

# ICEIDA SUPPORT TO THE IMPLEMENTATION OF FALP IN KALANGALA DISTRICT

2002-2005

EXTERNAL EVALUATION REPORT

*BY HRÓBJARTUR ÁRNASON AND MUBARAK MABUYA*



Prepared for the  
Icelandic International Development Agency  
Kampala and Reykjavík 2005



# ICEIDA SUPPORT TO THE IMPLEMENTATION OF UGANDA FALP IN KALANGALA DISTRICT

(2002-2005)

## EXTERNAL EVALUATION REPORT

*BY HRÓBJARTUR ÁRNASON AND MUBARAK MABUYA*

✦ MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT

✦ THE ICELANDIC INTERNATIONAL DEVELOPMENT AGENCY

✦ KALANGALA DISTRICT LOCAL GOVERNMENT



THE REPUBLIC OF UGANDA



Reykjavík / Kampala 2005

© Hróbjartur Árnason and Mubarak Mabuya

External Evaluation Report:

ICEIDA Support to the Implementation of Uganda FALP in Kalangala district 2002-2005

The Research Centre, Iceland University of Education

ISBN 9979-847-89-1

## Table of Contents

Plates	iii
Figures	iii
Tables	iii
List of Acronyms and Abbreviations	iv
Acknowledgements	v
<b>0 Executive summary</b>	<b>vi</b>
0.1 The assignment	vi
0.2 Methodology	vi
0.3 Main findings	vi
0.3.1 <i>Impact and effects</i>	vi
0.3.2 <i>Effectiveness</i>	vi
0.3.3 <i>Project Efficiency</i>	vii
0.3.4 <i>Project relevance</i>	viii
0.3.5 <i>Sustainability</i>	viii
0.4 Recommendations	viii
<b>1 Introduction</b>	<b>1</b>
1.1 Project Overview	1
1.2 History and Context of the Project	1
1.3 Project Preparation	2
1.4 End of the Project External Evaluation Process	2
1.5 Methodology	2
<b>2 Key Findings</b>	<b>3</b>
2.1 Impacts and Effects	3
2.1.1 <i>Anticipated Impact and Effects</i>	3
2.1.2 <i>Unanticipated Impact and Effects</i>	5
2.1.3 <i>Negative Impact and Effects</i>	6
2.1.4 <i>Unmet needs</i>	6
2.1.5 <i>Summary</i>	7
3.1 Inputs	7
3.1.1 <i>Government of Uganda Inputs</i>	7
3.1.2 <i>Local Government Inputs</i>	8
3.1.3 <i>ICEIDA Inputs</i>	8
3.1.4 <i>Funding</i>	11
3.1.5 <i>Human Resources</i>	13
3.1.6 <i>Equipment</i>	13
3.1.7 <i>Facilities and infrastructure</i>	14
3.1.8 <i>Training</i>	14
3.1.9 <i>Advocacy &amp; Public awareness activities</i>	15
3.2 Efficiency Summary	16
<b>4 Effectiveness</b>	<b>16</b>
4.1.1 <i>Outputs 1 &amp; 6: Training materials</i>	17
4.1.2 <i>Outputs 2 &amp; 4: Facilitators</i>	20
4.1.3 <i>Output 3: Trained staff</i>	22
4.1.4 <i>Output 5: Monitoring Scheme</i>	23
4.1.5 <i>Output 7: A methodology for training in fishing Communities</i>	23

4.2	Conclusion	24
<b>5</b>	<b>Project Relevance</b>	<b>24</b>
<b>6</b>	<b>Project Sustainability</b>	<b>25</b>
<b>7</b>	<b>Major Constraints and Challenges / Risk Factors</b>	<b>27</b>
7.1	Instructors not adequately equipped in technical fields	27
7.2	Housing for Community Development Workers	28
7.3	Transport especially between islands	28
7.4	Migratory Population	28
7.5	Resources to support functionality after training	29
7.6	Food security	29
7.7	Security of land tenure	29
7.8	Reports of inequity in facilitation of Instructors	29
7.9	Lack of shelter for learners	29
7.10	Lack of a clear qualification framework	30
7.11	Limited opportunities for continued education	30
7.12	Direct payments of cash by ICEIDA staff	30
7.13	Bypassing the Decentralization policy	30
<b>8</b>	<b>Conclusions and Recommendations</b>	<b>30</b>
8.1	Justifiability of plan	31
8.2	Justifiability of changes made to project direction	31
8.3	Lessons Learned	31
8.3.1	<i>Unique conditions of Kalangala</i>	31
8.3.2	<i>Media advocacy / Radio Programme</i>	31
8.3.3	<i>Cooperation Issues</i>	32
8.3.4	<i>Financing and Implementation modalities</i>	32
8.3.5	<i>Gender Equity</i>	32
8.3.6	<i>Monitoring and Evaluation</i>	32
8.4	Operations and Management	33
8.4.1	<i>Finance</i>	33
8.4.2	<i>Administration</i>	33
8.4.3	<i>FAL Resource Centre</i>	33
8.5	Summary of Impacts and Outcomes	33
8.6	Future Support and Cooperation	34
8.6.1	<i>ICEIDA – Kalangala District</i>	34
8.6.2	<i>GOU-ICEIDA</i>	34
8.7	Recommendations	34
	<b>Annexes</b>	<b>37</b>
	Annex A: Terms of Reference for the Evaluation	37
	Annex B: Itinerary of the Evaluation	43
	Annex C: List of Persons Consulted	43
	Annex D: Literature and Documentation cited	45
	Annex E: Instruments	46
	Annex F: Map of Kalangala	49

## PLATES

Plate 1: Successful learner in general store. In the Small Business Course she learned necessary skills to build a thriving business	4
Plate 2: Most classes meet under trees or in the gardens of learners or instructors	8
Plate 3: Graduation ceremony in Bubeke.	15
Plate 4: Proud Instructors in Mugono explain the effects of the FAL programme	20
Plate 5: Fishermen dry their nets after bringing their catch to a landing site.	28

## FIGURES

Figure 1: Comparison of original budget, adjusted budgets and actual cost.	11
Figure 2: Operational costs have taken over from development costs as the project progresses	12
Figure 3: Division of costs	13
Figure 4: The number of instructors has grown faster than originally expected	21

## TABLES

Table 1: A brief overview of the most prominent project inputs	9
Table 2: Numbers of learners registered and passing the proficiency tests in 2004-5	19
Table 3: Number of villages with established FAL classes by sub-counties. (Table from PMO)	21
Table 4: Active instructors on 31st March 2005	22
Table 5: Allocation of FAL Grants (2003/04 – 2005/06)	26

## LIST OF ACRONYMS AND ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
CAO	Chief Administrative Officer
CBS	Central broad Casting Service
CBS	Community Based Services
CDO	Community Development Officer
CDO	Community Development Officer
CDW	Community Development officer
DVV	German Adult Education Association
EFA	English for Adults
FAL	Functional Adult Literacy
FALP	Functional Adult Literacy Programme
FY	Financial Year
GoU	Government of Uganda
HIPC	Highly Indebted Poor Country Initiative
HIV/AIDS	Human Immune Deficiency Virus
HPI	Human Poverty Index
ICEIDA	Icelandic International Development Agency
INFOBEPP	Non Formal Basic Education Pilot Project
LABE	Literacy and Adult Basic Education
LitNet	Uganda National Literacy Network
M	Male
MFPED	Ministry of Finance Planning & Economic Development
MGLSD	Ministry of Gender Labour and Social Development
NGO	Non Governmental Organization
PAF	Poverty Action Fund
PEAP	Poverty Eradication Action Plan
PIP	Project Implementation Plan
PIT	Project Implementation Team
PMC	Project Management Committee
PMT	Project Management Team
PWDs	Persons With Disabilities
RDC	resident District Commissioner
REFLECT	Regenerated Freirian Literacy through Empowering
SBC	Small Business Course
UNICEF	United Nations International Children Education Funds

## **ACKNOWLEDGEMENTS**

The evaluation team would like to thank all the people who participated in the evaluation in one way or another. We would especially like to extend our thanks to the people who gave freely of their time and helped in organizing the work and made it possible to meet so many people in such a short period of time, by finding the people, setting up meetings and driving us between interviews, both on cars, motorcycles and on the FAL boat. These include ICEIDA staff, officials from the Ministry of Gender, Labour and Social Development, officials in Kalangala, and all the men and women in Kalangala who received us warmly, sometimes even with songs, and took part in Interviews.

Reykjavík and Kampala 11. July 2005

Hróbjartur Árnason and Mubarak Mabuya

---

## 0 EXECUTIVE SUMMARY

---

### 0.1 THE ASSIGNMENT

During May 2005 an external evaluation of the ICEIDA project “Support to the Implementation of Uganda FALP in Kalangala District” was carried out at the request of the ICEIDA Board. This is a summary of the findings:

The goals of the evaluation as laid out in the Terms of Reference are to study: The *impact* of the project, *results* obtained – the *efficiency* and *effectiveness* of the support, the project’s *relevance* to the policies of ICEIDA, GoU, and Kalangala Local Government, the programmes *sustainability* beyond donor involvement and the *future of support* and cooperation.

### 0.2 METHODOLOGY

The evaluation is built on an analysis of relevant project documentation, interviews, group interviews, focus group discussions and on-site observations.

### 0.3 MAIN FINDINGS

#### 0.3.1 IMPACT AND EFFECTS

- Literacy and numeracy skills have improved in the district. During the three years of operation, 3,540 learners have participated in the programme, and 602 have passed proficiency tests. Thus roughly 10% of the population has participated in the programme, and c.a. 2% has passed the test.
- Both participants and local officials report improved entrepreneurship, which has improved many people’s livelihood considerably. The district even reports some increase in tax returns.
- Participants describe improved household and personal hygiene practices; some of these effects can also be observed by walking through the villages. Local officials even claim that incidents of disease connected to hygiene have been receding.
- Officials find the population more responsive to development activities.
- Unanticipated were effects such as the evident empowerment of the instructors, who now are often called upon as specialists and counsellors in their villages.
- The FAL classes have become entry points for other development programmes, such as CHAI, an HIV/AIDS initiative.
- The evaluators witnessed a demand for more training, both from learners and from the instructors.
- Village leaders often mentioned improved community cohesion as an impact of the programme. People seem more willing to cooperate in village activities and to support their neighbours when in need.

#### 0.3.2 EFFECTIVENESS

The evaluation found that the project purpose was mostly achieved. The following outputs made significant contributions to the attainment of the purpose:

*Teaching and training materials: Primers and tests.* The project produced a primer for the FAL classes based on information from a Needs Assessment Survey; this is a primer on a slightly higher level than a primer produced by the Ministry of Gender Labour and Social Development for basic level FAL classes. This primer has been used to good effect throughout the project and has been received favourably by the learners. Standardised tests have been produced by the Ministry and held twice, with a total of 709 learners taking the tests. In addition to the original project design, learning materials were also produced for a Small Business Course, and a primer for an English course is in production.

*Trained instructors:* To date 156 have been trained, and 115 were active at the time of the evaluation. These have received initial training and regular follow up seminars. A remuneration scheme was established.

*Trained staff:* The project has offered the CDWs scholarships to pursue university studies. It took some of the CDWs considerable time to get started there, but now all are engaged in diploma or degree studies in relevant fields.

*Monitoring and supervision scheme:* Monitoring of the programme has probably been the most prominent and enduring problem the project team has had to deal with. To begin with, the CDWs were expected to send in monthly reports, but this arrangement never functioned properly. Even after many meetings and deliberations, the real reasons for this were never uncovered. Institutional aspects such as a lack of accommodation on the islands, problems with transport and the normal flow of funds to pay the transport have been mentioned, but the most important factor for the failure of the monitoring most likely lies in a lack of leadership for the CDWs. After a joint monitoring mission and some more deliberations, the monitoring scheme now seems to be functioning reasonably well.

As well as monitoring whether the instructors are doing their jobs, the CDWs also support their work and supervise them. This part of their job has shown itself to be of vital importance to the instructors. The monitoring and supervision activities must be seen as one of the pillars on which the programme stands.

*Methodology for training in fishing communities:* An output the project document calls for is the development of a methodology for literacy work in fishing communities. This is an area of inactivity. It would be prudent to establish a way of gathering pertinent information in order to be able to deliver this output at a later point.

From the above it should be evident that project outputs made a significant contribution to attainment of the project purpose, which was to strengthen FALP in Kalangala district by assisting the Local Government in its implementation.

### 0.3.3 PROJECT EFFICIENCY

The budget for the project was USD 475,530 of which ICEIDA shouldered 90% and GoU 10%. However the project has grown and with it, the cost, with the latest financial report indicating a cost of USD 562,820 or an increase of 18%. This increase in spending arises from changes deemed necessary by the Programme Management Committee (PMC) in order to meet suggestions in the Needs Assessment Survey and also other needs which have presented themselves.

This evaluation finds that the main inputs: Technical assistance from central government and ICEIDA together with staff hours and various inputs necessary for the implementation in the district, acquisitions, equipment and operational funds have been administered in a generally timely end efficient manner.

The project has grown beyond the original plan, and ICEIDA has been able to cover the cost of additions to the project design. This evaluation estimates the project efficiency to *be generally high*. Kalangala is an expensive place to deliver adult education, because of the remoteness of the villages. Thus the need for a larger number of trained instructors than elsewhere; travel costs for monitoring and supervision are also high, but the cost of producing one literate person (USD 61) is still well below the highest in a comparison study published by the World Bank.

### 0.3.4 PROJECT RELEVANCE

The project is *highly relevant* and in line with ICEIDA policies, GoU policies and community needs in Kalangala. The project is in line with a recent policy statement from ICEIDA and its normal modes of operation. It is aimed at supporting the GoU in implementing policies such as PEAP. And the evaluation has shown that the project answers concrete developmental needs in the district.

### 0.3.5 SUSTAINABILITY

Sustainability of the project as it is at the time of evaluation is generally low.

Financing the programme is relatively expensive for many reasons, for example because of the unusually large number of instructors, who all need remuneration, and the remoteness of the islands, which leads to high transport costs. The Kalangala district's level of revenue could hardly support the programme to secure its continuation at the same level of service to the learners. A single element such as the remuneration of the instructors would according to district officials overburden the district's budget.

However, local awareness is high, as is interest for the programme, and relatively many successful learners have completed the course.

Follow-up courses such as the Small Business Course and the English for Adults are young and still being developed, and they need more support. These could in due time, however, become self-sustaining if participants take part in the cost.

Short individual courses have not yet been designed; they would probably still need external expertise and support to launch. Income generation for high demand courses has not been studied, but with a "qualification framework" in place this would be even easier.

## 0.4 RECOMMENDATIONS

The Kalangala FAL Programme has been relatively successful for the district. The programme has awakened hope for many islanders. A few villages have yet to be reached with literacy activities. Many need yet to be reached for basic literacy. The evaluation team recommends that the project be continued.

In that case it would be useful to write a new Project Document, with base-line information and operational goals. It would, for example, be very useful to determine how many people still need basic literacy skills in Kalangala. The Project Document should also include a detailed plan for a gradual, planned exit strategy. This should be done in conjunction with plans for extended assistance for Kalangala district which are under way.

Based on the findings of this evaluation, the following recommendations are made:

- *Strengthen the department of social issues and development in the district.* It is of vital importance for the programme's continued success that the district hires a CDO and thus strengthen the department of development
- *Develop a strategy for catering for emerging learning needs.* A modality for short skills courses should be designed and piloted. Various activities to support the literate population, with literature, public libraries, learning material need to be studied
- *Continue to develop the Resource Centre.* Consider aiming at making the RC a catalyst for all kinds of learning.
- *Create a plan for gradual exit.*
- *Use structured methodologies for project planning.* Consider using a systematic approach to planning, monitoring and evaluation such as the "Logical Framework Approach"

- *Future development:* To increase ownership, initiative and accountability, a change of modalities in engaging the instructors might be considered for the further future. It might be useful to consider the possibility of hiring instructors/facilitators as sub-contractors, and charging them with the responsibility of assuring that their classes are monitored and that their learners take the assessment tests. These instances could in some way be built into the remuneration scheme. This could encourage some sort of entrepreneurship in conjunction with the learning business.



---

# 1 INTRODUCTION

---

## 1.1 PROJECT OVERVIEW

The project – Support to the Implementation of Uganda Functional Adult Literacy Programme [FALP] in Kalangala District – was a three year bi-lateral cooperation intervention between the governments of the Republic of Iceland, through the Icelandic International Development Agency (ICEIDA), on the one hand and the Republic of Uganda on the other hand. The cooperation agreement for the project was endorsed by both parties in March 2002 and ends in 2005. The planned cost of the project at inception was USD 476,000, of which ICEIDA's contribution amounted to USD 417,000 (90%) and the Government of Uganda's counter-part contribution to USD 49,000 (10%).

The project was anchored in the social sector and executed by the ICEIDA Uganda office in partnership with Uganda's Ministry of Gender, Labour and Social Development. The implementing agency was Kalangala District Local Government. The overall objective of the project was to enhance adult literacy rates in Uganda through support to the Government of Uganda and the Kalangala District Local Government for the implementation of FALP in the district.

## 1.2 HISTORY AND CONTEXT OF THE PROJECT

In 2002, the adult literacy rate in Uganda was 64% (for persons aged 18 years and above): The adult literacy rate for males was 75%, for females 54%. The overall literacy rate for persons aged 10 years and above was 68% (2002 Uganda Population and Housing Census). This evidence points to one convergent conclusion – that illiteracy remains a big challenge to Uganda's socio-economic development.

Adult literacy programmes in Uganda have a history dating back to the early 1960's, following the Country's independence in 1962 when the post independence government launched the national mass literacy campaign (1964) built upon the traditional literacy approach – the teaching of reading, writing and simple numeracy skills. The period between 1970 and the mid eighties witnessed a collapse of several sectors of the Ugandan economy as a result of political turmoil and civil unrest. With this, all the 'literacy' momentum initiated in the 60's diminished, only to be rekindled in the early 1990's through global and national efforts that emphasized the centrality of literacy to poverty eradication, which had become the main focus of development work. Key among these are the World Social Summit, the Millennium Declaration and the Millennium Development Goals, the global Education for All campaign, Uganda's Poverty Eradication Action Plan<sup>1</sup> (PEAP), and the Constitution of the Republic of Uganda which grants a right to education for every Ugandan (Article 30).<sup>2</sup>

A pilot project, "An Integrated Non-Formal Basic Education Pilot Project" (INFOBEPP) was launched in 1992 and covered a part of eight districts in Uganda. The approach used in this campaign emphasised the functional aspects of literacy, with the aims of helping people to understand their problems and giving them practical skills to improve their living conditions while at the same time training them in reading, writing and numeracy skills. Teaching materials were prepared in four languages, based on primers and follow up materials. This project was evaluated in 1995 and the recommendations made were incorporated into the government's Functional Adult Literacy Programme (FALP) that took off in 1996. The FALP initially focused on the same eight districts as the previous INFOBEPP project but later expanded to cover all 56 districts in Uganda in 2001. FALP targets the population over 15 years that has little or no education as well as those who have relapsed into illiteracy, with special emphasis on women. In addition to

---

<sup>1</sup> See MFPED:2000

<sup>2</sup> See Parliament of Uganda:1995

INFOBEPP, several non-government, international and multi-lateral organizations have in the past decade implemented FAL activities in Uganda.

### 1.3 PROJECT PREPARATION

The design of the project – Support to the Implementation of Uganda FALP in Kalangala District – was a collaborative effort between the governments of the Republics of Iceland (through the ICEIDA Office in Kampala), and Uganda respectively. A project document was developed highlighting the goal, objectives and activities to be implemented over a three-year period. At the design stage, a key constraint was the insufficiency of available literacy-related data and information specifically for the project district, Kalangala. To fill this gap, a needs assessment survey (NAS) was planned as an integral part of the project and carried out in Kalangala in 2002. The findings led to some modifications in the project design, including the introduction of new activities deemed necessary and expedient for the successful implementation of the project hitherto unforeseen. These included two additional courses – English for Adults, and a Small Business Course - and the construction and equipping of a FAL resource centre with office space for the project implementers. The PEAP and FALP provided policy insights for the project preparation process.

### 1.4 END OF THE PROJECT EXTERNAL EVALUATION PROCESS

The end of project evaluation process was carried out between April and July 2005. The external evaluation was conducted by an international consultant, Mr. Hróbjartur Árnason, and a national/local counterpart, Mr. Mabuya Mubarak.

The independent external evaluation was rooted in the Plan of Operation signed by MGLSD and ICEIDA in March 2001. The *purpose of the evaluation* was to study the planned activities, the implementation and outputs of the project and the results obtained, as well as to make recommendations for future directions for the support and ICEIDA's cooperation with MGLSD in the social sector. Special attention was to be paid to aspects such as the efficiency and effectiveness of the support, and the impact, relevance, and sustainability of the project.

### 1.5 METHODOLOGY

The end of project evaluation approach and methodology was situated in the Transformative Paradigm of evaluation. Under this paradigm, there is not one truth, but multiple 'truths' which can explain results of development activities. The main methods used were:

- i) In-depth interviews
- ii) Focus group discussions (FGDs)
- iii) Group/Round table discussions
- iv) Field visits
- v) Observation
- vi) Document review
- vii) Meetings

A generic topic guide (*see Annex 0*) was designed by the evaluation team to facilitate the data collection process. Data capture sheets, an audio recorder, and a still-cum-motion picture camera were used record and store information obtained during the data collection exercise. A sample of 80 respondents was covered. This included local government actors (project implementation

teams, political leaders and top management, FAL instructors, community development workers, learners, and community members (non-learners)); central government partners (Ministry of Gender, Labour and Social Development, and Ministry of Finance Planning and Economic Development – Poverty Monitoring and Analysis Unit); ICEIDA Kampala Mission; key civil society organisations involved in FAL; other key stakeholders who have worked with the project as consultants or resource persons.

The evaluation exercise employed both qualitative and quantitative techniques of data analysis, albeit with a heavier leaning towards the qualitative domain in view of the underlying transformative paradigm of evaluation. Quantitative data was derived mainly from secondary sources/descriptive statistics (project data base) as well as extrapolation from interviews and group discussions conducted by the evaluators. Qualitative data was processed using the *Theme Content Analysis technique*, whereby responses from data collection activities were arranged into thematic areas of focus in line with the general and specific objectives of the evaluation exercise.

The above approach and methodology ensured that the findings of the evaluation exercise were objective, reliable and represented a fair and valid end of project assessment of the Support to the Implementation of Uganda FALP in Kalangala District.

---

## 2 KEY FINDINGS

---

### 2.1 IMPACTS AND EFFECTS

The project's overall objective was to enhance adult literacy rates in Uganda through support to the Government of Uganda and Kalangala District Local Government to implement the FALP in the district. The evaluation team's findings indicate that the general changes reported in relation to the Support to implementation of FALP in Kalangala district were largely positive. These can be classified as either anticipated or un-anticipated, within the context of the project design. The findings do however reveal that, despite the substantial success of the project, there is evidence of some negative effects associated with it, as well as unmet needs that could have been addressed by the project. These are discussed below:

#### 2.1.1 ANTICIPATED IMPACT AND EFFECTS

A number of envisaged changes and benefits to the communities – women, men, boys and girls in Kalangala - were realized as a consequence of the support to FALP implementation in the district. These include the following:

##### *2.1.1.1 Improved literacy and numeracy skills*

The project had a significant impact on literacy and numeracy skills in the district. The district has a population of 34,766 people (59.9% males) with an average household size of 2.6.<sup>3</sup> Over the three-year project lifespan, a cumulative total of ca. 3,540 new literates (ca 60% females) were produced<sup>4</sup>. This represents about 10% of the entire district population. It was not possible to determine the actual increase in the literacy levels of the district owing to conflicting baseline statistics.<sup>5</sup> It is however evident that the project intervention not only improved literacy and numeracy in the district substantially, but also empowered the community members to communicate effectively and apply the knowledge and skills in daily life. The quotations below illustrate this:

---

<sup>3</sup> Uganda Bureau of Statistics 2002

<sup>4</sup> Between 1997 and 2002, the district produced 27 FAL new literates

<sup>5</sup> The Uganda Bureau of Statistics estimated the literacy level of Kalangala to be 84% whereas the project needs assessment survey placed it at 54%.

Before joining the FAL programme, it was difficult for us to find directions even where there were clear signposts. But now after attending these classes, we are able to read, write and count and also apply this knowledge in improving our livelihoods. *[Male Learner in FGD, Munno mukabi Bulega FAL Class, Bubeke Sub-county]*

I used to take my letters to the neighbour to read them for me, but now, after learning how to read myself, I feel quite empowered. I can also reply to the letters I receive from my friends and relatives. *[Female Learner, FGD Munno mukabi Bulega FAL Class, Bubeke Sub-county]*



*Plate 1: Successful learner in her general store. In the Small Business Course she learned necessary skills to build a thriving business*

### **2.1.1.2 Improved entrepreneurship**

Participants/ Learners, especially in the Small Business Course, reported having initiated businesses after joining the FAL classes. A female learner in Lutoboka started petty trading with UGX 5000 (approximately USD3) and had multiplied her capital to UGX 300,000 (USD172) within one year. A male learner from Kalangala Town Council involved in a laundry and tailoring business joined the FAL programme with an operating capital of UGX 900,000 and increased it to UGX 1,500,000 within one year. Learners in the Basic Literacy Course reported having improved the productivity of their agricultural enterprises and introduced new marketable crops such as vegetables. Learners in the English for Adults Course reported having accessed better sales opportunities for their merchandise as they were able to communicate with tourists who visited Kalangala islands. These examples attest to the clear linkage between literacy and increased profitability and entrepreneurship. Key benefits for the learners included the ability to keep business records, plan and calculate profits.

### ***2.1.1.3 Improved household and personal hygiene practices***

Learners were reported to have better household and personal hygiene practices, as these form part of the learning content. Through observation, the evaluators were able to see striking differences between learners and their households, and non-learners.

### ***2.1.1.4 Improved response to and participation in development activities***

Local leaders reported that learners were more active than non-learners in attending village meetings, and they participated more effectively in community and national development activities by providing their knowledge, labour, time and other resources.

### ***2.1.1.5 Improved attitudes and general behaviour change***

In all the FGDs held with learners, they reported improved attitudes and general behaviour changes as a consequence of attending FAL classes. In particular, the following benefits were reported for learners' households:

- Reduced domestic violence
- Support for education of boys and girls
- Less alcoholism and drug abuse
- Better savings culture
- Better family nutrition practices.

### ***2.1.1.6 Improved skills and knowledge among CDW's***

The FAL programme supported the training of CDWs, and this certainly enhanced their knowledge and skills, not only to design, implement, monitor and evaluate FAL programmes, but also to implement general community empowerment programmes.

### ***2.1.1.7 Improved incomes for learners***

Through improved entrepreneurship and a better saving culture, there is reasonable ground to infer improved household incomes as a consequence of the FAL programme in Kalangala district.

### ***2.1.1.8 Improved awareness about development issues***

The CBS FALP radio programme, aired weekly, was reported to have had a major impact on the community members' knowledge and awareness of development issues such as immunisation, income generation activities, FAL activities in other villages of Kalangala, and HIV/AIDS. All learners and instructors reached in Kalangala were aware of the CBS radio programme and reiterated its importance in providing them with essential development related information. Additionally, the FAL programme provided additional knowledge of key development issues and opportunities through the primers and other learning materials availed during the delivery of FAL classes and through the FAL Resource Centre.

## **2.1.2 UNANTICIPATED IMPACT AND EFFECTS**

The unanticipated impacts and effects included the following:

### ***2.1.2.1 Empowerment of Instructors***

Although the FAL programme set out to empower the non-literate population of Kalangala district, the FAL Instructors reported having been empowered themselves. They reported having gained higher esteem and respect within the communities they served and having accessed other opportunities, for instance an instructor from Mugoye Sub-county had been appointed an agent for an international pharmaceutical company. They also reported having become community 'consultants' on all development issues.

### 2.1.2.2 FAL classes used as entry-points for other programmes

By establishing FAL classes, the programme created 98 classes in 82 of 91 villages in Kalangala district. These classes are in essence ‘learners’ groups’ that have been tapped by other development actors as conduits for development support. A case in point is the Community HIV/AIDS Initiative (CHAI) which used the FAL classes as ‘CHAI Groups’ for delivery of the HIV/AIDS programme in the district.

### 2.1.2.3 The instructors form an interest group

The instructors have organised themselves into an interest group: Kalangala Functional Adult Literacy Instructors Association (KAFIA). The association has been registered as a NGO and aims at supporting the instructors with regular training, and becoming a vehicle for channelling micro-finance funds. This association has given the instructors important support and has increased their self-confidence.

### 2.1.2.4 Demand for higher level training for instructors and learners

The FAL programme has created a demand for further education and training for both learners and instructors. The learners expressed interest for instance in being integrated into formal/academic learning institutions, whereas the instructors were motivated to aspire to increased education, some even to be able to teach in the local primary schools. Some instructors have received scholarships from the project to further their education.

### 2.1.2.5 Improved Community Cohesion

FGDs with learners revealed improved community cohesion and strengthened collaboration and social capital as a result of having joined FAL classes. The quotation below illustrates this:

Previously, everyone on this village minded their own business and we were quite disunited. After joining FAL we have now learned how to work together and we are more willing to support each other in times of hardship. *[Female participant, FGD for Elderly, Basoka Kwavula Business Class, Kibangabuligo village, Bujumba Sub-county]*

### 2.1.2.6 FAL Resource Centre

The FAL Resource Centre was not planned in the original project document. Benefits for the community are numerous, and because it has only recently been taken into use, and was out of order for some time for repairs, its real impact has yet to emerge. But it is quite evident that the Resource Centre has the capacity to be the “home” of FAL in the district and thus support adult learning in many forms.

## 2.1.3 NEGATIVE IMPACT AND EFFECTS

The programme was reported to have had the following negative impact and effects:

- An increased dependency on the external donor (ICEIDA), particularly as regards initiative for activities and funding for FAL activities in the district;
- The evaluators received some reports of lower morale among instructors in other districts in light of the fact that incentives (cash allowances) are paid to the instructors in Kalangala district but not by the state-run programme in other parts of the country.

## 2.1.4 UNMET NEEDS

The following needs, considered by the community members in Kalangala as essential boosters for the functionality aspects of the programme, were reported not to have been met. It is important to point out, however, that these were not needs the project design specifically intended to meet; they were awakened rather by the positive impact of the project. It is also important to

note that some of these needs are being discussed, and even being met in some instances, by others than the FAL Programme.

- Access to business financing/Micro credit and agricultural inputs
- Vocational skills, particularly for the youth
- Food security: some learners cannot attend classes because they feel they have to produce food for the family, or fend off vermin from their crops. Such costs are often calculated into the cost of learning, both in developed and developing countries.
- Legal rights awareness especially about land: insecurity about their rights to live on the land seems to hinder some people from building permanent structures and from exploiting the land to its potential.
- Spectacles/glasses for elderly new literates who often suffer visual impairment and thus have difficulties in reading the primers.

### 2.1.5 SUMMARY

All in all, it is evident that the general impact and effects of the project were largely positive. It is however important to acknowledge the possible contribution by other actors to the success and results of the project, especially the Complementary Opportunities for Primary Education programme supported by UNICEF, as well as the activities of numerous civil society organizations carrying out varied aspects of social development work in the district.

---

## 3 EFFICIENCY

---

All the programme partners invested in the project in different manners, each with specific inputs aimed at producing distinctive outputs. This chapter will consider how economically inputs have been converted into outputs. The major concern here is to establish whether these inputs have led to the desired outputs. Issues considered are:

- how results stand in relation to the effort
- how economically inputs have been converted into outputs
- whether the same results could have been achieved in another, better way

### 3.1 INPUTS

According to the Project Document and the Plan of Operation, the participants in the project - ICEIDA, GoU, and Kalangala Local Government - each had their specific inputs which will be studied here. It is quite evident from the Project Document that the project was conceived of and implemented as the cooperation of equal partners, each of whom had their responsibilities for its success. Its success is thus greatly influenced by the manner and timeliness in which project partners deliver their inputs.

#### 3.1.1 GOVERNMENT OF UGANDA INPUTS

The Central Government of Uganda supplied professional services and funds: The MGLSD supplied a Senior Literacy Officer as a counterpart to ICEIDA's Project Manager both of whom have seats in the PMC. According to the Project Document, it also supplied operational funds for the day-to-day operation of the project in Kalangala, together with supplying teaching materials.<sup>6</sup> The FAL programme in Uganda uses a so-called "Yellow Primer" for elementary literacy

---

<sup>6</sup> ICEIDA 2002a:19

courses, and these are usually supplied by the government. The same was true for the ICEIDA-supported project, but the project also created an additional book with material addressing the special needs of the Kalangala population. At the beginning of the project, monthly monitoring by the CDWs was funded by ICEIDA, as was foreseen by the PD. However, this practice was later recognized to be one of the duties laid on the CDWs by ministry guidelines for the FAL programme<sup>7</sup> and was thus to be funded by government. Poverty Action Funds (PAF) have thus been used for monitoring activities during the latter part of the project. The GoU had various other inputs which will be mentioned in their logical context.



*Plate 2: Most classes meet under trees or in the gardens of learners or instructors*

### 3.1.2 LOCAL GOVERNMENT INPUTS

The local government provided human resources for implementation of the programme, including a Deputy CAO, a CDO and seven CDW's. The local government also provided the political and administrative supervision of the project, as well as other physical infrastructure, such as land for construction of the FAL Resource Centre. Communities in the district provided space for the FAL classes.

### 3.1.3 ICEIDA INPUTS

At the project design stage, ICEIDA inputs were anticipated to include the following:

- A coordinator for the project on a part-time basis for the implementation period of the project
- The costs involved in the Needs Assessment Survey

---

<sup>7</sup> MGLSD 2004a

- The costs of and assistance in developing, printing and publishing training materials
- The costs of training literacy facilitators, including ongoing on-the-job training
- The costs of training CDAs to provide leadership in implementing the project
- The cost of remunerating literacy instructors
- The cost of supervising and monitoring activities.

During the course of implementing the project, however, new needs and problems emerged and these required additional inputs. These funding pressures were discussed in PMC meetings, and ICEIDA mobilised additional funds to shoulder the new costs. The additional funds were directed at:

- Training a larger number of instructors than originally anticipated
- Developing the Small Business Course (SBC) (suggested by the NAS)
- Developing the English For Adults course (EFA), (suggested by the NAS)
- Constructing and equipping the FAL Recourse Centre
- Procuring two motorcycles

Table 1 below provides an analysis of projected and actual inputs for the project:

Table 1: A brief overview of the most prominent project inputs

Project inputs			
Inputs	planned	Completed (to date)	Comments
Needs Assessment	x	Published 2002	A needs assessment is usually more useful <i>before</i> project documents are created and the project starts
Suitable teaching materials	x		
Elementary	x	Supplied by Ministry	Yellow primer from Ministry in use, printed by ICEIDA
Follow-up	x	In place	Luganda primer for Kalangala. Designed and printed at the beginning of the project funded by ICEIDA in collaboration with MGLSD
English			Still being produced
Business		In place	Very useful development sponsored by Icelandic Workers Union
Letters from learners	x		Letters from learners sent to the project in conjunction with "Literacy Day" and printed in May 2005
Adequate number of trained facilitators	64	156	A total of 156 instructors trained
... actually in place	x	115	Active at the time of evaluation
... bicycles		115?	According to programme database all bicycles have been delivered, but some instructors are reported not to have received one

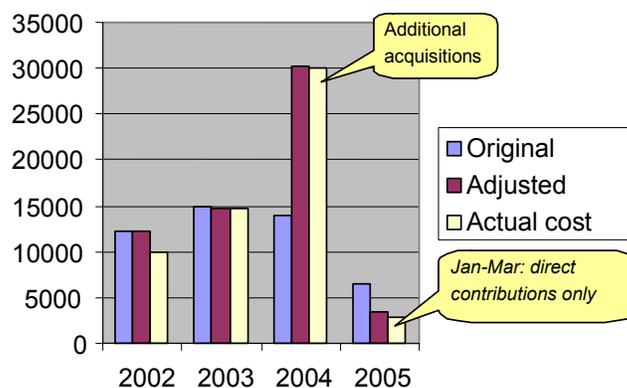
Project inputs			
Inputs	planned	Completed (to date)	Comments
... dictionaries		In place	Given out to EFA instructors at their training in 2004
... Radio cassette recorders			Needed for SBC. Here some problems are reported in monitoring reports
Project Staff			
District staff whose training is adequate	x	7 (education not yet adequate; need university degree to qualify)	The CDWs are pursuing further studies supported by the project. (3 studying for a degree, 4 for a diploma)
ICEIDA Project Manager	x	Drífa Kristándóttir / Lilja Kolbeinsdóttir	March 2002 – June 2004 June 2004-
ICEIDA Project Officer		Kabongoya B. Edwards	January 2004
Resource Centre Manager		Sanyu Naome	2004-
Remuneration scheme in place for instructors	x	25,000 UGX 30,000 UGX	Remuneration is paid to instructors when they arrive for refresher courses every six months. Now all instructors have their own bank accounts where the remuneration is sent every 3 months
Monitoring scheme for facilitators	x	In place	Implementation of monitoring has been problematic. Present compromise seems effective in producing reports but offers less support to instructors.
Supervision scheme for learners	x	In place	same as Monitoring scheme
Standardized proficiency tests	x	Held Jan 2004 and Jan 2005:	Tests were held: Standard tests from MGLSD 376 + 333 learners
Methodology for training in fishing communities	x	Non-existent.	Primers have some material on fishing but not enough. No special methodology has been described or consequently developed
Transport Vehicles			
Boat and engine		1 + 2 will be added in August 2005	Additions in response to findings in joint monitoring mission
Motor Cycles		2 in May 2005	Additions in response to findings in joint monitoring mission
Resource Centre		Inaugurated in June 2004	Problem with building due to damp – was being repaired during evaluation
Advocacy and public awareness			

Project inputs			
Inputs	planned	Completed (to date)	Comments
Sensitisation Workshops			Sensitisation workshops were held in each sub-county with and for the LG officials.
Radio Programme		½ hour Sunday morning	Known and appreciated by all informants. Also popular outside Kalangala

### 3.1.4 FUNDING

The original budget for the project was USD 475,530<sup>8</sup>, of which ICEIDA expected to shoulder about 90% or USD 426,550 of the cost and the Government of Uganda 10% or USD 48,980. The most recent financial report, however, indicates the cost to be somewhat higher, or USD 562,820, an increase of 18%. The reasons given for this difference is faster progress than expected and changes in project design to adapt to situations not planned for: The programme has attracted twice the number of instructors planned for, and additional investments were made in, for example, a Resource Centre and a joint monitoring mission because of problems with monitoring.

Figure 1: Comparison of original budget, adjusted budgets and actual cost.



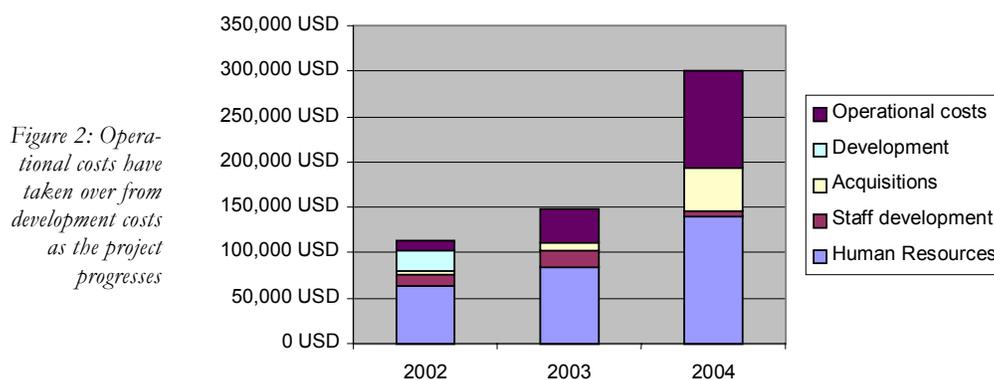
The original budget document classified the cost into four categories: Human Resources, External Input, Capital and Operational Costs, and Development Costs. In the financial reports for 2002, 2003 and 2004, these costs have been divided in different ways between these categories, leading to discrepancies when comparing costs between years. For this reason, and to enable a

<sup>8</sup> ICEIDA 2002c

calculation of the costs of bringing one reader to literacy, the costs have been rearranged for the purpose of this evaluation.<sup>9</sup>

Human resources consumed the largest part of the budget or 52%, of which technical assistance from ICEIDA consists of 85%, making it the single largest cost factor. Development costs notably took up a substantial part of the spending during the first year, and dropped radically the

year after. Acquisitions, although quite important in the implementation of the project, have little influence on the budget as a whole until 2004 when they surge because of the building costs of the Learning Centre. The part of acquisitions, albeit small to begin with, is critical in facilitating the execution of the project. It is also interesting to note that staff development calls for about a tenth of the spending. In a project like this, where capacity building is one of the goals, this must be seen as normal. Figure 3 below shows the proportional division costs for 2002-4

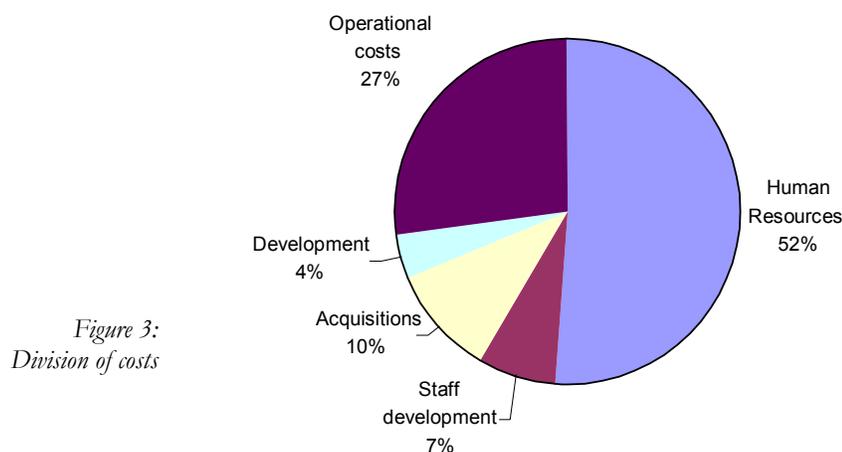


To be able to judge whether this project is efficient in reaching its purpose, it is essential to compare it with other similar projects. It is expedient to start by estimating the cost of bringing one learner to the stage of functional literacy: In three years this programme has catered to 3,540 learners at a total cost of USD 562,820, thus a unit cost of USD 158 per learner. However, if we subtract capital investment costs and those of the ICEIDA staff, the unit cost per learner is USD 61 for the Kalangala FALP. This sum is close to estimates suggested by a Ugandan Civil Society Organisation, Literacy and Adult Basic Education (LABE). The cost is, however, higher than the estimates of a World Bank study in Uganda placing the cost at USD 4-5 per learner!<sup>10</sup> This not

<sup>9</sup> The category External Input can, according to the financial reports, be easily classified together with Human Resources, as the only difference between these categories is the source of the money. The division of training costs, acquisitions and operational costs was different from one year to another in the financial reports. For clarity we collated Human Resources and External Input, and rearranged some other costs formerly classified as operational costs, human resources or contingencies, creating five categories: Operational costs, Development, Acquisitions, Staff development and Human resources. This enables us to better identify those posts which would need to be continued upon the end of the project and those which are “one-off” or at least long-term acquisitions. *Development costs* account for 4% of the project costs; included in these are Needs Assessments and development of training material. The printing of the material, however, is filed under the category *Operational Costs*, because new books will always be needed with new learners, whereas the development of the material can be seen as a long-term investment. The same can be said for the *Acquisitions* such as: boats, motorcycles and bicycles for the instructors, and the largest post: the FAL Resource Centre. Some of the operational costs might indeed be seen as part of the development process, together with the cost of sensitisation of leaders and advocacy, but it can also be argued that these are costs which will always be needed; it would be imprudent to imagine that, once a programme has been running for some time, it will continue on its own without any advocacy among leaders and learners. The *Human Resources* category contains both costs carried by MGLSD and ICEIDA. *Staff Development* is also a cost factor which should be seen as permanent part of the programme. The importance of the refresher courses for the instructors has been established; they also serve as a monitoring and supervision instance. At the termination of the project, the ICEIDA cost will fall out, but this will unlikely be the case for the Ministry’s budget – one would reckon that they would rise.

<sup>10</sup> World Bank 2005. However, other projects also cited in the same article show costs ranging from USD 12-78 per graduated learner.

withstanding, a comparison with World Bank studies of the cost of numerous basic adult literacy programmes, reveals the cost per learner to range from USD12 to USD78. The Kalangala FAL project unit cost of USD61 per learner is considered largely efficient, especially in light of the remoteness and isolation of villages and the difficulties in transport since the district is made up of several islands.



### 3.1.5 HUMAN RESOURCES

People working directly on the project are numerous, although not many are charged alone with the implementation of FAL Programme in Kalangala. ICEIDA supplies a Project Manager: the Social Project Manager (SPM), stationed at the ICEIDA office in Kampala, who - according to the Project Document - assists in the implementation as needed. During the initial stages the SPM was very active in the organization, mobilization and even implementation of the project. In January 2004a Social Project Officer (SPO) was hired to the programme. He is charged with the implementation on a full-time basis. On the Ministerial level in the MGLSD there is a counterpart to the SPM who sits on the PMC together with the SPM and a LG official. In Kalangala implementation understandably falls mainly on the instructors, but seven CDWs monitor and support their work. In addition to that various LG officials have - according to the guidelines from the ministry - different roles in the programme implementation.

In general the organisation of human resources in the programme is largely efficient; the evaluation did not reveal any major inefficiency in their implementation. On the contrary the project seems to have the human resources needed to reach its purpose efficiently.

### 3.1.6 EQUIPMENT

Special inputs to the project consist of acquisitions of equipment and material essential for the implication of the project. These consist of a *boat* which was acquired at the beginning of the project. Transport being a something all the evaluations informants mentioned as a problem. Transport was often mentioned as contributing to the failure of monitoring. Instructors receive *bicycles*, this seems to be the rule in the Uganda FAL Programme, and was deemed by the instructors as an important input for the efficiency of their work. Equipment has been acquired for the

project as needs emerge. As can be seen from the discussion on Funding acquisitions do not put a strain on the project, and ICEIDA has shown itself to be flexible and ready to cover the costs of necessary equipment which can be seen to further the project. All the acquisitions seem to be purposeful and for the means of improving the implementation of the project.

### 3.1.7 FACILITIES AND INFRASTRUCTURE

All partners in the project have participated in offering or making the necessary facilities and infrastructure available to the project.

In some villages the Local Community has been able to supply the FAL classes with classrooms – sometimes in the primary schools. But this is an exception. Most classes meet under trees, or in the garden of a learners’ or instructor’s home. This can have a distracting effect on learning, and even keep some people away. Some learners complained that passers insult them and discourage; this was also mentioned in the NAS. Suitable venues for learning are inputs which could have been expected from the local government but it has only been able to offer in few cases. Suitable learning facilities are not outputs specially mentioned in the PD. Nevertheless it is evidently a factor impeding the programme. Nearly all learners interviewed mentioned the need for better learning venues. This should definitely be regarded as a factor hampering the effectiveness of the project. In view of the FAL Programmes concept: to increase skills to deal with their own needs, one could envision a joint venture between FAL classes and their local government in constructing suitable learning facilities.

The fact that accommodation for CDWs is lacking on the islands must be considered a fact that decreases the projects efficiency; the CDWs spend much time travelling to the places where they work, and can seldom stay there more than parts of a day. Only a few of the men have been able to get accommodation with friends when travelling to the sub counties. So this both adds fuel cost, time is lost on the water, and visits often turn out to be unsatisfactory.

It soon became apparent that the FAL Coordinator did not have suitable office space in Kalangala. As no office space was found, the PMC decided to build an Office / Resource Centre in Kalangala Town Council. The Resource Centre was built and taken into use in June 2004. This turned out to be a boost for the programme in Kalangala and the Centre soon showed itself to becoming a centre for instructors visiting Kalangala Town Council. Unfortunately there were some quality defects in the building, leading to repairs which have encumbering the use of the Centre for some time. However, the Resource Centre has the potential for becoming a “learning centre”; both for FAL activities but also for continuing and informal education in the district. This of course is closely connected to the ideas and interests of the people who run it.

The input of facilities for the project has to be seen as rather inefficient, where both learning facilities and accommodation for staff in the sub counties are lacking. The Resource Centre has however added to the project efficiency by providing head quarters for the project in Kalangala, and offered suitable working conditions for many engaged in the implementation of the project.

### 3.1.8 TRAINING

The project set out with the aim of training both the instructors and some district officials.

Instructors receive basic training and are invited to regular follow-up trainings. The training of instructors is a crucial input into a project of this type. It is quite evident from the Project Document that this is a central part of the project design. The training process developed has shown itself to be a key factor to the success of the project. The first training of instructors took place in June 2002 when 54 instructors were trained in participatory methods for Adult Education, suitable for supporting learners to learn on their own grounds, empowering them through their learning to deal with their immediate livelihood and improve it. Since then all new instructors have received the same basic training. This is followed by bi-annual seminars for the instructors.

The training of trainers seems to be the life line for the trainers. Because of the instructors' isolation from each other, regular workshops are a useful and efficient way to support them. They should definitely be continued as part and parcel of the FAL Programme, otherwise it is difficult to see where support, supervision and motivation should come from.

The project also supports the studies of the CDWs, who are currently all pursuing university studies which support their field of work. This is in tact with the purpose of strengthening the district. It took some CDWs considerable time to get started on their studies, but it seems quite evident that the effects of their studies are starting to be felt in their jobs. Some instructors have also received scholarships to further their studies, and the PMC has agreed on a



Plate 3: Graduation ceremony in Bubeke.

### 3.1.9 ADVOCACY & PUBLIC AWARENESS ACTIVITIES

A weekly programme on the CBS radio station has already been mentioned as having a major impact on local awareness of the FAL Programme. The SPM and many others mention the radio programme as a major factor for the success of the project.

The idea of using a radio programme for advocacy appears early in the planning process. The NAS was used to gather information on listening habits in Kalangala. This information was then used to choose a radio station, design and launch a radio programme to support the FAL Programme in Kalangala. According to the radio programmer the programme is “designed to support FALP per-se with Kalangala as an example”. Its objectives are: “to create massive awareness about FAL, Mobilize people to participate and to be a source of information and facilitation for development”

The effect of the programme has been that knowledge of FAL seems universal in Kalangala, and widespread elsewhere. All the people the evaluators contacted had heard the programme, most listened regularly. “It has put Kalangala on the map” a Local Government officer informed. This is because the programme is aired not only in Kalangala but very widely in the central region of Uganda, and although the focus is Kalangala, it addresses problems people are dealing with else-

where. The programme thus has attained the role of “local radio” bringing news from the local community, and thus plays the part of ritual which unifies the people of the district. And it is quite a good idea to unify the population around literacy, development and self-empowerment. This evaluation must thus deem the radio programme to be an effective and efficient intervention. Although there is no mention of the radio programme or any advocacy activities in the PD, the radio programme is an input which can be seen as a means of increasing the number of learners, and thus the number of literacy classes: the first indicator for success. There are no means of calculating its effect, but the description above should indicate that the radio programme represents efficient use of project funds.

### 3.2 EFFICIENCY SUMMARY

The evaluation findings show that most necessary inputs were delivered on schedule and in an efficient manner in order to produce the projected outputs (which will be discussed in detail in the next chapter), targets were sufficiently met; in some instances exceeded (the number of FAL instructors trained, for instance, was more than twice the planned target). Although there were some (isolated) reports of limited availability of learning materials and equipment. Suffice it to note here that the quality of work on the FAL Resource Centre was inadequate, and this prompted project management to oblige the works’ contractor to revisit some construction aspects.

It is clear from the evaluation findings presented above that project inputs (equipment, materials, personnel, and funds) were to a great extent utilized for the intended purpose. It is however observed that the procurement of equipment (motor cycles) at the end of the project lifetime, though attributed to delays in the procurement process, was inefficient as these were not able to contribute to the final outputs of the project that this evaluation exercise has focused on.

The evaluation further found that the scale of mobilisation of the inputs was appropriate to accommodate emerging spending pressures from the needs assessment survey conducted during the early stages of project implementation. The funding flexibility contributed significantly to the delivery of the project outputs.

Finally, the evaluation’s analysis of the unit cost of producing a new literate (USD 61) is rated as highly efficient. This rating is based not only on comparisons with similar projects, but also by considering the additional costs associated with the geographical features of the project area.

---

## 4 EFFECTIVENESS

---

This chapter examines the extent to which the project has reached its targets and attained its Purpose / Immediate Objective. The chapter also assesses the extent to which the project outputs have contributed to the attainment of the project’s immediate objective. In measuring the project’s effectiveness, an analysis of the relationship between the project’s outputs and the immediate objective was required. However the evaluation team’s review of the relevant project documents found key design problems with regard to the hierarchy of project objectives. It was further found that key performance targets and indicators were insufficiently defined to inform project evaluation; for instance only one project intervention had a well stated measurable target – namely the number of instructors aimed for. The fact that baseline data and achievement targets were not clearly defined in the project document meant that the assessment of achievement/success had to be largely qualitative.

### 4.1 IMMEDIATE OBJECTIVE/PROJECT PURPOSE

The project’s purpose/ immediate objective was to strengthen FALP in Kalangala district by assisting the Local Government in its implementation. To reach this purpose /immediate objective, the following outputs were planned:

1. Suitable teaching and training materials and follow up readers for facilitators and learners developed, printed and distributed.
2. Adequate number of trained facilitators in place to carry out the FALP (64 facilitators)
3. Other staff working with the FALP trained to carry out their responsibilities effectively.
4. A remuneration scheme for the facilitators in place.
5. Monitoring and supervision schemes for learners and facilitators in place.
6. Standardized proficiency tests to assess the progress of the learners at the end of the study period in place.
7. A methodology developed to carry out training in fishing communities.<sup>11</sup>

The above mentioned design constraints notwithstanding, the assessment of project effectiveness relied on information drawn from the project document as well as information derived from key informant interviews, to identify operational indicators which provided the frame of reference for the evaluation. Indicators identified in the project document suitable for the measurement of project effectiveness included the following:

1. Number of FAL classes established, by type of course
2. Enrolment rate by gender and type of course
3. Number of learners (by gender) completing FAL courses/by type of course
4. No. and type of learning materials produced and utilised
5. No. of monitoring activities conducted on schedule
6. Dropout rate by gender and FAL course
7. No. of training needs met – for women, men, youth, elderly
8. No. of instructors trained, by gender
9. No. of instructors (by gender) receiving equipment
10. No. of refresher courses offered to each instructor (by gender)
11. No. of CDWs trained (by gender)
12. Number of FAL lessons/sessions conducted on schedule
13. Number of standardized proficiency assessments developed and administered
14. No. of income generation activities initiated by learners
15. A methodology developed to carry out training in fishing communities.

The above indicators have been used, where applicable, to interpret the immediate objective or purpose of the project into operational goals

The programme outputs will now be discussed in detail, to assess their contribution to the achievement of the project purpose in line with the above indicators.

#### 4.1.1 OUTPUTS 1 & 6: TRAINING MATERIALS

- 1) **Suitable teaching and training materials and follow up readers for facilitators and learners developed, printed and distributed.**
- 6) **Standardized proficiency tests to assess the progress of the learners at the end of the study period in place.**

With respect to the above outputs, the following were delivered:

---

<sup>11</sup> ICEIDA 2002a:18

- Basic Literacy Primers for all learners – (yellow primers) supplied by the Ministry of Gender, Labour and Social Development (MGLSD);
- FAL primer developed by the project
- Follow up readers from MGLSD
- Small Business Course materials – specially developed for this project, but should be useful elsewhere
- English for Adults – materials in production
- Tests – standardized tests from the Ministry (Tests have been held twice: In 2004 and 2005: 376 + 333 learners respectively took the tests)

Judging from the reactions from learners and other stakeholders in Kalangala, an essential part of the programme's success can be attributed to the functional aspect of the programme. This is anchored in **learning materials** specially developed for this project. The FAL programme is built on the ideology of developing functional literacy, i.e. to support adults to cope in a creative way with their life-situation. This can be supported by research findings and theories in Adult Education which propose that adults tend to be more motivated to learn when they see a direct use for the material they are learning. This also ties in with Paulo Freire's concept of adult education, encouraging discussion about issues at hand in the learner's daily life, using these to raise their consciousness about their situation and empowering them to use their creativity to take their life into their own hands.<sup>12</sup>

The FAL Programme in Uganda uses a primer produced by MGLSD a basic literacy primer for the 1st level courses. These are supplied by the Ministry, but the printing has been paid by ICEIDA.

The current programme found it necessary to produce additional learning materials which connect directly to the life situation of the fishing population of Kalangala. The learning material was developed after an extensive Needs Assessment Survey (NAS) and a workshop to develop materials based on the findings of the NAS.<sup>13</sup>

The Needs Assessment Survey suggested integrating "good fishing ideas and methods and proper fish handling" into the programme.<sup>14</sup> The Programme Document records the intent to produce "readers that focus on issues pertinent to fisheries communities".<sup>15</sup> It goes on to indicate that "the project will seek to cater for the needs of fishing communities by developing teaching and learning materials that take into account the characteristics of the district."<sup>16</sup> Learners interviewed by the evaluation team did mention having learned better fishing methods, as well as how to calculate whether their efforts were really profitable for them. Local government officials also mentioned that now that a bigger proportion of the Kalangala population is literate, it is easier to disseminate information. For example, it has been necessary to inform the fishing communities about better and legal fishing methods partly because of recent changes in laws and regulations. The RDC for example, revealed that, "it was now much easier to relay information to fishing communities and that, they understood and complied with new regulations". However, the evaluation also discovered that some instructors did not have sufficient knowledge and experience in fishing to be able to teach the people involved in fishing in the district. There were calls for more material on fishing, as well as specialists in fishing to teach those themes or train the instructors in the subject matter. Special courses about fishing might even be designed – for example in order to attract men to the literacy classes.

---

<sup>12</sup> Freire1972

<sup>13</sup> See Okech:2002

<sup>14</sup> Okech 2002:56

<sup>15</sup> ICEIDA 2002a:15

<sup>16</sup> ICEIDA 2002a:16

It is a common experience in Adult Education that people tend to come to courses they consider profitable and useful for them. In discussions with learners and non-learners, the evaluators received answers in concert with this common proposition: “The men say they don’t have time”, “They want to learn English” – even before they can read and write! Confronted with such a “pragmatic” view of learning one approach is to inform the men that in order to learn English they first have to become literate. This however is a logic which appeals only to some adults, and very few men. Most adult learners want to learn *only* the material and skills they see as useful from their current point of view. Therefore it might be useful – *if* one of the aims is to reach more men – to design special courses, with narrow practical goals closely tied to the needs and interests of the men and even combine some literacy elements into these courses.

The evaluation team learned of two problems with the teaching material: a) the material is expensive to produce, so it will be expensive for the communities to take over the cost of production when ICEIDA pulls out its support; b) in some cases it took too long for instructors to get the necessary materials because of the remoteness of their islands.

The NAS uncovered a need among the population of Kalangala to learn business skills. Building on recommendations in the survey, the Project Management Team decided to add this course to the original project design. Materials were designed, piloted and produced for a Small Business Course. Instructors were trained especially to teach these courses and the first courses were able to start. These materials address the learning needs of the population, focusing on business practices which are applicable to the people in the villages and landing sites of Kalangala. Learners were happy with the learning materials, which include audio material produced by technicians at the CBS radio station. Materials for a course in English for Adults are in preparation.

It is customary to evaluate adult education projects on four levels: 1) Learner reaction (are the learners happy with the course) 2) Learning (did the learners learn anything) 3) Change (did the learners change behaviour/attitudes as a consequence of the learning) 4) Effect (did the learning change anything in the learners environment/home/workplace)<sup>17</sup> In order to assess the success of the programme, it is necessary to assess what or how much the participants have learned. For this purpose, the programme invites learners to participate in **proficiency tests**. These have been held twice since the beginning of the project, in January/February 2004, and January 2005. This evaluation relies on this test for this assessment. The fact that not all learners took the test evidently reduces the accuracy of the assessment.

The test used in 2005 was an improved version of the previous year’s. The tests were held during a period of five/seven days on the islands. In 2004, 478 learners were registered to take the test, 376 sat the test and 302 passed it. In 2005, 689 registered to take the test, 333 took it and 301 passed it, bringing a total of 602 who passed proficiency tests during the programme.

Table 2: Numbers of learners registered and passing the proficiency tests in 2004-5

	Level 1			Level 2			Total
	F	M	T	F	M	T	
Registered 2004	100	94	<b>194</b>	174	110	<b>284</b>	<b>478</b>
Sat test 2004	75	65	<b>140</b>	143	93	<b>236</b>	<b>376</b>
Passed 2004	62	36	<b>98</b>	134	70	<b>204</b>	<b>302</b>
Registered 2005	127	55	<b>182</b>	296	111	<b>407</b>	<b>588</b>
Sat test 2005	58	30	<b>88</b>	160	85	<b>245</b>	<b>333</b>
Passed 2005	53	26	<b>79</b>	145	77	<b>222</b>	<b>301</b>
<b>Total successful learners:</b>							<b>602</b>

<sup>17</sup> This hierarchy is based on a model from Donald Kirkpatrick, introduced in 1959, and still dominates the area of programme evaluation cf. Kirkpatrick:1998

Interesting is the large number of learners who register and then do not turn up for the tests, especially in 2005 when only 57% turned up. A turn up of 79% in 2004 is easier to understand and accept. The reasons for this low turnout need to be investigated. Both the reports on the proficiency tests (2004 & 2005) lament the low turnout compared to registration and the need to investigate, but available project documents contain no evidence of such an investigation.

The test was developed by the MGLSD and used nationwide in the FAL Programme and can thus be considered a standardized test. The PD calls for standardised tests to be in place. It is the understanding of the evaluation team that these tests are used in other FAL programmes and distributed centrally. It can safely be attested that this objective has been reached.

Drawing from the above, it can be deduced that the above outputs delivered by the project contributed significantly to achievement of the stated project purpose.

#### 4.1.2 OUTPUTS 2 & 4: FACILITATORS

- 2) Adequate number of trained facilitators in place to carry out the FALP
- 4) A remuneration scheme for the facilitators in place.



*Plate 4: Proud Instructors in Mugono explain the effects of the FAL programme*

Objective 2 was the only one in the Project Document with a specific target. The adequate number of instructors was deemed to be 64 (sixty four). This number was apparently the estimate of a local government official in Kalangala during the project design. However, in the beginning phases of the programme, villages were asked to identify potential instructors from their communities. This was done at village meetings in a democratic way, where villagers nominated people they preferred with the required competencies. A larger number of candidates than targeted was realised. Finding this enthusiasm encouraging, the programme team decided to train all the candidates suggested by the villages. This turned out to be a wise decision. On the one hand because there was a great need and demand for their work; on the other hand because there has been a considerable dropout rate among the instructors. Of the 156 instructors trained under the

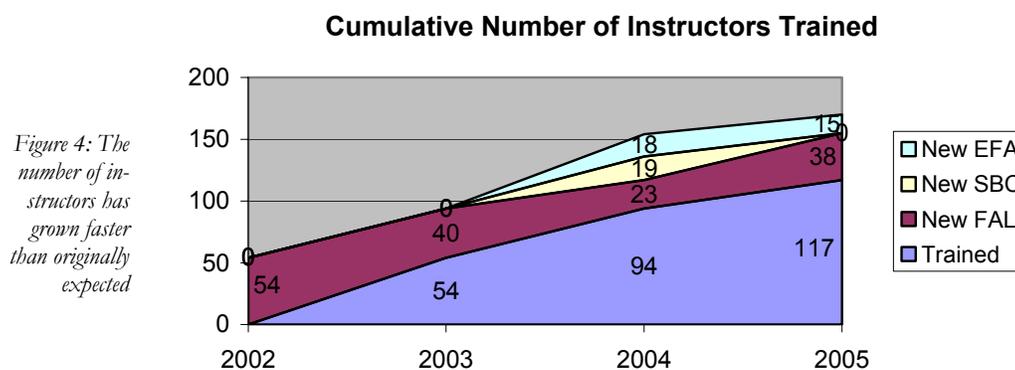
project, 115 remain active. The others left the programme for various reasons such as death, voluntary exit, and incompetence.

As mentioned above, it was originally deemed adequate to train 64 instructors. However it seems apparent from project progress and status reports that the intention was to reach *all* villages in Kalangala. By the time of evaluation, 82 of Kalangala's 91 villages have been covered by the FAL programme.

Table 3: Number of villages with established FAL classes by sub-counties. (Table from PMO)

No.	Sub-County	No. of Villages	Covered Villages	%
1	Bufumira	17	15	88.2%
2	Bujjumba	20	17	85%
3	Mazinga	9	6	67.7%
4	Mugoye	22	22	100%
5	Bubeke	8	7	88.9%
6	K.T.C	7	7	100%
7	Kyamuswa	8	8	100%
<b>Total</b>		<b>91</b>	<b>82</b>	<b>90.1%</b>

Each batch of trainers has received initiation training and consequently refresher training bi-annually. All the interviewed instructors demonstrated pride in their work and seemed to feel competent in their roles. They showed a good understanding of their role as learning facilitators and have shouldered the role of mobilisers for change and development in their community. Some have even gone on to pursue further educational endeavours. The Programme Management Team has developed criteria for scholarships for FAL instructors who wish to embark on further studies.



According to the programme database, 156 individuals had received initial training, of these 115 are reported to be active at present: 41 have left the programme, some of whom never established classes, and three passed away. Table 4 below gives a breakdown of FAL instructors by gender. It should be noted that some instructors cover more than one course.

If we apply the indirectly communicated target of covering all villages in Kalangala, the goal of training adequate numbers of trainers has not yet been attained. However the original target of 64 instructors was not only fully attained, but surpassed. Moreover the programme has been very successful in attracting instructors, training them, inspiring them and holding them in the programme. And as mentioned earlier, the unexpected impact of the instructors' empowerment and rise of status is very encouraging for the project.

Table 4: Active instructors on 31st March 2005

Sub-County	S.B.C		EFA		GEN. FAL		Total	
	F	M	F	M	F	M	F	M
Bubeke	-	-	-	-	4	5	4	5
K.T.C	2	3	3	3	3	1	9	6
Mugoye	5	3	1	2	9	7	15	12
Bujumba	1	3	2	1	3	8	10	8
Kyamuswa	1	2	3	1	2	5	5	9
Mazinga	-	-	-	-	3	4	3	4
Bufumira	-	-	-	-	11	14	11	14
<b>Total</b>	<b>9</b>	<b>11</b>	<b>9</b>	<b>7</b>	<b>35</b>	<b>44</b>	<b>57</b>	<b>58</b>

A significant factor for motivating and retaining the instructors is a remuneration scheme for the facilitators. The instructors all have other jobs and teach the FAL classes in their spare time. However, they all relate that for them the remuneration is important, as it reflected a recognition for their efforts. Some also mentioned that it allows them some freedom in acquiring extra materials they use for their classes. The instructors received UGX 25,000 a month for their efforts and a bicycle<sup>18</sup>, which becomes theirs if they stay with the programme for more than a year. The remuneration was raised to UGX 30,000 in early 2004. These modalities have been in place during the span of the project and have – according to progress reports – always been paid on time. The scheme is in place, functions and is quite evidently essential for the implementation of the project.

Drawing from the above, it can be deduced that the above outputs delivered by the project contributed significantly to achievement of the stated project purpose.

#### 4.1.3 OUTPUT 3: TRAINED STAFF

##### 3) Other staff working with the FALP trained to carry out their responsibilities effectively.

It is clear from the project purpose that there was an intent to strengthen the district in weak areas. This ties in with the planned output of “Training of other staff working with FALP”, which in this case would be the Community Development Workers (CDWs). There are seven CDWs, one per sub-county. They are charged, amongst other duties, with monitoring and supervising the instructors and the FALP classes in the villages. The instructors reported that the CDWs had a vital role in supporting their work. They talked of them with fondness and indicated very clearly that their monitoring visits were very important, both for themselves as well as the learners.

From the beginning of the programme it was clear that the programme intended to support the professional development of these CDWs. It soon turned out to be of vital importance for them to acquire a university degree; especially in light of a new government policy to upgrade the posts of CDWs to graduate level. All seven CDWs received scholarships from the project: Two were pursuing a diploma course with support from the MGLSD while three were engaged in degree courses and a further two in diploma courses with support from ICEIDA. This was very much a priority from the start of the project. All CDWs were offered scholarships as early as 2003 and four of them embarked on their studies then. By September 2004 all the CDWs were engaged in further studies.

<sup>18</sup> Apparently FAL instructors elsewhere in Uganda also receive bicycles.

The evaluation team can thus confirm that the delivery of this output was sufficient and that it contributed significantly to realising the project purpose of strengthening the district in the area of capacity to plan, implement and manage FAL programmes.

#### 4.1.4 OUTPUT 5: MONITORING SCHEME

##### **5) Monitoring and supervision schemes for learners and facilitators in place.**

The monitoring and supervision system has been one of the biggest challenges the project has had to deal with. The project set out to establish a system to check whether and how the instructors were fulfilling their duties. This was part of a quality assurance mechanism and a way of establishing accountability throughout the programme. Through interviews and the evaluator's observations, there was evidence that the instructors had a great affinity and respect for "their" CDWs. They revealed that the CDWs' regular monitoring missions were encouraging for the learners and a vital lifeline for themselves. Thus the monitoring system not only has the purpose of ensuring accountability through the programme by gathering information and reporting, but it is also a source of encouragement, motivation and support for learners and especially for the instructors.

The monitoring and supervision system must therefore be seen as one of the key factors contributing to the success of the project. At the same time, it has been very difficult to get the monitoring to work as foreseen in the agreements between the three partners in the project. Reliable numbers of learners and of instructor activities are lacking for the first years. It is only recently that the project team feels it has reliable data on the progress of the project. This is very damaging for the project because it leaves a great deal of uncertainty about the success or problems in the implementation. Necessary adjustments and support cannot be awarded to those who need it.

As stated earlier, one of the key functions of the CDWs is monitoring and supervising the FAL implementation process. For some reason to begin with they did not fulfil this responsibility as agreed upon. Monitoring reports came late or were not turned in at all during the first two years. Interviews with the various players reveal various "explanations" for this. The most enlightening is probably a lack of leadership: The CDWs lack a superior (a CDO) to coordinate their work and supervise them. In addition to this, they mentioned problems with travelling to the sub-counties and the many scattered islands in each sub-county. These problems seem to stem from a shortage of boats, lack of funds to pay the fuel for the boats and a lack of housing in the sub-counties.

The output: The monitoring scheme has not been effective for most of the project time. But the evaluation process finds that a framework and system for monitoring and evaluation has finally been established within the auspices of the project, and this has contributed to strengthening FALP implementation in Kalangala district. However modalities of travel, funding for travel, housing for the CDWs on the islands and, most importantly, the matter of a hiring a CDO to supervise and support the work of the CDWs is of vital importance to the success of the project and its sustainability.

#### 4.1.5 OUTPUT 7: A METHODOLOGY FOR TRAINING IN FISHING COMMUNITIES

##### **7) A methodology developed to carry out training in fishing communities.**

ICEIDA support for the FAL Programme in Kalangala is in part characterized by a sentiment of affinity between islanders, Iceland being an island where the population has built up a thriving fishing industry during the last 100 years and Kalangala, a district of many islands, where most people sustain themselves by fishing. The evaluators found it interesting that learners and project workers, instructors and CDWs would recount stories of Iceland being a poor nation 50-100 years ago and Icelanders living in situations very comparable to many inhabitants of Kalangala today. They also reflected that through education, hard work and development aid, Icelanders had turned their fate around: They expressed hope that in the same way Kalangala would be able

to grow into a thriving society! This identification between donor and receiver of developmental aid is surely an element of strength in the project.

It was thus hoped that this affinity, where donor and the receiving district can easily relate to each other, would lead to knowledge about how to carry out training in fishing communities being crystallized into a methodology which might be transferable to other similar districts.

However - even though the primers contain materials about fishing, methods and practices - our informants could not identify a special *methodology* that had been developed and crystallized in practice, methods, descriptions or routines which might somehow be applicable elsewhere in fishing communities. This is perhaps something that has still to be developed. There are special challenges that this programme meets because it is operating on islands and with fishing people. Apart from teaching them how to fish, handle the fish in order to maintain its quality and receive a good price for the catch or increase its value by drying, smoking or other processing methods, there are peculiarities and obstacles which the programme has to address and overcome in order to be successful among the fishing population. Some of these problems and peculiarities are addressed in the NAS and surfaced through the interviews. What has emerged is that because of special conditions on the islands, the programme team has found it necessary to meet the special needs of learners living on the islands, both in order to attract more learners and retain them. Flexibility in enrolment is necessary when learners move from one island to the other to follow the fish in the lake. Modalities to make it easier for a learner to enter a class in a new village are under discussion. Methods and manners for attracting learners who lead an irregular life on the lake need to be worked out, and should be described to enable others to learn from them. Many issues pertaining to this problem still need to be addressed, and hopefully methods and ways of addressing the population will be recorded in such a way that similar issues can be addressed right from the start in new but similar locations. This would for example be extremely useful now when ICEIDA is starting a new project in the island sub-counties of Mugoye District.

Although this is an area of inactivity, project players have been dealing with questions pertinent to this output on various levels. An output of this nature cannot be expected to be developed after such a short time, but it would be prudent to have it in mind when dealing with operational issues which are special for the type of community Kalangala is, and to gather information in one place, in order to be able to deliver at some stage.

## 4.2 CONCLUSION

From the above analysis, the evaluation team concludes that the project purpose was mostly achieved. It is evident that the project outputs made a significant contribution to the attainment of the project purpose, which was to strengthen FALP in Kalangala district by assisting the Local Government in its implementation. This assessment is based on the analysis of project performance against selected indicators for strengthening FALP in Kalangala district, which has shown substantial change/improvements in the situation of FAL in Kalangala as a consequence of the three-year ICEIDA support.

---

## 5 PROJECT RELEVANCE

---

The evaluation team rates the support to the implementation of FALP in Kalangala district as **largely relevant**. This stems from the finding that the project was in line with:

- Community needs – covering women, men, youth, and the elderly. These were articulated in the needs assessment survey conducted in the early stages of project implementation. Interviews and discussions with learners confirmed the relevance of the programme to their needs.

- ICEIDA Policy as it is conveyed in ICEIDA’s Policy and Plan of Operations<sup>19</sup> and through discussions with the Director General, the Country Director in Uganda and the Social Programme Manager: The decision for such a project in Uganda coincides with prior engagements in the country. The choice of supporting an isolated area which has received little attention from other aid projects, an island geography, a fishing population, an adult basic literacy programme, and building capacity in the local government, can all be linked to criteria and policies in the ICEIDA’s policy document and to ways ICEIDA has chosen to work in developing countries: Social programmes have become more prominent in ICEIDA’s activities over the last few years. This comes as a result of ICEIDA aligning itself with the Millennium Development Goals (MGD’s) adopted by the United Nations in 2000 in which the main objective is to reduce poverty in the world to half of what it was in 1990 by the year 2015. ICEIDA thus supports poverty reduction strategies such as PEAP in Uganda by “supporting its partner countries to self-sufficiency”<sup>20</sup> and funding basic education such as adult literacy. In contrast to many other aid agencies which apparently have been reducing their project activities and turning to direct support of government budgets, ICEIDA has “opted to continue to operate on a project basis”<sup>21</sup>. In addition to this, ICEIDA opts to work in geographical areas that have received little attention from aid agencies. This is seen to receive more acceptance among Icelandic taxpayers who “want to see direct results” of the development aid. Thus the support of the Kalangala FAL Programme can be seen as being directly in line with ICEIDA policy.
- The Government of Uganda Policies and Strategies - especially Uganda’s Vision 2025, the Poverty Eradication Action Plan (PEAP), the National Functional Adult Literacy Programme (FALP), the Social Development Sector Strategic Investment Plan (SDIP), the Local Governments Act/Decentralization Policy, Kalangala Local Governments’ Development Plans, and above all the Constitution of the Republic of Uganda which views education and literacy as a fundamental human right. A content analysis of governmental policies shows that the project’s overall goal of enhancing literacy rates in Uganda was consistent with government policy and development priorities for the immediate and long term.

---

## 6 PROJECT SUSTAINABILITY

---

The evaluation team’s rating of the sustainability of FAL activities in Kalangala district upon withdrawal of the external support is *generally low*. This is in light of the findings that, whereas FALP in general is a Poverty Action Fund (PAF)<sup>22</sup> programme (covering the whole country), the allocation formula for PAF funds to local governments considers population size and number of classes/learners as key determinants of the amount of support provided by the central government as a conditional grant for FAL. The formula does not take into account unique constraints such as those faced by an island district such as Kalangala – particularly as regards transport and communication. The allocation formula for FALP funds in effect disadvantages Kalangala which, because of the smaller size of its population and relatively fewer FAL classes, gets a comparatively smaller budget allocation vis-à-vis other districts, yet the costs of implementing the programme are much higher due to the unique geographical and infrastructural constraints. Table 5

---

<sup>19</sup> ICEIDA 2005a

<sup>20</sup> Ibid, p.9

<sup>21</sup> Ibid, p. 7

<sup>22</sup> PAF programmes are the key interventions prioritized by the government for guaranteed substantial funding as they are deemed to have a high impact on poverty. Budgets for PAF programmes are usually protected from routine cuts in levels of funding.

below provides an analysis of the allocation of FAL funds to selected districts, the sum total for all districts, and the share of the centre/MGLSD over a three-year time horizon.

Table 5: Allocation of FAL Grants (2003/04 – 2005/06)

District/Entity	Population (2002)			FAL Grant Allocations per FY ('000)		
	M	F	Total	2003/04	2004/05	2005/6
<b>Kalangala</b>	20,849	13,917	<b>34,766</b>	7,000	7,000	6,401
<b>Mukono</b>	396,250	399,143	<b>795,393</b>	24,147	24,147	20,804
<b>Tororo</b>	261,373	275,515	<b>536,888</b>	38,150	38,150	33,608
<b>Kabale</b>	214,552	243,766	<b>458,318</b>	24,147	24,147	21,804
<b>Gulu</b>	233,908	241,352	<b>475,260</b>	38,150	38,150	33,608
<b>Adjumani</b>	100,081	102,209	<b>202,290</b>	38,150	38,150	33,608
<b>Centre/MGLSD</b>				1,630,000	1,990,000	1,480,000
<b>All Districts (Uganda)</b>	11,929,803	12,512,281	<b>24,442,084</b>	1,560,000	1,620,000	1,600,000

Source: MGLSD Planning Unit; 2002 Uganda Population and Housing Census Report

The above table shows that Kalangala received the least amount of funds under the FAL Grant, and a key factor to explain this variance is the population size compared to other districts. The table also shows that the size of the total FAL Grant to both the centre and all districts in Uganda declined by UGX 600,000,000 (USD 344827.5), from UGX 3.61bn in 2004/05 to 3.08bn in 2005/06. This scenario and trend clearly has serious implications for the funding of FAL programmes in Kalangala district upon the withdrawal of external support. The evaluation team established that the potential for the central government to increase the size of the grant for FALP in Kalangala was low. It also emerged that although the payment incentives (UGX 30,000 per month or USD 17) to instructors were key drivers in the success of the programme, they are highly unsustainable, and the district simply cannot afford to take over the payment of such incentives. Few other districts in Uganda have similar incentives, and experience from other projects indicates that it will be difficult to get people willing to serve as instructors on a voluntary basis if they were previously paid for their services under a different scheme: this was the experience in the Mubende district where an Action Aid-supported REFLECT FAL programme which paid its instructors, was followed by the government-led FALP which relied on volunteers.

The situation is further exacerbated by the fact that local revenue generation capacity in Kalangala district is still very weak, rendering the district's potential to intervene upon withdrawal of ICEIDA support unviable. The district generates less than UGX 150,000,000 (USD 86,206) - in gross local revenue annually<sup>23</sup>. It is clearly evident that Kalangala relies heavily on central government grants for development budget activities, and the greater proportion of these funds is tied to specific activities such as primary education, health care and rural transport infrastructure.

Another factor weakening the sustainability of the FALP in the District is the structural weakness of the Department of Community Based Services in Kalangala. The department apparently only has one officer: a parole officer who also takes on other duties as needed. This has led to a lack of leadership in the department, especially concerning support and supervision for the sub-county CDWs. This has mainly manifested itself in the problems with the implementation of the monitoring of FAL classes and instructors. In view of the CDWs central role in the implementation of the project, the evident lack of leadership surely weakens the programme's sustainability.

<sup>23</sup> The situation is likely to worsen in 2005/06 following the abolition of graduated tax by the government, which hitherto was the largest source of local revenue for the district.

This is also supported by the reports that ICEIDA staff have often found it necessary to take on the role of leadership in the department concerning the implementation of the FALP.

The above findings point to the fact that the project activities were highly un-sustainable in Kalangala. However, discussions with other sector-wide stakeholders in FAL yielded useful ideas that provide insights on options for strengthening sustainability of future support to FALP. The following need to be explored:

- Generating revenue from courses with a high demand from communities. These include: the small business course, English for adults, and other vocational courses (could be designed). There is room for people to pay a minimal fee for these courses;
- There is urgent need to work on the qualifications framework in order to link FAL to the to formal education system. It was evident that this linkage would be a critical motivator for community members to pay for FAL.
- Whereas the evaluation team found payment of cash incentives<sup>24</sup> to instructors to be a key driver in programme success in the district, it is clearly unaffordable and therefore extremely unsustainable for the local governments in Kalangala. There is also a risk to future support to FAL in the district should such incentives be withdrawn, as a precedent has been set. Experience from other FAL providers in Uganda, particularly civil society organisations, reveals the total collapse of the FAL programmes upon withdrawal of cash incentives for instructors.
- Finally, leadership for CDWs has been shown to be lacking. In order to strengthen the programme's sustainability, this issue should be addressed.

---

## 7 MAJOR CONSTRAINTS AND CHALLENGES / RISK FACTORS

---

This section presents salient constraints and challenges encountered during the course of implementing the FALP in Kalangala district, as well as risk factors that point to the need for reflection and review in the event of continued support for the programme.

### 7.1 INSTRUCTORS NOT ADEQUATELY EQUIPPED IN TECHNICAL FIELDS

It emerged from various interviews and FGDs that, when addressing specific technical matters in the FAL curriculum, not all instructors mastered the necessary subject matters to be able to support the learning of their students in a sufficient manner. Sometimes it was the instructors who mentioned this themselves; on other occasions the learners did so. Some instructors, however, had solved this problem by inviting extension workers or other experts to discuss these matters with the class. – This, in fact, is part of the modus operandi of the FAL Programme. While this is a modality to be encouraged, and the instructors supported and perhaps trained in methods to get the most out of such visits, it might also be necessary to invite the instructors to courses addressing some of the subject matters in question.

---

<sup>24</sup> Each Instructor is paid thirty thousand UGX [USD 17.2] per month

## 7.2 HOUSING FOR COMMUNITY DEVELOPMENT WORKERS

It has already been mentioned that the lack of accommodation for the community workers (in particular for the female CDWs) in the communities they serve has hampered the monitoring of the FAL classes. (See discussion on monitoring, p. 16) The lack of housing forces the CDWs to travel to and from the islands on the same day, restricting the time they have with the people they work with in the sub-counties and increasing the overhead cost to their work considerably. If the situation remains unchanged it is to be expected that the project might not develop as well as it could.

## 7.3 TRANSPORT ESPECIALLY BETWEEN ISLANDS

The relative isolation of the sub-counties from each other and the long distances to travel to visit them are considerable constraints on the project, as well as on any other development work in the islands. This makes the project, and thus the FAL Programme, much more expensive than it would be elsewhere in the country. This needs to be considered in the granting mechanisms for the programme from the central government, especially if the programme is to be sustainable after the withdrawal of the external support.



*Plate 5: Fishermen dry their nets after bringing their catch to a landing site.*

## 7.4 MIGRATORY POPULATION

The population of Kalangala, particularly of the fishing communities, is largely migratory which poses special constraints on the programme. Many inhabitants relocate as fishing grounds shift, while others are seasonal migrants who come from other districts and even countries looking for employment. Other inhabitants live in Kalangala but consider their homes to be elsewhere and are constantly “on their way home” although they never leave. Some even have houses in other districts. This gives many inhabitants the impression that their sojourn on the islands is only

temporary and inhibits initiatives to settle down, raise permanent structures or build up the community in other ways. The mobility also in part explains the incidence of dropouts from FAL classes. Many instructors and other informants emphasized the need to find modalities to help migrating learners to join/enter FAL classes in other villages. This might however require harmonisation of the programme to ensure that different FAL classes progress from lesson to lesson almost at the same time.

## **7.5 RESOURCES TO SUPPORT FUNCTIONALITY AFTER TRAINING**

The majority of learners, as well as instructors, mentioned a need for support so that they can apply what was learned during the course. In many cases, new literates require start up or booster funds to be able to embark on new businesses or develop the present ones. Others mentioned continued moral support. An instructor or a CDW might follow up on activities a learner has embarked on, to supervise, advise, mentor and support him/her in applying the knowledge and skills acquired from the FAL programme. Other adult literacy programmes also mention the danger of the skills acquired being lost if the new literates do not get opportunities that require the use of the newly learned skills. Possibilities for support for income generating projects and continued informal learning among others should thus be studied in order to consolidate and sustain the learning process.

## **7.6 FOOD SECURITY**

The low levels of food security among the communities in Kalangala district emerged as a significant factor preventing people from attending FAL classes. This was particularly in the context of the need to guard their gardens against crop thefts and destruction by monkeys, as well as the need to prepare food for the household (especially by women). Another important factor mentioned by various informants, especially men, was the competing demand on their time for fishing and, as a consequence, FAL classes were the trade-off.

## **7.7 SECURITY OF LAND TENURE**

On some of the islands the land belongs to absentee landlords. This status quo was cited as having a negative effect on many villagers, who did not know their land rights spelled out in the Land Act (1998); they were reluctant to invest in improving the quality of their homes and gardens essentially due to uncertainties surrounding their tenure security. This finding has significant implications for the translation of FAL benefits into improved livelihoods and quality of life for the communities.

## **7.8 REPORTS OF INEQUITY IN FACILITATION OF INSTRUCTORS**

Some instructors reported not receiving bicycles and some other remuneration which was part of the project. According to our information, based on the project database, all instructors should have received their due, but there seems to be some discrepancy or misunderstanding leading to dissatisfaction among certain instructors. This finding points to the need for increased transparency in the distribution of incentives to key project actors, the absence of which can seriously militate against the success of the project.

## **7.9 LACK OF SHELTER FOR LEARNERS**

Most of the FAL classes meet under trees or under temporary and poor shelter. Most learners complained about disturbances from passers-by, and even the exposure to ridicule and outright insults meted against them by non-learners. This kind of distraction is not conducive to learning.

## **7.10 LACK OF A CLEAR QUALIFICATION FRAMEWORK**

The Government of Uganda initiated a process to work out a qualification framework so that a FAL 'graduate' could be objectively rated in terms of the level of schooling and the corresponding equivalent in the formal education system. If this framework were accomplished, new literates would be in position to be integrated into the formal education system to further their education. The qualifications framework is particularly critical in light of the revelations from the learners indicating that their unrestricted and full participation in Local Council leadership requires certain minimum qualifications (Ordinary level certificate and above). They therefore view FAL as an entry point for accessing leadership positions in the Local Council structures, yet in the present context it is not recognised as part of the key qualifications.

## **7.11 LIMITED OPPORTUNITIES FOR CONTINUED EDUCATION**

It is a common experience that when adults begin to learn they want to learn more. The experience of learning and coping with the learning process empowers most people and encourages many to continue. Unfortunately the FAL graduates have no other possibilities on the islands at present. This is not only unfortunate, but it can also, as mentioned above, lead to a deterioration of the skills already learnt.

## **7.12 DIRECT PAYMENTS OF CASH BY ICEIDA STAFF**

The evaluation discovered that a member of the ICEIDA staff (Senior Programme Officer) often moved with substantial amounts of cash to directly pay individuals and agencies for various services rendered to the project. The evaluators are of the considered opinion that the factors warranting this administrative practice notwithstanding, this poses serious risks not only to the safety of the project funds, but also to the personal security of the ICEIDA staff concerned. Further still, this practice can send wrong signals to the population and jeopardize the sustainability of the project if people institutionalise the notion that there is often money associated with visits from ICEIDA staff.

## **7.13 BYPASSING THE DECENTRALIZATION POLICY**

The evaluation team noted with concern that the execution of the project at local government level often bypassed the Decentralisation Policy of the Government. A case in point is the finding that even though the overall financial management arrangements were consistent with Local Government Financial and Accounting Regulations, the fact that ICEIDA staff supervised the management of funds by CDWs often meant that the latter paid more allegiance to ICEIDA staff thereby undermining the established reporting mechanisms of the Local Government. Considering that the project purpose entailed to a great extent strengthening Kalangala district to implement FALP, there is a need to ensure that the operational modalities promote synergy with local government structures.

---

# **8 CONCLUSIONS AND RECOMMENDATIONS**

---

This external evaluation of ICEIDA support to the implementation of FALP in Kalangala district has demonstrated that targeted project support to local governments can have enormous returns and benefits not only for the poor and vulnerable sections of the population, but also for institutions and sectors that attract dismal financial, technical and logistical resources. The evaluation adduces evidence that through strengthening local government capacity to design, implement and monitor development programmes such as the FALP, the outcomes of development assistance

ultimately have a significant and direct impact on poverty reduction. This section wraps up the evaluation report by reflecting on some of the critical issues underlying the project context, results and future directions for ICEIDA support to FALP in Uganda generally, and Kalangala district in particular.

## **8.1 JUSTIFIABILITY OF PLAN**

The evaluation team notes that the design of the project as laid out in the Project Document is logical and coherent. Intentions and means are stated in an unambiguous way. However, it is noted that the definition of the hierarchy of objectives was inadequate and the design of monitoring and evaluation indicators was very weak, and further, performance targets were not set for most of the project interventions. This state of affairs might be explained by the fact that the project design phase was not informed by a comprehensive base-line survey from which objective, realistic, measurable and time bound targets could be clearly spelled out. The net effect of this was that any progress made was judged as 'success' since there was no objective yardstick against which to measure the degree of achievement. To this end, it is recommended that future project designs should be preceded by needs assessment/baseline surveys, the results of which should be the basis for developing objectives, strategies, targets and performance indicators. It is further recommended that the Logical Framework Analysis approach to project design, monitoring and evaluation be adopted for future programming. This approach will improve the quality of programme planning and provide a more comprehensive framework for programme implementation, monitoring and evaluation.

## **8.2 JUSTIFIABILITY OF CHANGES MADE TO PROJECT DIRECTION**

During the project implementation process, new activities were identified as essential to the success of the programme. These followed the needs assessment survey conducted in the early stages of the project implementation. The evaluation team found the modifications made to the project design to be rational and justifiable as they contributed enormously to the achievement of the project purpose. Key among the modifications were the construction of a FAL Resource Centre, which also doubles as office space for effective project coordination, and the introduction of the English and Small Business Courses. This evaluation has demonstrated that these changes were necessary and expedient.

## **8.3 LESSONS LEARNED**

A number of lessons can be deduced from this evaluation. They include the following:

### **8.3.1 UNIQUE CONDITIONS OF KALANGALA**

As pointed out earlier, Kalangala district is made up of islands, and the infrastructure required to deliver services efficiently and effectively is poorly developed and therefore poses key challenges for programme implementation. These difficulties in essence push up the unit costs of delivering services. A key lesson that we can draw from this is that allocation formulae for sharing of development funds/central government grants need to take into account the unique conditions that local governments are found to have in order to ensure equitable development outcomes.

### **8.3.2 MEDIA ADVOCACY / RADIO PROGRAMME**

It emerged from the evaluation process that the CBS radio programme played a key role in realising the project results. The programme was not only used to disseminate information about FAL in Kalangala, but also to reinforce the lessons taught during the classes. One clear lesson is that media advocacy and sensitisation is critical for increasing awareness and building commitment among community members to participate in and benefit from development interventions.

### 8.3.3 COOPERATION ISSUES

The ICEIDA, GOU, Kalangala local government cooperation has certainly produced numerous desirable outcomes in the areas of literacy and sustainable livelihoods. The establishment of joint project management, coordination and monitoring teams ensured a high degree of efficiency and transparency in programme management. The cooperation arrangements also ensured ownership of the project from the community level through the district to the national level. This was a good practice that merits replication

### 8.3.4 FINANCING AND IMPLEMENTATION MODALITIES

The mode of financing to support the implementation of FALP in Kalangala district was *project*-as opposed to *basket* funding. This financing mechanism promoted timely access to funds for project activities, ensured non-interference or reallocations to other non-programme activities, and enhanced the levels of accountability – both financial and physical outputs. For a local government like Kalangala district which has numerous development challenges and spending pressures for other equally important activities, it is fitting to protect targeted funds through the project support approach to development assistance.

### 8.3.5 GENDER EQUITY

It emerged from the evaluation that the majority of FAL learners were women. This is also in line with the aims of the project. However the project also aimed to attract men to the FAL programme through specific measures<sup>25</sup>, but this remained a big challenge. The lack of incentives in the FAL programme for men, essentially direct income generation opportunities, and the absence of training for vocational skills, say carpentry, and metal fabrication, were cited as key factors for their limited involvement in FAL classes. Ensuring equality of access for men to FAL classes calls for reorienting the programme to integrate vocational skills, or for other mechanisms that can satisfy their need for income generation and employment. This aside, the evaluation process revealed a clear linkage between literacy and reduced domestic violence, as well as increased appreciation for the education of both boys and girls in the communities.

### 8.3.6 MONITORING AND EVALUATION

Monitoring and evaluation (M&E) of the support to FALP implementation in Kalangala district was done at various levels – national, district, sub-county, village and FAL classes. The multi-layered M&E was done through observations, meetings, field visits and the reading of progress review reports among others. Periodic work-plans were drawn up by the different implementers, and these were essential in the monitoring and evaluation process. CDWs played a central role in M&E at the operational level. The financing of M&E was initially through ICEIDA project funds but was later shifted to the Poverty Action Fund (PAF) grants to the local government. This change in the source of funding for M&E was reported to have weakened the M&E of the project as the related activities were rarely or inadequately carried out. Whereas it is important to align FAL M&E with existing government monitoring systems, this evaluation found that the government PAF monitoring exercise targets so many sectors/activities and therefore does not provide sufficient time to focus on FAL. Improving M&E for future FAL programmes would require retaining M&E funds under the project support budget as this is key to improving project management and aligning progress to planned objectives and targets.

Additionally the inadequate identification of performance indicators and targets renders the M&E process largely subjective. Future programme designs need to pay more attention to M&E mechanisms as this is the most reliable means of assessing the effectiveness of development assistance.

---

<sup>25</sup> ICEIDA 2002a:16

## 8.4 OPERATIONS AND MANAGEMENT

A number of operational modalities were explored during the evaluation process. The key issues considered are discussed below:

### 8.4.1 FINANCE

The evaluators found that the level of funds mobilisation was adequate and flexible enough to meet new interventions by the project. Specific concerns were raised, however, regarding the safety and security of the project funds and ICEIDA staff in light of the finding that a member of the ICEIDA staff often travelled with substantial sums of money to make direct payments to individuals and agencies that served the project. It is recommended that this practice be discouraged for future programme financial management practices.

### 8.4.2 ADMINISTRATION

Overall, the evaluators found the administrative arrangements for implementation of the FALP in Kalangala to be adequate. However there were gaps in staffing levels in the district Community Development Office, and the district had ‘dragged its feet’ in recruiting a substantive Community Development Officer to coordinate the project. The report notes that the functionality of the Community Development Office, ultimately including sufficient staffing and skills, is critical to the successful implementation of the FAL programme.

### 8.4.3 FAL RESOURCE CENTRE

The evaluators found that the construction of a FAL Resource Centre contributed greatly to the achievement of the project purpose. The Centre not only provided storage facilities and ‘library services’ for FAL learners and the general population in Kalangala (especially men), it also served as office space for project coordination. However, specific concerns were raised regarding the quality of construction of the Resource Centre. Many stakeholders interviewed decried the poor quality of construction and opined that value for money was not achieved. The district had however taken steps to ensure that the works contractor rectified the situation.

## 8.5 SUMMARY OF IMPACTS AND OUTCOMES

This evaluation has demonstrated that a number of benefits and positive results were realised by the communities – women, men, boys and girls in Kalangala – as a consequence of the support to FALP implementation in the district.

The anticipated Impacts and Effects were:

- Improved literacy and numeracy skills
- Improved entrepreneurship
- Improved household and personal hygiene practices
- Improved response to and participation in development activities
- Improved attitudes and general behaviour change
- Improved skills and knowledge among CDW’s
- Improved incomes for learners
- Improved awareness about development issues

The unanticipated Impacts and Effects were:

- Empowerment of instructors
- FAL classes used as entry-points for other programmes
- Demand for higher level training for instructors and learners

- Improved Community Cohesion
- Negative Impact and Effects

The programme was, however, also reported to have had the following negative impacts and effects:

- Increased dependency on an external donor (ICEIDA), particularly as regards funding for FAL activities in the district.
- Lower instructor morale in other districts in light of the fact that incentives (cash allowances) were paid only to instructors in Kalangala district and not in any other part of the country.

The following needs, though not inbuilt in the project design, were considered by the community members in Kalangala as essential boosters for ‘functionality’ of FAL. Because the issues were not part of the planned interventions, they therefore remained as unmet needs:

- Access to business financing/Micro credit and agricultural inputs
- Vocational skills particularly for the youth
- Legal rights awareness, especially about land.

## 8.6 FUTURE SUPPORT AND COOPERATION

The evaluators propose the following directions for future support and cooperation among the tri-partite parties – GOU, ICEIDA, and Kalangala district:

### 8.6.1 ICEIDA – KALANGALA DISTRICT

Continued project support to Kalangala district to implement FALP is still necessary, and it is the view of the evaluators that ICEIDA consider a second phase of the project. The phase should emphasise strengthening the sustainability of the programme. The district needs to work on staffing of the Community Development Office. The design of the new project should have a stronger emphasis on functionality and income generation for learners. Fundamentally, avenues for raising revenue by the programme/district should also be explored by introducing demand-driven courses such as basic vocational skills training from a FAL perspective. Such courses could run alongside the ‘free’ (basic) FAL programme. This strategy has the potential to attract substantial numbers of men, especially youth, to FAL classes.

### 8.6.2 GOU-ICEIDA

Future cooperation between GOU and ICEIDA should focus on gradually up scaling and/or replicating the lessons learned and good practices from Kalangala to other districts. Another key area of cooperation is the development and finalisation of the qualifications framework for FAL. This is particularly essential in light of this evaluation’s finding that the qualifications framework might be a key driver in creating demand for FAL and opening opportunities to encourage learners to pay, as the value of their ‘investment’ will be clear to all. Another direction for future cooperation is strengthening the MGLSD’s capacity to effectively coordinate FAL and develop innovative strategies for improving FALP implementation, monitoring and evaluation in Uganda.

## 8.7 RECOMMENDATIONS

- *Develop a strategy for catering for emerging learning needs.* Many learners, the evaluation team spoke to, expressed needs and an interest for more training in specific fields. This is a typical reaction among adults who reap the benefits of education. They mentioned the need to learn specific skills and trades, such as house building, tailoring etc. Some of the learners envisioned short courses with specialists; some even asked whether it would be possible to organize short courses with Icelandic tradesmen in specific trades and skills. This kind of course is also mentioned in the recommendations in the NAS. Now that

the basic FAL course is well founded in Kalangala, and some learners have even gone on to learn business skills and English, a sufficiently large proportion of the population seems ready to embark on new learning adventures. Here it would be useful to consider different modalities to support continuing learning in Kalangala for example:

*Encourage self-grown / informal learning groups, maybe with support from an adult educator.* A bulletin board at a central place in major villages could serve as a “market-place” for skills and learning groups. One part of the board has offerings “I can teach boatbuilding,” while the other side of the board could contain demands: “We would like to learn basket weaving.” The evaluators have understood that the FAL instructors encourage the learners to work together in groups, and organize follow-up activities, and even income-generating activities, thus training them in working together. The group-working skills learnt in this way could be used in informal learning situations such as those mentioned here.

*Offer short courses be with outside experts together with local facilitators.* Here the expert would visit the islands for a few days holding a one day course in 3-4 locations, one location a day. Where the expert teaches, with the support of local, visiting 2-4 groups on consequent days, the groups then work alone for 2-4 weeks, when the expert returns for another one-day seminar. With this modality one can get the most out of a visiting expert and can also encourage and facilitate transfer of the learning between meetings. A local adult educator can support the groups between the meetings.

*Design special courses to attract men.* In line with arguments mentioned above; design courses with narrow practical goals closely tied to the needs and interests of men and even combine some literacy elements into these courses.

- *Continue to develop the Resource Centre.* The Resource Centre has the potential to become a learning centre for the district. It should be the centres main aim, to support formal and informal learning in Kalangala. This centre should continue to build up its library of learning materials on all kinds of media. The Centre could also be a catalyst for informal and formal learning, encouraging formal and informal learning groups, offering short courses. The Centre could offer learning and career advice. It would be interesting to find out how the centre could attract more learners to use the facilities, especially women, maybe the evenings could suit their needs better. The centre could offer informal discussion groups on various themes... Development of the Centre in this direction of course relies on the enthusiasm and resourcefulness of the people in charge of the centre, and their understanding of the people they work with and their learning needs. It is evident they already have many ideas; these are a few additions...
  - Developing the reading rooms
  - Group learning rooms
  - Computer access for the public – plan for internet access!
  - Information centre on learning and learning possibilities
  - Offer learning advice (How can I learn to...?)
  - Bulletin-board for learning interests
- *Create a plan for gradual exit.* It is evident from the Project Document, and stakeholders that ICEIDA support for the FAL Programme in Kalangala will end at a given date, and that the stakeholders expect the programme to continue after the donors exit. To increase the likelihood of this it is recommended that the project partners design an exit strategy, where the division of responsibilities is clear, and where it is clear when ICEIDA ends specific inputs, and when central government or local government take these over. Here it would be important to identify key success factors, such as: Remuneration of instructors, continued training and support of instructors, monitoring of classes and instructors, the work of KAFIA.

These aspects of the project should be studied with the aim of finding out how they can become self sustaining, or how to ensure their continuation with other means. New elements could be added to the project, the RDC for example suggested the creation of a competition

between sub-counties, honouring the sub-county with the proportionally largest number of...; new learners, high scorers on the proficiency test, or any other aspect worthy of attention.

- *Use structured methodologies for project planning.* For future ICEIDA projects, as well as for a second term on this one the evaluation team recommends that project designers and managers use structured formats for designing projects such as the Logical Framework Approach.
- *Strengthen the department of social issues and development in the district.* The key role CDWs play in the implementation of the FAL Programme has been mentioned on several occasions. The weakness of their department manifested itself in problems with a major factor in the quality assurance of the programme, namely monitoring. It should be a priority to ensure that the CDWs are capable to fulfil these duties. Possible ways forward:
  - Ensure leadership for the department
  - Build accommodation in the islands
  - Improve and streamline funding for transport for the monitoring process

---

## ANNEXES

---

### ANNEX A: TERMS OF REFERENCE FOR THE EVALUATION

#### Project background

##### Introduction

The new government of Uganda launched in 1964 a national mass literacy campaign built upon the traditional literacy approach, teaching reading and writing and simple numerical skills. The campaign was in twenty-two languages with a primer and follow-up reader in each of those languages. The campaign soon lost its initial steam, coming to a very low point in 1971 to 1979. In the 1980's an effort was made to revive the adult literacy programmes but it was not until in the early 1990's that funding was secured from UNICEF and the German Adult Education Association (DVV) to carry out a needs assessment survey in line with government prioritising adult literacy, that the campaign took off again. A pilot project "An Integrated Non-Formal Basic Education Pilot Project" (INFOBEPP) was launched in 1992 covering a part of eight districts in Uganda. The approach used in this campaign emphasised the functional aspects of literacy with the aim of helping people to understand their problems and giving them practical skills to improve their living conditions and at the same time giving them reading, writing and numeracy skills. Teaching materials were prepared in four languages, based on primers and follow up materials. This project was evaluated in 1995 and the recommendations made were incorporated into the existing Functional Adult Literacy Programme (FALP) that took off in 1996. The FALP initially focused on the same eight districts as the previous INFOBEPP project but is covering the 56 districts of Uganda in 2001.

According to the FALP Annual Report 2000 the program targets the population over 15 years that has little or no education as well as those who have relapsed into illiteracy with special emphases on women<sup>26</sup>. The experience has shown that women are the overwhelming majority of those who participate in the FALP or about 77%, which indicates that special provisions need to be made to attract men to the classes.

The FALP being implemented emphasizes the functional aspects of literacy and was designed to help people to be sensitized and aware of the true nature and reasons for their situation and problems, and how their conditions can be improved. Further the aim is to enable people to acquire practical knowledge and skills and the proper attitude to use these to improve their living conditions. Out of this an 'integrated' methodology was developed that involves more players in the learning process than the teacher alone, such as extension workers and others that have special knowledge of what is being learnt or the development issue at hand. The learning process aims at addressing issues that are already a part of the participant's life to help them to do those in a better way. To ensure this link to daily life, the approach aims at immediate

---

<sup>26</sup> Annual Report 2000 of the Functional Adult Literacy Program; MGLSD.

application of what is learnt in real life situations. Participants are also encouraged to take part in new activities, often associated with income generation.

A Functional Adult Literacy Curriculum has been developed and is used to guide the learning process. It touches on the following eight program areas: Health, legal issues, agriculture, co-operatives and marketing, animal husbandry, gender issues, literacy, culture and civic consciousness and language. From this curriculum primers and follow up readers for the learners have been developed.

## **The Project**

In early 2001, discussions started between Ministry of Gender Labour and Social Development (MGLSD) and ICEIDA in order to identify possible development cooperation in the social sector in Uganda.

In line with ICEIDA's involvement in the social sectors in other cooperation countries, the adult literacy program in Uganda was considered a priority area of interest. A principal agreement was reached between ICEIDA and the ministry in 2001 on support to the FALP and decided to focus on previously neglected needs of fishing communities. A Project Document was signed in March 2002 outlining the support to the implementation of the FAL Programme in Kalangala District on the Ssesse Islands.

### **8.7.1.1**

#### **Development objective:**

The development objective of the project is to enhance adult literacy rates in Uganda through support to the GoU and Local Government in Kalangala to implement the FALP in the district. The project would therefore be in line with the strategies of the GoU for poverty eradication through improving the quality of life of the poor. Increased literacy rates will enhance the overall quality of life and by making people more aware of their situation they are equipped with strategies to improve their standard of living.

#### **Immediate objectives:**

When the project started the Local Government in Kalangala District was starting up the FALP on the islands. ICEIDA pledged support to strengthen the program by assisting the Local Government in its implementation. The interventions by ICEIDA started by carrying out a Needs Assessment Survey in Kalangala District, followed by development of teaching and learning materials, training of staff and monitoring and evaluation of the program as described in the Project Document.

#### **Expected project outputs:**

- Suitable teaching and training materials and follow up readers for facilitators and learners will have been developed, printed and distributed.
- Adequate number of trained facilitators in place to carry out the FALP. It was estimated that 64 facilitators were needed to carry out the program in its full capacity.

- Other staff working with the FALP has received the training that they need to carry out their responsibilities.
- A remuneration scheme for the facilitators in place.
- Monitoring and supervision schemes for learners and facilitators in place.
- Standardized proficiency tests to assess the progress of the learners at the end of the study period will be in place.
- A methodology worked out to carry out training in fishing communities.

### **ICEIDA inputs**

- A coordinator for the project provided on a part time bases for the full 36-month implementation period of the project, including operation costs. The coordinator will assist in the implementation of the project as needed.
- Meeting the costs involved in the Needs Assessment Survey.
- Meeting the costs of and assist in developing, printing and publishing training materials.
- Meeting the costs of training of literacy instructors, including ongoing on-the-job training.
- Meeting the costs of training seven CDW's.
- Meeting the cost of suitable remuneration for the literacy instructors.
- Meeting the costs involved for supervision and monitoring activities.

The Plan of Operation is valid from July 1st 2002 to July 31st 2005 or for three years.

Skeleton budget, (including 2005): US\$ 815,000

### **Outputs - to date**

- Needs Assessment Survey for Functional Adult Literacy in Kalangala District, Uganda was carried out in 2002.
- 104 FALP classes have been established in 97 villages.
- 56 learners have completed a pilot Small Business Course (**not in original plans**)
- At least 11 % decrease in illiteracy rate in the district has been achieved (based on number of learners that have passed literacy proficiency tests)
- 126 literacy instructors (76 female) have been trained and supported with regular in- service training and further studies.
- Literacy instructors receive remuneration for their inputs to the programme.
- 7 Community Development Workers are currently studying (3 for a Degree in Adult Education and 4 for a Diploma), and have attended various short courses in management and computer skills.

- FALP textbooks (Luganda primers) have been printed and post-literacy materials developed (Small Business Course and English for Adults – **not in original plans**).
- A Fully furnished and equipped FALP Resource Centre has been built in the District (**not in original plans**)
- A FALP boat with engine has been purchased (running and maintenance costs are covered by the project).
- A weekly FALP radio programme is running at the CBS radio station (**not in original plans**)
- A Project Manager, Project Officer, and a FAL Resource Centre Manager are in place, assisting in the implementation and management of the FALP (**the latter two positions were not in original plans**).
- Supervision and monitoring procedures of the programme are in place.

### **Reasons for evaluation**

This independent external evaluation is undertaken in accordance with the Plan of Operation signed by MGLSD and ICEIDA in March 2001. The purpose of the evaluation is to study the activities undertaken, the implementation and outputs of the Project, as well as the results obtained and possible continuation of the ICEIDA support to the FALP in Uganda. The consultants shall make recommendations for future directions of the support and ICEIDA's co-operation with MGLSD in the social sector. They shall specially focus on how the support shall be phased out and how new phases could be added and developed.

### **Scope and focus of the evaluation**

The evaluation shall focus on providing information for ICEIDA and MGLSD. The results and recommendations of the evaluation shall be regarded as guidelines for continuing assistance to the FALP and the future co-operation between ICEIDA and MGLSD.

In general the evaluation shall:

- Consider the goals and purpose of the Project, as well as inputs and outputs and financial management.
- Consider unintended outcomes of ICEIDA's support to the Project, for the villages, Kalangala District etc.
- Provide a description of major constraints and risk factors for continued support;
- Provide a description of lessons learned in relation to future programme implementation;
- Assess the degree of sustainability (as far as this is possible, bearing in mind that the support to the FALP in Kalangala has just been going on for three years), and what will happen when ICEIDA's support will be phased out;
- Provide recommendations regarding future ICEIDA support to FALP in Kalangala and the co-operation between ICEIDA and MGLSD.

The final draft is to be submitted to ICEIDA, MGLSD and Kalangala District Authorities.

### **Issues to be studied**

Special attention shall be paid but not necessarily limited to the following issues: Results obtained – efficiency and effectiveness: of the support.

- Have resources been efficiently used? What problems have arisen? Look at inputs and outputs?
- Review of the Project organisation (including management, reporting and monitoring);
- Assess the development of the personnel and their needs for further capacity building and training;
- Assess the infrastructure facilities, equipment etc., provided by ICEIDA;
- Assess the needs for eventual additional equipment and other capital investments and resources for teaching and learning material.
- Has the Project (through ICEIDA's assistance) achieved, or is in the process of achieving, the objectives as stated in the PD?

### **Impact**

- Assess other effects of the ICEIDA support, negative or positive effects?
- What are their causes?
- Technological and socio-cultural factors affecting the Project implementation shall be considered.

### **Relevance**

- Assess the relevance of the ICEIDA support in relation to MGLSD policy.
- Assess the relevance to other international development organisations or agencies' input and support to FALP (and the social sector?).

### **Sustainability**

Assess the benefits of the support extending beyond donor involvement. Has the Project managed to empower the target groups and somehow participated in the struggle for poverty reduction.

### **Future support and co-operation.**

Assess the feasibility of continued support and co-operation between ICEIDA and MGLSD, and make recommendations for future directions of the ICEIDA assistance to FALP in Kalangala or elsewhere.

### **Plan of work and methodology**

The information collected will be both qualitative and quantitative:

The evaluation team is expected to carry out interviews with the key contact people: representatives from the learners, the instructors, and district staff. Representatives from MGLSD and ICEIDA, will be interviewed as well.

Meetings will be held with the authorities in question..

The evaluation team will have full access to reports, contracts and other material concerning the ICEIDA's support as well as policy papers and relevant reports from the MGLSD and the District authorities.

### **Evaluation team.**

The members of the evaluation team shall have a university degree in social sciences and/or pedagogics and relevant experience in development countries (from the social and educational sector). Fluency in English is required.

Principal team leader will be: \_\_\_\_\_ from ICEIDA.

Co team leader .....from Uganda

Other resource persons will be:

ICEIDA Project Manager, ICEIDA Project Officer, MGLSD staff, Kalangala District Officials, ICEIDA's Country director in Uganda,

The cost of the evaluation will be paid by ICEIDA.

### **Timetable and reporting**

Preparation for the evaluation will take place during 10 days in April 2004. Fieldwork will be carried out in Uganda from the 2<sup>nd</sup> May to 13<sup>th</sup> May 2005, with a draft report prepared and presented on-site.

The Principal team leader shall have the main responsibility for the writing and compilation of the report. The final draft of the report is to be submitted to ICEIDA, the MGLSD and Kalangala District Authorities by 15<sup>th</sup> of June 2005.

The final report shall be submitted, one copy to each partner ICEIDA, MGLSD and Kalangala District Authorities no later than 1<sup>st</sup> July 2005.

## ANNEX B: ITINERARY OF THE EVALUATION

Preparation	18.4.2005	30.4.2005
Flight to Uganda	1.5.2005	
Field Work	2.5.2005	12.5.2005
First Meeting of Evaluators	2.5.2005	9:00
Design of Data Acquisition	2.5.2005	3.5.2005
Data Acquisition In Kalangala	4.5.2005	7.5.2005
Leave for Kalangala	4.5.2005 10:00	
Return to Kampala	7.5.2005 17:00	
Data Acquisition in Kampala	9.5.2005	11.5.2005
Writing of First Draft and Presentation	9.5.2005	12.5.2005
First Draft	13.5.2005	
Debriefing in ICEIDA office Kampala	13.5.2005 10:00	13.5.2005 11:30
Return of Icelandic Evaluator to Iceland	16.5.2005	
Writing of Evaluation Report	17.5.2005	15.6.2005
Final Draft	16.6.2005	
Finalisation of Report	16.6.2005	8.7.2005
Final Version Handed in	9.7.2005	

## ANNEX C: LIST OF PERSONS CONSULTED

Names	Role	Place	Date
Drífa Kristjánsdóttir (First SPM)	Project Team	Reykjavík	27.4.2005 08:00 & 27.6.2005 09:00
Nakacwa Polly, John Ayesiga, Akirapa Tabitha, Ddamulira Francis, John Mary Kikuba	Instructors	Mugoye	4.5.2005 10:45
Zaali Majanja	Resource Person for the project	Kalangala Town County	4.5.2005 20:45
Ssenoga Hamidu (Subcounty Chief), Barbara Kyolaba, Ssebata Eddie (Subcounty Chairperson)	Local Government	Bubeke	5.5.2005 11:50
FGD, FAL Class in Bubeke - women	Learners	Bubeke	5.5.2005 14:10
FGD, FAL Class in Bubeke - men	Learners	Bubeke	5.5.2005 14:30
Kizito Ronald, Najjita Jessica, Margaret Mazzi, Nakiwatte Robinah	Instructors	Bubeke	5.5.2005 15:35
Kyolaba Barbara, Stephen Ssenyunja, Davies Ahimbisibwe, Annunciata Nabbose	Local Government	Kalangala Town County	6.5.2005 09:50
Mr. Livingstone Katende Luutu (Resident District Commissioner)	Local Government	Kalangala Town County	6.5.2005 10:45
Martin Lugambwa (Ag. District Chairperson), Sylvia Nalyanga (Secretary of Education), Nanyonjo Betty (Secretary for Works and Technical Services), Nanyondo Carol (Secretary for Health)	Local Government	Kalangala Town County	6.5.2005 11:10
Musazi Jude (CDW), Kabongoya Edward (SPO) (PIT members)	Project Team	Kalangala Town County	6.5.2005 11:10

Names	Role	Place	Date
Ms. Nakyanzi Olivia Hope (Chief Administrative Officer - CAO)	Local Government	Kalangala Town County	6.5.2005 12:00
Kasirye Samuel (Ag. District Planner), William Lugolobi (Ag. Community Based Services Coordinator)	Local Government	Kalangala Town County	6.5.2005 13:00
Sanyu Naome (In charge of FAL Resource Centre)	Project Team	Kalangala Town County	7.5.2005 10:30
Twikirize Ben, (Deputy Chief Administrative Officer - DCAO)	Local Government	Kalangala Town County	7.5.2005 11:32
Kaggwa Charles (Tailor)	Learner	Kalangala Town County	7.5.2005 12:00
Amina Mucukunde (Shopkeeper)	Learner	Lutoboka	7.5.2005 13:30
Florence Basemera	Instructor	Lutoboka	7.5.2005 14:00
Harriet Kasavu	Instructor/ KAFIA Executive member	Lutoboka	7.5.2005 14:00
FGD Small Business Class in Lutoboka, Men	Learners	Lutoboka	7.5.2005 14:30
FGD Small Business Class in Lutoboka, Women	Learners	Lutoboka	7.5.2005 15:00
Group Interview: Non Learners, young men	General Public	Lutoboka	7.5.2005 15:30
Group Interview: Household of learner	General Public	Lutoboka	7.5.2005 17:30
Okwalinga Michael (Village chairman), Oboth Abraham Thomson (Village chairman)	Local Government	Lutoboka	7.5.2005 18:05
Jack Mirembe (PMT Member), Nsekaki Plaxeda (National FALP Coordinator)	Central Government	Kampala	9.5.2005 10:45
Ágústa Gísladóttir (CD), Lilja D. Kolbeinsdóttir (SPM)	Project Team	Kampala	9.5.2005 14:00
Patrick Kiirya (LABE official), Godfrey Sentumbwe (LABE official), Dawn Burks (Literacy Network for Uganda)	Key Stakeholder	Kampala	9.5.2005 16:00
Anthony Okech (Senior Lecturer, Department of Adult Education and Communication Studies, Makerere University)	Key Stakeholder	Kampala	10.5.2005 10:00
Hamzat Ssennoga (Radio Programmer)	Key Stakeholder	Kampala	10.5.2005 15:00
Mrs Kakande Margaret (Head of Poverty Monitoring and Analysis Unit)	Central Government	Kampala	20.5.2005 11:00
Sighvatur Björgvinsson	ICEIDA Director General	Reykjavík	28.6.2005 09:00

## ANNEX D: LITERATURE AND DOCUMENTATION CITED

- PAULO FREIRE, 1972, Cultural action for freedom, Harmondsworth
- ICEIDA, 2002a, Support to the Implementation of Uganda FALP in Kalangala District. Project Document Unpublished Report
- ICEIDA, 2002b, Progress Report June december 2002 Unpublished Report
- ICEIDA, 2002c, FALP Project Budget Final Version Kampala 2002 (Unpublished Document)
- ICEIDA, 2004, FALP Kalangala Monitoring Report 12-2004, Tripartite Internal Monitoring Report: Support to the Implementation of Uganda FALP in Kalangala District Unpublished Report
- ICEIDA, 2005a, ICEIDA's Policy and Plan of Operations. Approved by the Board of ICEIDA, Meeting no. 267, March 2004 Reykjavik
- ICEIDA, 2005b, Terms Of Reference For Social Project Officer (Post I) Unpublished Project Document
- KIRKPATRICK, DONALD L., 1998, Evaluating Training Programs, The Four Levels San Francisco
- MPED: MINISTRY OF FINANCE, PLANNING AND ECONOMIC DEVELOPMENT, 2000, Poverty Eradication Action Plan – Executive Summary Retrieved on June 17. 2005 from: <http://www.finance.go.ug/peap.html>
- MGLSD: MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT, 2003, The MGLSD, Social Development Sector Budget Framework Papers 2003/04 – 2005/06
- MGLSD: MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT, 2004a, Guidelines for the Implementation of the Functional Adult Literacy (FAL) Programme Kampala
- MGLSD: MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT, 2004b, Guidelines for Continuous Assessment of Functional Adult Literacy Learners Kampala
- NAMBAGO, JOSEPH, 2004, Monitoring Report of Small Scale Business Course FAL Instructors of kalangala District. Held from March 31st – April 4th 2004 Unpublished Report
- NORAD, 1999, The Logical Framework Approach. Handbook for Objectives-oriented Project Planning Fourth Edition, Oslo [http://www.norad.no/default.asp?V\\_ITEM\\_ID=1069](http://www.norad.no/default.asp?V_ITEM_ID=1069)
- OKECH, ANTHONY AND ZAALY-EMBIKKE MAJANJA, 2002, Report of Needs Assessment Survey for Functional Adult Literacy in Project Document. Uganda 2002 Kampala, Ministry of Gender, Labour and Social Development
- PARLIAMENT OF UGANDA, 1995, The Constitution Of The Republic Of Uganda. Retrieved on June 17. 2005 from: <http://www.parliament.go.ug/constitution/chapt4.htm>
- SAMSET, K., 1993, Evaluation of Development Assistance – Handbook for Evaluators and Managers. Oslo: Royal Ministry of Foreign Affairs
- UGANDA BUREAU OF STATISTICS, 2002, The 2002 Uganda Population and Housing Census Report
- WORLD BANK, 2005, Costs and Financing Retrieved from World Bank web 14.6.2005: <http://www1.worldbank.org/education/adultoutreach/policy.cost.asp>

## ANNEX E: INSTRUMENTS

	Respondents/ Targets	Information Required
1.	<p>Local Government/ Administrative Units Leaders</p> <p><i>Methods: KIIs and Panel discussions [Questionnaire?]</i></p>	<ul style="list-style-type: none"> <li>• General Impact of project [anticipated and unanticipated effects]- poverty/incomes/livelihoods, literacy, health, participation etc</li> <li>• Causality/ attribution of outcomes to project interventions</li> <li>• Factors affecting project implementation</li> <li>• Factors affecting the participation of community members in the FAL – women, men, youth, elderly, PWDs</li> <li>• Relevance of FAL to the community members – women, men, youth, PWDs</li> <li>• Relate to their needs</li> <li>• Effectiveness [the extent to which the project has achieved its objectives and reached the target groups- wo/men]</li> <li>• Sustainability of project benefits [Evidence of LG capacity to continue supporting project activities after withdrawal of external support]</li> <li>• Key challenges</li> <li>• Lessons learned</li> <li>• Recommendations for further support and exit strategy</li> </ul>
2.	<p>LG Technical staff and Project Team – including instructors and CDWs</p> <p><i>Methods: KIIs, Panel discussions, reading documents</i></p>	<ul style="list-style-type: none"> <li>• Efficiency [ratio of inputs to outputs]</li> <li>• Budgets and work-plans [overall, annual, quarterly]</li> <li>• Indicators</li> <li>• Progress review reports [quarterly and annual] and activity reports: Delivery on planned [and not planned] Outputs - trade-offs</li> <li>• Sex and age disaggregated data on beneficiaries and instructors + other project participants</li> <li>• Literacy statistics- trends over 3 years [rate, programme, drop-out – by age and sex]</li> <li>• Learning materials (content) ToT: Adequacy, programme, process</li> <li>• Sustainability</li> <li>• Validity of project design [coherence, logical, assumptions/risks] – gender analysis.</li> <li>• Key factors for success/ failure</li> <li>• Lessons learned</li> <li>• Adequacy of equipment, infrastructure and facilities provided by ICEIDA</li> <li>• Project organization/structure and systems-management, reporting, monitoring]</li> <li>• Capacity needs/ skills gaps; existing skills competencies</li> <li>• Strengths, weaknesses, opportunities and</li> </ul>

	Respondents/ Targets	Information Required
		<p>threats to FAL in Kalangala</p> <ul style="list-style-type: none"> <li>• Alternative strategies for better achievement of objectives.</li> <li>• Recommendations for future support to FAL in Kalangala</li> <li>• How do you decide on timing and location of training</li> </ul>
3.	<p>Project Beneficiaries/ Learners</p> <p><i>Methods: FGDs, Observation Local documents, Database</i></p>	<ul style="list-style-type: none"> <li>• Literacy and numeracy skills acquired through FAL</li> <li>• Application of the knowledge and skills acquired</li> <li>• Most useful lesson(s)</li> <li>• Least useful lesson(s)</li> <li>• Were you consulted on the timing and location of the timing and location of the classes?</li> <li>• Who decided on timing and location</li> <li>• How has programme FAL classes affected your daily activity profile [m/n]</li> <li>• Post literacy programme change- in household or community; e.g. domestic violence, savings culture, etc → <i>access to credit</i></li> <li>• Awareness about key development issues [access to information e.g. CBS radio programme on FAL]</li> <li>• Change in socio-economic status after attending FAL</li> <li>• Factors affecting the participation of women, men, boys and girls in FAL</li> <li>• Opportunities for continued literacy → <i>Needs</i></li> <li>• Unmet learning needs [for women, men, youth, elderly, PWDs]</li> <li>• Recommendations for future FAL programmes in Kalangala</li> </ul>
4.	<p>Community Members/ not participating in FAL project include dropouts</p> <p><i>Method: FGD and / or KII</i></p>	<ul style="list-style-type: none"> <li>• Knowledge about the existence of the FAL programme</li> <li>• Reasons for not participating in the FAL programme (illiteracy)</li> <li>• Learning needs- women, men, youth, elderly, PWDs</li> <li>• Awareness about the CBS radio programme – Probe: heard, listened, participated, evidence of awareness, daily time of program</li> <li>• Opportunity costs for not participating in FAL</li> <li>• Why did you <i>drop-out</i>?</li> <li>• Recommendations for future FAL programmes in Kalangala</li> </ul>
5	<p>Households of learners + Households without learner and illiterate [FHH and MHH?]</p>	<ul style="list-style-type: none"> <li>• Awareness about FAL Radio Programme on CBS radio</li> <li>• Household size and members by sex/age</li> <li>• Main activities of the household</li> <li>• Sex and age of household member attending</li> </ul>

	Respondents/ Targets	Information Required
	4 literate / 1 illiterate  <i>Method: KII, panel discussion, observation</i>	FAL <ul style="list-style-type: none"> <li>• Change in socio-economic status of household as a result of the FAL programme</li> <li>• Do children go to school</li> <li>• Dreams for children and family</li> <li>• Interest of other members to join FAL classes</li> <li>• Recommendations for future FAL programmes</li> </ul>
6.	Policy makers (National)-MGLSD, PMAU, ICEIDA project manager  <i>Method: KII, Round table discussion</i>	<ul style="list-style-type: none"> <li>• Relevance to FALP, PEAP [including contribution]</li> <li>• Future cooperation/ feasibility of future support</li> <li>• Key lessons from the programme</li> <li>• Efficiency and effectiveness</li> <li>• Way forward on support to Kalangala FAL / Exit strategy</li> </ul>
7.	Key Stakeholders/ partners-MUK, LABE, UGADEN, LITNET, ADRA, MASAKA CDO  <i>Method: KII</i>	<ul style="list-style-type: none"> <li>• Adequacy/ appropriateness of content and approach of the FAL programme in Kalangala</li> <li>• SWOT of the Kalangala FAL programme</li> </ul>
	LABE	<ul style="list-style-type: none"> <li>• Has a unique approach / method been developed for fishing communities</li> <li>• Can it be used in other places /settings?</li> <li>• Where is it cristalized</li> <li>• Potential for replication (feasibility)</li> </ul>

