

SUPPORT TO QUALITY ASSURANCE FOR FISH MARKETING PROJECT (2009-2014)

PROJECT No. UG31391-0801

Implemented in 12 Districts around Lake Albert and Lake Kyoga by Ministry of Agriculture, Animal Industry and Fisheries, Directorate of Fisheries Resources (Uganda) Supported by Gov't of Iceland through ICEIDA



EXTERNAL FINAL EVALUATION

Final Report, May 2017

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External Final Evaluation Report of Support to Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014, Project No. UGA31391-0801 (May 2017)

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Cover page photos by Greenstar International (U) Ltd:

Main Feature: Weighing Nile Perch catch at Iyingo fish handling site on Lake Kyoga, Buyende district.

Top Right: Fish laid on weighing platform, at Akampala improved fish handling site on Lake Kyoga, Kaberamaido district.

Middle Right: QAFMP supported water borne toilet at Kawongo improved fish handling site on Lake Kyoga, Kayunga district

Bottom Right: Women fish processors/ traders drying their Silver Fish (Mukene) at Sebagoro improved fish handling site, Lake Albert in Hoima district

Disclaimer:

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of Government of Iceland, Government of Uganda or other institutions cited.

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The Directorate for International Development Cooperation, Ministry of Foreign Affairs, Government of Iceland, commissioned the external final evaluation of the “Support to Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014”. The project was implemented in partnership with the Directorate of Fisheries Resources in the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), and in collaboration with beneficiary district local governments and community structures in focal villages in targeted districts around Lake Albert and Lake Kyoga. Greenstar International (U) Ltd, a development and management consultancy firm (herein referred to as the Evaluator), undertook the final evaluation during March and May 2017.

The Evaluator extends appreciation to all levels of stakeholders - individuals, groups and institutions who contributed in one way or another to the successful execution of the assignment. Special thanks go to the following: project beneficiaries at the community level including opinion leaders and residents in the focal villages in districts of Ntoroko, Hoima, Buliisa, Nebbi (on Lake Albert), and Nakasongola, Apac, Amolatar, Kaberamaido, Serere, Buyende, and Kayunga (Lake Kyoga); the district leaders and participants in the two districts (Kagadi for Lake Albert and Ngora for Lake Kyoga), that never benefitted from the QAFMP, but accepted to be used as a control group; individuals who provided in-depth stories of change and gave permission for their photographs to be used in this report; QAFMP implementing partners at national level (MAAIF-DFR) and Local Government level (project districts) whose reflections and lessons learned from how the project complemented addressing their own priorities as contained in their fishery sub-sector investment plan and local government development plans; and participants in the stakeholders’ validation meeting held at the Icelandic Embassy offices in Kampala on May 18, 2017 who provided useful comments that enriched the evaluation report. These individuals are listed in the Annex table in Volume II to the Evaluation Report.

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About the Authors¹: The External Final Evaluation Team was constituted by Pascal Odoch (PhD) as the Team Leader, supported by a Fisheries Development Expert, a Fish Value Chain Development Expert, a Gender and Rights Expert, and a Statistician.

¹ See the full composition of the external evaluation consultancy team in Annex 5 to this Report.

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List of Acronyms and Abbreviations

AfDB	African Development Bank
ASSP	Agricultural Sector Strategic Plan
BMU	Beach Management Unit
CAADP	Comprehensive African Agriculture Development Plan
CAS	Catch Assessment Survey
CBMS	Community Based Management System
CSP	Country Strategy Paper
DAC	Development Assistance Committee
DFR	Directorate of Fisheries Resources
DRC	Democratic Republic of Congo
DSIP	Development Strategy and Investment Plan (DSIP)
EU	European Union
FAL	Functional Adult Literacy
FGD	Focus Group Discussion
FHS	Fish Handling Site
GoU	Government of Uganda
ICEIDA	Iceland International Development Cooperation
IT	Information Technology
LG	Local Government
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MFA	Ministry of Foreign Affairs
MT	Metric Ton
MTR	Mid-Term Review
NaFIRRI	National Fisheries Resources Research Institute
NDP	National Development Plan
O&M	Operation and Maintenance
OECD	Organization for Economic Cooperation and Development
PD	Project Document
PD-1	Program Document One
PD-2	Program Document Two
PEAP	Poverty Eradication Action Plan
PMT	Project Management Team
PSC	Project Supervisory Committee
QAFMP	Quality Assurance for Fish Marketing Project
QAM	Quality Assurance and Marketing
ToR	Terms of Reference
ToT	Training of Trainers
UGA	Uganda
UGX	Uganda Shilling
USD	United States Dollar

Glossary of Key Terms

The key terms used in this final evaluation report carry the same meanings assigned to them in the OECD-DAC Glossary of key terms in evaluation², except where operational definitions are specified in the QAFMP project documents or by the Evaluator under this assignment.

Terms	Operational Meaning
Operational definitions for selected terms based on OECD-DAC Glossary	
Development Objective	Intended impact contributing to physical, financial, institutional, social, environmental, or other benefits to a society, community, or group of people via one or more development interventions.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
External Evaluation	The evaluation of a development intervention conducted by entities and/or individuals outside the donor and implementing organizations.
Goal	The higher-order objective to which a development intervention is intended to contribute. Related term: development objective.
Impact	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Lessons Learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs. Related terms: result, outputs, impacts, effect.
Output	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
Results	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention. Related terms: outcome, effect, and impacts.
Results Chain	The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback. In some agencies, reach is part of the results chain. Related terms: assumptions, results framework.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time
Terms or concepts specifically defined by the evaluator	
Access	Access to safe drinking water is measured against the proxy indicator: the proportion of people using improved drinking water sources: household connection; public standpipe; borehole; protected dug well; protected spring; and rainwater collection (Source: http://www.who.int/water_sanitation_health/monitoring/jmp2012/key_terms/en/)
Coherence	The absence of contradiction between objectives in different fields
Coordination	Balanced and efficient interaction with outside agencies
Functionality	Functionality is basically about the number of water supply facilities that are operational at any given time. If you are a user and you go to a source, what are the chances that you will find it working? As of June 2014, Uganda had 109,000 point sources serving the rural community in the whole country. The significance of functionality is reflected in the reliability of those systems (Source: International Water and Sanitation Centre - website: www.ircwash.org/www.waterservicesthatlast.org)

² See OECD-DAC Glossary of Key Terms in Evaluation and Results Based Management 2010.

Improved fish landing site	See Box 1 in Main Report in section 4.3.2 under outcome indicator 4
Post-harvest loss	Post-harvest fish loss in the context of QAFMP is restricted to quality loss defined as “fish that has undergone changes (due to spoilage or physical damage) and is sold for a lower price than if no or minimum deterioration in quality had taken place”. It is mainly caused by poor handling and storage and poor processing from the time fish is captured from the water up to the time it is marketed (sold) at the landing site. It results in loss in revenue to the fish operators and to government at a macro level.

Executive Summary

This report presents the findings of the final evaluation of QAFMP conducted between March and May 2017. The summary gives key highlights in the report covering the introduction and background, the evaluation methodology, key findings, and the conclusion, key lessons learned and the recommendation.

Introduction and Background: The “Support to Quality Assurance for Fish Marketing Project-Project No. UGA31391-0801” was implemented by the Ministry of Agriculture, Animal Industry and Fisheries, Department (later upgraded to Directorate) of Fisheries Resources of the Republic of Uganda, with support from the government of Iceland, through ICEIDA. The project was implemented from 2009 to 2014 based on the bilateral cooperation agreement signed between the Government of Iceland, through ICEIDA, and the Government of Uganda, represented by the Ministry of Finance, Planning and Economic Development.

The QAFMP was implemented in 12 districts around the two project lakes; Ntoroko, Hoima, Buliisa, and Nebbi on Lake Albert, and Nakasongola, Apac, Amolatar, Kaberamaido, Serere, Buyende, and Kayunga on Lake Kyoga. Soroti is the 12th district although it only benefitted from renovation of its fisheries office block on account of the creation of Serere district by central government, in 2010.

The QAFMP was a consolidation of the bilateral collaboration on fisheries development in Uganda that started in 2001. The Iceland’s support to the fishery sub-sector in Uganda occurred at a time when the country was making concerted efforts to take-up export market opportunities in the European Union (EU) but was constrained by the EU strict phyto-sanitary and hygiene conditions for all fish products exported from the region, which at one time was affected by a trade ban. Most support to the fisheries sub-sector had been focused on improving fish quality for export market from Lake Victoria. Other lakes like Albert and Kyoga were not attended to, and yet they produced significant quantities of fish including Nile Perch and Nile Tilapia, which found their way to the Lake Victoria fish supply chain for the export market. There was a real risk that fishes from those lakes were entering the EU and other export markets without adherence to the regulations in place, which could cause another ban. The QAFMP was therefore conceived as an affirmative action to improve the fish quality challenges faced in order to meet the requirement for export and domestic market, for increased incomes and ultimately reduce on poverty levels among the fish-dependent communities.

The QAFMP development objective was to “reduce poverty” and “improved livelihoods of people in fish dependent communities”. This was to be achieved through three main QAFM intervention strategies of capacity development at community level for improved fish handling and quality assurance and marketing, development of improved infrastructure- improved clean water and sanitation facilities for fish handling and community use, and institutional capacity development for effective and efficient fish inspection and certification services. This was expected to achieve “reduction in fish post-harvest losses in project improved fish handling sites”, resulting in “increased volume (and value) of fish marketed”. The logical results chain or theory of change was that interventions by the project would result in a reduction of fish post-harvest losses that would lead to increased volume (and value) of fish marketed and ultimately resulting in improved income and livelihoods of fish-dependent communities.

Evaluation Methodology: The design and technical approach was based on “before and after method” supported by the “Triple Results Focus” which is linked to OECD-DAC evaluation criteria framework, namely: Did we (project) do the right things? (Relevance); did we (project) do right things, right? (Effectiveness, Efficiency, Impact and Sustainability); and how can we (project) improve, going forward? (Lessons learned and Recommendations). The Evaluator adopted a combination of qualitative and quantitative techniques, involving the use of seven instruments,

namely; desk review of secondary data and information, Key Informant Interview Checklist, Focus Group Discussion Guide, Individual Survey Questionnaire, Infrastructure functionality and utilization observation checklist, Fish product groups' data collection form, and Landing Site Fish Volume and Value form. For attribution of results, the design involved both project landing sites and the control landing sites.

Evaluation Process: Upon completion of field data collection and consultations, the first draft report was shared with the client for preliminary comments; these were addressed in the second draft report that formed the basis of the May 18th 2017 stakeholders' validation meeting at Iceland Embassy offices in Kampala; the key issues raised were reflected upon by the Evaluator and led to the production of the Draft Final Report. Later, the comments received from the Client on the Final Draft Report were addressed and resulted into this Final Evaluation Report.

Key Evaluation Findings: The evaluation findings have been summarised based on the evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. The project effectiveness has been summarised under the project objectives (results) targeted as per revised log-frame.

Relevance: The evaluation found that the project was highly relevant to the priorities of the partners and the needs of the beneficiaries, with overall rating of **"A" (highly satisfactory)**

- At nation level, the project was contextually relevant throughout the successive development planning frameworks- first the PEAP (FY 2004/05-2007/2008), later on NDP 1 (FY 2010/11-2014/15) and currently NDPII (FY 2015/16-2019/20); the agriculture sector development strategy and investment plan priorities, as well as the fisheries subsector policy priorities, and was to some extent aligned to the decentralisation policy framework governing local governments. QAFMP was also relevant to the Government of Iceland strategy and policy priorities for international development cooperation. The intersection of Uganda and Iceland's policy frameworks was on prioritisation of reducing poverty and improving the livelihood of the poor population dependent on the fisheries natural resource.
- At the institutional beneficiary level, the QAFMP was based on formal request by Government of Uganda (MAAIF/DFR) to address the institutional and human capacity development needs at DFR and District Local Government level to improve service delivery in fish quality assurance, inspection and certification services as a means to ultimately address the needs of the fish-dependent communities. The DFR and targeted Local Governments benefited through technical and financial support for capacity development (skills, equipment and tools), infrastructure development (district fisheries offices, fish handling facilities and clean water and sanitation facilities for community), and for promoting use of proper fish handling and processing methods and practices as a means of achieving improved fish quality and access to fish markets.
- At the community beneficiary level, the artisanal fisher groups and their families along the shoreline and the fish dependent communities in the immediate hinterland of the improved landing sites benefited from the project through: improved knowledge and skills for fish handling, access to fish handling facilities and water and sanitation for household use, and access to quality assurance, inspection and certification services by fish Inspectors. Furthermore, the community benefited from reduction in fish post-harvest losses which increased volume and better quality of fish marketed, leading to increased access to markets and increased prices and value of fish, which ultimately resulted in increased income and better livelihoods of these primary beneficiaries. The extended clean and safe water and improved sanitation facilities for community or household use also benefited the entire fish dependent communities within and in the hinterland of landing sites resulting in reduced in disease burden, which have translated into savings from reduced medical costs, saved on time spent by women and the girl child in fetching water, led to more productivity of the labour force and ultimately increased income and improved livelihoods of the population.

Effectiveness: The Evaluator established that to a greater extent, QAFMP implemented the approved activities as per the revised Logframe (PD-2). Despite the introduction of additional activities for "extra outputs", the Evaluator established that QAFMP delivered the planned outputs, and in some cases the

output targets were exceeded, which resulted has, some acceptable degree achieved the project outcome as indicated in summary table below. However, the delivery of some outputs on deepening training in QAM under output component one and infrastructure development under output component two delayed. Besides, the non- functionality of developed infrastructure limited their benefits to the community. Overall, the effectiveness of the project has been rated at “B” (Satisfactory).

Summary of Evaluation Findings against Project Results in Log-Frame

Project Results and Indicators	Summary of Achievement
PROJECT IMPACT (Development Objective): Improved livelihoods of people in fish-dependent communities	
Impact Indicator 1: Percentage increase in household incomes	<ul style="list-style-type: none"> • Contribution of fisheries to household incomes increased to 75.4% from 72% at baseline in 2009. • The project households increased engagement in alternative income generation with fishery related activities still leading at 57% followed by production of food crops (21.3%), wholesale and retail trade (14%), and livestock (7%). This shows a shift in concentration to the fishery sub-sector much more when compared to 2009 baseline values with crop farming (50.8%), Livestock farming (45.9% and commodity trade (17.7%) in project sites.
Impact Indicator 2: Percentage increase in livelihood indices of the target population	<p>Based on the livelihood indices considered by the project (derived from sustainable livelihood framework) there were indications of impacts that can be attributed to project interventions:</p> <ul style="list-style-type: none"> • Literacy rates in the project area stood at 75.4% with females recording high literacy rate at 86.3% with males at 64.4%, compared to 66.3% (males at 62.6% and females at 69.9%) in the control sites. The baseline average literacy rate for the original 9 project districts was established at 63%. • 70% of the respondents reported accessing health services from their nearest facilities compared to the baseline figure of 64%. • On food security, the households who ate three meals a day declined from 56.2% in 2009 to 32% in 2016. In the control area however, those who ate three meals a day stood at 16.3%. Uganda was experiencing food scarcity on account of rising food inflation occasioned by poor December 2016 harvests and this food shortage continued into the first quarter of 2017 when the evaluation was conducted.
Impact Indicator 3: Percentage increase in population that perceived improvements in their livelihoods	<ul style="list-style-type: none"> • The Evaluator established that majority (66%) of the population respondents reported improvement in their livelihood compared to 34% who did not.
PROJECT OUTCOME (Immediate Objective): Increased volume (and value) of marketed fish both in the domestic and export markets through reduction in post-harvest losses	
Outcome Indicator 1: Percentage reduction in fish post-harvest losses, or percentage increase in value of fish marketed (in UGX and US \$) in improved fish handling sites from baseline and, in comparison with control group	<p>The evaluation of the project outcome used the proxy indicator of the average unit price of fish marketed through improved fish handling sites for the most important commercial species which showed that prices were better compared to the baseline status and most importantly, compared to prices in control landing sites.</p> <ul style="list-style-type: none"> • Price of Nile Perch increased by 131% from the baseline and, in comparison with 56% in control site; • Price of Nile Tilapia increased by 95% from the baseline and, in comparison with 67% in control site, and • Price of Silver Fish (Mukene), where women are nested, increased favourably by 197% from baseline compared to 158% in control site. <p>The Evaluator noted that the original designs of the fish handling infrastructure were meant for the Nile Perch, and modification were made to accommodate tilapia that required gutting. The facilities for handling</p>

Project Results and Indicators	Summary of Achievement
	and processing of silver fish were also added later. The better prices at improved fish handling sites, in comparison with the prices at baseline and control site provide a strong evidence for attribution of results to project interventions.
<p>Outcome indicator 2: Percentage increase in volume (tons) of fish marketed in, or percentage increase in proportion of captured fish marketed in the improved fish handling sites from baseline and in comparison with control group</p>	<p>The average volume of fish marketed through improved fish handling sites declined (for Nile Perch and Silver Fish), over the QAFMP implementation period for reasons outside the control of the project, but still the decline was lower in project sites compared to control sites:</p> <ul style="list-style-type: none"> • Volume of Nile Perch marketed decreased by 6% from the baseline compared to 11% in the control group. • The volume of Nile Tilapia marketed increased by 26.6% from the baseline compared to a decrease of 0.4% in the control group. • The data for silver fish available for the project sites indicate a drastic decline in volume of 76% from baseline compared to a decline of 84.6% for silver fish in control group.
<p>Outcome indicator 3: Percentage of fish dependent population in improved fish handling sites with access to functional improved fish handling infrastructure and facilities for quality fish handling and marketing (and community use) in comparison with the baseline situation and project target.</p>	<ul style="list-style-type: none"> • The twelve fish handling infrastructure have the potential to reach 69.3% of the population who reported being engaged in fish-related economic activity representing 36,171 people out of the entire fish-dependent population of 52,422. • The eleven improved water and sanitation facilities have the potential to serve the whole population of 52,422 or 11,566 households. • 77% of the survey population reported ever accessing the improved fish handling facilities. • Functionality of facilities stood at 50% for FHS and 45% for water and sanitation facilities for community use.
<p>Outcome indicator 4: Percentage increase of the population with access to markets and market information</p>	<p>On Access to markets:</p> <ul style="list-style-type: none"> • The majority of the respondents (69.3%) reported having ever engaged in any fish-related marketing activity in the improved landing sites compared to the control group which stood at 37% in the control area sites • Fisher groups that reported selling fish to fish trucks increased to 73% (2016) from baseline value of 39% (2009) in comparison with 22% (2016) the control landing sites. • The respondents in the control group accessed markets at project improved landing sites especially Kanala and Kawongo. <p>On access to market information:</p> <ul style="list-style-type: none"> • Increase in population with access to market information during the survey stood at 49% higher than in 2009 (at 13%). • The percentage of population having knowledge of prevailing fish market prices increased to 79% (2016) from 42.74% at baseline (2009). • Fish groups who reported that fish traders booked their fish in advance stood at 64% in project sites compared to 37% in control sites.
<p>PROJECT OUTPUTS</p>	
<p>Output Component 1: Capacity building for increased knowledge and skills of local government staff, BMUs and the fishing community in fish quality assurance and marketing supported</p>	
<p>1.1: National and District Fish Inspectors trained as trainers of trainers (ToT) in fish quality assurance and marketing</p>	<p>This output was achieved and some targets exceeded: 100% (8) of National inspectors were trained and 180% (36/20) of LG inspectors were trained thus exceeding the project target</p>
<p>1.2: BMUs from prioritised districts around lake Albert and Kyoga received extensive training in fish quality assurance and marketing</p>	<p>The output was achieved and original targets in PD1 were exceeded: 142% (639/450) of BMU facilitators were trained and 133% 200/150 of fishing communities (BMUs) were trained (200/150). However, there was under performance on some key revised indicators meant to deepen skills and knowledge in QAM: 100% (40/40) of LG staff were retrained as ToT in</p>

Project Results and Indicators	Summary of Achievement
	QAM but only 58% (70/120) of fish product groups were actually retrained in QAM.
Output Component 2: Infrastructure and facilities for improved fish handling and marketing in selected landing sites developed and maintained	
2.1: Clean water and sanitation facilities for fish handling established in selected fish handling sites	This output was achieved as per revised target in PD2: 120% (12/10) fish handling sites with improved clean water and sanitation facilities for fish handling were developed in 12 districts.
2.2: Extended clean water and sanitation facilities for community use established in focal fish handling sites (extra output)	The output was achieved and the targets were exceeded: 275% (11/4) of fish handling sites installed with water and sanitation facilities for community use
2.3: Community based maintenance structures, and operation and maintenance (O&M) system for clean water and sanitation facilities established (Extra Output)	The output was achieved: 100% (11/11) of fish handling sites installed with water for community use, had established community based O&M with water and sanitation committees and local mechanical artisans. However, the O&M established was not appropriate for piped water systems, which has affected the functionality of facilities at 50% (6/12) of clean water and sanitation infrastructure for fish handling were function while 45% (5/11) of clean water and sanitation facilities for community use were functional compared to the target of not less than 95%.
2.4: Fish handling and processing technologies / facilities for demonstration purposes developed (Extra output)	The output was achieved with 233% (7/4) of fish handling and processing technologies/facilities for demonstration purposes developed, which largely benefit women involved in post-harvest fish processing and marketing activities.
Output Component 3: Institutional capacity building of DFR and LG fish inspectors covering skills, facilities, equipment and tools enhanced to facilitate efficient and effective fish inspection and certification service	
3.1: The national fish inspector's offices renovated, furnished and equipped and the documentation/ rapid alert system centre established	The output was achieved (100%, the national fisheries inspection office based Bugolobi in Kampala was renovated.
3.2: District fisheries offices refurbished and equipped with transport and inspection means	The output was achieved 100%, ten district fisheries offices were constructed including two that were renovated; the offices were equipped with solar, computers and motor cycles to support quality assurance and inspection service delivery.
3.3: Fisheries service centres of type A and type B, constructed with funding from ADB) furnished	This output was dropped as recommended in the MTR and that fact was reflected in the revised log-frame.
3.4: Quality Assurance manual for CA (DFR) for fisheries inspection services, and Codes of practice (CoPs) for fish processing prepared and produced	The output was achieved 100%, three sets of quality assurance manual and codes of practice were produced and delivered to relevant users.
3.5: Local Government Fish Inspectors refreshed in fish quality assurance and marketing	This output was achieved: 95% (57/60) of LG inspectors were refreshed in quality assurance and fish marketing, 63% (25/40) of LG Fish inspectors that received extended training in fish quality and marketing and 50% (20/40) of LG fish inspectors were gazetted. Though the percentages achieved appear small, the fish inspectors covered were adequate for the 12 facilities developed,
3.6: Fisheries inspection database functional at DFR and 11 focal districts (including Kalangala), and staff trained in ICT	The output was achieved 100%, one fisheries data base established at national level and was functional and 91% (10/11) of fisheries data base were established in 10 QAFMP districts, except Kalangala which was also targeted. The two districts of Kayunga and Kaberamaido only benefited from improved infrastructure facilities.

Efficiency: The Evaluator established that to a greater extent, QAFMP utilized the resources provided by partners and delivered all the planned outputs, which have led to the expected outcome. However, there were implementation challenges that resulted in delays and revisions in targets late in the life of the

project. At the same time the issue of non-functionality of some infrastructure facilities have limited access of the target beneficiaries to their services. Accordingly, the overall assessment of the performance of the project on criteria of efficiency has been rated at **“B” (Satisfactory)**.

- *Whether implementation was on time and on budget:* The project released and utilised the allocated budget in timely manner, and with overall absorption rate of 91% (92% for ICEIDA funds and 100% for GoU funds) as summarised below. As per revised PD-2, the project made budget adjustments due to cost overruns that were triggered by gross underestimates coupled with introduction of extra output, especially installation of clean water and sanitation facilities for community use. These adjustments were effected in accordance with the project procedures and duly approved by the PSC

Summary of project budget (USD) approved and utilised (2009-2014)

Funding Source	Initial Budget	Revised Budget	Actual Utilised	Absorption Rate
GoI/ICEIDA	3,411,389	6,194,229	5,623,500	91%
GoU/MAAIF	513,867	854,351	854,351	100%
Total	3,925,236	7,048,580	6,477,851	92%

- *Cost-effective implementation arrangements:* The QAFMP implementation arrangement utilised the existing government of Uganda’s planning and service delivery structures at the DFR and District Local Governments that cascaded to the community level. These were supplemented by QAFMP structures, notably the PSC and PMT). ICEIDA³ provided the requisite management and technical support.
- *Cost effectiveness of project outputs and outcome achieved:* Overall, the project utilised a total of USD 6.5 million US dollars to deliver outputs and outcome results that directly benefit 52,400 people. The KPMG Procurement Audit report of QAFMP infrastructure found that their cost-efficiency was comparable to those of other infrastructure in Uganda and the value for money was achieved. On the other hand, the investment cost per beneficiary for all outputs combined was 124 US dollars.

Impact: The QAFMP contributed to perceived and measurable improvements in living conditions and livelihoods of the target population. The project has had a large immediate impact on the three targeted beneficiary groups (DFR, Districts and Communities) in terms of the enabling environment created by infrastructure and facilities developed, capacity building and institutional development, and community sensitisation and awareness creation, as well as intermediate impact as presented under the project outcome and impact indicators highlighted in the table on performance against the project logframe results above. With regard to addressing gender equality issues, the project deliberately empowered women through support to the Silver Fish infrastructure improvement, especially the construction of fish racks, in addition to training in QAM. This elevated the profile of the women who have dominated the Silver Fish trade to the point that some progressive women have gone as far as acquiring boats and fish gear to directly engage in fishing, which was traditional an exclusive a male-dominated trade. In addition to promoting the Silver Fish as a “women trade”, the introduction of clean water and sanitation to the village compound was a genuine affirmative action for women, especially the girl child who is known to walk an average of half a kilometre and above to fetch borehole water, hence reducing time poverty. The

³ Up to the end of the year 2015 the Icelandic International Development Agency was an autonomous body responsible of administering bilateral development assistance of the Government of Iceland. With effect from 1st January 2016, ICEIDA was integrated into the Ministry for Foreign Affairs and the acronym, ICEIDA, now represents Icelandic International Development Cooperation; and bilateral assistance is now administered through Icelandic Embassies.

knowledge in ToT manual on environment and HIV and AIDS brought sensitivity to environmental management and the HIV mitigation measures, which empowered both men and women with the power of information and life skills essential for their very survival in the fishing villages. However, the constraints around functionality of the infrastructure investments reduced maximization of their potential project impacts. Accordingly, the performance of the project under the impact criteria was rated at “B” (Satisfactory).

Sustainability: The sustainability of project benefits and impact has some strength with regard to capacity developed among the population and government institutions. The weak link is in the O&M mechanism for the infrastructure. The functionality of improved infrastructure and the facilities for fish handling was only at 50% while for improved water and sanitation facilities for community use was at 45%. Hence the sustainability of the services from such improved infrastructure and facilities was already threatened and some intervention is required urgently to arrest the situation. Accordingly, the performance of the project under the sustainability criterion was rated at “C” (Fairly Satisfactory).

- *Technical sustainability.* The technical capacity developed among existing government of Uganda established structures at DFR and District Local Governments up to the community level are sustainable. The skills and knowledge, as well as infrastructure, equipment and tools acquired will have impacts beyond the project life.
- More benefits will accrue from functionality of the fish-handling infrastructure and clean and sanitation facilities for community use. The benefits range from improved health as a result of clean environment, reduced burden of WASH related diseases, better quality of life for women and children, protection of the environment as a result of reduced smoking, and improved management of the scarce fisheries resource through reduction in post-harvest loss. However, the benefits from improved infrastructure are threatened by weak O&M of the facilities, which will need to be addressed.

Conclusion: The Evaluator has established that the project was contextually relevant, environmentally friendly, socially acceptable and politically well received and supported. In terms of efficiency and effectiveness, it achieved the planned outputs, which to a greater extent achieved the expected outcomes of improved fish value which cushioned the fishers as volume did not improve. The project deliberately empowered women through support to the Silver Fish infrastructure improvement, especially construction of drying racks, which raised their profile as a dominant force in silver fish trade, with some progressive women acquiring boats and fishing gears to directly engage in fishing that has traditionally been a male-dominated trade. The introduction of clean water and sanitation to the village compound was a genuine affirmative action for women, especially the girl child, which reduced their burden of travelling long distances to fetch, hence reducing on time poverty. Ultimately, the project contributed to improved household livelihoods and community wellbeing. Much more could have been achieved if the appropriate operation and maintenance mechanisms were built into project design and implementation arrangements aligned with the centre-local service delivery mandates and allowing partnership with private sector and civil society entities that have comparative advantages in the application of O&M based on business model.

Key lessons learned: The lessons learned are fundamentally two-fold:

- Development projects with infrastructure development components require, from the outset: clarity of ownership and management responsibilities for O&M, well defined institutional arrangements that draw from best practices and provide for partnerships with organisations that have comparative advantages in implementing appropriate O&M models; and financial arrangements, which specify the sources of funds for O&M, setting aside and securing the funds on an escrow account, and ring-fencing

the utilisation of the funds for intended purpose with transparent accountability mechanisms. The QAFMP demonstrated that O&M mechanisms ought to be formally built-in right at the heart of project design as this would guarantee that local revenues mobilised from the improved FHS are proportionately used to support both governance (Local Government Council work as provided for in Uganda's Decentralisation Policy) and institutional O&M (Fisheries offices and FHS investments).

- Projects that aim at elevating the status of women achieve better results when the beneficiary women themselves drive the development intervention as was the case with promotion of the Silver Fish. The “QAFMP women” have dominated the Silver Fish trade and succeeded in breaking barriers to traditionally male dominated trades like owning fishing boats and cotton crop, regarded as “a male crop” in most parts of post-conflict Northern Uganda. These socio-economic shifts were slowly being accepted and embraced by society, which is still male-dominated.

Key recommendation: Arising from the conclusion and key lessons learned, it is clear that the benefits of the project stand to be lost if there is no immediate action to correct the weakness in the O&M of the Infrastructure developed by QAFMP, hence one key actionable recommendation stands out:

It is highly recommended that the partners, especially, ICEIDA in collaboration with beneficiary districts and the line Ministry of Water and Environment, should urgently engage Umbrella, which is public company mandated to manage O&M of piped water supply systems in small towns and rural areas outside the jurisdiction of National Water and Sewerage Corporation, to take-over and manage the piped water schemes. This will first involve technical assessment of requirements and availing resources to restore the piped water schemes to full functionality before they are handed over to a competent operator(s).

1.0 INTRODUCTION

1.1 Final Evaluation Report

This report presents the findings of the external final evaluation of the Government of Iceland supported project titled; “Support to **Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014, Project No. UGA31391-0801**”, which was implemented in partnership with the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), Department (later upgraded to Directorate) of Fisheries Resources (DFR) of the Republic of Uganda. The implementation of QAFMP was based on the cooperation agreement signed in 2009 between the Government of Iceland, through Icelandic International Development Agency (ICEIDA⁴) and the Government of Uganda, through the Ministry of Finance, Planning and Economic Development (MoFPED). Prior to QAFMP, ICEIDA had been supporting the fisheries sub-sector in Uganda since 2001, directly through support to the fisheries laboratory in Entebbe, and through other interventions such as support to the implementation of the Uganda’s functional adult literacy programme (FALP) in the fishing communities of Kalangala district, Kome islands in Mukono district and Buvuma district, as well as through support to the implementation of the multi-sector Kalangala District Development Programme (KDDP).

The QAFMP was implemented in 12 districts around the two project lakes; Ntoroko, Hoima, Buliisa, and Nebbi on Lake Albert, and Nakasongola, Apac, Amolatar, Kaberamaido, Serere, Buyende, and Kayunga on Lake Kyoga. Soroti is the 12th district although it only benefitted from renovation of its fisheries office block on account of the creation of Serere district by central government, in 2010.

The external (independent) final evaluation of QAFMP was commissioned by the Directorate of International Development Cooperation, Ministry of Foreign Affairs (Iceland), and was conducted during March to May 2017 by Greenstar International (U) Ltd. Based on the OECD-DAC criteria for evaluation standards as set out in the terms of reference for the assignment (*see summary of OECD-DAC evaluation criteria in annex table 1*), this report shows that, overall, the performance of the project was evaluated as **satisfactory**. The project was highly relevant to the priorities of partners and needs of the beneficiaries, its efficiency and effectiveness in terms of utilisation of project inputs, implementation of planned activities and delivery of planned outputs, achievement of the intended outcome and impact was found satisfactory. However, there were concerns about the sustainability of project outcome and impact as result of weak operation and maintenance mechanisms for the infrastructure developed, which has been highlighted in the report as the main action recommendation by partners.

The rest of this introduction section presents the brief description of the QAFMP project, elaboration on the rationale and purpose of the external evaluation assignment, as set out in the

⁴ Up to December 2015, the acronym ICEIDA stood for **Icelandic International Development Agency**, which was an autonomous agency responsible for administering Iceland’s Bilateral Development Assistance. With effect from January 2016, ICEIDA as an agency was abolished and its functions were absorbed into the Ministry of Foreign Affairs (Directorate of International Development Cooperation). However, the acronym ICEIDA was retained and stands for Icelandic International Development Cooperation.

terms of reference, and presents the outline of the structure or organisation of the final evaluation report.

1.2 The Quality Assurance for Fish Marketing Project (QAFMP)

Highlights of the QAFMP profile, objectives, beneficiaries and catchment are presented hereunder:

1.2.1 QAFMP Profile

Table 1 below presents a summary of the QAFMP official information, which has been compiled from the project document and relevant project reports.

Table 1: QAFMP Profile

Project Number	UGA 31391-0801
Project Title	Support to Implementation of Quality Assurance for Fish Marketing Project (QAFMP)
Sector or Sub-Sector/DAC Code	Fisheries Sub-sector/ DAC Code: Fishery services - 31391
Implementing Agency	Government of Uganda through the MAAIF; Government of Iceland through ICEIDA
Funding Modality	Project Support - C01
Initial Project Budget (ICEIDA & GoU)	USD 3,925,237
Additional Funding	3,123,344
Revised Project Budget	7,048,580
Amount disbursed/ utilised	6,477,851
Percentage disbursed/ utilised	92%
Initial commitment by ICEIDA	USD 3,411,369 (87%)
Additional funding	2,782,860
Final commitments by ICEIDA	6,194,229
Amount disbursed/utilised	5,623,500
Percentage disbursed/ Utilised	91%
Initial commitment by GoU	USD 513,867 (13%)
Additional funding	USD 304,484
Final commitment by GoU	USD 854,351
Amount disbursed	USD 854,351
Percentage disbursed	100%
Expected start date	April 01, 2009
Actual start date	Implementation of some activities started earlier in 2008
Period of start delay	None
Expected MTR Date (Midway)	September to December 2012
Actual MTR Date	March to November 2013
Period of MTR delay	Eleven calendar months
Original completion date	December 31 st , 2013
Actual completion date	December 31 st , 2014 (Extension formally approved)
Period of completion delay	Six months in lieu of defects liability period for 2 more infrastructures.
Project Target Beneficiaries	45,000 (2009), or 52,400 people (2014).

Source: QAFMP Project Completion Report, 2016

1.2.2 Project objectives

As summarised in table below, the project’s overall objective was to “reduce poverty among fishing communities” (PD1 on page 11), or as defined in Log-frame (PD1 and PD2) “improved livelihoods of people in fish dependent communities”. This was to be achieved through: 1) “reduction of post-harvest losses in project improved fish handling sites”, which can be regarded as the main operative outcome target of the project, and 2) “increase in the volume (and value) of fish marketed in improved fish landing sites”. The logical results chain, thus, indicated: reduction of post-harvest losses leading to increased volume (and value) of fish marketed and ultimately resulting in improved income and livelihoods of fish-dependent communities.

Table 2: The Objectives of QAFMP

Objective levels	Objective description
Development Objective (Impact)	Improved livelihoods of people in fish-dependent communities
Immediate Objective (outcome)	To increase volume of marketed fish both in the domestic and export markets through reduction in post-harvest losses
Output Components (immediate results)	1) Capacity building for increased knowledge and skills of local government staff, BMUs and the fishing community in fish quality assurance and marketing supported
	2) Infrastructure and facilities for improved fish handling and marketing in selected landing sites developed and maintained
	3) Institutional capacity building of DFR and LG fish inspectors covering skills, facilities, equipment and tools enhanced to facilitate efficient and effective fish inspection and certification service
	4) Project Coordination and Management, and M&E strengthened to deliver and sustain project results (outputs, outcome and impact)

1.2.3 QAFMP beneficiaries

The target beneficiaries of the QAFMP fell into two broad categories; the immediate and intermediate beneficiaries and primary or ultimate beneficiaries as summarised in table below.

Table 3: QAFMP category of beneficiaries

Level	Target	Intervention strategy and expectation
Immediate/intermediate beneficiaries	<ul style="list-style-type: none"> The Directorate of Fisheries Resources (DFR) The Local Governments in the project area. 	Assisting the DFR and targeted Local Governments through extending technical and financial support to address fish quality assurance and safety concerns by improving inspection and certification services; improvement of fish handling facilities; and promoting use of proper fish handling and processing methods and practices as a means of achieving improved fish quality and access to fish markets
Primary or ultimate beneficiaries	<ul style="list-style-type: none"> Fishing dependent communities Beach management units (BMUs) 	<p>Artisanal fishers and their families along the shoreline and fish dependent communities in the immediate hinterland of the landing sites will benefit from the project through:</p> <ul style="list-style-type: none"> Improved knowledge and skills for fish handling, access to fish handling facilities and water and sanitation for household use, and access to quality assurance, inspection and certification services by fish Inspectors. Reduced fish post-harvest losses resulting in increased volume and better quality of fish marketed, leading to increased access to markets, and increased prices and value of fish and ultimately increased income and better livelihoods. Extended clean and safe water and improved sanitation facilities for community or household use spreading the project benefits to the entire fish dependent communities in the hinterland of landing sites resulting in reduced disease burden, which translates into savings from reduced medical costs, more productivity of the labour force and ultimately increased income and improved livelihoods of the population.

1.2.4 QAFMP catchment profile

(a) The driver of QAFMP development cooperation

The Iceland–Uganda bilateral cooperation in the fish sub-sector targeting Lakes Albert and Kyoga was considered when Uganda’s effort to take up fish export opportunities to EU through the “Everything But Arms”⁵ initiative, faced stringent conditionality, i.e. imposition of strict phytosanitary and hygiene conditions for all fish stocks exported. Following three successive bans for export products from Uganda that characterized the late 1990’s (1997-2000), Uganda instituted several food safety and quality assurance measures in the fisheries chain to safe guard the exports to Europe. Among the measures instituted was the gazetting of landing sites on Lake Victoria and establishing an inspection system to control safety and quality of fish harvested through the country’s gazetted landing sites. All factories that were processing fish for the EU market were expected to collect fish from the gazetted landing sites and were placed under strict control of central inspection services of the DFR, based at Entebbe.

The QAFMP project was conceptualized at the time when Lake Victoria was the lead attraction for overseas development assistance, to seize the emerging market opportunities that had dawned on developing countries such as Uganda from the EU market, among others. The necessity to increase both fish production and quality compliance prompted DFR to develop measures and interventions using resources realised from the then development partners, notably the World Bank through the Lake Victoria Environmental Management Programme (Phase 1) [1997-2005] and the Implementation of Lake Victoria Fisheries Management Plan [2003-2010] funded by EU; and the Fisheries Development Project [2003-2010] supported by the African Development Bank, among others, to prioritize and focus on Lake Victoria. Most of the support provided by the above key development partners was expended on improving the quality assurance system for the products mainly coming from Lake Victoria and as such, many of the newly constructed landing sites were found on Lake Victoria.

As the export markets gained momentum, the Nile Perch and Nile Tilapia catches from Lake Victoria however, began to decline in the mid-2000s, and this triggered increasing incidences of fish smuggling by the traders from Lake Albert and Lake Kyoga to the landing sites on Lake Victoria, thereby posing new attendant challenge - fish from those lakes entering the EU and other export markets, without adherence to the regulations in place. Besides, considering that most of the fish from the two lakes (Albert and Kyoga) were destined to the regional markets such as Rwanda, Democratic Republic of Congo (DRC) and South Sudan and sold widely on the domestic markets, there was growing concern for possible consumption of poor quality and/or unsafe products from those lakes by the local and regional consumers. This presented challenges to the fish-subsector mandated Ministry/Department to address quality assurance issues of fish in the two fish production zones. Recognizing the likely trade barriers this scenario could cause on the access of fish to regional and international markets, as well as responding to the growing need to improve the safety and quality of fish consumed locally and in the region, the Ministry of Agriculture, Animal Industry and Fisheries, through the DFR, contacted ICEIDA for technical and financial assistance regarding the improvement of the fish quality assurance system for fish from the two Lakes, Kyoga and Albert.

(b) Project catchment

At institutional level, the then Department of Fisheries Resources in collaboration with ICEIDA formulated the project “Quality Assurance for Fish Marketing” (2009–2013). The project was expected to be implemented specifically as an affirmative action for Lake Kyoga and Lake Albert regions to bring the quality assurance systems for the fish from these regions to the level that was already in place in the Lake Victoria region.

⁵ Refer to EU ACP Trade Partnership under 9th Lome convention

At geographical level, the project supported the beneficiary local governments' fisheries departments, the BMU institutions at community level plus the fish product groups and other fish dependent communities along the shores of Lakes Albert and Kyoga. This was significant considering that for instance, NaFIRRI Catch Assessment Survey (CAS) (2012), showed that Lake Albert was then the second-most productive lake in Uganda after Lake Victoria, worth UGX 122.5 billion (approximately USD 40 million) annually.

At livelihood level, Lake Albert supports the livelihood of communities in the districts of Ntoroko, Kagadi, Kibaale, Hoima, Buliisa, Nebbi districts while Lake Kyoga supports the livelihood of communities in the districts of Nakasongola, Amolatar, Apac, Kaberamaido, Serere, Ngora, Buyende and Kayunga districts thereby providing livelihood to a combined population of over three million people, directly and indirectly.

1.3 QAFMP External Final Evaluation Assignment

1.3.1 Rationale

The external final evaluation was conducted as part of the standard policy of the Government of Iceland, Ministry for Foreign Affairs, which stipulates that all major projects supported undergo an independent evaluation relatively soon after completion. The final evaluation would also fulfil accountability and learning purposes.

1.3.2 Purpose

The external final evaluation is meant to throw light on the degree to which project outcomes have been achieved; whether outputs have been produced as planned and whether inputs have been deployed maximally and efficiently. It also provides a pointer to key lessons for future similar interventions in Uganda or elsewhere.

1.3.3 Scope

The scope of the evaluation was to assess in the eleven (11) project districts and two (2) control districts i.e. five (5) districts around Lake Albert and eight (8) districts around Lake Kyoga, whether and to what degree the immediate objectives of the project were achieved and have contributed to the long-term objective of improved livelihoods (economic and social living conditions) of the target population. It further assessed whether the project was well implemented in terms of producing the planned outputs through efficient use of inputs. The evaluation followed the current Organization for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC) Quality Standards for Development Evaluations and addresses: relevance, effectiveness, efficiency, impact and the sustainability of the project.

The assessment of cross-cutting issues of gender equality as well as environmental sustainability have also formed an integral part of the evaluation assignment scope, in line with the project document. In addition, The Evaluator included HIV and AIDS in the assessment considering that is a cross-cutting issue in Uganda's development planning framework and was part of the QAFMP beneficiary training syllabus.

1.4 The Independent Final Evaluation Team (The Evaluator)

The evaluation team consisted of a rich blend of expertise headed by Pascal Odoch, PhD., as Team Leader, a Fisheries Development Expert, a Fish Value Chain Development Expert, a Gender and Rights Expert, and a Statistician (See full composition in Annex 5 to this Report). In producing this report, the Evaluator adopted a combination of qualitative and quantitative techniques, involving the use of seven instruments, namely; 1) desk review of secondary data and information, 2) Key Informant Interview Checklist, 3) Focus Group Discussion Guide, 4) Individual Survey Questionnaire covered 707 respondents (i.e. 394 project and 313 control areas), 5) Infrastructure functionality and

utilization observation checklist for the 33 investments, 6) Fish product groups' data collection form, and 7) Landing Site Fish Volume and Value form.

1.5 Structure of the Main Report

This Main Report (Volume I) is structured into five chapters. Under chapter one, the report presents the rationale and scope of the independent external evaluation assignment, highlights of the QAFMP. Chapter two elaborates on Uganda's development planning frameworks and contexts relating to the fishery sub-sector under which the QAFMP was nested. The chapter also details successive Government of Iceland overseas development priorities and strategies that influenced the QAFMP focus and congruence to Uganda's own priorities during the project period. Chapter three discusses the approach and methodology that guided the assignment execution including limitations there-in. Chapter four contains key evaluation findings as per the Terms of Reference contained in Annex table 4 to this Report, especially featuring the project results framework and the standard OECD-DAC evaluation criteria, notably, relevance, effectiveness, efficiency, impact, and sustainability. Crosscutting issues of Gender, Environment and HIV and AIDS are also contained in this Chapter as well as lessons learned. Chapter five summarises the evaluation study conclusions and key recommendations to the core partners in the project. Supporting information and data on the evaluation are contained in Annex tables to this Report.

Volume two of the report presents additional relevant data and information, including primary sets collected in the survey.

2.0 BACKGROUND AND CONTEXT OF QAFMP

2.1 Uganda's Human Development Context

Uganda is categorized as a poor country with a low Human Development Index⁶ ranked number 164 out of 187 countries included on the report's Index. A total 19.7% of the citizens fall below the income poverty line of less than USD1.25 per day. Although life expectancy at birth has improved to 59.2 years and is now higher than the average for sub-Saharan Africa, it is still low. The Ugandan population is young: the median age is just 15.9 years. Students on average attend school for 5.4 years, though there is some disparity along gender lines in the expected number of years spent at school, with this figure slightly lower for female students. Over 83% of the population is based in rural areas, though the country's cities are growing in population at a faster pace than rural parts of the country (UNDP, 2014).

2.2 Uganda's Agriculture Development Strategy under PEAP

Over the years, Uganda has developed a relatively strong tradition of development planning with its first Poverty Eradication Action Plan (PEAP), internationally known as Poverty Reduction Strategy Paper (PRSP), was hailed for its inclusiveness and people-centred approach. In 1997, the first PEAP (PEAP-I), a strategic development planning framework for addressing key poverty challenges, was developed and launched. The PEAP implementation operated on a three-year planning modality. During its process of implementation, new challenges arose which led to its first revision to PEAP-II in the year 2000, and later a third-generation successor (PEAP-III) 2004/5-2007/8. The QAFMP was conceived under the PEAP-III framework and was aligned to one of the pillars - "enhancing production, competitiveness, and incomes".

⁶ United Nations Development Programme (UNDP). (2014). Human Development Index 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience. Retrieved from <http://hdr.undp.org/en/2014-report>

2.3 Uganda's Agriculture Development Strategy under NDP

The 3rd generation PEAP transitioned into a 5-year medium term plan, the first National Development Plan (NDP-1) 2010/11-2014/15, whose theme was “Growth and employment for socio-economic transformation”. The NDP-1 regarded agriculture as a primary growth driver, with high potential to elevate rural poor out of absolute poverty. It was during this transition from PEAP to NDP planning framework that the QAFMP was developed. It is observed that while the poverty reduction strategies as articulated in the three generation PEAPs prioritized social services, the successor strategy, the first National Development Plan (2010/11-2014/15), maintained the same vision of poverty eradication but with a focus on economic transformation and wealth creation. As a result, under the first National Development Plan (2010/11-2014/15), Government, with concerted support from its development partners, not only achieved reduction in absolute poverty from 24.5% in 2009/10 to 19.7% in 2012/13 but also increased per-capita income from US\$665 in 2009/10 to US\$788 in 2013/14.

Launched in 2013, the country's long-term perspective aspiration, National Vision 2040, envisions “A transformed Ugandan society from peasant to a modern and prosperous country within 30 years”. The attainment of this National Vision, in the context of agriculture (crop, livestock, and fisheries sub-sectors) and rural development however, will not be without hurdles as leading binding constraints facing the country's development include inadequate stock and quality of the country's human resource, gender imbalance, inadequate quality and stock of development infrastructure, among others. Subsequently, in June 2015, NDP-II 2015/16-2019/20, whose theme is “Strengthening Uganda's Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth” was launched with recognition that key challenges facing agriculture and rural development sectors remain critical because the sector constitutes the mainstay of the majority population. Indeed, “. . . Over 88% of Uganda's population lives in rural areas and are engaged in agriculture . . .⁷ Agriculture employs about 72% of the total labour force (including disguised labour), 77% of whom are women⁸. As such the NDP-II priorities are linked and translated by districts and the sub-county local governments with the aim to enhance integrated planning that fosters competitiveness, create additional wealth and employment while emphasizing inclusive and sustainable growth.

2.4 Development Strategy and Investment Plan (DSIP-I)

Uganda's development planning framework is sector-based and where the approved priorities are implemented within a sector-wide approach. As such in the sector where the QAFMP was nested, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) has in place a sector investment plan that contains the crop, animal, and fisheries sub-sectors. This explains why at the sector level, the QAFMP was aligned to the agriculture sector development strategy and investment plan (DSIP) 2010/11–2014/15. The DSIP's development objective was to increase rural incomes, and improve household food and nutrition security. The immediate objectives of DSIP were to enhance sustainability of agriculture development (including fisheries) and sustain markets for primary and secondary agro-food products.

The successor plan, the Agricultural Sector Strategic Plan (ASSP) 2015/16-2019/20 for Uganda, developed within the context of Comprehensive African Agriculture Development Plan (CAADP), is a 5-year strategy for the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) that defines the priorities and interventions in bid to transform the sector from subsistence farming to commercial agriculture. Clearly, the QAFMP was conceptualized to contribute to the *market and value addition* component of the fish sub-sector constraints. Key sector constraints are summarised in the table below.

⁷Ministry of Agriculture, Animal Industry and Fisheries, 1996

⁸Second National Development Plan 2015/16-2019/20 (NDP-II)

Table 4: Agriculture sector development constraints

Production and productivity	Inadequate agricultural technology development; Inadequate agricultural technology delivery and adoption; Poorly functioning pest, vector and disease control system; Degradation of land resources; Dependence on rain-fed agriculture; Farm power constraints; Lack of agriculture-sensitive finance; and Inadequate agricultural infrastructure
Market and value addition	Sub-optimal inputs market and distribution system; Poorly functioning standards regulatory services; Lack of value addition support mechanism/ enablers; Low incidence of collective marketing; and Non-tariff barriers in export markets.
Enabling environment	Weak inter and intra sectoral coordination; Lack of capacity for policy-making and planning; Lack of current and updated agricultural statistics; Inadequate public education around key agricultural issues; Uncertain policy environment.

2.5 Fisheries sub-sector constraints during 2010-2015

Available documentation⁹ shows that, in the last one and half decades, the fisheries sub-sector, as the second largest foreign exchange earner to Coffee, played a significant contribution to the socio-economic conditions in Uganda, generating 2.6% of Gross Domestic Product (GDP) and 12 per cent to agricultural GDP. Fish exports to overseas markets increased from 1,664 metric tonnes valued at USD 1.4 million (UGX 5 billion) in 1990 to a peak of 36,615 metric tonnes valued at USD 143.6 million (UGX 517 billion) in 2005.

The DSIP identified fisheries sub-sector challenges to which QAFMP was prepared to address. These included overexploitation of fish stocks; and compliance with increasingly demanding international quality and safety standards for traded food products; and inadequate infrastructure for value addition, processing, marketing, storage, and distribution. In addition, access to market and value addition was one of the four key programmes for realization of agriculture sector DISP. Under this programme, there were a number of sub-programmes, but the ones where QAFMP was most relevant were on improved capacity for regulation and enforcement and quality assurance, and increased participation of rural communities in value addition activities.

At sub-sector level, QAFMP was in line with the National Fisheries Policy; and specifically, policy areas No. 10 and 11 which promote measures to ensure quality, wholesomeness, safety of human consumption and value of harvested fish and fishery products, and achievement of increases in value and volume of fish marketed for consumption and export.

2.6 Institutional mandate of the Government in the Fishery Sub-sector

Within the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), the mandate of the fish sub-sector rests under the Directorate of Fisheries Resources which in turn operates through three Departments, that is, Aquaculture Management and Development Department; Fisheries Resource Management and Development (Natural Stocks) Department; and Fisheries Control, Regulation and Quality Assurance Department. The QAFMP aimed at contributing to the DFR objectives and that of the three departments as highlighted in table below.

⁹ See Jaabi, S. A., & Rasiah, R. (2014). Assessing the importance of fish exports in the economies of Uganda and the Gambia: A supply-side constraint analysis. *Issues in Business Management and Economics* Vol.2 (10), pp. 172-185. Available online at <http://www.journalissues.org/IBME/> and Department of Fisheries' Resources (DFR) Annual Report (2010/2011). Ministry of Agriculture, Animal Industry & Fisheries, Government of Uganda and the QAFMP Midterm Review Final Report, 2012.

Table 5: Agriculture sector mandated institutional mandate

Directorate/ Department	Objective
Directorate of Fisheries Resources (DFR)	Support sustainable, market oriented fish production, management, development, control quality and safety of fisheries products; for improved food security and household income.
Department of Aquaculture Management and Development:	Support sustainable, market oriented fish production and value addition; for improved food security and household income.
Department of Fisheries Resource Management & Development (Natural stocks)	Support sustainable exploitation of natural fisheries resources for fish and fish products.
Department of Fisheries Control, Regulation and Quality Assurance	To formulate, review and enforce fisheries legislation, regulations and standards for fish production, capture fisheries and processing

2.7 Uganda's Decentralisation Statute and Policy

In 1992, Uganda's Constituent Assembly (Parliament), enacted the Decentralisation Statute which provides for decentralisation and devolution of functions, powers and services at all levels of local governments to ensure good governance and democratic participation in, and control of, decision making by the people. Relatedly, the Local Governments Act, CAP 243, introduces a decentralised system of governance in Uganda. The local government structure is based on a four-tier structure of elected local governments, the most significant being at district and sub-county level in which the district councils are the highest administrative unit to the lower local council of LC-III as the lowest. Below the LC-III are the LC-II and LC-I. Under the Local Governments Act, Districts and Sub-counties or Town Councils are local governments (with legal corporate status) while other tiers like village, parish and county level, are administrative units. Local governments have mandate to manage decentralised services as they deem fit, which include fisheries sub-sector services.

2.8 Iceland Overseas Development Priorities and Strategy

In the case of Uganda, the government of Iceland also supported the QAFMP through two overseas development strategies, notably, 2009-2010 and again the 2011-2014.

2.8.1 Iceland Overseas Development Strategy during 2009-2010

During the period 2009-2010¹⁰, the Government of Iceland implemented its bi-lateral development programmes through the Icelandic International Development Agency (ICEIDA) and a total of six countries including Uganda formed part of the assistance strategy interventions largely in the areas of fisheries, education, energy, health, and water and sanitation. ICEIDA's cooperation with its partner countries was guided by the partner countries' own Poverty Reduction Strategy Plans and where country ownership formed an integral part.

During this strategy period, Iceland's bi-lateral development support mainly consisted of strengthening infrastructure and the basic pillars of society, focusing on human capital, education and capacity building. Iceland support to Uganda in 2009 came at a time when the country ranked number 143 of the 169 countries on the UNDP Human Development (Index) Report and where close to 20% of the country's budget came from external sources, i.e. both grants and development funding. It is also during this period that the Government of Iceland, through ICEIDA extended support to QAFMP.

2.8.2 Iceland Overseas Development Strategy during 2011-2013

A Parliamentary resolution on a Strategy for Iceland's Development Cooperation 2011-2013 was developed and adopted by Parliament (Althingi) on June 10, 2011. This successor strategy was in accordance with Act no. 121/2008 on Iceland's International Development Cooperation. A key

¹⁰ Overview of Iceland's Development Cooperation. International Development Cooperation at https://www.mfa.is/media/throunarsamvinna/Icelands_International_Development_Cooperation_MFA-ICEIDA.pdf

objective of the Act is to pursue a holistic approach to Iceland's overseas development policy. As a result, the strategy supported multilateral and bilateral cooperation, humanitarian assistance as well as peace-building efforts. Coming toward the tail-end of the Millennium Development Goals (MDGs) period, the Government of Iceland guiding principles for development cooperation are responsibility, credibility and results.

The strategy built on the then MDGs, by focusing on the fight against poverty and hunger, as well as highlighting human rights, gender equality, democracy, peace and security. The strategy further emphasized international agreements anchored on program for results and development effectiveness, such as the Paris Declaration and the Accra Agenda for Action. This explains the basis of Iceland's development cooperation with Uganda in this case, that has been directed towards reducing poverty and improving livelihoods in selected poor communities in Uganda, where fisheries play a significant role. The district authorities meanwhile constitute an integral part of the bilateral partnership. Additionally, the strategy envisaged Iceland's full membership in the OECD Development Assistance Committee (DAC) that underscores its project evaluations¹¹ framework and fundamentals.

2.8.3 Iceland Development Strategy during 2013-2016 and Uganda CSP, 2014-2019.

The strategy for Iceland's International Development Cooperation, 2013-2016, remains the overarching framework in guiding the country's official development assistance. It has identified priority areas of support as natural resources (fisheries and renewable energy); social infrastructure (education and health); and peace building (good governance and reconstruction). The strategy thus defines the scope of sectors, which includes the fisheries sub-sector.

The CSP states that "Iceland will support the Government of Uganda in achieving the Millennium Development Goals (MDGs) in line with the country's development priorities directed towards reducing poverty and improving livelihoods in selected poor communities where fisheries play a significant role". The sectors of focus are education, health and fisheries, with gender equality and environmental sustainability as crosscutting themes. Under the CSP, the modality for delivery of development support is at district level, with Buikwe and Kalangala as partner districts.

3.0 EVALUATION METHODOLOGY

3.1 Design and technical approach

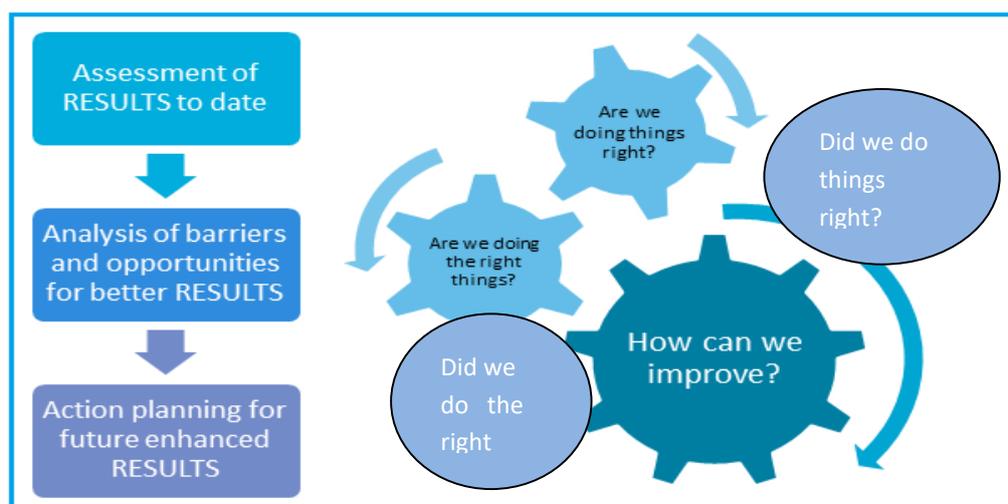
The overall methodological approach was based on "before and after method" supported by the "Triple Results Focus". These linked to three key overall evaluation questions, namely:

- a) Did we (project) do things, right? (**efficiency, effectiveness, impact and their sustainability**)
- b) Did we (project) do the right things? (**relevance**)
- c) How can we (project) improve, going forward? (**lessons learned, conclusion, recommendations**)

A focus on results formed a key dimension to each of these stages. The first overall question was addressed through an assessment of project results at completion; the second overall question was addressed through an analysis of barriers and opportunities for achieving relevance for better results; and the third overall question was tackled through identification of lessons learned to achieve enhanced future results. This is summarized below.

¹¹ http://www.iceida.is/media/pdf/Uganda_CSP_2014-2017.pdf

Figure 1: The Triple Results Focus



First, the *before and after* approach involved use of cross-sectional descriptive and analytical design for purposes of generating results that are comparable with the project baseline data collected in 2009 and later reconstructed in 2013. Data and information adequacy was supplemented by a recall design. Besides, the evaluation design involved both project and control sites. The desk review established that the two control landing sites (Sebagoro and Kawongo) earlier included in the QAFMP reconstructed baseline (2013) were later developed, and this prompted the Evaluator to identify two landing sites (Kitebere in Kagadi district on Lake Albert and Oggu/ Uggugu landing site in Ngora district on Lake Kyoga) that were not part of the QAFMP. Maintaining the control group in the study was meant to enhance the evaluation rigor especially attribution of results to project interventions in the project areas.

3.2 Evaluation criteria

The Evaluator was guided by the standard evaluation criteria that assesses relevance, effectiveness, efficiency, impact and sustainability. Under the impact parameter, the Evaluator applied the “Before and after method” to assess the beneficiaries level and perceptions on key project variables. Additionally, the Evaluator adopted a combination of qualitative and quantitative techniques, involving the use of semi-structured questionnaires, interview guides, focus group discussions guides, document review checklists and observation checklists to collect information on the different evaluation aspects of the QAFMP.

3.3 Methodology

3.3.1 Overview of evaluation implementation method

Execution of the final evaluation assignment was structured in the following four phases: (i) Planning and inception; (ii) Field work/data collection; (iii) Data entry, analysis and synthesis of information; and (iv) Report writing and finalization of the deliverables.

3.3.2 Study area and population

The final evaluation exercise covered project districts of Ntoroko (originally part of Bundibugyo district), Hoima, Buliisa and Nebbi on Lake Albert; and Nakasongola, Apac, Amolatar, Kaberamaido, Serere (originally part of Soroti), Buyende (originally part of Kamuli) and Kayunga districts on Lake Kyoga. In the control sites were Kagadi district (for Lake Albert) and Ngora district (for Lake Kyoga). The target study population covered the following groups:

- a) Fish-dependent beneficiary community households (women, men, youth, children, disabled);

- b) Landed fish value chain actors by gender (boat owners, boat hirers, processors, traders). These target groups were found actively engaged at the landing sites on Evaluator’s arrival.
- c) Key QAFMP stakeholders at institutional level included project partner management and beneficiary institutions notably, Foreign Affairs Directorate of International Cooperation-Iceland/ICEIDA/Iceland Embassy, MAAIF/DFR, former BMU leaders, private sector actors, such as truckers, and lower local government elected and technical staff whose contacts are contained in Volume II of this Report.

3.3.3 Data collection methods and tools

A set of the following instruments were used to facilitate data and information collection: Individual Survey Questionnaire, Fish Product Groups Interview Checklist, Key Informants Checklist, Focus Group Discussions Guide, and Infrastructure observation checklist.

3.3.4 Survey sampling size determination and selection

Based on the total number of fishing village households in the project area (N=11,566) (District Planning Units, 2017), the Yamane formula was used to generate the sampled households (n=409) in the project fishing villages in a population of 52,422 out of 11,566 households. Similarly, using the same formula, the total number of households in the control area stood at 319. Finally, the list of instruments and number of people and investments assessed is summarized in the table below.

Table 6: Final evaluation primary data and information sources

Instrument	Primary Source/s	Total Number Consulted
Individual Survey Questionnaire	Households	707 respondents (Project: 349; Control: 313)
Fish Product Groups Interview Checklist	Fish Product Groups	126 (Project sites); 27 (Control sites)
Key Informants Checklist	Key Informants (DFR, Fisheries Officers, District and Sub-county Officials)	90 interviewees
Focus Group Discussions Guide	Fishing group members	13 FGDs sessions (4 male sessions totalling 35 participants; 9 female sessions totalling 105 participants): Total participants – 140 participants
Infrastructure observation checklist	Infrastructure and facilities	33 infrastructure and facilities

Source: Final Evaluation Data, 2017

3.3.5 Data Cleaning and analysis

Data from the questionnaires were entered in Epidata 3.1 to support the analysis. The qualitative data collected from KIIs and FGDs were analysed using thematic content analysis, narrative analysis and comparative analysis techniques.

3.3.6 Reporting

Upon returning from field consultations, the first draft of the report was shared with the Client and comments there-from were addressed through issuing a second draft report that formed the basis of the May 18th 2017 stakeholders’ report validation meeting at Iceland Embassy offices in Kampala; the key issues raised were reflected upon by the Evaluator and led to the production of the Draft Final Report. Later, the comments received from the Client on the Final Draft Report were addressed and resulted into this Final Evaluation Report.

3.4 Limitations

3.4.1 Control sites

The QAFMP baseline reconstruction had used the 2 landing sites of Sebagoro (Hoima district) and Kawongo (Kayunga district) as control sites but during the project implementation they became

project landing sites. Having the two control sites that were used during the baseline reconstruction could have provided a much succinct comparative values and information. The Evaluator addressed this challenge by identifying two more unimproved fish handling sites in similar contexts (Kitebere fish landing site in Kagadi district for Lake Albert and Oggu/ Aggugu fish landing site in Ngora district for Lake Kyoga) to ensure this expectation of contrasts in evaluation, were achieved.

3.4.2 Elective Officials

The project was launched during the tenure of district and sub-county officials that held public office during 2006-2011 elective terms. In the 2016 general elections, however, some offices changed leadership and as a result selected incumbents were out of office during the evaluation undertaking. The Evaluator was fortunate to have accessed some former officials in the study areas especially because they had superintended in service delivery related decisions to the QAFMP.

3.4.3 Baseline data and memory recall

The project was implemented during a period spanning over half a decade (2009-2014). This was a long time for recall by beneficiary respondents. To mitigate the challenges around attribution, the Evaluator triangulated information and data obtained from various sources to bring forth the analyses and conclusions.

3.4.4 Policy reversal on BMUs

The project was implemented during a period when the Beach Management Unit (BMU) was the governance organ at Uganda's landing sites. Later in 2015, the BMUs were disbanded and this posed challenge because former BMU leadership members, who benefitted from the QAFMP interventions, were not participants at the transitional governance structures called landing site care-takers, instituted by government. Where possible, the Evaluator sought and accessed former BMU leaders as they did not feature prominently in the transitional fish landing sites' leadership, yet they had benefitted from some of the QAFMP interventions.

4.0 FINAL EVALUATION FINDINGS

The findings of QAFMP final evaluation presentation are aligned to the standard evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability, as well as the cross-cutting issues of gender equality, and environmental sustainability. The Evaluator found that the project was well conceived to address the fish quality needs at institutional and community levels, to reduce post-harvest losses, thereby increasing the volume and value of fish marketed, and ultimately contributed to improved livelihood of the fish-dependent communities. The implementation of the project was largely successful and there was flexibility in responding to emerging needs that increased its relevance to the intended development objective and impact. The planned outputs were delivered, despite initial delays in implementation of fish handling infrastructure component, which was revised downwards from the original target of 20 to 10 because of unforeseen cost changes and eventually raised to 12 facilities. The outputs have, to an acceptable degree, led to the achievement of intended outcome and impact, save for the challenges emanating from non-functionality of infrastructure and facilities for fish handling and clean water and sanitation facilities for community use which point to undermining sustainability of the project impacts. The Operation and Maintenance (O&M) mechanism should be revisited and addressed by partners as an outstanding issue through the QAFMP exit strategy.

4.1 RELEVANCE (Whether the project did the right things)

The Evaluator established that QAFMP was contextually highly relevant to the priorities of the partners' (Governments of Uganda and Iceland), as well as the priorities of the beneficiary institutions (MAAIF/DFR and District Local Governments) and the fish-dependent communities who were the ultimate beneficiaries. Accordingly, the overall performance of the project under this criterion was rated at "A", that is, its relevance was confirmed as **Highly Satisfactory**.

4.2 EFFECTIVENESS (The extent to which project did the right things, right)

The Evaluator established that QAFMP delivered the planned outputs as approved in the revised Logframe (PD-2), and in some cases output targets were exceeded. The delivery of project outputs has to some extent lead to the achievement of the project outcome. However, the delivery of some outputs on deepening training in QAM under output component one and output component 2 on infrastructure development delayed. Besides, the non- functionality of developed infrastructure limited their benefits to the community. Overall, the effectiveness of the project has been rated at “B”, that is, **Satisfactory**.

4.2.1 Effectiveness of Project in Delivery of Planned Outputs

The findings address the question of whether the planned project outputs were delivered. The Evaluation findings are presented using the effectiveness assessment tool as indicated under each of the four output components in the QAFMP revised log-frame.

Output Component 1: Capacity building for increased knowledge and skills of local government staff, BMUs and the fishing community in fish quality assurance and marketing supported.

The project achieved the planned outputs under output component one with most indicators considered recording effectiveness of 100% and some exceeding their targets as shown in table 7. The output indicators that returned underperformance were; the number of fish product groups (BMUs) trained in quality assurance and marketing-QAM (extra indicator) that stood at 58% (70/120), the number of women that participated in QAM training was less than the target of at least 33%, and the number of regional study tours or meetings for BMU/QAM groups achieved was only 19% (13/16). The evaluator found that the project management responded to the criticism in the QAFMP Midterm Review Report (MTR) that the use of FAL in BMU approach had not been effective in delivering extensive training in fish quality. The extra indicators introduced in the revised log-frame were meant to deepen the training in QAM in line with the MTR recommendations.

Table 7: Assessment of project effectiveness for outputs under component one

Project Outputs	Output Indicators	Target (2009)	Revised Target (2013)	Achieved (2014)	
				No.	%
1.1 National and District Fish Inspectors trained as trainers of trainers (ToT) in fish quality assurance and marketing	Number of national Fish Inspectors Trained as Trainers of Trainers (ToT) in fisheries and fish quality assurance (FAL in BMU approach)	15	8	8	100%
	Number of Local Government Fish Inspectors and other staff trained as ToT in fisheries and fish quality assurance (FAL in BMU approach)	20	20	36	180%
1.2. BMUs from prioritised districts around lake Albert and Kyoga received extensive training in fish quality assurance and marketing	Number of community facilitators (BMUs) trained in fisheries and fish quality assurance	Not stated	450	639	142%
	Number of fishing communities (BMUs) trained in fisheries and fish quality assurance (FAL in BMU approach)	150	150	200	133%
	Number of Local Government Fisheries staff and other selected officials retrained as ToT in fish quality assurance and marketing (QAM) (Extra Indicator)	-	40	40	100%
	% of women participating in ToT Training for QAM	-	>33%	>33%	<33%
	Number of fish product groups (BMUs) trained in QAM (Extra Indicator)	-	120	70	58%
	% of women participating in QAM training	-	>33%	>33%	<33%
	% training session content that integrated gender in the	-	5%	5%	100%

	BMU QAM training				
	% of training session content covering HIV/ AIDS and Environment awareness integrated in the BMU QAM trainings	-	5%	5%	100%
	Number of regional study tours/ meetings for BMU QAM groups conducted	-	16	3	19%
	% of women that participated in QAM group regional tours	-	>33%	>33%	>33%

Output Component 2: Infrastructure and facilities for improved fish handling and marketing in selected landing sites developed and maintained

All the planned outputs under component two were achieved and most targets were exceeded as highlighted in table 8. The revised target of 10 fishing handling infrastructure was achieved and 2 more sites were later on approved by the PSC and ICEIDA based on the request from DFR, which resulted into a cumulative total of 12 improved fish handling facilities in 11 districts. The Clean water and sanitation facilities for community use was integrated in the improved fish handling facilities already developed and in the new ones developed after Logframe revision. Overall, 11 water and sanitation facilities for community use were installed in all focal villages, except in Panyimur whereby the small towns water supply system was planned by government. It is important to note that the QAFMP supported installation of water and sanitation facility at Dei fishing village in Nebbi district, executed by UNICEF, through Water Mission Uganda, though it was not reflected in the QAFMP completion report.

The QAFMP was flexible in responding to emerging needs of fisher groups as recommended in the MTR, which resulted in development of Panyimur fish market and other fish processing technologies like silver fish (Mukene) drying racks that targeted women involved in post-harvest processing activities as opposed to men that benefited more from the fresh fish production and marketing chain. In that regard, the project delivered seven fish processing facilities, up from the target of three that were meant for demonstration purposes. This was in response to the demand for these facilities by women groups.

The evaluator established that the project put in place the planned operation and maintenance mechanism based on the community based maintenance system (CBMS) model. However, the CBMS model, which has been largely applied in operation and maintenance (O&M) of water point supply technologies in rural areas such as protected springs and shallow wells was clearly not an appropriate model for piped water supply technologies as indicated by the high rate of non-functionality of the infrastructure facilities of up to 50%.

Table 8: Assessment of project effectiveness for outputs under component two

Project Outputs	Output Indicators	Original Target (2008)	Revised Target (2013)	Achieved (2014)	
				No.	%
Output Component 2: Infrastructure and facilities for improved fish handling and marketing in selected landing sites developed and maintained					
2.1: Clean water and sanitation facilities for fish handling established in selected fish handling sites	Number of fish handling sites equipped with clean water and sanitation facilities	20	10	12	120
	Number that comply with environment regulations	20	10	12	120
	Number that address gender specific needs	20	10	12	120
	Number that comply with HIV/AIDS safety procedures	20	10	12	120
2.2: Extended clean water and sanitation facilities for	Number of fish handling sites installed with extended clean water and sanitation facilities for community use	-	4	11	275%

community use established in focal fish handling sites (extra output)	Number that comply with environment regulations	-	4	11	275%
	Number that integrated gender specific needs	-	4	11	275%
2.3: Community based maintenance structures, and operation and maintenance (O&M) system for clean water and sanitation facilities established (Extra Output)	Number of water and sanitation facilities with trained and functional water and sanitation committees	-	4	11	275%
	% of women on executive positions of water and sanitation committees	-	>33%	>33%	100%
	Number of facilities with local artisans (mechanics) trained and equipped	-	4	4	100%
	% of installed clean water and sanitation facilities that are functional	-	>95%	<50%	<50%
2.4: Fish handling and processing technologies / facilities for demonstration purposes developed (Extra output)	Number of fish handling and processing technologies/ facilities for demonstration purposes completed and commissioned	-	3	7	233%

Output Component 3: Institutional capacity building of DFR and LG fish inspectors covering skills, facilities, equipment and tools enhanced to facilitate efficient and effective fish inspection and certification service

The evaluation confirmed that the project delivered the planned outputs with most of the output targets performing above 90% to 100% except in three areas where there was slight performance, that is, the number of community fish inspectors (at community) that received refresher course in QAM (revised indicator) stood 63% (25/40), the local government fish inspectors that received extended refresher course in QAM (revised indicator) which stood at 63% (25/40), while the number of local government fish inspectors that were gazetted (new indicators) recorded 50% out-turn, that is (20/40), as highlighted in table 9. Again, the QAFMP management, the Evaluator found, promptly responded to the MTR recommendation through extending training of LG fish inspectors in fish quality assurance and marketing and thereby equipped them with adequate skills for fish quality inspection and certification services.

Table 9: Assessment of project effectiveness for outputs under component three

Project Outputs	Output Indicators	Original Target (2008)	Revised Target (2013)	Achieved (2014)	
				No.	%
Output Component 3: Institutional capacity building of DFR and LG fish inspectors covering skills, facilities, equipment and tools enhanced to facilitate efficient and effective fish inspection and certification service					
3.1: The national fish inspector's offices renovated, furnished and equipped and the documentation/ rapid alert system centre established	Number of national fish inspectors' office renovated, furnished and equipped	1	1	1	100%
3.2: District fisheries offices refurbished and equipped with transport and inspection means	Number of district fisheries offices constructed/ renovated and equipped	9	10	10	100%
3.3: Fisheries service centres of type A and type B, constructed with funding from ADB) furnished	Number of fisheries service centres furnished with furniture sets, computers, printers, internet cards, solar power	7	0	0	-
3.4: Quality Assurance manual for CA (DFR) for fisheries inspection services, and Codes of practice (CoPs) for fish processing prepared and produced	Sets of quality assurance manuals and codes of practice prepared and produced	3	3	3	100%
3.5: Local Government Fish Inspectors refreshed in fish quality assurance and marketing	Number of LG fish inspectors that have received refresher courses in quality assurance and marketing	60	60	57	95%

	Number of community fish inspectors (at community) that have received refresher course in QAM (revised indicator)	-	40	25	63%
	Number by sex of LG fish inspectors that have received extended refresher course in QAM (revised indicator)	-	40	25	63%
	Number of LG fish inspector that have been gazetted (new indicator)	-	40	20	50%
	Number of regional tours/ meetings attended	10	4	4	100%
3.6: Fisheries inspection database functional at DFR and 11 focal districts (including Kalangala), and staff trained in ICT	Number of fish inspection databases established at DFR	1	1	1	100%
	Number of focal districts with functional fish inspection databases	11	11	10	91%
	Number of national fish inspectors trained in ICT and information management	16	8	8	100%
	Number of LG fish inspectors trained in ICT and information management	40	20	20	100%

Component 4: Project Coordination and Management, and M&E strengthened to deliver and sustain project results (outputs, outcome, and impact)

The evaluation established that project delivered the planned outputs under this component for all the indicators considered, with 100% effectiveness as presented in table 10. The outputs focused on guiding of project strategy to achieve results (outcome and impact), streamlined project operations and implementation of activities to deliver of planned outputs, and development and use of M&E system to track progress and performance.

Table 10: Assessment of project effectiveness for outputs under component four

Project Outputs	Output Indicators	Original Target (2008)	Revised Target (2013)	Achieved (2014)	
				No.	%
Component 4: Project Coordination and Management, and M&E strengthened to deliver and sustain project results (outputs, outcome, and impact)					
4.1: Project strategy guided to focus on outcomes and impacts	Number of log-frame reviews conducted and concluded	-	1	1	100%
	Number of revised log frame documents produced and approved by PSC	-	1	1	100%
4.2: Project operations strengthened to implement activities and deliver outputs	Number of project annual work plans and budgets prepared and approved	5	5	5	100%
	Number of Project Management Team Meetings held	60	60	60	100%
	Number of Project Quarterly reports prepared and submitted in time	20	20	20	100%
	Number of Project Biannual/ Annual reports prepared and submitted	10	10	10	100%
4.3: Project M&E system developed and used to track progress and performance	Number of baseline data/ situation reconstructed	-	1	1	100%
	Number of Bi-Annual and Annual Project Reports Revised by PSC	10	10	10	100%
	Number of Project Mid-term Reviews Conducted	1	1	1	100%
	Number of Project Completion Reports Completed	1	1	1	100%
	Number of Project Final Evaluation completed	1	1	1	100%

Source: Project Completion Report 2016, Final Evaluation Document Review (2017)

4.2.2 Effectiveness of Project in Achieving Outcome

The Evaluator's analysis examined project proposition of targeting reduced post-harvest losses as an entry point in improving livelihoods and incomes through increased volume and value. This was to be achieved by three broad interventions; infrastructure improvement, capacity building in fish quality assurance at community level and institutional capacity development for service delivery. As

indicated above, the assessment of project achievements as per the PD2, show that the project output indicators and targets were achieved to some extent they resulted into the intended outcome as presented in the outcome indicators considered under the project.

Outcome Indicator 1: Percentage reduction of post-harvest losses in the project improved fish handling sites from baseline, and in comparison, with control group of comparable unimproved fish handling sites, or percentage increase in the value (in UGX & US\$) of fish marketed in improved fish handling sites from baseline, and in comparison with comparable unimproved landing sites.

During final evaluation, an assessment of the outcome indicator was made using the alternative proxy indicator of value of fish marketed. Over the QAFMP implementation period, the average unit price of fish marketed through improved fish handling sites increased for the three most important commercial species; the price of Nile Perch increased by 131% from the baseline and in comparison with 56% in control site; price of Nile Tilapia increased by 95% from the baseline and in comparison with 67% in control site, and price of Silver Fish (Mukene), where women featured prominently, increased favourably by 197% from baseline compared to 158% in control site.

Table 11: Percentage change in value of fish

Fish type	Year	Project improved Sites		Control Unimproved Sites	
		Prices in UGX per Kg	% change in prices from baseline (2009)	Prices of fish in UGX per Kg	% change in prices from baseline (2009)
Nile Perch (Kg)	2009	2,619	0%	2,744	0%
	2014	4,964	90%	3,845	40%
	2015	6,038	131%	4,280	56%
Tilapia (Kg)	2009	2,254	0%	1,796	0%
	2014	3,633	61%	2,500	39%
	2015	4,388	95%	3,000	67%
Silverfish (Basin)	2009	6,500	0%	6,000	0%
	2014	17,750	173%	11,500	92%
	2015	19,328	197%	15,500	158%

Source: District Fisheries Offices, and Project Baseline Data for 2009 (Reconstructed)

Whereas it can be argued that the above gains in prices at project improved sites could be partly attributed to other factors such as general inflationary pressure coupled with the declining fish supply, rather than fish quality improvement alone, comparison with the control sites gives credible evidence for attribution of gains in prices (value) of fish marketed to project interventions. Taking the case of Nile Perch for which the fish handling facilities were originally designed, the data clearly shows that the prices were fairly comparable at baseline, with the price of fish per kg actually lower at project sites (UGX 2,620) compared to control sites (UGX 2,740). During QAFMP period, the prices of Nile Perch increased by more than 100% at project sites (131%) compared to the control sites where prices increased by a mere 56%. This difference was quite significant and cannot be explained by any other cause other than proof that the QAFMP interventions achieved its intended outcome.

Besides, the Evaluator found that fish rejected by the fish trucks fetched lower prices but still there was significant differences between prices in improve sites compared to control sites. The average price of rejected Nile Perch fish stood at UGX4,716 per kg in the project site as compared to the dismal UGX3,250 per kg in control sites.

Outcome indicator 2: Percentage increase in volume (tons) of fish marketed from the project improved fish handling sites from baseline and in comparison, with control group of comparable unimproved fish handling sites; or percentage increase in proportion of captured fish marketed from the improved fish handling sites from baseline, and in comparison, with the control group of comparable unimproved landing sites in the same area.

It was anticipated that with improved handling resulting from the use of improved infrastructure, the landing sites would attract more fish buyers to take advantage of reduced post-harvest losses, leading to increased proportions of catch sold. This would also attract more fishers even from neighbouring landing sites to market their catch through the improved landing sites. The Evaluator established that the average volume of fish landed and marketed through improved fish handling facility show variance over the QAFMP implementation period; the volume of Nile Perch catches marketed decreased by 6% from the baseline compared to 11% in the control group. The volume of Nile Tilapia catch however increased by 26.6% from the baseline compared to a decrease of 0.4% in the control group. The data for silver fish available for the project sites indicate a drastic decline in volume of 76% from baseline compared to a decline of 84.6% for silver fish in control group. The declines in Nile Perch catches and Silver Fish are more favourable when compared to Lake Victoria data of 56.5% decline for Nile Perch and 23.5% decline for Nile Tilapia and a modest rise of 10% for Silver Fish. The drivers of these declines are attributed to overfishing, absence of fishing holiday, and the prevalent open water policy in East Africa, which allows fishers from other neighbouring countries (DRC) to intensify fishing activities.

Table 12: Percentage change in volume of fish catch marketed

Year	Nile Perch	Percentage change (%)	Tilapia	Percentage change (%)	Silver Fish (Mukene)	Percentage change (%)
	MT	(%)	MT	(%)	MT	(%)
2016 (Final Evaluation)	182	-6%	367	26.6%	59	-76%
2009 (Baseline)	193	-	290	-	244	-
(2016) Control FHS	165	-11%	276	-0.4%	59	-84.6%
2009 (Baseline) Control	185	-	277	-	383	-
2015 (NAFIRRI 2015 report)	37	-56.5	13	-23.5	65	10%
2010 (NAFIRRI 2015 report)	85	-	17	-	59	-

Source: District Fish Volume and Value data collected by Evaluator (2017); Reconstructed Baseline data 2009; 2013.

The drop in volume of fish catches, especially the targeted commercial species was not an isolated case as the country's water bodies experienced phenomenal negative impact of the suspension of landing sites governance – the BMUs. This ban, despite the drop in lake levels, has worsened the harvest of any fish species as any rudimentary fishing technology goes, including fish poisoning.

Outcome indicator 3: Percentage of fish dependent population by sex, in improved fish handling sites, with access to functional infrastructure and facilities for quality fish handling and marketing in comparison with the baseline situation and project target.

First, the conceptualisation of the improved landing sites was based on the Fish (Quality Assurance) Rules 2008, which prescribe the general hygienic conditions required for the placing of fish on the market, for landing sites and establishments on land, in cold stores, during transport and the general requirements for distribution and monitoring of water in the fish establishments. In addition, basic requirements for clean water and sanitation for household use by communities settled in the fishing villages were added to the concept of the improved landing sites to respond to increase the focus of the project to its development objective that emphasised improved socio-economic conditions and improved livelihoods of the fish-dependent communities, especially the quality of life concerns of needs of the women and the girl child. To these basic requirements were added governance issues for local ownership, management and operation and maintenance of the infrastructure and facilities as described in box 1 below;

Box 1: Characteristics of a typical improved fish handling sites

Basic Infrastructure for hygienic post-harvest fish handling, processing and marketing

- Fish handling bay with hygienic weighing platform accessed by a jetty to avoid contact of fish with the ground
- Clean containers for carrying fish from the boat to the weighing platform
- Containers with ice blocks for cold storage of fresh fish while waiting for fish buying trucks (some may be sold to fishers and surrounding eating places).
- Parking yard for fish buying trucks with ice blocks for cold storage of fish
- Water borne toilet with washing/ dressing rooms for males and females
- Clean piped water supply to the facility from an improved source for water cleaning and washing
- Office for fish inspector, and office for BMU with storage room
- Fence around the facility, with a guard house, a guard to keep away unauthorised people and animals
- Rubbish skip where solid waste is deposited before safe disposal
- Improved post-harvest processing facilities like Mukene drying racks outside the facility for fresh fish handling
- Access road to the fish handling facility

Water and Sanitation Facilities for Community Use

- Clean and safe piped water supply systems extended for community use, comprising at least nine public stand taps with 200 metres of the beneficiary households
- At least three shared five-stance ventilated improved pit (VIP) latrines accessible to the community within the site

Institutional Arrangements- Governance and Management

- The BMUs are trained in group dynamics, governance, fish handling and safety standards
- The village local council in collaboration with BMU regulate business entry at the site
- The BMUs collect money from Fish Movement Permits where 25% is remitted to the community for operation and 75% is sent off to the sub-county local government
- The village water and sanitation committee with statutory defined minimum gender representation is elected by community to for oversight over the water and sanitation issues with water use committee for every facility (stand pump, and VIP latrine).
- Fish Inspector (supposed to be trained and gazetted) provides inspection and certification services under supervision of the Fisheries Office at district level reporting to DFR at central government on technical issues following established channels in line with decentralisation policy.
- Water and sanitation supposed to be supervised by District Water Office as part of its rural water supply and overall supervision of the Ministry of Water Environment in line with decentralisation policy.
- Local governments (district and sub-county of town councils) play key roles in line with their mandate under the Local Governments Act and the Uganda constitution.
- The fish product groups and the community use the facilities and contribute to their operation and maintenance through user fees or taxes.

Socio-economic opportunities

- The improved landing site has concentrated populations (rural growth centre and as such as hub of social and economic activities such as boat making and boat/ engine repairs, business activities, marketing of dry fish especially Mukene processed by women, eating places, farming etc..

Source: Compiled with additional information from MAAIF, QAFMP project reports

(a) Access to improved Facilities

The Evaluator established that there was marked change in percentage of the population with access to improved water and sanitation facilities for fish handling and community use over the QAFMP implementation period.

- The twelve improved fish handling infrastructure sites had the capacity to potential reach the 69.3% (36,171 out of the entire fish-dependent population of 52,422) of the population who reported being engaged in fish-related economic activity.

- The eleven clean water and sanitation facilities for community use plus the small water supply established at Panyimur market had the capacity to potential serve the whole population of 52,422 or 11,566 households.
- The QAFMP covered 11 districts, which according to the Population and Housing Census (UBOS 2014) has a population standing at 3,002,544.

The findings for the survey established that the 77.2% of the targeted communities reported they had ever accessed and used the improved infrastructure and facilities in their area and rated the benefits and the functionality of the infrastructure and facilities as highlighted below:

Summary of Survey findings on access to improved infrastructure facilities

- The population which reported that they had ever accessed improved infrastructure and facilities in their area stood at 77.2% compared to 22.8% who had never used them (largely because of low incomes, not being in the fish business, long distance, lack of awareness, not functional). The response on “low incomes” in this context, allude to the activity-based entrants to the improved landing sites who need funds to engage in fish trade, fishing, and processing, among others.
- Communities identified the benefits from the improved facilities in the following order of importance: Access to clean water (31%); improved household incomes (19%), improved access to markets (18%), improved sanitation (10%), and improved health practices and hygiene (9%), improved fish handling practices 8%.
- In terms of community perception of functionality, the survey found that 50% rated the investment infrastructure elements as function while 57% rated the investment elements as useable. In control groups however, only 12% rated their investment elements as functional and 15% as usable.

(b) Functionality of Improved Facilities

Based on the QAFMP technical audit of the infrastructure and the Evaluator’s field verification, it was established that only 50% of the improved infrastructure for fish handling, were functional, while the functionality rate for water and sanitation facilities for community use was 45% as shown in table below.

Table 13: Summary of functional infrastructure used by target beneficiaries

S/N	Infrastructure Investment Categories	Number	Observation Status
1	District Fisheries Office Building (Construction and Renovation)	10	100% (10/10) were functional and were in use
2	Clean water and sanitation facilities for fish handling including Panyimur Fish Market	12	50% (6/12) were functional and were in use
3	Clean water and sanitation facilities for community use	11	45% (5/11) were functional and are in use

Source: Evaluator Field Observation, 2017

The Evaluator’s field visit verification findings were in agreement with that of the Technical Audit (2016). The Evaluator found all the 11 district offices were functional and utilised (same with the technical audit report); 6 out of 12 fish handling facilities were functional and utilised (same with technical audit report); and 5 out of 11 community water and sanitation facilities were functional and utilised (compared to 6 functional and 5 utilised in the technical audit report – one not used for intended purpose because water was too salty).

The project performance was below the national access rate to water facilities of 85% and functionality of water facilities that stands at 70%. However, it should be appreciated that main challenge that affected the functionality of the infrastructure was the element of water, which was affected by the failure of the community-based O&M system that was put in place by the QAFMP.

The CBMS model was simply not sufficient to sustain functionality and service of the improved infrastructure. The community model was already failing in simple water point technologies, as pointed in the box 2 below.

Box 2: Challenges of community-based operation and maintenance

According to the Government of Uganda, Directorate of Water Development, springs are the most reliable water supply systems, operating at a functionality rate of 88%. This is closely followed by boreholes at 87%. The lowest functionality is among shallow wells at 84%. Many of them are drying up. The challenges rotate around technical issues like (corroded pipes, silted wells, and dropped pipes), siting problems and quality issues. The low rate of functionality of shallow wells lowers the national average significantly. There was a time when the network of sources had gone into a state of decay because they had been ignored. People had a feeling that everything should come from the centre, but that did not work. The water supply sector went through a series of reforms and every actor agreed that communities should play a role. In the years that followed there was focus on supporting communities to play their roles in operation and maintenance of water facilities. After attaining the high levels of functionality, it became apparent that the remaining challenges were no longer about community issues. The major reasons for functionality failure were now technical, e.g. silting of wells, which cannot be easily handled by communities, [and repair of capital equipment such as water tanks, chlorine management]. One of the outstanding things about the Ministry of Water and Environment is its responsiveness and ability to transform. Currently, we are pursuing solar technology to enhance rural water supply. We are trying to fit the boreholes with solar energy. This is in response to the increase in population. The technology will ensure that we abstract more water hence reduce congestion at source. (<http://www.erb.go.ug/files/downloads/IRC%20FP%20bnw%20water%20day.pdf>)

Outcome indicator 4: Percentage of fishing population by sex, in improved fish handling sites with access to markets and market information in comparison to the baseline situation and project target

a) Access to markets

The Evaluator established that majority of the respondents (69.3%) reported having ever engaged in any fish-related marketing activity in the improved landing sites compared to the control group which stood at 37% in the control area sites (See Annex table 13 to this Report). Fisher groups that reported selling fish to fish trucks increased to 73% (2016) from baseline value of 39% (2009) in comparison with 22% (2016) the control landing sites. The Evaluator established that the 22% in the control who claimed having access to fish market achieved it by having their fish catch from unimproved landing sites transported for sale at the improved landing sites; for example, fish catch from Kitebere in Kagadi district is ferried to Kanala improved landing site in Ntoroko district and those from Oggu unimproved fish landing site in Ngora district is ferried to Kawongo improved fish landing site in Kayunga district. This shows the fish actors had benefitted from marketing opportunities created by improved fish handling infrastructure facilities from outside their districts and fishing villages.

b) Access to market information

On the other hand, the Evaluator established an increase in population with access to market information during the survey at 49% higher than in 2009 (at 13%), thereby constituting a 46 per cent change over the QAFMP implementation period, as illustrated in table below. Also, the final evaluation study showed those having knowledge of prevailing fish market prices increased to 79% (2016) from 42.74% at baseline (2009). In addition, fish groups who reported that fish traders booked their fish in advance increased to 64% in project sites from to 37% in control sites.

Table 14: Percentage increase in population with market information in project area

Year	Percentage of population with Access to market information (%)
2016 (Final Evaluation)	49
2013 (Performance Data)	20
2009 (Baseline)	13

Source: End line Survey data (2017); Reconstructed Baseline data 2009; 2013.

4.3 EFFICIENCY (The extent to which project did the right things, right)

The Evaluator established that to a greater extent, QAFMP utilized the resources provided by partners to implement all planned activities and delivered targeted outputs, which have led to the expected outcome. However, there were implementation challenges that resulted in delays, and revisions in targets late in the life of the project. At the same time the O&M established was not cost effective resulting into high rate of non-functionality of infrastructure and facilities thus limiting access of the target beneficiaries to their services. Accordingly, the overall assessment of the performance of the project on efficiency criterion has been rated at “B”, that is, **Satisfactory**.

4.3.1 Inputs and Implementation

The findings address the question of whether inputs were utilized and implementation was successfully carried out. It also addresses the question of whether the planned outputs were delivered at the least cost possible. The QAFMP implementation arrangement utilised the existing government of Uganda’s structures at the DFR and District Local Governments that cascaded to the community level. These were supplemented by QAFMP structures, notably the PSC and PMT. ICEIDA provided the requisite management and technical support.

The Evaluator established that the project input deployment was per PD-1 and PD-2. Overall, in the transition from original budget to the revised and approved resource envelope, show upward adjustment to the ICEDA contribution in the amount of USD2,212,111 reflecting an upward adjustment of 64.8% as shown in table below. The main drivers of this upward adjustment were; first, the addendum to the revision of bills of quantities for additional investments in clean water and sanitation facilities for fish landing sites, whose initial cost estimates were grossly underestimated at USD1 million for construction of 20 sites or an average of USD 50,000 per site as compared to actual cost ranging from USD70,000 (Kaye landing site, Apac district) to USD180,000 for Panyimur fish market. Second, introduction of extra output, especially installation of clean water and sanitation facilities for community use. These adjustments were effected in accordance with the project procedures and on approval by the PSC.

Table 15: QAFMP funds mobilization and absorption (USD)

Source	Initial Budget	Approved Final Budget	Actual Disbursed	Deviation from Final Approved Budget	Absorption Rate	Under Absorption
ICEIDA	3,411,389	6,194,229	5,623,500	570,729	91%	9%
GoU	513,867	854,351	854,351	0	100%	0%
Total	3,925,236	7,048,580	6,477,851	570,729	92%	8%

Source: QAFMP Project Completion Report, 2016

4.3.2 Implementation arrangements

The QAFMP implementation arrangement utilised the existing government of Uganda's structures at the DFR and District Local Governments that cascaded to the community level. These were supplemented by QAFMP structures, notably the PSC and PMT). ICEIDA provided the requisite management and technical support.

At the national level, the Project Supervisory Committee (PSC), which served as a top policy organ, was established and mandated with the responsible for overall policy direction of QAFMP, including provision of overall decision support to the core project management unit. The PSC was constituted by the Permanent Secretary, Ministry of Agriculture, Animal Industry and Fisheries or his/ her representative (Alternate chair), Commissioner for Fisheries, a representative of Ministry of Finance, Planning and Economic Development, the ICEIDA Country Director, and ICEIDA Programmes Director. The PSC met twice a year to receive and consider status on implementation and approve annual work plans and budgets for the coming year. It is at the PSC level that the bilateral cooperation nexus was achieved.

The Project Management Team (PMT), based at DFR, was responsible for coordination of project implementation, supervision, monitoring and reporting at national level. The PMT comprised of ICEIDA Project Manager, who was appointed by ICEIDA and responsible to the ICEIDA Programmes Director, and the Project Coordinator assigned by DFR and responsible to the Commissioner for Fisheries. The members of the PMT were collectively accountable to the PSC on all aspects of the project deliverables and results. At the implementation level, some responsibilities were delegated to the districts, through the Chief Administrative Officer and the district fisheries offices.

The above findings demonstrate that the project organisational approach was based on central coordination by the Project Supervisory Committee and the Project Management Team. This approach was efficient in ensuring that coordination meetings were promptly held, project activities were maximally executed as planned, supervisory missions were conducted regularly, and progress reports were produced, reviewed and recommendations acted on. The operational requirements for the approval of activities and disbursement of budgeted funds for planned activities was always timely and did not delay implementation.

With regard to financial management, the imperatives of the project support model meant that ICEIDA needed to have a more hands-on approach which in a way was tantamount to micro-management of the project. Nonetheless, the use of a dedicated project account operated by Project Manager and Project Coordinator at the level of PMT ensured efficiency and allowed flexibility to the implementers.

Overall, the QAFMP leveraged both central and decentralised implementation arrangements. The Evaluator established that the DFR that was at the core of project initiation and maintained overall policy mandate to coordinate and steer the country's fisheries sub-sector. The PMT worked closely in partnership with the district team (especially the Fisheries and Engineering departments) in supervision of contracted works. The project also upheld decentralisation policy framework as it

utilised the works departments who provided input including implementation monitoring of the project infrastructure and facilities construction. The district fisheries officers, who were empowered through provision of an office block that was fully serviced with solar system, computers and in some cases even motorbikes, ensured efficient coordination and provision of extension services to the landing site level. This empowerment to some extent translated into effective landing site management including collection of fish data and is illustrated in the quote below by one key informant;

“ . . . The project built capacity of the district fisheries officers and the BMUs and this enabled prompt collection of accurate and regular data at the improved landing sites. . .” Fisheries Officer in Ntoroko district

4.4 PROJECT IMPACT (How project resulted into improved conditions of target groups)

The Evaluator assessed QAFMP perceived and measurable changes which resulted in the improved conditions of the target groups from a series of outcomes. This assessment shows that the project has had a large immediate impact on the three target groups (DFR, Districts, Communities), especially in terms of the enabling environment created by infrastructure and facilities at DFR, Districts and Communities through a range of interventions covering capacity building, institutional development, including equipping and tooling, community structure strengthening (BMUs) and awareness creation. However, constraints around functionality of the infrastructure investments reduced maximisation of their potential impacts. Accordingly, the performance of the project under the impact criteria was rated at “B”, that is “Satisfactory”

4.4.1 Characteristics of survey respondents

The data on project impact was mainly from the survey, FGD, Key Informant Interviews, and to some extent from secondary sources. The characteristics of the respondents covered by the survey were as follows:

- There were 56% males and 44% females in project area while in the control area, there were 42% males and 58% females.
- Most (45%) of the study respondents in the project area had spent more than ten years in the project area and therefore were familiar with the QAFMP implementation. This compared favourably with respondents in the control in which majority (59%) had stayed in the control area for over 10 years.
- Majority 55% of the respondents were in the economically productive age bracket of 30-49 years compared to 45% in the control area who were in the same age bracket.
- Majority (69%) of the respondents had ever engaged in fish related economic activity compared to 37% in the control area that reported ever having engaged in fish-related activity.
- In terms of the trade in the fishery sub-sector value chain, majority (55%) in the project area were fish retailers, followed by fish loaders (17.6%), compared with control area where 38.7% were fish retailers and 19.7% were fish salters.
- Majority (88%) of the respondents in the project area reported their children passed Primary Leaving Examinations in 2016 and have since joined Lower Secondary or vocational education compared to 74% in the control area who had also transitioned to lower secondary or vocational education.

- The major source of household income in the project area was sale of fish at 75% compared to 70% in the control area deriving their income also from sale of fish.

4.4.2 Assessment of intended project impact

The expected impact of QAFMP was improved livelihoods of the 45,000 households' fish-dependent communities at baseline in 2009, compared to 52,422 people or 11,566 households in 2016, on lakes Albert and Kyoga. The assessment of impact was based on three key indicators derived from the Sustainable Livelihoods Framework Approach (SLF/A) outlined in the 2009 baseline study. A livelihood ... “comprises the capabilities, assets and activities required for a means of living”.¹² Their livelihoods assets that they have access to and use – natural resources, technology, their skills, knowledge and capacity, their health, access to education, sources of credit or their networks of social support. As such improvement of these indices result into strengthening their resilience from shocks and vulnerabilities.

Impact indicator 1: Percentage increase in household incomes among fishing dependent communities in the project area from baseline position

The evaluation did not measure household income directly, but rather used a proxy indicator of household savings. It was established that 52% had savings whereby 41.6% saved between UGX0 to UGX30,000, followed by UGX31,000-50,000 (21.8%), and above UGX101,000 (18.8%). This is a much more bigger spread when compared to control area respondents who reported at 50.8% for those in the range of UGX0 to UGX30,000, followed by those who reported UGX31,000 to 50,000 (36.4%) and 5.4% for the respondents in the above UGX101,000 savings bracket.

Contribution of fisheries to household incomes increased to 75.4% from 72% at baseline in 2009.

The Evaluator assessed as to whether there were any changes in household incomes among beneficiaries. The project households increased engagement in alternative income generation with fishery related activities still leading at 57% followed by production of food crops (21.3%), wholesale and retail trade (14%), and livestock (7%). This shows a positive shift in concentration to the fishery sub-sector much more when compared to 2009 baseline values with crop farming (50.8%), Livestock farming (45.9% and commodity trade (17.7%) in project sites. The engagement in fish value chain as well as other income generating activities has broadened household income and strengthened the cash inflows to the households.

“... I started with a boat I procured at UGX700,000 and have since bought 4 others and employ a pair of young boys on each and who go to the lake every day. . . I cannot fail to earn a minimum of UGX5 Million each month. . .” KII Female boat owner, Akampala landing site, Kaberamaido district

Impact indicator 2: Percentage increase in livelihood indices of households in fish dependent communities from baseline

The livelihood indices considered during the baseline were: education and health, livelihood diversification, food security, consumption expenditure and value of household assets owned.

In education, the Evaluator found that literacy rates in the project area stood at 75.4% (Male at 64.4% and females at 86.3%) compared to 66.3% (male at 62.6% and females at 69.9%) for the control group. This shows an improvement when compared with the average literacy rate for the original 9 project districts, which was established at 63% in the first baseline study. The finding also

¹² A livelihood ... “comprises of the capabilities, assets and activities required for a means of living” See <http://www.livelihood.org/info>

compares favourably with the average of the four regions where the QAFMP villages are located as shown in table below.

Table 16: Literacy against national levels

Ability to read and write in vernacular	Female	Male	Average
Project Area	86.3%	64.4%	75.4%
Control Area	69.9%	62.6%	66.3%
Average for original 9 districts ¹³ (Baseline – one, August 2009)	-	-	63.0%
Average literacy for central, Eastern, Northern, and Western (2013) ¹⁴	-	-	66.7%

With regard to access to health, the Evaluation found 70% of the respondents reported accessing health services from their nearest facilities compared to 64% at reconstructed baseline in 2009.

On livelihood diversification, dependence on fishing activities in project area in 2009 household livelihood diversification, revealed by contributions of fisheries to total household incomes were 72.0% in project and 80.0% in control sites compared to 57.1% in project and 44.7% in control sites who drew their livelihood from fishery. This shows that there is growing diversification from the fish-based livelihood to alternative livelihood as was intended, trade in merchandise. The livelihood shifts are noticed adoption of crop farming (50.81% and 33.87%); livestock farming (45.97% and 29.03%) and commodity trade (17.74% and 14.52%) for project and control sites respectively. This shift is consistent with theories of development whereby improvements in agro-based activities leads to a shrinking number of people engaged in them and diversification into other industries such as trade, tourism and services.

On food security, the households who ate three meals a day declined from 56.2% in 2009 to 32% in 2016. In the control area however, those who ate three meals a day stood at 16.3%. Uganda was experiencing food scarcity on account of rising food inflation occasioned by poor December 2016 harvests and this food shortage continued into the first quarter of 2017 when the evaluation was conducted.

In terms of assets, in 2009, the baseline study documented the values of assets owned by respondents at project and control sites respectively in UGX million and were as follows: brick & iron roofed houses (7.17 and 9.34), land (9.6 and 7.09), mobile phones (0.09 and 0.1), radios (0.09 and 0.13) and bicycles (0.14 and 0.14). In 2017, however, the same asset items featured prominently although not valued and stood at land (47%), followed by bicycle (23.9%) and permanent house (12.2%). Only 12.9% in the project area reported not having any assets. In the control group, however, the same pattern was observed.

Impact indicator 3: Percentage of the population that perceived improvement in their livelihoods

The Evaluator established that 66% of the population respondents reported improvement in their livelihood.

¹³ The project districts at the time of the first Baseline Study include Kamuli, Apac, Amolatar, Soroti, Nakasongola, Bundibugyo, Buliisa, Hoima and Nebbi.

¹⁴ UBOS 2013; Report on UNHS 2013 (Central (Kayunga, Nakasongola): 79%, Eastern (Kaberamaido, Soroti, Serere, Buyende): 60%, Northern (Nebbi, Apac, Amolatar): 56%, and Western (Ntoroko, Hoima, Buliisa): 72%.

Table 17: Perception of household livelihood improvement over the last 5 years

Variable/ Characteristics	Household livelihood to have improved (%)	Household livelihood to have not improved (%)	Total (%)	No. of Respondents
Male	68.5	31.5	100	219
Female	62.9	37.1	100	175
Overall	66.0	34.0	100	394

Source: Final Evaluation Survey Data, 2017

4.4.3 Assessment of other project impacts

The QAFMP invested in key drivers of positive impact through construction of infrastructure and facilities for fish handling and promotion of hygiene and sanitation at the community, and thus transferred significant knowledge and capacity amongst the fish-dependent community, the BMUs, the local governments, and the DFR. Key noticeable impact noted include:

Before the project, fish buying trucks came along with their own ice blocks; however due to the project development, food vendors and restaurants now have access to ice blocks for cold drinks and other uses from dedicated ice block traders stationed at the handling sites.

The women respondents consulted indicated that fish-related income was a leading contributor to their total household expenditures that went to address their education and health demands. For instance, majority of the women consulted testified that their children’s scholastic requirements such as uniforms, meals, and other school charges were largely met through revenues from their silver fish business. Besides, of the participants consulted, no woman with a child at lower secondary class, had failed to send their children who had passed in 2016 Primary Leaving Examinations, to lower secondary (Senior One).

Box 3: Women solving educational demands of their children through Silver Fish business

At a Focus Group Discussion with the women at Panyimur market, of the women whose children sat Primary Leaving Examinations in 2016, all their children passed and gained admission to Senior One (Lower Secondary) and were all at school which was in term 1 during the evaluation assignment. The most significant finding is that these women confirmed that their silver fish trade contributed 75-100% of the school requirements of their children. Also, none of their children were sent home for unpaid school fees (a common practice in Uganda’s secondary schools). It is hard to imagine what could have happened had there been no dedicated fish businesses these women were engaged in.

The women consulted reported their households having eaten fish at least daily to thrice a week and this meant that the women were feeding their children with some fish nutrients. The women reported engaging in farming especially cotton growing in the case of Panyimur fishing villages. This crop farming diversified their livelihood base and strengthened their economic empowerment.

Some women have gone ahead to acquire their own boats with fishing gear; other women had acquired fishnets only and some women had gone on to purchase land.

These are new developments for the women that were made possible for any woman engaged in the silver fish business who averaged UGX 30,000 in gross profits per day.

“... The Mukene from Sebagoro landing site commands the regional market such Rwanda and Kenyan businesses first confirm if the stock origin is Sebagoro landing site. This is the price of the Mukene that the QAFMP has brought about...”
Hoima District Councillor and Secretary for Health

4.4.4 Assessment of project attribution

The project enhanced market opportunity for fish in the target locations. The Evaluator found that the factory minimum specifications for Tilapia and Nile Perch have greatly created a signal to fishers

on how to fetch the top price per kilogram from their catch. The landing sites were full of ice block containers meant for preserving fish stocks that are continually bought throughout the day at these landing sites. Moreover, fish catches from nearby landing sites such as Kitebire in Kagadi district, the Evaluator found out are ferried to as far as Kanala landing site where there are fish trucks and improved facilities.

Box 4: QAFMP accelerated growth of rural commercial centres

The QAFMP has positively supported solidarity amongst fish-dependent communities through realisation of social improvement related impacts at household and community level. The Evaluator established that social services have come to the fishing villages due to the growth in backward and forward linkages around the community. The Evaluator found new private investments have cropped up in some project locations, for instance, two (2) fuel stations and 2 modern lodges in Panyimur in response to the growing volume of fish trucks and traders hailing from as far as the DRC, Gulu, Arua, and South Sudan who spend as long as 4 days in the build-up to the Monday market. Arising from the rapid growth in fish marketed volume from other landing sites on Lake Albert led to creation of an additional market structure adjacent to the project market in Panyimur, in Nebbi district.

Additionally, the KPMG 2016, procurement audit report indicates the project contribution to enhancement of premium markets for fish products. The report cites the community at Panyimur fish market, which noted an increase in the number of fish traders in the market. This market attracts traders from as far as the DRC, South Sudan, Arua, Masindi, Hoima and other landing sites along Lake Albert. This has made the fish market bigger but also resulted into increased revenues for both the Beach Management Units and the local community before they were banned. This market growth has generated its challenges too, as narrated by a respondent;

The project strengthened the place on women along the silver fish value chain as the Evaluator found at all the improved landing sites, only women are engaged in the Mukene business. Males only buy in bulk from the women at the farm gate prices.

“ . . . The Panyimur fish market is tendered out by Nebbi district local government every six months, to private sector actors and generates UGX12,000,000 every Monday (market day) which translates to UGX576,000,000 per year for the tenderer . . . The official amount forwarded to the district is a mere UGX7,000,000 per month which is UGX84,000,000 per year and paid to Nebbi district local revenue. . . Securing tender to manage Panyimur market is not for everybody . . . Politicians fight over the tender for the market . . . All tenderers are connected to the district politicians ever since this market was constructed. . . ” KII Transporter, Panyimur Landing Site, Nebbi district

The construction of drying racks further enabled the women fish processors to ably participate in the fish sub-sector not as recipients but as credible actors.

Box 5: Women control Mukene fish businesses at their fishing community level

The women at fishing villages have taken full command of the Mukene business value chain from the waters for sale to off-takers at the landing sites. “ . . . The silver fish, one of the three fish stocks found in Lakes Albert and Kyoga has evolved to become a meal that breaks status boundaries. It is savoured in the central, east and northern regions of Uganda. Known as Omena in Kenya and Daaga in Tanzania, Mukene is consumed in its dried form. While you can get it from your local market vendor, the manufacturing industry has added a sophisticated touch to it by packing it thus ensuring it is clean and sometimes ready to eat. This has no doubt made it more attractive for the regional market. For instance One Kilogramme from Shalom Fish Limited, costs between UGX5,000 and UGX6,000. In Kampala supermarkets, 100 gramme packs of Nutri-Mukene costs between UGX1,500 and UGX2,500. Packs of 200 grammes, 500 grammes and 1kg from Aquaculture Africa, cost UGX2,300, UGX4,400 and UGX7,500 respectively. In local Kampala suburb markets, unprocessed Mukene is sold in small polythene packs at UGX500 while plastic containers and tins (debes) are priced between UGX1,500 and UGX4,000 depending on size. A perfect food supplement, it is also a lucrative business for the women at the bottom of the chain . . . ” (<http://www.monitor.co.ug/SpecialReports/ugandaat50/Mukene--no-longer-poor-man-s-diet/>)

4.4.5 Key project implementation challenges faced

The QAFMP trained a cumulative 450 members drawn from their respective fishing communities. A key challenge the QAFMP faced in the implementation of components of the project was the 2015

Presidential directive that slapped a country-wide ban on BMUs. The BMUs members' institutional roles were affected. Nevertheless, they remained members of their communities where they were identified and trained from. Most of all, the project results focused on knowledge transfer for application along the fish value chain actors and the departure of the BMUs, in the opinion of the Evaluator, does not affect project results because the individuals who benefitted from the training and capacity building are still residents of the target fishing communities.

Demand for fishnets in Uganda is estimated at about one million annually but is not fulfilled by legally approved manufacturers/suppliers. The Evaluator notes the case of a fishnet manufacturing company which paid UGX200m in taxes to the Government in 2011 but operated at half installed capacity (where full monthly production capacity stood at 600,000 nets) due to "booming" trade in illegal fish nets. This translated into the factory's continued revenue losses of an average of UGX2bn annually.

The Evaluator found that one of the sub-sectors that faces the full wrath of weak compliance and enforcement, and over-exploitation, is Fisheries. According to the Agriculture Sector Performance, 2011 data, with receipt totalling US\$136m, the fishery sub-sector remained Uganda's third highest foreign exchange earner after Remittances and Tourism. In a period of 5 years alone, the volume of fish exports had declined by half from 32,855MT in 2007 to 16,253MT in 2010 and showed a slight recovery with 17,105MT in 2011.

Fish can be an everlasting natural resource, as long as it is sustainably managed across its value chain. According to a respondent in Panyimur on Lake Albert, in Nebbi district fish stocks can be replenished; thus;

“. . . Given a chance, the dwindling fish numbers can be reversed. For instance, the Nile Perch lays six million eggs every six months.” Indeed, the challenge facing fish marketing is over-exploitation as attested to by a respondent, “. . . The greatest challenge we have is stocks depletion . . . Lake Albert has 37 fish species and as I talk now we have 13 extinct species. . . I harvested a 112 Kilogramme Nile Perch only last month after a period of three months. . . Lake Albert does not rest . . . We need the Marines to come to our rescue quickly . . .” Male KII, Wanseko landing site, Buliisa

4.5 SUSTAINABILITY

The Evaluator analysed outcome of the QAFMP continuation after implementation has been completed. The analysis shows that a critical challenge is sustaining the facilities and the outcomes of the project, as there is already evidence that they are operating at or below 50%. Accordingly, the performance of the project under the sustainability criteria was rated at "C", that is "**Fairly Satisfactory**"

4.5.1 General comment

On the issue of management and sustainability of the project-supported facilities and equipment, much as the PD-2 documents, the issue of "Community based maintenance structures, and operation and maintenance (O&M) system for clean water and sanitation facilities established (Extra Output)" in the log-frame, it appeared to have been handled without an established mainstreaming plan for accessing operations and maintenance of capital equipment from the district general budget. As such, districts consulted were addressing the investment O&M challenges differently. It was clear to the Evaluator that some of the constraints that are minor included solar system battery replacement. The

maintenance and running costs of motorcycle, IT equipment and furniture needs further dialogue with the district authorities to establish a cost-effective way forward. Still, the O&M plan could not sufficiently handle the capital equipment requirements such as repositioning the water tanks blown-off by strong winds or even pushing away the floating sudd from a water pump installed in the lake.

4.5.2 Assessment of sustainability of project outcomes

The Evaluator established that the greatest weakness of the QAFMP infrastructure and facilities investments remains the issue of sound operation and maintenance measures. This is considered with the acknowledgement that 100% of revenue collection from boat licences is transmitted to the country's treasury and only the lesser fish movement permit is where 25% of the collected amount is retained at the fishing village which unfortunately is not automatically directed at the O&M costs at the landing sites' investments. As such, the viability of these project locations will be sustained only when the investments are linked to proven actors with tested track records to manage the largely rural investments.

The QAFMP Project Completion Report 2016, reveals that there were delays in operationalizing the operation and maintenance plans for the extended water and sanitation facilities for communities. A key support measure will be in ensuring that the infrastructure and facilities users at both landing sites and communities are supported in linking and joining the UMBRELLA so that any system breakdown is handled with the memorandum of understanding that spells out the roles of both parties.

4.5.3 Assessment of project activities vis-à-vis sustainability

While the Evaluator was meant to assess the project activities that may struggle or collapse after the withdrawal of external support and the reasons for this, it is clear that the investments have been well received by the target groups / institutions. As such, the Evaluator has established that once the QAFMP investments i.e. infrastructure and facilities are repaired and linked to the UMBRELLA, the question of sustainability will have been addressed.

4.5.4 Assessment of partners' management and technical capacities

In the case of partners' management and technical capacity to manage and sustain the projects, the Evaluator established that there have been extensive investment in the capacity building interventions which strengthened the government (DFR), local government and community institutions and the human resource capacity, especially the skills training, and provision of office facilities, equipment and tools. Given that the key implementing partners/actors are mainly state actors, the project services and benefits are likely to be sustained.

4.5.5 Assessment of the level of uptake of project activities

The primary beneficiaries who have been the DFR, the districts, the BMUs, and the fish-dependent communities have benefitted differently.

- The DFR focused mainly on the Nile Perch and Nile Tilapia seem to have achieved their sub-sector goal. They continue to carry periodic monitoring and support supervision for compliance across the project sites only that the suspension of the BMUs has also undermined their effort by a large measure.
- The districts gained in many respects from the QAFMP. The Evaluator found the fisheries department was coordinated with both the central government Ministry MAAIF and as such the fish data and landing site monitoring is likely to continue in the post-project era.
- The BMUs have been banned from governance of the landing sites.
- The fish-dependent communities, through their water and landing site governance committees have the opportunity to co-manage fisheries resources in their own localities and have defined sources of revenue to finance and sustain some project activities at the fish landing sites. The potential for these community institutions to sustain the benefits is high. There is a need therefore,

to support partnership between the infrastructure and facilities and the UMBRELLA and this will be a formal mark of exit.

4.6 CROSS-CUTTING ISSUES

4.6.1 Assessment of Gender parity in project activities

The Evaluator assessed the extent to which the project enabled both genders participation and shared project benefits on reasonably equal terms.

a) Women participation in training

There was positive improvement in the livelihood of the locals, that is, improved handling and cleaning of fish, for example, drying of the silver fish, a preserve of the women, now done more hygienically on drying beds as opposed to drying it on the ground. In addition, there has been an improvement in sanitation and hygiene especially with the use of the constructed pit latrines and consumption of clean and treated taped water.

Box 6: Women venturing into men's *world* of owning boats and fishing gears

Women ownership of boats and fishing gear is on the rise; In Kawongo fish landing site, Kayunga district, at a FGD session of 12 women, 4 women own boats and silver fish fishing gear; 3 women own only fishing gear for the silver fish. The women have used their silver fish business proceeds to invest in buying land and boost their silver fish business

The MTR (2012) pointed earlier that the QAFMP management team made effort to ensure that at least a third of women were selected for training as TOTs, but the targets were not achieved because the majority of fisheries officials in the project districts and at the DRF were men. The MTR (2012) concluded that the problem of gender imbalance in inspection services is part of a wider national challenge that affects science-based professional fields like fisheries. To address this challenge would require a national strategy to promote education of women in science subjects in institutions of higher learning coupled with affirmative action aimed at recruiting more women in the fisheries public service delivery system by the public service of Uganda. At the local level, MTR found that the training may positively impact on some of the women, although stronger impact would have been realised if the focus in the training was given to the enhancement of skills of trainees aimed at improving safety, quality of fish in processing, handling, smoking and trade.

b) The role of women in project activities

The Evaluator assessed the extent to which QAFMP granted women a fair share of participation in Beach Management Units and other decision-making entities. Clearly, the women featured prominently in the water user committees, which supported a third of the members to be women. In most of the water user committees, the chairpersons, were women.

At the national level, under the capacity building interventions, the MTR established that one of the eight inspectors at national level, who were trained as district or BMU trainers under the project, was a woman.

At the local government level, the project trained 36 officers as trainers of trainers. They included of district fisheries officers (DFOs), other fisheries officers (FOs) and community development officers (CDOs) from each of the project districts. It was noted that only 3 were women, 2 were community development officers and 1 was a fisheries officer. As regards the refresher training of inspectors in fish quality assurance, inspection and certification procedures, the majority of staff that participated

were men. The same applied to the training in ICT, with exception of one national inspector. At the community level, the participation of women during the FAL in BMU classes was satisfactory. In Ntoroko district, for instance, it was found that in an average class of 30 learners, 13 were women and 17 were men.

c) Assessment of project influence on the role of women in fish value chain

The Evaluator assessed the extent to which the QAFMP had influenced the role of women in the local value chain in fisheries and also if there were any lessons learned thereof?

The intervention focusing on improving technologies and practices of operators in silver fish post-harvest activities had a greater impact on women. The project elevated the status of women in the fish value chain, particularly through the construction of the fish drying racks.

The Evaluator found the silver fish business was a “women’s affair”. In the case of Lake Albert, the admission of women into fish value chain is noted through a fish product respondent, thus;

“ . . . In Bunyoro tradition, women were not supposed to stay at the lake shores but now we spend more time working on silver fish business which give us benefits . . .” KII female silver fish processor

At linkage level, a lot needs to be done to solidify this women economic empowerment in the silver fish value chain. The Evaluator found that the women fish product groups were ignorant of the government of Uganda’s Women Entrepreneurship Fund that advanced cheaper financial products to women entrepreneurs.

Box 7: Women diversifying their business activities from silver fish trade

Arising from the incomes derived from silver fish business, the women in Panyimur are seasonally growing commercial crop – cotton. This is traditionally the preserve of the Jonam (the tribe in Nebbi district) males. The additional income from the sale of crop produce has elevated the women capacity to solve their households to levels unimaginable. The Panyimur women now are regular cotton growers, clearly some phenomenon unheard of a decade ago.

At linkage level, a lot needs to be done to solidify this women economic empowerment in the silver fish value chain. The Evaluator found that the women fish product groups were ignorant of the government of Uganda’s Women Entrepreneurship Fund that advanced cheaper financial products to women entrepreneurs.

The MTR (2012) also pointed out that, in order to increase the involvement of women in the growing fisheries activities both in the private and public sector; national and local government; and at the community level, a strategy for mainstreaming gender issues in the fisheries sector needs to be developed. This idea was highly supported by the Commissioner for Fisheries and it could be considered for Government of Uganda’s future interventions in the fisheries sub-sector.

4.6.2 Assessment of project activities on the environment

The Evaluator assessed as to whether the QAFMP caused any significant environmental impact, positive or negative to the target catchments in lakes Albert and Kyoga. The effectiveness of QAFMP in addressing the environmental concerns was evident through the drafting of the district environment officers in facilitating trainings for BMUs and fish product groups. The district environment officers in most of the project districts were involved in the training of BMU FAL facilitators to explain the best environmental strategies for conserving the fisheries resources by the fish-dependent communities; and the kind of support government was providing to communities to

manage their environment. In addition, though limited in the depth of content, FAL training curriculum contained some fisheries resource management and fisheries regulations and enforcement messages; where by facilitators in their BMU classes passed on key messages to the community.

Box 8: Women water access and production

Arising a Focus Group Discussion meeting with the women at Akampala fish landing site, the women confirmed enjoying clean water from the standpipes near their home compounds. This is unrivalled to government's standards of half a Kilometre radius to a safe water point. The women confirmed their willingly paying their UGX2,000 per month, per household to the water user committee to fend off future system breakdown. It is a great sight to see poultry as well as goats and sheep also accessing the safe water from the community stand pipes. The community water has contributed to reduction in time poverty as women and their girl child no longer trek to fetch clean water from boreholes which are rarely functional due to the pressure from the dense population at the fishing communities.

In addition, FAL training covered areas such as hygiene and sanitation and public and community health, all of which impact on environment safety, including measures that improve the health conditions of the households.

Box 9: Women health access and affordability

Despite the Fish emigration from Wanseko landing site, Buliisa district, the women during Focus Group Discussion revealed that it is the Mukene business that had enabled them to meet the basic requirements at their nearest health facility. There are cases the women confirmed are demanding for them at health facilities - when even A mama kit package, given to expectant women, is out of stock, with their money from the Mukene business, they can manage to secure it privately – The kit contains a one-metre piece of cotton cloth (baby wrapper), one baby soap, a pair of gloves, a piece of cotton wool, small gauze, cord ligature and a metre of polythene sheet which is used on the delivery table

Besides, the improved fish quality at landing sites reduced on the smoking of fish harvested and thereby lessened the pressure on wood fuel collection and depletion of the forest cover. The Evaluator's own observations established that the only fish that were destined to smoking were "rejects" i.e. those that were not of acceptable sizes accepted by the government and the stand-by factory-bound fish truckers.

4.6.3 Assessment of project activities on HIV and AIDS

The QAFMP was cognizant of the reality that fish-dependent communities have a tendency to post higher than average prevalence of HIV and AIDS around communities. As such the preparation and packing of training materials took into consideration the HIV and AIDS syllabus too. The training sessions contained information on basic knowledge and facts about HIV and AIDS. Key areas covered included ways of getting infected and mitigation measures. The reality is that;

Although, not directly targeted by the QAFMP, and acknowledging it as a cross-cutting issue in Uganda's development planning, the final evaluation asked survey respondents

"... There is poor lifestyle at these fishing villages. Even other agencies recognised this like Infectious Disease Institute visits the fishing villages every three months to sensitise the community on HIV and AIDS, conduct HIV tests alongside counselling. We are still working on the savings and credit schemes at these communities although we know that the saving culture in these fishing villages remain poor and its growth is hard because the fishing communities have few permanent residents. Majority keep following where there is fish stocks..." Group Interview, Kagadi district local government

on how to contract the dreaded HIV and AIDS disease. Under HIV and AIDS sensitization, the respondents were asked as to whether they had ever been sensitised on the dreaded disease. In the

project area, majority (88.8%) reported having been sensitised compared with 73.2% in the control area who reported having been sensitised as well. When asked from whom they were sensitised, in the project area, majority (56.5%) of the respondents reported have received such information from the health center, followed by the Village Health Team (17.2%). In the control area however, the majority (51.3%) reported having accessed the information from the government health centre, followed by the Village Health Outreach (29.5%). On ways of acquiring HIV and AIDS, the respondents were asked if at all they knew of ways through which the disease is transmitted. In the project area, less than 1% reported not knowing how the dreaded disease is spread much less than in the control area where a higher number (7%) reported not knowing how the disease is spread. This awareness was a great contribution to the fish-dependent community that QAFMP targeted.

5.0 CONCLUSION, LESSONS LEARNED AND RECOMMENDATIONS

5.1 CONCLUSION

This external final evaluation assignment has assessed and considered the relevance, effectiveness, impact, efficiency, sustainability of the project guided by the OECD-DAC framework including lessons learned there-from. Key conclusions include:

- Acknowledgment that the QAFMP project built capacity of the district fisheries officers and the BMUs and this enabled prompt collection of accurate and regular data at the improved landing sites.
- The QAFMP positively supported solidarity amongst fish-dependent communities through realisation of social improvement related impacts at household and community levels. The Evaluator established that social services investments came to the fishing villages due to the growth in backward and forward linkages around the community such as private fuel stations, lodges, restaurants, stores, and animal feed operators.
- The QAFMP positively influenced women economic empowerment as the silver fish business has become a largely female-dominated value chain business to the extent that women are progressively acquiring boats and associated silver fish gear; this was unheard of prior to the project.

In the QAFMP results chain, key areas of conclusion are:

- Under output component 1; capacity building for increased knowledge and skills of local government staff, BMUs and the fishing community in fish quality assurance and marketing supported, the QAFMP achieved the planned outputs with most indicators considered recording effectiveness of 100% and some exceeding their targets. The Evaluator found that the project management responded to the criticism in the midterm review report that the use of FAL in BMU approach had not been effective in delivering extensive training in fish quality. The extra indicators introduced in the revised log-frame were meant to deepen the training in QAM in line with the QAFMP MTR (2012) recommendations.
- Under output component 2; infrastructure and facilities for improved fish handling and marketing in selected landing sites developed and maintained, all the planned outputs under component 2 were achieved and most targets were exceeded. The revised target of 10 fishing handling infrastructure was achieved and 2 more sites were later on approved by the PSC and ICEIDA, based on the request of DFR, which resulting into a cumulative total of 12 improved fish handling facilities in 12 districts. The Evaluator established that the project put in place the planned operation and maintenance mechanism based on the community based maintenance system (CBMS) model. However, the CBMS model was clearly not appropriate for piped water

supply technologies as indicated by the high rate of non-functionality of the infrastructure facilities, i.e. of up to 50%.

- Under output component 3; institutional capacity building of DFR and LG fish inspectors covering skills, facilities, equipment and tools enhanced to facilitate efficient and effective fish inspection and certification service, the Evaluator confirmed that the project delivered the planned outputs with most output targets performing well above 90% except in three areas of where there was underperformance, that is, the number of community fish inspectors (at community) that received refresher course in QAM (revised indicator) stood 63% (25/40), the local government fish inspectors that received extended refresher course in QAM (revised indicator) was 63% (25/40), while the number of local government fish inspector that were gazetted (new indicators) was 50% (20/40). As such, the project management responded to the MTR recommendation by extending training of LG fish inspectors in fish quality assurance and marketing to equip them with adequate skills for fish quality inspection and certification services.
- Under output component 4; project coordination and management, and M&E strengthened to deliver and sustain project results (outputs, outcome, and impact), the Evaluator established that the project delivered planned outputs under this component for all the indicators considered with 100% effectiveness.
- Under crosscutting issues of gender equality and environment; first, the project deliberately empowered women through support to the Silver Fish infrastructure improvement especially through construction of fish racks, in addition to training in QAM. This elevated the profile of the women who have dominated the Silver Fish trade to the point that some progressive women have gone as far as acquiring boats and fish gear to directly engage in fishing and socially accepted in a traditionally a male-dominated trade. Second, in addition to promoting the Silver Fish as a “women trade”, introduction of clean water and sanitation to the village compound was a genuine affirmative action for women, especially the girl child who is known to walk an average half a kilometre to fetch borehole water, hence reducing time poverty. Third, although not directly detailed in the QAFMP results framework, the knowledge in ToT manual on environment and HIV and AIDS brought sensitivity to environmental management and the HIV mitigation measures at the household level. Finally, infrastructure developments were undertaken after Environmental Impact Assessment approved by designated authority.

Table below provides overall rating of the project performance guided by the evaluation matrix contained in Annex 2 to this Report.

Table 18: Evaluator’s QAFMP performance rating matrix

Criteria	Sub-criteria	Supporting Findings	Rating Score	Maximum Score
Project Relevance	Government of Uganda Priorities	Project found contextually relevant to PEAP-III at Design, remained contextually relevant to Vision 2040 operationalised through 6 five year development plans including NDP-I and later NDP-II, Agriculture DISP and Fisheries Policy objectives.	4	4
	Beneficiary priorities	Project was based on formal request of DFR as an affirmative action for communities in districts around Lakes Albert and Kyoga and addressed felt needs of the target communities.	4	4
	Government of Iceland Priorities	Project aligned to Iceland International Development policy whose vision is poverty reduction in poor communities in developing countries with focus on fishing dependent communities	4	4
	Sub-component		4	4

Criteria	Sub-criteria	Supporting Findings	Rating Score	Maximum Score
	rating			
Effectiveness	Achievement of output results	As per revised PD-2, all planned outputs were achieved and in some cases exceeded. However for some of the important output components especially infrastructure for fish handling were functional at 50% while for water and sanitation for community were functional at 45%.	3	4
	Achievement of outcome	To a greater extent, the project achieved its outcome as indicated by the increased prices (value) of fish catch at improved fish landing sites, the volume of fish catch marketed at improved landing sites increased, access to infrastructure and facilities increased despite the gaps in functionality, and access to market information and markets also registered improvement. The project effectiveness would have been greater if all the infrastructure investments were fully operational.	3	4
	Addressed cross-cutting issues of gender equality and environment sustainability	The project deliberately empowered women through silver fish infrastructure improvement and this elevated the fish species a "women trade", introduction of clean water and sanitation to the village compound was genuine affirmative action for women especially the girl child who is known to walk an average half a km to fetch borehole water hence reducing time poverty. The knowledge in ToT manual on environment and HIV and AIDS brought sensitivity to environmental management and the HIV mitigation measures at the household level. Finally, those infrastructure developments were undertaken after Environmental Impact Assessment approved by designated authority.	4	4
	Sub-component rating		3.3	4
Efficiency	Implementation on budget and timely	The QAFMP budget was increased from original amount and approved by PSC; budget absorption rate stood at 91.8% for Iceland contribution and 100% for Uganda's contribution.	3	4
	Implementation Arrangements	Use of existing Government and Local Government structure was cost effective but the centralized decision making process left out key players at district level, which affected ownership.	3	4
	Project critical path	Infrastructure implementation delayed which and affected the project critical path. The end of project was consequently revised from 2013 to 2014.	3	4
	Sub-component rating		3	4
Impact	Achievement of immediate impact	Overall, the QAFMP was on course to achieve its impact save for questions around functionality and sustainability.	3	4
	Sub-component rating		3	4
Sustainability	Sustainability of technical capacity and community awareness	There was extensive training of staff at national, district and community levels and tooling that facilitated extension support to targeted beneficiaries. The knowledge and skills gained are likely to be applied in the post-project period, hence sustainable.	4	4
	Institutional sustainability	The QAFMP arrangements entailed center-local coordination within a decentralisation framework with active participation of community structures, mainly the BMUs who performed co-management roles and participated in regular collection of pertinent fish for decision-making. This linkage has been interrupted by the policy reversal on BMUs, which has affected infrastructure and facilities' governance. The intentions of district local authorities point to linking the operation and maintenance	2	4

Criteria	Sub-criteria	Supporting Findings	Rating Score	Maximum Score
		costs to department work plans and budgets.		
	Sustainability of outcomes	Capacity of QAFMP local governance structures were built for future management of the investments and facilities but suffered set-backs due to policy reversal	2	4
	Sub-component rating		2.7	4
Overall Rating			3.2	4.0

5.2 LESSONS LEARNED

5.2.1 Lessons from critical challenges faced

a) Prior community mobilization and involvement should be supported through motivation measures such as linkages to technologies and markets.

The lesson is that some capital equipment requirements such as replacing water tanks should be taken up by entities with comparative advantage because community contribution is often not adequate to service such mechanical issues when such breakdown occur.

c) Operations and maintenance (O&M) remain a critical challenge, which even threatened the sustainability of the project benefits.

The lesson is that the FHS investments are racking in the revenue and are being collected promptly; So, O&M mechanisms ought to be formally built-in right at the heart of project design as this would guarantee that local revenues mobilised from the improved FHS are proportionately used to support both governance (Local Government Council work as provided for in Uganda's Decentralisation Policy) and institutional O&M (Fisheries offices and FHS investments).

d) The growth of women entrepreneurship is challenged by lack of affordable financial products for increasing their business stock.

The lesson is that projects that aim at economic empowerment should consider integrating financial inclusion in its design thereby supporting the growth of the women in business.

e) The geographical sphere of the QAFMP was wide and as such the centralized management arrangement based at DFR with a delegated authority to districts was a piece-meal approach to a well-intentioned project.

The lesson is that there could be options that limit the geographical coverage and devolved responsibilities to the implementing entities. In future, a dedicated Procurement Specialist be either outsourced or recruited to manage/coordinate the project procurement activities.

f) QAFMP had to reconstruct its baseline data mid-way and this negatively affected its critical path through extension.

Future such projects, should ensure a total package of project results framework containing baseline, midline and endline mechanisms, are mapped out at pre-entry to ensure predictability and measurability of output and outcomes including realistic adjustments of indicator values.

5.2.2 Lessons from best practices

a) This project was highly relevant and that is it still appreciated by key stakeholders. Even instances where breakdowns occur, when relevant, communities mobilize and address the challenge as opposed to waiting for institutional responses.

The lesson; going forward, future interventions should keep-up this strategy.

b) Projects which aim at elevating the socio-economic status of women achieve better results when the women themselves drive the development intervention as was the case with promotion of the Silver Fish; the “QAFMP women” have dominated the Silver Fish trade to the point that some progressive women have gone as far as acquiring boats and fish gear to directly engage in fishing, are engaged in cotton crop farming which has historically been regarded in most parts of Northern Uganda, as a “male crop” and these socio-economic shifts are socially accepted in a traditionally a male-dominated society. Second, in addition to promoting the Silver Fish as a “women trade”, introduction of clean water and sanitation to the village compound was a genuine affirmative action for women, especially the girl child who is known to walk an average half a kilometre to fetch borehole water, hence reducing time poverty and improved education outcomes.

The lesson; future interventions should promote this gender targeting strategy.

c) In the project, there were organised beneficiaries whose uptake of these interventions were supportive, alongside the slow and indifferent community beneficiaries who even sabotaged some aspects of the project investments. Such slow movers can pull down the pace of the project as a lot of time is spent on backstopping elements that were not even anticipated.

The key lesson in-here is that a twin-track approach to project implementation need to be considered. This enables the “fast movers” to be supported more and slow movers accorded more attention.

5.3 RECOMMENDATIONS

5.3.1 Government of Uganda;

- MAAIF/ DFR should solicit for funding to improve undeveloped landing sites to minimize contamination and lowering prices by fish catch from unimproved fish landing sites especially Kitebere and Aggugu landing sites in Kagadi and Ngora districts respectively.
- MAAIF/ DFR should expedite development of new improved guidelines to add the role of management of infrastructure and facilities in the upcoming successor statutory instrument/s following the BMU ban, for the entity that will be approved by government to operate fish landing sites.
- MAAIF/ DFR should follow-up with the districts to ensure the smooth transition of the investment of infrastructure as well as water and sanitation facilities at the landing sites and communities are effected to the UMBRELLA.
- MAAIF/ DFR should initiate dialogue with the UMBRELLA and that way avoid implementation challenges associated with operations and maintenance of water borne systems in rural communities as were targeted by the QAFMP.
- MAAIF/ DFR should advocate for the women fish traders to be targeted for the government of Uganda Women Entrepreneurship fund in equal measure to crop and livestock groups.

5.3.2 Government of Iceland;

- Dedicated project focal point desk officers should be allocated duties that do not pose potential for conflict of interest.
- Partnership building with the Civil Society and private sector, should be supported as a strategy for leveraging resources and expertise so that to ensure transition of the investments to sustainability levels.

5.3.3 Local governments and communities;

- The QAFMP investments should be linked to rural water sector as they qualify to be served by government under directorate of water development that handles small towns and rural areas.
- There is need to further explore possibilities for cost-sharing operation and maintenance as an entry point for sustainability. Also, the provision of over and above recurrent / capital costs that cannot be adequately met by the community should be borne by government.
- A twin-track approach to project implementation is important as it enables “fast movers” to be supported more and slow movers to be accorded more attention.

Table below shows a summary of the key responsibility centres for the Evaluator’s recommendations.

Table 19: Summary of key recommendations and responsibility centres

S/N	Findings	Recommendations	Responsible centres
1: Government of Uganda			
1.1	Unimproved fish handling sites	• MAAIF/ DFR should solicit for funding to improve undeveloped landing sites to minimize contamination and lowering prices by fish catch from unimproved fish landing sites especially Kitebere and Aggugu landing sites in Kagadi and Ngora districts respectively.	• DFR • Iceland - MFA
1.2	Deepen women economic empowerment	• MAAIF/ DFR should advocate for the women fish traders to be targeted for the government of Uganda Women Entrepreneurship fund in equal measure to crop and livestock groups.	• District Local Governments • Sub-local governments • Fish landing site committees
1.3	Linkage of project investments to government and non-government structures	• MAAIF/DFR should initiate dialogue with the UMBRELLA and that way avoid implementation challenges associated with operations and maintenance of water borne systems in rural communities as were targeted by the QAFMP	• DFR • District Local Governments
1.4	Support sustainable fishery	• MAAIF/DFR should expedite development of new improved guidelines to add the role of management of infrastructure and facilities in the upcoming successor statutory instrument/s following the BMU ban, for the entity that will be approved by government to operate fish landing sites.	• DFR • Fish landing sites
1.5	Institute follow-up	• MAAIF/ DFR should follow-up with the districts to ensure the smooth transition of the investment of infrastructure as well as water and sanitation facilities at the landing sites and communities are effected to the UMBRELLA	• DFR • District Local Governments
1.6	Institutional O&M	• MAAIF/ DFR should engage the QAFMP project districts to formally establish a mechanism that ensures sustainable management of local revenues generated at the improved FHS and directed to O&M of the investments including the Fisheries offices.	• DFR • District Local Governments
2: Government of Iceland			
2.1	Review and reconfigure project workforce levels	• Dedicated project focal point desk officers should be allocated duties that do not pose potential for conflict of interest.	• Government of Iceland

2.2	Support to private public partnership in project designs	<ul style="list-style-type: none"> Partnership building with the Civil Society and private sector, should be supported as a strategy for leveraging resources and expertise and thereby ensure sustainability. 	<ul style="list-style-type: none"> Government of Iceland
3.0 Local governments and communities			
3.1	Institutional linkages with project investments	<ul style="list-style-type: none"> The QAFMP investments should be linked to rural water sector as they qualify to be served by government under directorate of water development that handles small towns and rural areas. 	<ul style="list-style-type: none"> District local governments Communities
3.2	Strengthen cost-sharing of community investments	<ul style="list-style-type: none"> There is need to further explore possibilities for cost-sharing operation and maintenance as an entry point for sustainability. Also, the provision of over and above recurrent / capital costs that cannot be adequately met by the community should be borne by government. 	<ul style="list-style-type: none"> District local governments Communities UMBRELLA
3.3	Project for results	<ul style="list-style-type: none"> A twin-track approach to project implementation is important as it enables “fast movers” to be supported more and slow movers to be accorded more attention. 	<ul style="list-style-type: none"> District local governments Communities

ANNEXES:

Annex 1: Evaluation Criteria

Criteria	Evaluation Questions	Data collection Method	Sources
Relevance	<ul style="list-style-type: none"> Was the Project an appropriate response to the needs of the identified main beneficiaries, fishing communities along Lake Albert and Lake Kyoga? Did it address an important issue in relation to priorities in Uganda and was it in line with Iceland's development strategy? Did local partners and communities participate in the analysis and design of the project accordingly? How accountable were ICIEDA and local partners to project participants? 	<p>In order to assess the relevance, we shall do literature review of the project design, the background to the design and the overall ICEIDA support framework for this project. Equally important will be to review literature related to the target population in terms of poverty reduction and livelihood.</p>	<ul style="list-style-type: none"> National Development Plan I&II Vision 2040 Agriculture Sector Implementation Plan Iceland development strategy Project log framework Baseline report Midterm report Project completion report
Effectiveness	<ul style="list-style-type: none"> Have the intended outcomes, as defined in the revised Project Document (PD2, and PD1 where relevant), been achieved or are they likely to be achieved-and to what degree? Level of reduction in post-harvest losses of landed fish in project area? Level of increase in volume and value of fish being sold at markets and fish handling sites (fulfilling quality criteria), supported by the project – in absolute and relative terms Level of increase in access to functional infrastructure (e.g. water and sanitation) for handling, processing and marketing of fish- and for general household and community use. Level of increase in access to markets and market information for beneficiaries 	<p>Assessing effectiveness will be done through application of data collection tools. It relates to ascertaining whether the project did what it planned to do. Ascertain whether the planned activities were actually implemented, whether outputs were delivered and outcome achieved, and if not why?</p>	<ul style="list-style-type: none"> Project log frame in project documents 1 and 2 Project baseline data Project Midterm Review Report Project completion report Other project assessment reports Primary data collected from collected during evaluation (surveys, FGDs, KIIs and observations)
Efficiency	<ul style="list-style-type: none"> To what degree have the programmed outputs been delivered in accordance with Project Document, at the appropriate quality and quantity and at planned cost? Training of trainers for National Fish Inspectors and District Staff Training in fish quality assurance and marketing for Beach Management Units from project districts Construction (or improvement) of clean water and sanitation facilities for fish handling Construction or improvement of extended clean water and sanitation facilities for community use Establishment of operation and maintenance system for clean water and sanitation Establishment of fish handling and processing facilities for demonstration Renovation and improvement of facilities for fisheries inspection officials Establishment of fish inspection data base and training of relevant officers To what degree has the use of inputs in implementation been efficient? Construction and procurement of goods and equipment Arrangement of training Monitoring and Evaluation The work of the Project Steering Committee and Project Management 	<p>Assessment of efficiency will be done through interviews and literature review, to ascertain how well the activities, outputs were achieved, and whether there were better ways of doing things. The assessment of various project components and how they facilitated or hindered the achievement of targeted outputs and outcomes will be done.</p>	<ul style="list-style-type: none"> Project documents and Reports Project Financial Reports Data collected during evaluation studies

Criteria	Evaluation Questions	Data collection Method	Sources
	<ul style="list-style-type: none"> • Did the project adopt the most efficient approach in implementation? • How well did the management structure support/facilitate project implementation? • Was project management responsive to changing conditions on the ground? • Assess the delivered versus planned services to the participants (inputs/ outputs and outcomes). • Compare the planned to the realised outputs/outcomes and identify reasons for deviations. • Was the budget used appropriately, according to original plans and narratives (quality and quantity)? 		
Impact	<ul style="list-style-type: none"> • Has the Project and its implementation had an impact, beyond the defined outcomes and outputs, on beneficiary communities and groups or individuals, notably women and children? • Improved livelihoods – measurable and perceived - among beneficiaries, • Increase in household income among beneficiaries • Social improvement related impacts at household and community level 	Changes in people’s lives –in terms of social, political, physical, economic and welfare by both the direct and indirect beneficiaries. Poverty reduction and improved livelihoods are some of the aspects of impact that will be assessed as well as environmental protection aspects.	<ul style="list-style-type: none"> • Project documents and reports • Primary data collected from collected during evaluation (surveys, FGDs, KIIs and observations) • Relevant Household survey reports by UBOS
	<ul style="list-style-type: none"> • To what extent were the project objectives achieved? • Did the results outcomes meet the communities’ visions and priorities? • What negative or positive effects has the project had on the participants and stakeholders? • To what extent have the poorest and most disadvantaged groups (women and children) benefited from the project? • To what extent did this project relate in impact and success on women and other vulnerable groups? • Can this impact be directly attributed to the project or were there other external influences? • What challenges were faced in the implementation of components of the project? • To what extent has the project contributed to the maintenance /preservations of physical natural environment? • Were there any unintended consequences of the project? 		
Sustainability	<ul style="list-style-type: none"> • Is it likely that the outputs can be reasonably maintained and operated for the benefits of relevant fishing communities without Project support? If not, what further support will be needed? • Are outcomes likely to be reasonably sustained without Project support? If not, what further support will be needed? • What is the ownership status of the QAFMP investment and facilities? 	<p>This will involve establishing the likelihood and extent to which project stakeholders can carry on with the project activities after the project period has ended.</p> <p>Ask on what the three levels of beneficiaries (DFR, Districts, Landing Sites/ communities) have adopted, owned-up, and are ready to anchor on to move forward without the project support</p>	<ul style="list-style-type: none"> • Project documents and reports • Primary data collected from collected during evaluation (surveys, FGDs, KIIs and observations)
	<ul style="list-style-type: none"> • For the local community, to what extent are they able to sustain the project benefits without external support? • Based on field evidence which project activities are likely to be sustained without external support? • Which project activities may struggle or collapse after the withdrawal of external support and the reasons for this? • What is the partner’s management and technical capacity to manage and sustain the projects? • Assess the extent to which other community members (non-project participants) have learnt and adopted or replicated ideas from project participants. Based on clear rationale what are the recommendations for continued support, graduation and or exit from 		

Criteria	Evaluation Questions	Data collection Method	Sources
	particular project activities, partnerships, community or group of participants and when should exit take place?		
Crosscutting Issues			
Gender Equality	<ul style="list-style-type: none"> Have both genders participated and shared Project benefits on reasonably equal terms? Have women had a fair share of participation in Beach Management Units and other decision-making entities? Has the Project influenced the role of women in the local value chain in fisheries? Any lessons learned thereof? 	We shall use the Gender Assessment Tool ¹⁵ (GAT). Focus will be on gender equality, criterion for selecting target population, level of participation project and family relations.	<ul style="list-style-type: none"> Document reviews Key Informants Group discussions
Environment Sustainability	<ul style="list-style-type: none"> Has the Project caused any significant environmental impact, positive or negative? 	We shall assess the state of the environment before and after the project intervention through community interactions and document review.	<ul style="list-style-type: none"> Observation of the tangible items Key Informants Group discussions

Annex 2: Explanatory notes for Evaluator rating of the QAFMP performance

CRITERIA	NOTES FOR OVERALL RATING	REMARKS OVERALL RATING
Relevance:	SCORE 4 marks, where the relevance of project is highly confirmed	A = Highly Satisfactory.
	SCORE 3 marks, provided the relevance of project is generally confirmed	B = Satisfactory
	SCORE 2-2.94, marks where the relevance of the project is fairly limited	-C = Less Satisfactory; C = Fairly Satisfactory
	SCORE 1 mark, when the project relevance is highly limited	D = Highly unsatisfactory
Effectiveness	SCORE 4 marks, where the project has achieved or exceeded all its objectives	A = Highly Satisfactory.
	SCORE 3 marks, where the project has achieved most of its major outputs or objectives	B = Satisfactory
	SCORE 2 to 2.94 marks, where the achievement of project objectives has not been substantial or has been of modest effectiveness.	-C = Less Satisfactory; C = Fairly Satisfactory
	SCORE 1 mark, where the achievement of project objectives was of minimal and negligible effectiveness.	D = Highly unsatisfactory
Efficiency	SCORE 4 marks, where the project has achieved of objectives was highly efficient	A = Highly Satisfactory.
	SCORE 3 marks, where the project activities have been efficiently deployed and absorbed.	B = Satisfactory
	SCORE 2 to 2.94 marks, where efficiency in the achievement of project objectives has not been substantial or has been modest.	-C = Less Satisfactory; C = Fairly Satisfactory
	SCORE 1 mark, where the achievement of project objectives was of minimal and negligible efficacy or efficiency.	D = Highly unsatisfactory
Impact	SCORE 4 marks, where there is most project impact of project achievements.	A = Highly Satisfactory.
	SCORE 3 marks, where there is few project impact of most project achievements.	B = Satisfactory
	SCORE 2 marks, where there is less impact.	-C = Less Satisfactory; C = Fairly Satisfactory
	SCORE 1 mark, where is impact but sustainability of most project achievements and benefits is unlikely	D = Highly unsatisfactory
Sustainability	SCORE 4 marks, where sustainability of most project achievements and benefits are highly likely to last.	A = Highly Satisfactory.
	SCORE 3 marks, where sustainability of most project achievements and benefits are likely to last to a large extent.	B = Satisfactory
	SCORE 2 marks, where sustainability of most project achievements and benefits is limited.	-C = Less Satisfactory; C = Fairly Satisfactory
	SCORE 1 mark, where sustainability of most project achievements and benefits is unlikely	D = Highly unsatisfactory

¹⁵ The Gender Assessment Tool (GAT) is comprised of critical questions for gender analysis. The GAT will help determine the gender-responsiveness of the project.

Annex 3: Key References

International:

- United Nations. Transforming our World: The 2030 Agenda for Sustainable Development. A/RES/70/1. New York. United States.
- United Nations. Millennium Development Goals Report (2009). *Ending Poverty 2015*. New York. United States
- United Nations. Millennium Development Goals Report (2014). *Ending Poverty 2015*. New York. United States
- United Nations. Millennium Development Goals Report (2015). *Time for Global Action for People and Planet*. New York. United States
- International Monetary Fund. IMF Country Report No. 14/15. Uganda Poverty Reduction Strategy Paper – Progress Report. Washington DC. United States.

Government of Uganda (National, Central, and Local Governments):

- Second National Development Plan (NDP-II) (2015/16-2019/20). National Planning Authority. Kampala.
- Uganda National Vision 2040. National Planning Authority. 2013. Kampala, Uganda.
- First National Development Plan (NDP). 2010/11-2014/15. National Planning Authority. 2010. Kampala
- Poverty Eradication Action Plan (PEAP) (2004/5-2007/8). Ministry of Finance, Planning and Economic Development. Kampala.
- Agriculture Sector Development Strategy and Investment Plan: 2010/11-2014/15. Agriculture for Income Security. Ministry of Agriculture, Animal Industry and Fisheries. July 2010. Entebbe.
- Joint Agriculture Sector Annual Review (JASAR) Reports. MAAIF. 2010-2015.
- Sub-county Local Government 5-Year Development Plan. 2010/11-2014/15 and 2015/16-2019/20 (Various)
- District Local Government 5-Year Development Plan. 2010/11-2014/15 and 2015/16-2019/20. (Various).

Other Uganda Focused National Assessment Reports:

- The World Bank. The Uganda Poverty Assessment Report (2016). Farms, cities and good fortune: assessing poverty reduction in Uganda from 2006-2013. Report No. ACS18391.
- United Nations Development Programme (UNDP). *Rediscovering Agriculture for Human Development*. Kampala. 2007.
- Economic Policy Research Centre (EPRC). *Institutional Constraints to Agriculture Development in Uganda*. Research Series No. 101. Makerere University Kampala. May 2013.

Government of Iceland:

- Addendum to Project Document of Support to Quality Assurance for Fish Marketing Project (QAFMP), 2009-2013. The Revised Logical Framework (Logframe) and Project Implementation Arrangements for Quality Assurance for Fish Marketing Project (QAFMP). 5th March 2013.
- Addendum to QAFMP PD - Revised Log-frame and Implementation Arrangements, 2013 (Final Version AHH - Last Revised on 7.5.2013) (pdf)
- External Mid-term Review Report (Nov 2012). Support to the Implementation of the Quality Assurance for Fish Marketing Project (2009-2013)
- Final Report of QAFMP Baseline Reconstruction - Approved Version 06112013 (pdf).
- Independent Procurement Audit of Quality Assurance for Fish Marketing Project (QAFMP). ICEIDA. Final Report. June 2014.
- Memorandum of Understanding (Plan of Operation) between Government of Uganda and Government of Iceland. 13th March 2009.
- Physical Infrastructure Technical Audit of 2016
- Project Completion Report (2016). Support to the implementation of Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014.
- QAFMP Baseline Survey Report for Quality Assurance for Fish Marketing Project (QAFMP). Prepared for MAAIF. Final. 26th August 2009
- QAFMP Project Document of March 2009
- The Independent Final Evaluation Assignment Terms of Reference. Ministry of Foreign Affairs, Reykjavik, Iceland.

Annex 4: The External Final Evaluation Terms of Reference

Terms of Reference (ToR) for an External Final Evaluation of the Support to Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014, Project No. UGA31391-0801

1. Introduction. The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) of the Republic of Uganda and the Government of Iceland have collaborated on the development of fisheries in Uganda since 2001. The cooperation has

for most of that period been administered on the Ugandan side by the Department of Fisheries Resources (DFR) and on the Icelandic side by ICEIDA1, hereinafter referred to as the Parties. In 2009 the Parties agreed on the implementation of a project named “Support to Quality Assurance for Fish Marketing Project”, acronym QAFMP. The development objective of the project was to help improve livelihoods of people in fish dependent communities, by achieving a more immediate objective of increased volume of fish marketed through reducing post-harvest losses in fisheries. A Project Document, “Support to Quality Assurance for Fish Marketing Project” (PD1) was mutually agreed on in March 2009. The PD1 included a Logical Framework Analysis of the expected results in terms of objectives (development objective and immediate objective- referred to as outcome for evaluation purposes under this ToR), outputs, activities and inputs, including a project budget.

In 2012, in accordance with the Project Agreement, an external mid-term review of the Project was conducted by a team of Ugandan experts. In a report in November 2012, the review team, Food Safety Associates Ltd., identified a need to update the Project Document in light of significant changes, partly due to changes in financial circumstances and partly to reflect a wish for a results framework with a clearer focus. This was done through an “Addendum to Project Document of Support to Quality Assurance for Fish Marketing Project (QAFMP), 2009-2013”, which was approved by the Project Steering Committee on 5th March 2013 (PD2), and subsequently confirmed by ICEIDA’s Management Team. As part of the revision of the Project, it was decided to reconstruct baseline information, to the degree possible, to address gaps in the Baseline Survey Report for QAFMP conducted in 2009 (MAAIF-DFR/ICEIDA, August 2009). The final report of the “Baseline Data Reconstruction for the Quality Assurance for Fish Marketing Project”, prepared by the National Fisheries Resources Research Institute (NAFIRRI) of Uganda, was delivered in October 2013 (DFR/ICEIDA, October 2013). Furthermore, KPMG Uganda conducted a procurement audit of the infrastructure project component, which also yielded useful information about the Project and its results. The implementation of the Project, with notable changes from the original document, was completed at the end of 2014. A Project Completion Report was submitted in 2016

Finally, in 2016, the MFA/ICEIDA Country Team in Uganda, commissioned a technical audit to establish the physical condition and functionality of completed infrastructure supported under the Project, in order to have a full picture of what was delivered and what is still in place and functional, as a Final Evaluation is launched.

The Ministry for Foreign Affairs in Iceland (“the Client”) now wishes to engage the services of a Consultant (“the Consultant”) to undertake this Final Evaluation, and for this purpose three firms have been shortlisted to submit proposals. These Terms of Reference describe the background, purpose and objectives, and the tasks and deliverables requested to complete a Final Evaluation of the Project.

2. Overview of the Project

Country: Uganda

Project Title: Support to Quality Assurance for Fish Marketing Project (QAFMP) 2009-2014 Project Period: 2009-2014

Sector - DAC: Fishery services - 31391

Type of Aid: Project-Type interventions - C01

The Partners: Government of Uganda through the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)

Implementing Institutions: Government of Uganda through the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) and ICEIDA.

Total Initial Estimated Cost: US\$3.925.2362

Donor(s): ICEIDA

ICEIDA initial estimated contribution: US\$3.411.369 Government/partner initial estimated contribution: US\$513.867

Target population: 45000 people

Outcomes: The overall objective of the Project was to “reduce poverty among fishing communities” (PD1 page 11), or as defined in Log Frame (PD1 and PD2) “Improved livelihoods of people in fish dependent communities”. This was to be achieved through: 1) “reduction of post-harvest losses in project improved fish handling sites”, which can be regarded as the main operative outcome target of the Project, and 2) “Increase in the value of fish marketed in improved fish landing sites”. The logical results chain, thus, indicates: reduction of post-harvest losses -> increased volume (and value) of fish marketed -> improved income and livelihoods of fish dependent communities. A series of outputs were designed to lead to the desired outcomes. These outputs are of different nature, partly training and capacity building, infrastructure development and institutional capacity development.

I. Capacity building and training:

National Fish Inspectors and District Staff trained as trainers (8 national fish inspectors, 20 LG inspectors) □ BMUs from prioritized districts trained in fish quality assurance and marketing (450 community facilitators and 150 fishing communities- BMUs, retraining of 40 LG fisheries staff and officials and 120 BMU- fisher groups, and, 16 regional study tours) ○ Specific gender ratios are indicated as targets for various training activities.

II. Infrastructure and facilities for improved fish handling

- Clean water and sanitation facilities for fish handling (10 fish handling sites, including gender specific needs and compliance with HIV/AIDS safety procedures)

- Extended clean water and sanitation facilities for community use (4 fish handling sites), including compliance with environment regulations and gender specific needs.
- Operations and maintenance systems for water and sanitation facilities established (4 facilities)
- Fish handling and processing technologies/facilities for demonstration established (3 facilities)

III. Institutional capacity building

- Renovation of facilities and document/rapid alert system centre established (1 national office, 10 district offices)
- Local government fish inspectors get refresher courses in quality assurance, inspection and certification (60 LG inspectors and 40 community inspectors)
- Fisheries inspection database at Ministry (DFR) and 11 focal districts made functional and inspectors trained in ICT and information management (8 national inspectors and 20 LG inspectors).

The water and sanitation facilities for fishing communities, beyond the needs for handling of fish catch, became a prominent feature of the project during implementation, as it became apparent that such investment could yield notable improvements in livelihoods, in addition to those related to income.

The Project was supervised by Project Steering Committee, consisting of representatives of relevant authorities in Uganda (Commissioner for Fisheries Resources, Permanent Secretary of Ministry of Agriculture, Animal Husbandry and Fisheries and representative of National Planning Authority) and representative of ICEIDA. A Project Management Team (comprising of two senior technical officers one representing DFR and another representing ICEIDA) based at DFR was responsible for day-to-day implementation of the project activities under close supervision of the Commissioner for fisheries and management of ICEIDA's office in Kampala.

Implementation followed ICEIDA's operational guidelines at the time, with much deeper involvement in daily decisions by ICEIDA than is the case under current guidelines. QAFMP is the final project implemented in Uganda under the old ICEIDA operational guidelines.

3. Purpose of the Evaluation The evaluation is conducted as part of the standard policy of the Ministry for Foreign Affairs which stipulates that all major operations undergo an independent evaluation relatively soon after completion. The evaluation is partly conducted for accountability purposes and partly for learning purposes.

The evaluation is expected to throw light on the degree to which outcomes have been or are likely to be achieved, whether outputs have been produced as planned and whether inputs have been employed efficiently. It shall provide lessons for future operations in the sector and/or in the country.

The evaluation shall follow the current OECD-DAC Quality Standards for Development Evaluations and address: relevance, effectiveness, efficiency, impact and the sustainability of the project.

3.1. The Scope. The scope of the evaluation is to assess, mainly at the fishing community level around Lake Albert and Lake Kyoga, whether and to what degree the immediate objectives of the project – were achieved and have contributed to the long term objective of improved livelihoods (economic and social living conditions) of the target population. It shall also assess whether the project was well implemented in terms of producing the planned outputs through efficient use of inputs. Furthermore the relevance of the Project, its impact on local communities (intended and unintended) and the likelihood that results are sustainable shall be addressed. The evaluation shall address, but not be limited, to the following questions:

Relevance

Was the Project an appropriate response to the needs of the identified main beneficiaries, fishing communities along Lake Albert and Lake Kyoga?

Did it address an important issue in relation to priorities in Uganda and was it in line with Iceland's development strategy?

Effectiveness

- Have the intended outcomes, as defined in the revised Project Document (PD2, and PD1 where relevant), been achieved or are they likely to be achieved– and to what degree?
- Reduction in post-harvest losses of landed fish in project area □ Increase in volume and value of fish being sold at markets and fish handling sites (fulfilling quality criteria), supported by the project – in absolute and relative terms □ Increase in access to functional infrastructure (e.g. water and sanitation) for handling, processing and marketing of fish- and for general household and community use. □ Increase in access to markets and market information for beneficiaries.
- Efficiency
- To what degree have the programmed outputs been delivered in accordance with Project Document, at the appropriate quality and quantity and at planned cost?
- Training of trainers for National Fish Inspectors and District Staff
- Training in fish quality assurance and marketing for Beach Management Units from project districts

- Construction (or improvement) of clean water and sanitation facilities for fish handling
- Construction or improvement of extended clean water and sanitation facilities for community use
- Establishment of operation and maintenance system for clean water and sanitation
- Establishment of fish handling and processing facilities for demonstration
- Renovation and improvement of facilities for fisheries inspection officials
- Establishment of fish inspection data base and training of relevant officers
- To what degree has the use of inputs in implementation been efficient?
- Construction and procurement of goods and equipment
- Arrangement of training
- Monitoring and Evaluation
- The work of the Project Steering Committee and Project Management Impact
- Has the Project and its implementation had an impact, beyond the defined outcomes and outputs, on beneficiary communities and groups or individuals, notably women and children?
- Improved livelihoods – measurable and perceived - among beneficiaries, to Increase in household income among beneficiaries to Social improvement related impacts at household and community level

The consultancy is expected to extract from its evaluation an overall analysis drawn from diverse resources of information whether the project has had long term impact (positive or negative) on beneficiary communities (or specific groups within those, notably different socioeconomic classes (capital versus labour) and woman and children). One issue of relevance in this context is whether outside participants (e.g. owners of fishing vessels) enjoy a larger share of benefits than the local population?

It is accepted that the baseline of the project does not yield measureable and objectively verifiable indicators for these overall questions but a reasoned and well thought out analysis of this overall issue is called for by the Client, within acceptable limitations. Key informant interviews, focus group discussions and other data gathering at local level is expected to give credence to the consultants' overall assessment of these issues.

Sustainability

Is it likely that the outputs can be reasonably maintained and operated for the benefits of relevant fishing communities without Project support? If not, what further support will be needed? Are outcomes likely to be reasonably sustained without Project support? If not, what further support will be needed?

Crosscutting Issues

Gender

Have both genders participated and shared Project benefits on reasonably equal terms?

Have women had a fair share of participation in Beach Management Units and other decision-making entities?

Has the Project influenced the role of women in the local value chain in fisheries?

Environment and health. Has the Project caused any significant environmental impact, positive or negative?

3.2. Methodology. The evaluation shall be based on study of relevant documents, interviews with relevant stakeholders and field visits.

Relevant documents include, but are not limited to:

Project Document of March 2009, Baseline Survey Report of August 2009

Mid-term Review Report of November 2012, Revised Project Document of March 2013,

Baseline Data Reconstruction of October 2013, Procurement Audit of June 2014, Project Completion Report 2016, Physical Infrastructure Technical Audit of 2016

In addition, ICEIDA Annual Reports provide information on progress during implementation, as do Project Steering Committee records. Interviews with stakeholders should include, but not be limited to: Uganda's Ministry of Agriculture, Animal Industry and Fisheries, and Department of Fisheries; Embassy of Iceland in Uganda; Local Government officials in Project Area; and Fisheries Inspectors, Beach Management Units and Fishing Communities representatives in general. Gender balance should be kept in mind when selecting community representatives for interviews.

Field visits should include all relevant landing sites and markets. Due to the gaps in the baseline study done in 2009, the consultant may, in addition to using the Baseline Reconstruction document, have to use best judgment to assess likely changes in income and general livelihood in the involved fishing communities.

4. Deliverables:

The Consultant shall prepare and deliver the following documents to the Client:

- Inception Report outlining methodology, work plan and deployment of staff within two weeks of commencement of the assignment.
- Draft Evaluation Report (Draft 1), within 10 weeks from commencement of the assignment for comments by the Client and the implementing agency.

- Final Draft Evaluation Report (Draft Report 2), within 2 weeks from receiving the comments from Client on Draft 1. Draft Report 2 shall be presented at a feedback/consultation meeting of key stakeholders in Uganda, and for comments by the Client and the implementing agency. □ Final Evaluation Report, within 2 weeks from the consultation meeting, incorporating feedback from the meeting and comments.
- When final report has been approved by the client the consultants will make a joint presentation of findings to main stakeholders at an agreed venue and date. The cost for venue of such meeting will be covered separately by the Client.
- The final evaluation report shall, drawing from the scope of the evaluation and reporting format approved as part of the inception report: describe the evaluation and methods used, put forward the Consultant's findings, conclusions, present clearly the recommendations and lessons learned.
- All presentations and reports are to be submitted in electronic format in English in accordance with the deadlines set in the work plan. ICEIDA retains the rights with respect to all distribution, dissemination and publication of the deliverables.
- The Client reserves the right to accept or decline reports and to comment on each report. Such comments will normally be made within one or two weeks of delivery. Delay in responding beyond one week will justify a corresponding delay in Consultant deadline of subsequent deliveries.

4.1. The Evaluation Team – Competencies. The “Consultant” shall be comprised of one or more experts, as deemed necessary to fulfil the requirements of this ToR. The Consultant should combine core evaluation competencies with extensive experience in providing leadership in development evaluations and writing evaluation reports; and preferably possess good knowledge and experience of the fisheries sector in Uganda. The evaluation team leader will manage and coordinate the work, and provide the overall editorial guidance and synthesis of the evaluation report. The Consultant shall have relevant post-graduate university education, experience appropriate to the task and have fluent skills in speaking and writing English. Knowledge of country conditions is highly desirable.

5. Management and Logistics

With respect to the overall management and execution of the evaluation the following assignment of responsibilities is expected.

5.1. The Evaluation Manager at MFA. The Director of Evaluation, in the Directorate for International Development Cooperation at MFA, will be the primary MFA representative for this evaluation. As such, he will serve as the Evaluation Manager and be the focal point for communication with other MFA personnel when required.

The Evaluation Manager is responsible for:

- Facilitating the Consultant's access to pertinent MFA documents and personnel.
- Providing overall management responsibility for the evaluation.
- Approving all deliverables.

5.1.3. The Icelandic Embassy in Kampala

- Will contribute appropriately to all steps in the evaluation process without affecting the independency of the evaluation proper.
- Arrange and provide transportation for the Consultant for field visits
- Providing the Consultant with access to relevant documents.
- Providing feedback and comments on the reports as applicable.

5.1.2. The Consultant

The Consultant is responsible for:

- Conducting the evaluation in accordance with acknowledged good practices in evaluation, the ToR and the Contract
- Managing day-to-day operations related to the evaluation.
- Make all relevant arrangements concerning field visits, interviews and other activities related to the assignment.
- Arranging all applicable visa's and health procedures as may be required
- Providing regular progress updates to MFA's Evaluation Manager.
- Producing deliverables in accordance with the contractual requirements.

6. Timeframe

The assignment shall be completed within 16 weeks from the commencement of the assignment. It is estimated that the assignment can be completed with a total of 12 weeks of Consultant input. The assignment shall commence no later than 2 weeks after signing the contract between the Consultant and the Client. Expected date of signing the contract is beginning of March 2017.

7. Proposal submission procedure Three Consultants have been selected to submit proposals for this assignment. The Consultant shall prepare and submit the following:

1. Technical proposal (4-5 pages), responding to this ToR, outlining the envisioned evaluation process, methods and work-plan.

2. CV's of key experts for the assignment, detailing relevant skills and experience.

3. Financial proposal, in a separate file, based on the premises outlined in this ToR.

Evaluation of proposals will be based on QCBS, where quality will weigh 80% and cost 20%.

The evaluation of quality will be based on the following criteria:

1. Adequacy and quality of the proposed methodology, work plan and team composition in responding to the Terms of Reference (60%). a. Approach and methods b. Workplan and team composition
2. Key Experts' qualifications and competence for the Assignment (including competence and experience in evaluations for international development and fisheries sector in Uganda (40%).

The minimum technical score required to pass is 75.

For inquiries or clarifications on this assignment, please send an email to tenders@mfa.is. Responses to all inquiries will be sent to all shortlisted consultants.

MFA is not bound to accept any proposal, and reserves the right to annul the selection process at any time prior to Contract award.

Proposals shall be submitted in electronic format to tenders@mfa.is, before 16:00 Icelandic time, 10 February 2017. Proposals received after this time will not be considered.

Annex 5: Final Evaluation Team Composition

Table 5.1: Team Composition

Name/ Position	Key Qualifications
Pascal Odoch, PhD. Rural Planning and Evaluation Expert/ Team Leader	<ul style="list-style-type: none"> •PhD (Education), University of British Columbia, Canada •MA (Adult Education), University of British Columbia, Canada •Graduate Diploma (Community Economic Development), Simon Fraser University, Canada •BA (Economics & Social Administration), Makerere University, Uganda
Richard Ddungu, Fisheries Development Expert	<ul style="list-style-type: none"> •MSc (Aquaculture), Gent University •BSc (Fisheries and Aquaculture), Makerere University, Uganda
Edward Mwesigwa. Fish Value Chain Development Expert	<ul style="list-style-type: none"> •MSc (Development Economics), University of Bradford, UK •Graduate Diploma (Statistics), University of Reading, UK •Diploma (Agricultural Statistics), ISPC Bureau of Census Washington DC •Diploma (Statistics), University of Dar-es-salaam Tanzania
Betty Akullo, Gender & Rights Expert	<ul style="list-style-type: none"> •Post-Graduate Diploma (Legal Practice), Law Development Centre, Uganda •BA (Law - LLB), Makerere University, Uganda
Derick Twinamasiko, Data Manager	<ul style="list-style-type: none"> •MSc (Population and Reproductive Health), Institute of Statistics and Applied Economics (ISAE), Makerere University, Kampala Uganda. •BA (Development Studies), Kyambogo University, Kampala Uganda.
10 Research Assistants	<ul style="list-style-type: none"> •Bachelors' degree •Fluency in English •Fluency in local language of project area
5 Field Data and Information Clerks	<ul style="list-style-type: none"> •Bachelors' degree •Fluency in English •Fluency in local language of project area