ethnicity. An additional request for an interview from a Volunteer not in the sample was accommodated.

This evaluation was conducted in accordance with the Quality Standards for Inspections, issued by the Council of the Inspectors General on Integrity and Efficiency (CIGIE) (formerly the President's Council on Integrity and Efficiency). The evidence, findings, and recommendations provided in this report have been reviewed by agency stakeholders affected by this review.

INTERVIEWS CONDUCTED

As part of this post evaluation, interviews were conducted with 24 Volunteers, 14 staff members in-country, and 21 representatives from Peace Corps headquarters in Washington D.C., the U.S. Embassy in Uganda, and key ministry officials. Volunteer interviews were conducted using a standardized interview questionnaire, and Volunteers were asked to rate many items on a five-point scale (1 = not effective, 3 = average effective, 5 = very effective). The analysis of these ratings provided a quantitative supplement to Volunteers' comments, which were also analyzed. For the purposes of the data analysis, Volunteer ratings of "3" and above are considered favorable. In addition, 17 out of 23 Volunteer interviews occurred at the Volunteers' homes, and we inspected 16 of these homes using post-defined site selection criteria. The period of review for a post evaluation is one full Volunteer cycle (typically 27 months).

The following table provides demographic information that represents the entire Volunteer population in Uganda; the Volunteer sample was selected to reflect these demographics.

Table 5. Volunteer Demographic Data

Project	Percentage of Volunteers
Education: primary teacher training and community development	22%
Education: secondary school science and mathematics teaching	27%
Community Health	25%
Economic Development	25%
Gender	**Percentage of Volunteers**
Female	53%
Male	47%
Age	**Percentage of Volunteers**
25 or younger	61%
26-29	19%
30-49	8%
50 and over	11%

Source: Volunteer roster provided by post in August 2011.
Note: Percentages may not total 100% due to rounding.

At the time of our field visit, the post had 34 staff positions. The post also employed 11 temporary training staff to assist with PST. We interviewed 14 staff members.

Table 6. Interviews Conducted with PC/Uganda Staff Members

Position	Status	Interviewed
Country Director	USDH	X
Director of Programming and Training	USDH	X
Program Manager (3)	PSC*	X
Program Specialist (3)	PSC	X[18]
HIV Coordinator	PSC	X
Training Manager	PSC	X
Assistant Training Manager	PSC	
Language and Cross Cultural Coordinator	PSC	X
Programming and Training Administrative Assistant	PSC	
Executive Assistant	PSC	
PCMO (3)	PSC	X
Medical Administrative Assistant	PSC	
IT Specialist	PSC	
Safety and Security Coordinator	PSC	X
Director of Management and Operations	USDH	X
Receptionist	PSC	
Cashier	FSN*	
Financial Assistant	FSN	
Emergency Plan/PEPFAR Financial Assistant	FSN	
Administrative Assistant	PSC	
General Services Officer	PSC	
Driver (6)	PSC	
Janitor	PSC	

Data as of October 2011. *PSC is personal services contractor; FSN is foreign service national.

Eighteen additional interviews were conducted during the preliminary research phase of the evaluation, in-country fieldwork and follow-up work upon return to Peace Corps headquarters in Washington, D.C.

Table 7. Interviews Conducted with PC/Headquarters Staff, Embassy Officials and Key Ministry Officials

Position	Organization
Regional Director	PC/Headquarters/AF Region
Chief of Operations	PC/Headquarters/AF Region
Chief of Programming and Training	PC/Headquarters/AF Region
Programming and Training Specialist	PC/Headquarters/AF Region
Country Desk Officer	PC/Headquarters/AF Region
Chief Administrative Officer	PC/Headquarters/AF Region
Regional Security Advisor	PC/Headquarters/AF Region
Chief of Programming and Training	PC/Headquarters/OGHH
Director, Office of Medical Services	PC/Headquarters/VS
Peace Corps Safety and Security Officer – Kenya	PC/Headquarters/SS

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[18] One Program Specialist was interviewed for her role as a grants coordinator.

Ambassador	U.S. Embassy in Uganda
Charge d' Affaires	U.S. Embassy in Uganda
Regional Security Officer	U.S. Embassy in Uganda
PEPFAR Coordinator	U.S. Embassy in Uganda
PEPFAR Communications Officer	U.S. Embassy in Uganda
Chief of Party	Sustainable Tourism in the Albertine Rift (STAR)
Assistant Commissioner, Secondary Education	Ministry of Education
Assistant Commissioner, Primary Teachers Colleges	Ministry of Education

Data as of October 2011.

LIST OF RECOMMENDATIONS

WE RECOMMEND:

1. That regional managers assess programmatic, Volunteer safety, and administrative gaps created by leadership turnover, identify where the post would benefit from regional or other headquarters resources or support, and develop a plan to implement those improvements.

2. That the post conduct annual and mid-year performance reviews in accordance with Peace Corps policy.

3. That the post document and communicate performance issues and development needs to employees.

4. That the country director ensure that all Volunteers know the location of their consolidation point.

5. That the country director require that the appropriate staff members review the accuracy and completeness of Volunteer site locator forms.

6. Peace Corps medical officers update the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.1.

7. That the country director ensure that all staff members are familiar with the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.2

8. That the Peace Corps safety and security officer review the post's safety and security systems and recommend changes to ensure the post is in compliance with relevant agency policies.

9. That the country director and safety and security coordinator inform trainees and Volunteers of the importance of reporting crime incidents and of post and agency support available to victims of crime, including the services of the agency's Victim's Advocate.

10. That the post, with the support of the Peace Corps safety and security officer assess reasons crime incidents are not reported, and take steps to increase Volunteer crime incident reporting.

11. That the country director confirm that the regional security officer has access to the consolidated incident reporting system and is receiving notifications as appropriate.

12. That the post review its Volunteer transportation policy and make adjustments if necessary.

13. That the country director confirm that currently serving Volunteer sites have post-approved transportation options for work-related or other necessary travel.

14. That the country director ensure that Volunteer transportation options are assessed during site development and that Volunteers have post-approved transportation options for work-related or other necessary travel.

15. That the country director ensure that the site development process is collaborative and includes Peace Corps medical officer input into site identification criteria and approval of final Volunteer site assignments.

16. That the country director prioritize Peace Corps medical officer site visits to meet its policy that each Volunteer receives at least one medical site visit during service.

17. That the Peace Corps medical officers document and maintain a record of local resources available to support and supplement the health care program for all Volunteers, including those located upcountry.

18. That the director of programming and training conduct a project review of the education project with support from the region and the Office of Overseas Programming and Training Support and, if necessary, adjust the project plan and other project documents.

19. That the country director and the director of programming and training review and adjust as necessary programming staff's job loads to ensure they are realistically distributed and effective.

20. That the post develop individual project plans for the community health and economic development projects.

21. That the post identify a national partner for the economic development project and develop memoranda of understanding to guide their relationship.

22. That the post develop project advisory committees for each of its projects.

23. That the post develop a comprehensive annual report for stakeholders that addresses all projects at post per the Indicator 1.1.1b definition.

24. That the country director and programming and training staff develop and implement a plan for technical training that is more practical and relevant to Volunteer assignments.

25. That the training manager improve performance reporting training for Volunteers.

26. That the post review the training of trainers and determine if it is a sufficient orientation for trainers who are new to the Peace Corps.

LIST OF ACRONYMS

AMCS	Administrative Management Control Survey
AVS	Annual Volunteer Survey
CD	Country Director
CSHPP	Characteristics and Strategies of a High Performing Post
COS	Close of Service
CIRS	Consolidated Incident Reporting System
DMO	Director of Management and Operations
DPT	Director of Programming and Training
DRC	Democratic Republic of Congo
EAP	Emergency Action Plan
FITU	Focus in and Train Up
FSN	Foreign Service National
FY	Fiscal Year
ICT	Information Communications Technology
IPBS	Integrated Planning and Budget System
IST	In-Service Training
MOU	Memorandum of Understanding
MST	Mid-service Training
NGO	Nongovernmental Organizations
OIG	Office of the Inspector General
OMS	Office of Medical Services
OPATS	Overseas Programming and Training Support
PAC	Project Advisory Council
PAR	Performance and Accountability Report
PCM	Peace Corps Manual
PCMO	Peace Corps Medical Officer
PCPP	Peace Corps Partnership Program
PCRV	Peace Corps Response Volunteer
PCSSO	Peace Corps Safety and Security Officer
PM	Program Manager
PS	Project Specialist
PSC	Personal Services Contractor
PST	Pre-Service Training
RSO	Regional Security Officer
SLF	Site Locator Form
SPA	Small Project Assistance
SSC	Safety and Security Coordinator
TDE	Training Design and Evaluation
TG	Medical Technical Guideline
ToT	Training of Trainers
VAC	Volunteer Advisory Council
VAST	Volunteer Activities Support and Training
VAD	Volunteer Assignment Description
VRF	Volunteer Report Form
USDH	U.S. Direct Hire

AGENCY'S RESPONSE TO THE PRELIMINARY REPORT

Peace Corps

MEMORANDUM

To: Kathy Buller, Inspector General

Through: Daljit K. Bains, Chief Compliance Officer

From: Dick Day, Regional Director
                Loucine Hayes, PC/Uganda Country Director

Date: May 18, 2012

CC: Carrie Hessler-Radelet, Deputy Director
                Stacy Rhodes, Chief of Staff
                Joaquin Ferrao, Deputy Inspector General
                Esther Benjamin, Associate Director, Global Operations
                Brenda Goodman, Deputy Associate Director, Volunteer Support
                Ed Hobson, Associate Director for Safety and Security
                Lynn Foden, Africa Region Chief of Operations
                Gary Vizzo, PC/Uganda, DMO

SUBJECT: Africa Region's Response to the OIG Preliminary Report on the
                evaluation of Peace Corps/Uganda

Enclosed please find the agency's response to the recommendations made by the
Inspector General for Peace Corps/Uganda, as outlined in the Preliminary Report of
the Evaluation sent to the agency March 29, 2012.

The Region concurs with all 26 recommendations. Post has addressed and provided
supporting documentation for 12 of the 26 recommendations which we believe have
been effectively addressed.

The Region will continue to work with Post and the departments identified in the
Preliminary Report to ensure closure of the recommendations by the dates included.

Recommendation

1. **That regional managers assess programmatic, Volunteer safety, and administrative gaps created by leadership turnover, identify where the post would benefit from regional or other headquarters resources or support, and develop a plan to implement those improvements.**

    Concur. Africa regional managers continually work with and support Post to improve operations and programming through conference and individual calls, and emails. Direct support to Post was provided by the Africa Regional Chief of Operations (CHOPS) February 27-March 2, 2012. To review PC/Uganda's current operations, CHOPS interviewed staff from each operating unit including: the Programming and Training team, Medical Unit, US Mission/PEPFAR Team, met with all senior staff, attended a VAC meeting and visited with Volunteers in their sites. From this, a more refined strategy was developed to address PC/Uganda's gaps and identify resources to support Post in making necessary improvements.

    Prior to CHOPS visit to Post, Africa regional managers determined it was imperative that PC/Uganda receive P&T support. PC/Uganda received TDY support from the Africa Regional Advisor to revise Post's project frameworks in line with the agency's Focus In-Train Up (FITU) initiative. Subsequently, the P&T strategy is cohesive. Plans are in place to convene the first meeting for an Education PAC. The Health and CED PAC development will be furthered with the arrival of a new DPT by August 2012.

    Documents submitted:
    - PC/Uganda IPBS FY13-15 Submission, March 2012
    - CHOPS Report & Recommendations, May 2012
    - Regional Advisor Briefing, May 2012

    Status and Timeline for Completion:
    Completed, May 2012

2. **That the post conduct annual and mid-year performance reviews in accordance with Peace Corps policy.**

    Concur. PC/Uganda has conducted annual and mid-year performance reviews in accordance with Peace Corps policy. PC/Uganda's Country Director has completed all applicable annual reviews for the latest performance cycle. Additionally, a workshop was conducted to address the importance of performance reviews, best practices and processes supervisors can use to engage staff in constructive and timely feedback, including incentives for performance and achieving shared targets.

    Documents submitted:
    - PC/Uganda Performance Review Status, 2012
    - Performance Review IT Specialist, November 2011
    - Performance Review PEPFAR Financial Specialist, November 2011
    - Performance Review Training Manager, November 2011

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- Performance Review PCMO, July 2011
- Performance Review DMO, February 2012
- Performance Review, Training Manager, November 2012
- Mid-year Review Assistant Training Manager, July 2011
- Mid-year Review HIV-AIDS, Dec 2011

Status and Timeline for Completion:
Completed, May 2012

3. That the post document and communicate performance issues and development needs to employees.

Concur. PC/Uganda's Country Director has introduced new processes by way of job plans and procedures to document and communicate performance issues and development needs to employees. Now in place is an annual job planning process for all staff. This job planning assessment is tied to knowledge competencies and performance for each position. A training session was developed to explain the new process and assign department leaders to complete the job planning with their team. One PSC was taken through this new process and stated the performance process further enhances his ability to see the correlation between his job responsibilities and PC/Uganda's mission and vision. This new job plan and development process enables Post to ensure accountability and transparency, and improves ownership of both individual goals and the agency's goals and objectives.

For the last performance cycle, PC/Uganda communicated performance issues and development needs to most of the staff with the exception of FSNs who do not share the same calendar review cycle. The way forward is for all staff to employ the new job planning process and methodology.

Documents submitted:
- Job Plan, HIV-AIDS Coordinator
- Job Plan, IT Specialist
- Executive Assistant Performance Communication, January 2012

Status and Timeline for Completion:
Completed, May 2012

4. That the country director ensure that all Volunteers know the location of their consolidation point.

Concur. PC/Uganda's Country Director ensures that all Volunteers know the location of their consolidation point. There were two District Security Representative (DSR/"PCV Warden") Workshops held November 2011 and March 2012 to reassign Volunteers to their appropriate DSR and further train the DSRs. In conjunction with the SSC, DSR's are responsible for disseminating timely information from PC/Uganda to the Volunteer community. The new training also assigned DSRs the responsibility of knowing Volunteers' consolidation points in their district. Now, when a Volunteer arrives to site, he/she receives a call from their DSR within the first month and is instructed to

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meet with the DSR at the consolidation point. As such, the Volunteer is acquainted with the exact location of the consolidation point, how long it takes to arrive and the best route to take. This enables Volunteers to troubleshoot in advance of an emergency. To date, DSRs have met with all Volunteers in country at their respective consolidation point. This will continue with the arrival of the new intake May 24, 2012.

Documents submitted:
- DSR EAP Training, March 2012
- PCV Phone Tree
- PCV Roster with DSR POC & Consolidation Points, May 2012
- DSR Statement of Responsibilities, 2012
- DSR Duties and EAP Responsibilities

Status and Timeline for Completion:
Completed, May 2012

5. That the country director require that the appropriate staff members review the accuracy and completeness of Volunteer site locator forms.

Concur. PC/Uganda's Country Director is working closely with the SSC, Program Managers, and the Medical Unit, to ensure Volunteer Site Locator Forms are complete and accurate. Site Locator forms are first reviewed by the Program Managers and then by the SSC where they are filed and also filed with the Medical Unit. The CD reiterated the importance of SLFs at the DSR Workshop with the PCCSO and SSC, March 2012. The SSC also sent an email to all Volunteers communicating the importance of the SLF and to send updates if changes are needed. Volunteers are not allowed to take leave if their Site Locator Form is not up to date and on file. This is one of the points to be checked on the Annual Leave Request Form. This process was recommended during a VAC Meeting and adopted as a new PC/Uganda practice.

Documents submitted:
- Emergency Site Locator Form
- PCV Leave Request Form (with Site Locator check), March 2012
- Email Communication from SSC to PCVs on SLFs, March 2012
- Completed SLF Community Health
- Completed SLF Economic Development

Status and Timeline for Completion:
Completed, May 2012

6. Peace Corps medical officers update the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.1.

Concur. PC/Uganda Medical Team is in the process of up-dating the Medical Evacuation Plan according to MS 264.5.1. The Medical Team consulted with local district representatives and met with health provider entities to compile a list of all medical units, resources and staff available in Volunteer regions. This information was shared at the DSR Workshop, March 2012. DSR's were

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assigned to take the compiled list and verify the data in their regions/districts and make additions as needed, and send it back to the Medical Team. After this process is complete, the Medical Team will conduct site visit to volunteers as scheduled and include necessary introductions and connections at the district level with pertinent medical units and professionals. The document will then be complete for each district and connections made to revise the Medical Evacuation Plan accordingly.

Documents submitted:
- Health Centers and Clinics in Uganda

Documents to be Submitted:
- Completed list of medical units/professionals at district level
- Revised Medical Evacuation Plan

Status and Timeline for Completion:
December 2012

7. That the country director ensure that all staff members are familiar with the medical evacuation plan in accordance with *Peace Corps Manual* section 264.5.2

Concur. PC/Uganda's Medical Team has been undergoing a transition due to staff departure and new recruitments. Also, due to an emergency retainer wall collapse outside of PC/Uganda's control, the main office was evacuated and the medical unit is now housed in a temporary location. The Evacuation Plan is currently being finalized for the new office facility and the new PCMO will take the lead to complete the process. When the plan is completed, the CD will review and together with the Medical Team will ensure all staff are familiar with the revised Medical Evacuation Plan. A training will be held with a table top exercise to ensure all members of staff are completely familiar with the plan.

Documents submitted:
- Health Centers and Clinics in Uganda

Documents to be Submitted:
- Revised Medical Evacuation Plan
- Training agenda, signed form for each staff that they attended training and are familiar with MEP

Status and Timeline for Completion:
December 2012

8. That the Peace Corps safety and security officer review the post's safety and security systems and recommend changes to ensure the post is in compliance with relevant agency policies.

Concur. The PCSSO for Uganda, Bill Bull, visited post in March to begin the process of reviewing posts safety and security systems with post leadership and the SSC. During his visit he and the SSC reviewed MS 270 to identify areas for system strengthening to ensure compliance with relevant agency policies. The

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SSC also received follow up phone coaching and additional face to face mentoring by the PCSSO at the South Africa Safety and Security workshop the week of May 12, 2012.

Documents submitted:
- Crisis Management Training Document, March 2012

Documents to be Submitted:
- PCSSO Trip Report

Status and Timeline for Completion:
June 2012

9. That the country director and safety and security coordinator inform trainees and Volunteers of the importance of reporting crime incidents and of post and agency support available to victims of crime, including the services of the agency's Victim's Advocate.

Concur. PC/Uganda staff work together to ensure the safety of Volunteers. Specifically, the SSC and CD carried out a number of trainings at PST, Mid-Service Conference and at COS to emphasize the importance of reporting crimes, services available to Volunteers if one is a victim of a crime, and general crime statistics in country. As an example of appreciation for actions taken by the SSC, PC/Uganda highlighted the collaboration of the SSC and a Volunteer to use the in country legal system to recover the Volunteer's stolen property. Positive examples such as this improve the likelihood that Volunteers will report crimes in the future. Post also has established a small team of volunteers and staff to address S&S concerns and develop improved strategies. A Victim's Advocate Workshop will be delivered May 2012 with the support of volunteers and staff.

Documents submitted:
- Commitment to Sexual Assault Victims
- Sexual Assault Awareness Training
- Volunteer Crime Report & Follow-Up, Nov 2011
- DSR-Warden Stress Management During Crises
- Sexual Harassment Planning Meeting Notes

Status and Timeline for Completion:
Completed, May 2012

10. That the post, with the support of the Peace Corps safety and security officer assess reasons crime incidents are not reported, and take steps to increase Volunteer crime incident reporting.

Concur. Based on conversations with PCVs by both Post and the ChOps, we acknowledge and agree with the reasons cited in the evaluation report on page 10 as to why PCVs do not report crimes consistently. To develop strategies to address this, during Volunteer exit interviews, the CD asks Volunteers to rate SSC services and their comfort in reporting crimes. None of the volunteers who

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COSed since July 2011 have mentioned discomfort or disclosed the fact that they did not report a crime. All rated the SSC's performance as "Excellent" especially in response time and support provided during distress and at times of violent crimes/assault.

The PCSSO is working with the SSC on a plan to increase reporting, data tracking and analysis to improve Volunteer safety and comprehension about why reporting crimes is necessary. The PCSSO has visited Uganda twice since the IG's visit, once on a regularly scheduled visit and the second time to assist post with a serious crime incident. On both occasions, the PCSSO worked closely with the SSC on incident reporting. The SSC is also scheduled to conduct a session at the next COS conference.

Documents to be submitted:
- New CIRS Reporting Plan
- Feedback from the COS Conference
- Copies of PCSSO reports

Status and Timeline for Completion:
September 2012

11. That the country director confirm that the regional security officer has access to the consolidated incident reporting system and is receiving notifications as appropriate.

Concur. PC/Uganda's CD has confirmed the RSO has access to CIRS and is receiving necessary notifications. The issue was a technical glitch, since resolved with the CD, DMO, HQ and the Uganda Mission/RSO to reinstate CIRS connectivity.

Documents submitted:
- RSO Email Confirmation CIRS Report

Status and Timeline for Completion:
Completed, May 2012

12. That the post review its Volunteer transportation policy and make adjustments if necessary.

Concur.
PC/Uganda has requested to implement a new Motorcycle Policy to account for Volunteers who may need motorcycle access to perform their assigned duties. This policy is limited to work responsibilities and would require the use of a helmet. A waiver of approval from Post would be required. This policy is currently under review by the Africa Region, the Safety and Security Office (SSO) and PCSSO.

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Documents to be submitted:
- Final Approved Motorcycle Policy

Status and Timeline for Completion:
July 2012

13. That the country director confirm that currently serving Volunteer sites have post-approved transportation options for work-related or other necessary travel.

Concur.
PC/Uganda recognizes the dual need to provide both meaningful work for volunteers and ensure a safe environment. The site placement process is being evaluated to assess the transportation needs and expectations of the partner organizations. Each program manager has been tasked with reviewing each individual site of currently serving PCVs to evaluate the transportation needs and make recommendations. PC Uganda has updated its transportation policies to accommodate Volunteers' work situations and include an emphasis on safety and security. The Africa Region is currently reviewing PC/Uganda's transportation policies with the PCSSO and the Office of Safety and Security to ensure they meet the dual objectives of Volunteer safety and programming needs.

Documents to be submitted:
- Finalized Transportation Policy including new Motorcycle Policy

Status and Timeline for Completion:
July 2012

14. That the country director ensure that Volunteer transportation options are assessed during site development and that Volunteers have post-approved transportation options for work-related or other necessary travel.

Concur. The site development process for the incoming training class of 47 arriving in country on May 24, 2012 has been significantly changed from the prior practices and will continue to evolve. New sites are developed to ensure the accommodation of adequate transportation and reduce the need to issue a motorcycle waiver.

The site development process now involves input from Volunteers already posted in the area who can advise and validate available transportation means and assess partner commitment in providing transportation. Post in this round of site development had transportation needs were tested by the P&T team to accurately note the availability and the amount of time and effort for Volunteers' work related travel.

The P&T team aims to develop sites six months prior to new class arrivals to create a healthy pipeline of partners, improve site development choices and address transportation challenges, which will all add value to improve Volunteers site satisfaction.

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Documents to be submitted:
- Program Manager Site Development Recommendations
- Site Development Process

Status and Timeline for Completion:
Completed, May 2012

15. That the country director ensure that the site development process is collaborative and includes Peace Corps medical officer input into site identification criteria and approval of final Volunteer site assignments.

Concur. PC/Uganda's medical unit has undergone significant transition over the last year which has made collaboration challenging. Four medical officers cycled through Uganda in this timeframe for various personal and performance related reasons. Post, the Africa Region and OMS, prioritized the staffing of the medical unit and have transferred an experienced and highly rated PCMO who is beginning in Uganda the week of May 20, 2012.

Once the full team is in place, the schedule of site visits will be further refined and pursued to ensure that each quarter Volunteers receive visits from the medical team.

Documents submitted:
- PCMO Site and PCV Visit Schedule, April 2012
- PCMO Site Visit Report, May 2012
- PCMO & P&T Collaborative Site Assessment, April 2012
- Health Centers & Clinics in Uganda

Documents to be submitted:
- PCMO Site Identification Criteria

Status and Timeline for Completion:
December 2012

16. That the country director prioritize Peace Corps medical officer site visits to meet its policy that each Volunteer receives at least one medical site visit during service.

Concur. A PCMO Medical Calendar of site visitations to Volunteers has been developed in conjunction with other relevant staff and offices. This will be revised as needed to ensure timely visits. During site visits, the Medical Team will assess Volunteer well-being, Volunteer housing, local medical support and professionals to complete the medical network document on file. When the new medical team is fully in place, the site visit schedule will be further finalized.

Documents submitted:
- Medical Calendar Site Visit Comments, April 2012

Documents to be submitted:
- Medical Site visit reports

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Status and Timeline for Completion:
September 2012

17. That the Peace Corps medical officers document and maintain a record of local resources available to support and supplement the health care program for all Volunteers, including those located upcountry.

Concur. PC/Uganda Medical Unit developed a document recording local resources available to support and supplement the health care program for all Volunteers and tasked the DSRs to verify and complete this information for upcountry Volunteer sites quarterly. The document was presented at the March 2012 DSR Workshop. The Volunteer community welcomed the initiative and was grateful PC/Uganda took this proactive measure to compile essential information on quality medical services/health care access locally to address Volunteer well-being and their safety and security.

Additionally, with feedback from OMS, a standardized form to assess health facilities has been shared and will be used in conducting site visits to Volunteers.

Documents submitted:
- PCMO List, Health Centers and Clinics in Uganda
- Healthcare Facility Assessment Form

Status and Timeline for Completion:
Completed, May 2012

18. That the director of programming and training conduct a project review of the education project with support from the region and the Office of Overseas Programming and Training Support and, if necessary, adjust the project plan and other project documents.

Concur. PC/Uganda has finalized an ED Project Review with OPATS for May 16-25. The Technical Advisor will assess the Education Project with Stakeholders, VAC and develop a focused strategy and project plan in line with the agency's FITU initiative.

Documents submitted:
- Regional Advisor Briefing, May 2012
- IPBS_FITU Education, April 2012
- Education Review Agenda, May 2012

Documents to be Submitted:
- Final Project Framework

Status and Timeline for Completion:
July 2012

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19. That the country director and the director of programming and training review and adjust as necessary programming staff's job loads to ensure they are realistically distributed and effective.

Concur.
PC/Uganda has initiated the process to review and adjust the P&T staff's job loads in light of a vacant DPT position. Post has started the development of improved job descriptions as well as pertinent responsibility and case load share in the program and training team through weekly meetings and one on one consultation. All program staff have submitted job plans for the year that enables sharing responsibilities and promoting cohesive teamwork as well as informing accurately the revision process for job descriptions and responsibilities which then enables more structured and clear ownership to outcomes and outputs.

The Regional Program Advisor spent a week at the post to support the review process and guide process of improvement for sites and trainings quality to be more in line with FITU. Post has hired an experienced DPT who has previous PC experience and programming expertise. The DPT will improve the P&T unit's functioning addressing staff job loads to asses if they are realistically distributed and effective after arrival to Post in July.

Documents to be Submitted:
• Job Plans and Responsibilities

Status and Timeline for Completion:
October 2012

20. That the post develop individual project plans for the community health and economic development projects.

Concur. PC/Uganda and the Africa Regional Advisor as well as OPATS are working closely with the Program and Training team to revise the project frameworks and develop project plans to reflect FITU and developmental priorities in Uganda.

Documents submitted:
• Regional Advisor Assessment with CH/CED Framework Plans

Documents to be Submitted:
• Finalized Project Frameworks

Status and Timeline for Completion:
September 2012

21. That the post identify a national partner for the economic development project and develop memoranda of understanding to guide their relationship.

Concur. PC/Uganda has benefitted from the AF Regional Advisor to work with the P&T Team to hone their Project Frameworks and develop PACs. The CED

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project is thus being revised to align with the agricultural sector and build on opportunities provided by USAID, Feed the Future (FtF) and other strategic priorities in Uganda. To move this forward, the Uganda Minister of ICT and the US Ambassador have already met and discussed the possibility of having the Ministry be the partner for the CED project.

Documents Submitted:
- Africa Regional Advisor Briefing, May 2012
- CED Framework

Documents to be Submitted:
- MOU with partners

Status and Timeline for Completion:
December 2012

22. That the post develop project advisory committees for each of its projects.

Concur. PC/Uganda has benefitted from the in country visit of the Africa Regional Advisor's work with the P&T team to further develop Post's project frameworks and align the projects with relevant partners to help implement its mission and strategy. An Education project review will occur May 17, 2012 that will further define the Education PAC.

PC/Uganda already participates in interagency coordination meetings for its Health and CED projects and attends regular meetings with stakeholders. These meetings support and maintain ongoing dialogue with implementing partners and partner agencies to ensure pertinent linkages for strong Volunteer sites.

PC/Uganda is finalizing its project frameworks for each programmatic sector to ensure its P&T strategy is cohesive. There are plans to convene the first Education PAC after the education project review in May. The HE and CED projects will pursue PAC development in August, after PST completion and with the arrival of the new DPT.

Documents to be Submitted:
- List of PAC Members for each Sector
- Date and Agenda of PAC Meetings for each Sector

Status and Timeline for Completion:
September 2012

23. That the post develop a comprehensive annual report for stakeholders that addresses all projects at post per the Indicator 1.1.1b definition.

Concur. PC/Uganda is aware of the agency's performance Indicator 1.1.1b requiring a page for each of its programmatic areas on pertinent volunteer projects and case studies. As a result, Post has identified staff and a Volunteer Task Force to work on its Annual Report to showcase annual successes. With the assistance of the new DPT, P&T staff and the Volunteer Task Force, Post will institute this new process and create an annual report focused on each program area.

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Documents to be Submitted:
- PC/Uganda Annual Report

Status and Timeline for Completion:
November 2012

24. That the country director and programming and training staff develop and implement a plan for technical training that is more practical and relevant to Volunteer assignments.

Concur. PC/Uganda's CD and P&T staff collaborate to develop and implement effective technical training for Volunteers that is practical and relevant to Volunteer assignments. The Training Advisory Committee is comprised of Volunteers from each of the three sectors to add value and support to the P&T team to collaborate in developing more pertinent technical training content and training delivery based on their field experience. This committee also enlists sector experts to provide train-up opportunities for new trainees and Volunteers.

Specifically, PST for the May 2012 group has been modified to include more technical immersion, shadowing a current Volunteer to better understand their daily work and community integration. The new PST model ensures that Volunteers are assigned to hosted families with the same language they need at their site. Previously, Volunteers in PST often had host families with different languages than the one needed for their two years of service. Additionally, the new PST model has incorporated a week of intensive technical training where Volunteers will be exposed to subject matter experts, the agency's Focus-In, Train-Up modules, HIV/AIDS, Malaria, Nutrition, Agriculture and Value Chain development and management and other tech courses that will prepare the volunteers with hard skills to implement pertinent projects at their sites. After site emersion, where they will test this knowledge and skills, the volunteers will have a chance to return, share the findings and reinforce the learning before arriving to their sites.

Documents submitted:
- CH and CED Revised Training Plan, May 2012
- Bridge to Post, Uganda Invitees (PST Explained)

Status and Timeline for Completion:
Completed, May 2012

25. That the training manager improve performance reporting training for Volunteers.

Concur. The Training Manager in conjunction with the P&T Unit and the CD are improving performance reporting training and processes for Volunteers. PC/Uganda has a Strategic Action Plan that is introduced at PST with incoming classes and reinforced/approved during IST when PCV's submit a joint strategic plan that details host organization strategic goals and shared activities during the tenure of PCV as well as clearly defined outcomes and exit strategy. This

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Strategic Action Plan document is signed by the host organization's supervisor and monitored by the Volunteers' Program Manager. The document also provides feedback to the Training Manger and P&T staff to assess gaps in Volunteers' knowledge and skills to be addressed at IST and MST and for specific technical trainings. In collaboration with partners, PC/Uganda is placing even more emphasis on Volunteer performance reporting as partner organizations also require good data.

Documents submitted:
- M&E Workshop, Overview of Reporting
- PCV Strategic Action Plan Template
- PCV Strategic Action Plan Example, 2012
- Trainee Strategic Action Plan Notes
- VRF-VRDB Presentation
- VRT Guidance, Activity & Outcome Tracking

Status and Timeline for Completion:
Completed, May 2012

26. That the post review the training of trainers and determine if it is a sufficient orientation for trainers who are new to the Peace Corps.

Concur. PC/Uganda reviews its Training of Trainers (TOT) to determine whether it is effective orientation for new PC trainers. Recognizing that this is an issue for PC globally, PC/Uganda initiated a process to develop a Training Task Force to improve its TOT. Additionally, PC/Uganda consulted with TTF to better schedule PSTs, and provide improved contracts for LCFs for greater training staff consistency. The Training Advisory Committee (comprised of both first and second year Volunteers and staff) works on improving training content, curricula and processes, and sequencing Volunteer intakes to shorter lapses in order to retain quality trainers.

The ToT has been revised to include Volunteer input and reflect necessary skills sets required for a holistic TOT to support PC/Uganda's mission and adult learning methodologies that PCV's require for successful knowledge and skills transfer. The training curricula as well as trainer crew has been refreshed by the designing training sessions that involve program development managers, partner organization subject matter experts as well as volunteers who share the subject findings from the practical day to day practice perspective from the field

Documents submitted:
- Staff Orientation and Training Handbook
- TOT Schedule, May 2012

Status and Timeline for Completion:
Completed, May 2012

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OIG COMMENTS

Management concurred with all 26 recommendations. Based on the documentation provided, we closed seven recommendations: numbers 2-5, 11, 24, and 25. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when we feel it is warranted, we may conduct a follow-up review to confirm that action has been taken and to evaluate the impact.

19 recommendations, numbers 1, 6-10, 12-23, and 26 remain open. OIG will review and consider closing recommendations 1, 6-10, 12-16, 18-23 and 26 when the documentation reflected in the agency's response to the preliminary report is received. For recommendation 17, additional documentation is requested. This recommendation remains open pending confirmation from the chief compliance officer that the documentation reflected in the OIG analysis below is received.

17: That the Peace Corps medical officers document and maintain a record of local resources available to support and supplement the health care program for all Volunteers, including those located upcountry.

> **Concur.** PC/Uganda Medical Unit developed a document recording local resources available to support and supplement the health care program for all Volunteers and tasked the DSRs to verify and complete this information for upcountry Volunteer sites quarterly. The document was presented at the March 2012 DSR Workshop. The Volunteer community welcomed the initiative and was grateful PC/Uganda took this proactive measure to compile essential information on quality medical services/health care access locally to address Volunteer well-being and their safety and security.
>
> Additionally, with feedback from OMS, a standardized form to assess health facilities has been shared and will be used in conducting site visits to Volunteers.
>
> **Documents submitted:**
> • PCMO List, Health Centers and Clinics in Uganda
> • Healthcare Facility Assessment Form
>
> **Status and Timeline for Completion:**
> Completed, May 2012
>
> **OIG Analysis:** We acknowledge the post's efforts to address this recommendation by utilizing the Volunteer community as resources due to their proximity to sites and expertise of local areas. However, we encourage post to consider whether the added responsibilities and nature of responsibilities for the DSR is a reasonable expectation for

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a Volunteer. Please provide additional documentation that demonstrates the approximate workload expectation per DSR, for example, how many clinics would a DSR assess on a quarterly basis, your assessment of whether the additional responsibilities would impact the Volunteer's job assignment, and the extent to which staff will provide oversight and verify the information collected by DSRs. Please also provide clarification on what is meant by the DSR responsibility of "assist PCMO as needed in the event of a medical crisis" as listed in the PCV DSR Statement of Responsibilities.

PROGRAM EVALUATION COMPLETION AND OIG CONTACT

PROGRAM EVALUATION COMPLETION

This program evaluation was conducted under the direction of Jim O'Keefe, Assistant Inspector General for Evaluations, and by Evaluator Susan Gasper. Additional contributions were made by Heather Robinson.

Jim O'Keefe
Assistant Inspector General for Evaluations

OIG CONTACT

Following issuance of the final report, a stakeholder satisfaction survey will be distributed. If you wish to comment on the quality or usefulness of this report to help us improve our products, please e-mail Jim O'Keefe, Assistant Inspector General for Evaluations and Inspections, at jokeefe@peacecorps.gov, or call (202) 692-2904.

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