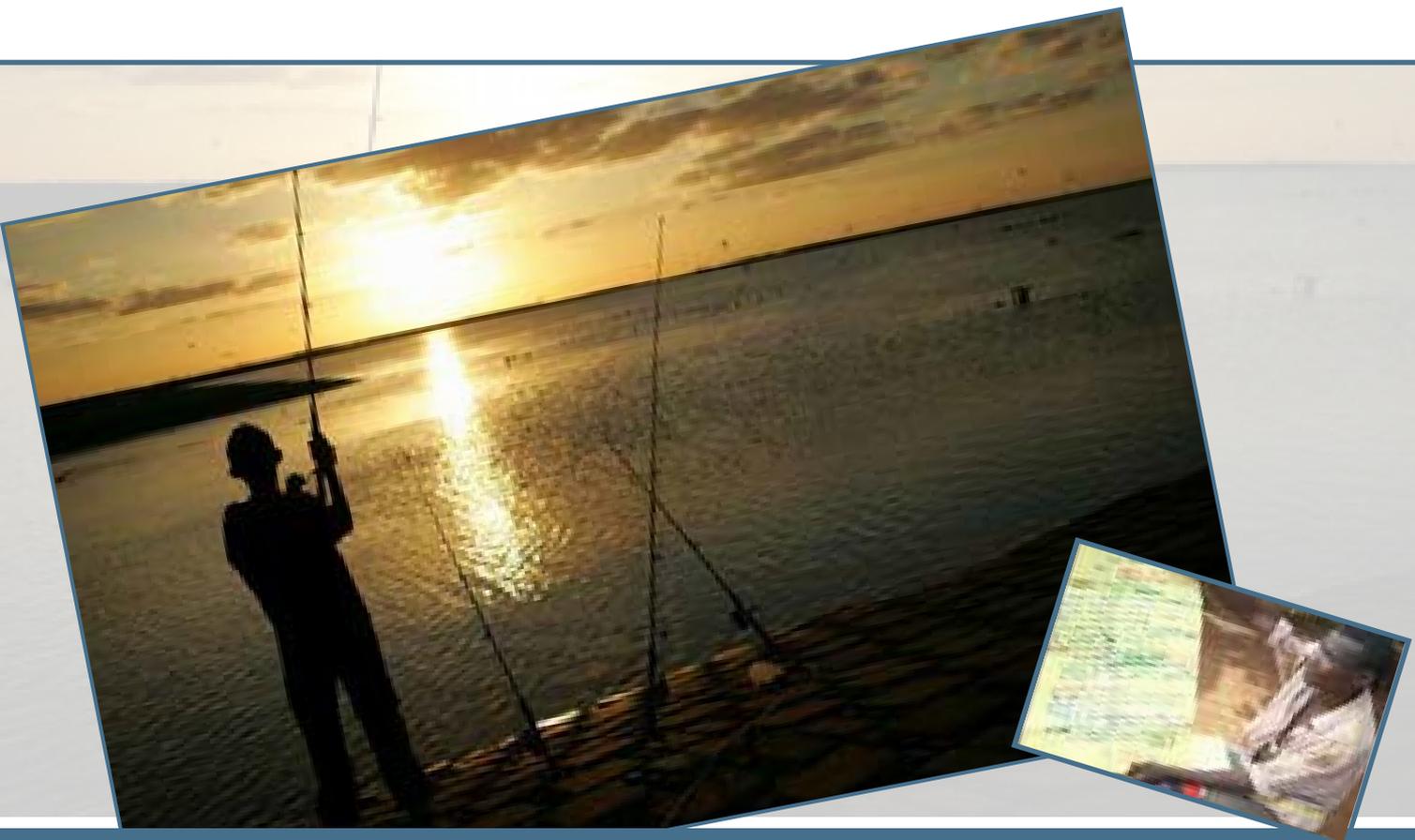


GOVERNMENT OF UGANDA / ICEIDA PARTNERSHIP



**EXTERNAL EVALUATION OF ICEIDA SUPPORT TO THE
IMPLEMENTATION OF FALP IN KALANGALA DISTRICT**

2006-2010

FINAL REPORT JUNE 2011

**EXTERNAL EVALUATION OF ICEIDA
SUPPORT TO THE IMPLEMENTATION OF FALP IN KALANGALA DISTRICT**



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ABBREVIATIONS AND ACROYNMS

ALMIS	Adult Literacy Management Information Systems
CAO	Chief Administrative Officer
CBS	Central Broadcasting Services
CD	Country Director
CDD	Community Driven Development
CDOs	Community Development Officers
DCDO	District Community Development Officer
DRT	District Resource Team
EFA	English for Adults
FAL	Functional Adult Literacy
FALP	Functional Adult Literacy Programme
FEFA	Functional English for Adults
FM	Frequency Modulation
GoU	Government of Uganda
ICEIDA	Icelandic International Development Agency
IGAs	Income Generating Activities
KAFIA	Kalangala
KTC	Kalangala Town Council
LABE	Literacy and Basic Education
LC	Local Council
LITNET	Literacy Network for Uganda
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MDG	Millennium Development Goals
MFPEd	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MIS	Management Information System
NAADS	National Agricultural Advisory Services
NALSIP	National Adult Literacy Strategic Investment Plan
PMT	Project Management Team
PSC	Project Supervisory Committee
PWD	Persons With Disabilities
RDC	Resident District Commissioner
SBC	Small Business Course
SPM	Social Project Manager
SPO	Social Project Officer



EXTERNAL EVALUATION OF ICEIDA
SUPPORT TO THE IMPLEMENTATION OF FALP IN KALANGALA DISTRICT

TOT	Trainers of Trainers
ToRs	Terms of Reference
UGADEN	Uganda Adult Education Network
ULALA	Uganda Literacy and Adult Learners Association



ACKNOWLEDGMENTS

The evaluation team acknowledges the efforts of all those who participated in the evaluation exercise. Special thanks go to the various respondents who were patient enough to answer questions during the evaluation process. These include FAL Instructors, learners and other leaders and stakeholders at district and sub county levels and direct project staff.

The Consultant is equally grateful for the support from the team in Kalangala especially the Community Based Services Department and ICEIDA field office. The FAL instructors in the focus sub counties in the islands where FALP was being implemented were instrumental in mobilizing learners for FGDs during the evaluation exercise.

At national level, the evaluation team is indebted to ICEIDA Programme staff for the valuable support and patience in the evaluation exercise.

Exception is taken to deeply regret the inadvertent omission of any valuable assistance and contribution of institutions or individuals.

Except as acknowledged by the references in this report to other authors and publications, the evaluation information described herein consists of the work of support to implementation of FALP in Kalangala district, undertaken for purposes of advancing learning and improve programming.

Authored by,

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External Process Facilitators

EXECUTIVE SUMMARY

Introduction

This report presents findings of the external evaluation of the ICEIDA support to implementation of Functional Adult Literacy Programme (FALP) in Kalangala district Local Government Phase II. The evaluation was conducted between March and April 2011 and covered project stakeholders in Kalangala District and key informants in Kampala and Entebbe who included ICEIDA, MOGLSD, MUK (Dept of Adult studies CCE), ULALA, UGADEN, LITNET, LABE, CBS Radio and Department of Fisheries Resources Entebbe.

The main focus of the evaluation was to assess the outcomes and impacts of the Project and examine the effects on the beneficiaries in the target area. The evaluation paid special attention to the outcomes and impact of Functional Adult Literacy activities in Beach Management Units (BMUs). This report is intended for the audience of FALP Partners (ICEIDA, MoGLSD, KDLG) and local community stakeholders.

The scope of the evaluation covered the period 2006 - 2010 being the second phase of the FAL Project in Kalangala District.

Factors Examined

The assessment was focussed on the following key elements as provided under the ToRs: Relevance; Efficiency; Effectiveness; Sustainability and Impact of FALP.

Methodology

The evaluation team adopted a triangulation approach where by various methods and tools were applied to obtain data in the evaluation. This multi faceted approach was complimented by comprehensive review of relevant documents. The different methods and approaches for data collection used included; Document reviews, Field visits to the District headquarters and sampled classes on islands across the district at which Key informant interviews and Focus group discussions were held.

FINDINGS

Design and Relevance

Support to the implementation of FALP in Kalangala second phase focused on empowering communities to access information, participate in personal, community and national development activities and fully realise their potential for sustainable livelihoods. Access to information was highly relevant to the needs of the fishing communities. Low literacy levels, high mobility, hard-to-reach locations, high cost of service delivery, and a lack of information are common characteristics that contribute to the vulnerability of fishing communities to inequitable development. The FAL Project is deemed to have been highly relevant to the needs of the target communities in its interventions during the phase under assessment; 2006-2010.

Alignment with, MDGs and GOU Development Priorities

The Functional Adult Literacy Programme focused on increasing literacy in Kalangala by widening the development choices and opportunities for the fishing communities. At the time of the design FALP was relevant to PEAP and now NDP priorities which underscore the continued relevance. The FALP Goals and objectives are in tandem with MDGs and Government of Uganda national priorities. Functional Adult Literacy is highly relevant to poverty alleviation efforts. Overall in terms of relevance the evaluation team found FALP to be highly satisfactory.

Efficiency

Project efficiency was assessed through the prudent use of resources in the delivery of planned outputs and outcomes. The project results were delivered with a budget of a sum total of UGX 1,232,660,456 dispensed between 2006 and 2010 for project related interventions.

An analysis of the expenditures by cost centre shows that the two most important items by expenditure were running of FAL classes and training of instructors which accounted for 25% and 20% respectively of the gross budget. Planning, management and monitoring costs

accounted for 19% of the project budget while Administrative costs which included purchase of boats, engines, motor cycles, fuel and maintenance costs, office equipment, salaries and utilities stood at 14% of total project costs.

Overall costs directly targeting the beneficiary (training of FAL Instructors and running of classes) accounted for 58% of the total budget whilst indirect costs took up 42% of the budget. It is the considered opinion of the Consultant that the ratio between direct and indirect costs was high but acceptable considering the hard to reach nature of the district and the comparatively high costs of delivering services to island communities. The FAL Project was implemented efficiently overall and the project delivered on its intended outputs within reasonable limits of its original scheduled time. Use of least cost locally available resources and maximization of outputs is specifically noted and appreciated.

Effectiveness

The strategy for implementation of the FAL project entailed a mix of approaches which included community sensitization and mobilization, through local civic and administrative structures, sensitisation meetings, radio broadcasts sensitising the public about FALP, working through BMUs to form FAL groups, production of instructional materials, training of instructors, administration of proficiency tests and sharing of results with learners. Further, the strategy of ensuring sustainability saw the project extending support towards the formation of an Instructors association KAFIA. Notably the use of radio for sensitisation and mobilisation of the communities for FALP through CBS was strongly appreciated.

There was visible synergy between sectors especially Fisheries and community Development when it came to FAL in BMU. Fishing communities have benefitted from the synergy and complementarity of the two sectors in terms of improved livelihoods.

Learning materials development usage and reference for instruction and practice is seen as contributing indirectly to the improvement of the livelihoods of the learners and communities.

A number of staff in the Community Based Services Department received scholarships from

ICEIDA and undertook further training. The team of CDOs have been able to support FALP in terms of training, support supervision and monitoring of progress.

Overall the evaluation team rates the effectiveness in delivering on its intended objectives as satisfactory.

Project Impact

1. Generation of knowledge for the beneficiaries in livelihoods they are engaged in and the environment of operation. Kalangala district development plan identifies empowering poor people to participate in development by investing in them as one of the basic priorities in the fight against poverty
 - a. Learners are able to differentiate between legal and illegal fishing nets which has contributed to a reduction in fishing malpractices.
 - b. Fishermen now use raised platforms compared to before when fish would be placed on the ground leading to improved hygiene standards. Improvement in quality and handling of fish led to better prices; fish from landing sites such as Bubeke now known for improved post harvest management practices is highly rated and fetches a higher price on the fish markets. People are aware that improved post fishing handling raises the value of fish.
 - c. Improvement in hygiene and sanitation at the landing site.
 - d. Awareness high on need for every household to have a latrine.
 - e. Fishermen are now able to calculate their costs and profits. They are now able to cost their produce more appropriately unlike before.
 - f. Kalangala is now known and a prominent destination for local and international tourists partly because of the information provided under the FALP. The weekly radio programme aired by Central Broadcasting Service (CBS Radio Buganda) every Sunday over a period of 4 and half years become synonymous with Kalangala and stimulated a lot of interest in the target island communities. This program was very instrumental in its publicity, advocacy and promotion of FALP using the airwaves

2. Attainment of leadership and institutions that champion development initiatives at BMU /village level and beyond,
 - a. Fishing Community members are more easily mobilised thanks to FAL groups that many have subscribed to.
 - b. Beneficiaries have confidence and esteem. FALP has had an impact on health issues and awareness: people's knowledge on HIV/AIDS care and prevention increased.
 - c. Some IGA projects had been established like piggery, poultry, Cottage industry and livestock rearing using zero grazing as an outcome of the attending FAL. However, some of these projects were not directly related to the content in the training during FAL classes.
 - d. Some of the learners and stakeholders have taken on political positions in the local government and the in-coming LC V is a case in point.
3. Development of human resources (training of skilled lead persons as FAL facilitators and instructors who can also handle other development roles at the village or BMU)

Sustainability

The maintenance of activities supported by ICEIDA under FALP have been difficult to sustain beyond the ICEIDA's presence because of a lack of the needed resources from the government and communities to ensure their continued operation.

FALP activities stalled due to the inadequate motivation among instructors since October/November 2010. Instructors revealed that they spent ample time, trading off productive work to serve on FALP without visible financial gains. The evaluation team found that there had not been FAL classes since November 2010, a factor largely attributed to the misconception that the withdrawal of external support towards FAL in Kalangala implied the end of the ICEIDA's support. The evaluation team however notes that despite existence of a clear exit strategy for the programme, various stakeholders especially the district and lower local government levels were unsure about continued FAL programme success after withdrawal of external support from ICEIDA.

This suggests gaps that need to be addressed if the exit strategy is to meet the purpose for which it was intended. The Quality Assurance for Fish Marketing Project (QFMP) that is in the offing will work with BMUs and it is highly recommended that this project builds upon the FALP structures already in place, by channelling some its support through the FAL in BMU structures.

Lessons Learnt

Various lessons can be drawn from the experience of implementing the ICEIDA support to implementation of FALP in Kalangala district. These are highlighted below

- Adequate community mobilisation is critical for ensuring effective community participation
- FALP adds value to existing sector development programmes
- Introducing monetary incentives for programme implementers can drive effective and efficient delivery of interventions. It is however quite costly and can negatively affect programme sustainability should such incentives be withdrawn.
- Male involvement in FALP is higher when linked to their livelihood activities
- Learners' interest and training needs are a key factor in determining participation

Challenges

While implementation of the FALP in Kalangala yielded significant positive results, a number of challenges and gaps were identified by the evaluation team, these included:

- Inadequate facilitation of Instructors and other key players.
- Limited fiscal capacity of the Local Governments, and the reducing FAL Grant from the centre
- Multi-level learning
- Routine migration by learners and Instructors
- Higher costs of service delivery
- Social stigma attached to illiteracy
- Inadequate attention to learning needs of PWDs-
- Unclear certification and qualification framework
- Lack of involvement of learners in

- instructional material development
- Dysfunctional competition between LC leaders and BMU management

CONCLUSIONS

Based on the actual deliverables, outcomes and preliminary impacts arising from programme implementation, we conclude that the ICEIDA support to implementation of FALP in Kalangala district was largely successful. The effects of FALP on the individual learners, their families and their communities, particularly with respect to fishing communities in BMUs as an innovation has been achieved. FALP in BMU has contributed to opening eyes of the learners to improve their own livelihoods.

The programme has contributed to fighting poverty and increasing options for the learners. The lessons emerging from the project should be developed into a learning strategy to inform future programming not only at district level but also for sectoral ministries and ICEIDA country strategy.

The evaluation team concludes further that the challenge of sustaining the benefits of FALP in BMU and FAL remains unresolved. The issue of motivating FAL facilitators to continue holding classes remains a challenge that calls for policy dialogue and solution finding to the challenge. Additionally, KAFIA, a structure nurtured for ensuring programme sustainability had a dismal performance towards the end of the programme and by the time of the evaluation, its presence and visibility could not be established.

RECOMMENDATIONS

Sustainability of benefits of FALP

FAL activities should not cease after ICEIDA support but be integrated into existing structures and systems. Communities and key actors need to be mobilised and sensitised about the existing National Adult Literacy Programme with the view to ensuring continued commitment to participate in FALP. Further opportunities should be explored within the context of ICEIDA support to KDDP to maintain the benefits recorded at the BMUs.

Development programmes targeting communities should use FAL classes or emerging CBOs as entry-points for identifying potential beneficiaries. At the policy level, national programs like NAADS and CDD should utilise existing social capital such as FAL groups for effectiveness of community based interventions. The FAL learners/ graduates should be encouraged to actively engage in interactive development radio programmes run by the several FM stations covering their localities through writing letters, SMS or calling in.

Emerging areas of FAL content and Focus

Introduce mobile phone content in literacy modules. Largely due to their rapid spread throughout Uganda, mobile phones have played a key part in promoting market linkages by connecting sellers and buyers of goods and services. The introduction of SMS and use of the mobile phone or other emerging ICTs in fishing business will be essential in future as FAL in BMU is consolidated.

Collaboration and cooperation for Policy influence

DFR and the district local government of Kalangala should consider training the fishing communities to diversify livelihood options using FAL in BMU because the fish catch is dwindling at a faster rate and no longer sustainable. This is because the demand for fish is increasing and yet the carrying capacity of the water bodies is limited. Preparing these communities for alternative sources of livelihood would be a noble idea and perhaps fish farming could be explored

Management of learning achievement outcomes

The evaluation team recommends that continuous monitoring of the FALP processes be embedded in the district and sub county development plans and CDOs be charged to include reporting on FAL activities or follow up of individual learners either in BMU or on the mainland. Follow up of the results and certificates for those learners who sat for the proficiency test and have not received them should be expedited.

1.1 INTRODUCTION

This report presents findings of the external evaluation of the ICEIDA support to implementation of Functional Adult Literacy Programme (FALP) in Kalangala district Local Government Phase II. The evaluation was conducted between March and April 2011 and covered Kalangala District local government and Kampala. The Government of Iceland through the Icelandic International Development Agency (ICEIDA) and the Government of Uganda through the Ministry of Gender, Labour and Social Development and Kalangala District Local Government have been working on implementing the FALP in the district right from 2001. The cooperation aimed at strengthening the national FALP by working in those areas of the country that are not easily reachable by the national programme. Operating within the national framework for FALP, ICEIDA sought to contribute to the programme both on district and national level through strengthening the FALP in the district and at the same time contributing to the national programme through the innovations and sharing of experiences. Selection of operating in the fishing communities such as Kalangala district stems from their remoteness and need for special intervention to access services, and from the fact that Iceland is basically a fishing nation and so has some understanding of the challenges facing those communities. Three years into the implementation of the Project in Kalangala, and acting on recommendations in the External Evaluation Report on the Project 2002-2005, it was agreed to extend the cooperation with the District. The extension of the FALP Project for the period 2005-2010 was in part to, to address recommendations arising from the End of Phase Evaluation (2005) thus the emphasis on sustainability measures of the project after the withdrawal of the ICEIDA support.

1.2 OVERALL CONTEXT

Low literacy levels, high mobility, hard-to-reach locations, high cost of service delivery and a lack of information are common characteristics that contribute to the vulnerability of fishing communities to inequitable development. Illiteracy deepens the challenges experienced by remote Island communities in improving their socio-economic conditions.

Since 2001 FALP has served as a strong foundation for removing strategic constraints faced by the Island communities in Kalangala District by enabling them to collectively act more effectively in pursuit of their development goals, improve agricultural practices, reinforce quality and access to education, enhance family health, increase civic participation and contribute to raising living standards. The Ministry of Gender Labour and Social Development has the overall responsibility for coordination of adult literacy activities in Uganda. In the districts the responsibility is with the Department for Community Development formerly known as the community based services department (CBS).

The NALSIP (NAPAL the new framework under formulation) and SDIP underscores FALP as a key contributor to achievement of the PEAP goals (now NDP). It is within this context that GoU funds a nationwide FALP to which ICEIDA supported the effective delivery in the Island district of Kalangala in the view of the unique conditions and challenges – geographic, demographic and economic.

1.3 TERMS OF REFERENCE AND PURPOSE OF THE EVALUATION

As part of the Monitoring & Evaluation of the Project Second Phase an external evaluation was envisaged at the end of the implementation period. The objective of the evaluation was to assess the level of success of the project and advise on future directions and actions. The Project documentation further stipulates an end of project external evaluation to be carried out at the end of the project.

1.4 SCOPE AND FOCUS OF THE EVALUATION

The main focus of the evaluation was to assess the outcomes and impacts of the Project and examine the effects on the beneficiaries in the target area. The evaluation was to pay special attention to assessing the outcomes and impacts of FAL in BMU.

The main users of the findings of the end of project evaluation will be the Partners (ICEIDA,

MoGLSD, KDLG) and their stakeholders. The scope of the evaluation is the second phase of project implementation, from 2006 to 2010. The area under study was Kalangala District Local Government.

1.5 FACTORS EXAMINED

The external evaluation assessed project relevance with specific focus on the following key elements as provided under the ToRs:

- **Relevance:** Examining relevance in relation to:
 - Government of Uganda (GoU) national development priorities.
 - GoU policy goals regarding adult literacy.
 - Cross-cutting issues related to environmental sustainability, HIV/AIDS and gender equality as stated in GoU policies.
- **Efficiency:** Assessment of the use of financial and human resources available to the Project. Of importance in this context was to examine the coherence and complementarity between different government projects and programs, and also coherence with other Icelandic or international development assistance programs in Uganda.
- **Effectiveness:** Examining the extent to which the Project's objectives were achieved, taking into account their relative importance.
- **Sustainability:** Assessing if net benefits were likely to continue after the completion of the assistance. Sustainability of the institutions was examined in terms of their absorption and retention capacity of the expertise developed under the Project.
- **Impact** both positive and negative aspects of the project at institutional, group and individual levels

The end of project external evaluation used information documented in earlier (progress) reports together with data collected in this evaluation to measure the outcomes.

1.6 ORGANIZATION OF FALP IN KALANGALA DISTRICT

The FAL Project housed in the CBS Department headed by the DCDO, one of the SCDOs designated as FAL Coordinator works with and through the Sub County CDOs who will work through FAL Committee.

District FAL Committee has membership of DCDO, FAL Coordinator (Secretary), CAO Sub county person, social services secretary, technical planning committee of the district at Sub County the same structure holds at the level. The District FAL Committee has however not been very functional, only a handful of meetings were convened during the project's life time, most of these during the initial stages of implementation. The Committee became increasingly dormant as time went by with subsequent meetings hampered by failure to raise quorum. Functionality of FAL structures is assessed more comprehensively under efficiency and effectiveness in the report.

In terms of implementation management the following structures were put in place:-

- a) Project Steering Committee (PSC) which consisted of the PS MoGLSD, the Country Director of ICEIDA, the CAO Kalangala and a member of PMT
- b) Project Management Team (PMT) which consisted of counterpart MoGLSD, ICEIDA PM and Counterpart Kalangala, member of the PIT
- c) Project Implementation Team (PIT) – consisted of ICEIDA PO in charge of Kalangala
- d) CDOs in the Sub Counties and other stakeholders in the implementation framework

2.0 METHODOLOGY

The evaluation team adopted a triangulation approach where by various methods and tools were applied to obtain data in the evaluation. This technique was helpful in ensuring completeness of the evaluation. Where vital information was not captured by one tool and method, it was most likely to be captured by the others. The multi methods strategy was complimented by comprehensive review of relevant documents. The different methods and approaches for data collection used included the following:-

2.1 DOCUMENT REVIEW

The evaluation relied on documentary evidence as the first source of data. The purpose of review of documents was to provide an overview of the context with regard to the thematic areas of interest of the interventions implemented by the respective Sub Counties and BMUs in the district of Kalangala. The documents reviewed include FALP, Progress reports and policy documents, work plans and review reports.

2.2 KEY INFORMANT INTERVIEWS

Key informant interviews were held with DCDO, CDOs LC Leaders, Sector heads of departments and FAL Instructors, BMU Facilitators, as well as an official in MoLG, MoGLSD, Makerere University Department of Adult Studies and CSOs involved in FAL.

2.3 FOCUS GROUP DISCUSSIONS

Focus Group Discussions were held with Learners and BMU FAL facilitators. Non learners were also met to share their perspectives on FALP and reasons why they did not participate in the programme.

2.4 RESPONDENT GROUPS

The study was based on a cross section sample of FALP participants; selected on basis of their engagement in FALP with gender considerations factored in the selection.

The choice of key informants' was influenced by revelations from the literature review and on advice of key staff of Kalangala District Local Government. The study participants were: district and Sub County officials; FAL Learners; Instructors and Facilitators; LCIII chairpersons); BMU management; MoGLSD; MoLG; ICEIDA and CSOs.

Video clips and still photographs were used to document some of the processes during the evaluation.

2.5 RATIONALE FOR CONSULTING WITH VARIOUS STAKEHOLDERS

	Category of respondents	Rationale for consulting with this Category
1	FAL Learners	To establish and confirm actual implementation of the FAL programme in Kalangala. Outcomes of the learning can be best confirmed by the learners, instructors and other stakeholders themselves
2	BMU management	To obtain experiences on how FAL in BMU progressed.
3	Sub County Staff and line departments	To establish relevant secondary and primary data on FALP in BMU and find out sectoral linkages
4	Village and parish FAL committees	Establish role played, challenges and ways of sustaining benefits of FALP
5	Instructors/ Facilitators	They are part of the main stakeholders under FALP; they contributed to the translation of programme objectives into activities. At the fore front of facilitating the learning processes, they can explain the challenges faced during implementation and suggest ways of overcoming the challenges
6	KAFIA/KAFIL	It was created as part of the sustainability strategy, and they were chosen to give an insight about the continuity of benefits of FALP.
7	Special Interest Groups/ PWDs, Women; Youth	To establish if FALP catered for persons with special interests and addressed their learning interests.
	Other partners	CBS Radio Buganda
8	ICEIDA	Establish the main objectives and basis of the cooperation, what success means with FALP; operational challenges, ways of sustaining the benefits of FALP in Kalangala
9	Makerere University Department of Adult Studies	Share experiences on FAL methodologies and how best to address FAL in a changing environment
10	LABE	NGO involved providing functional adult literacy services and share process issues of teaching and learning; materials development; proficiency tests; qualification framework and other FAL policy formulation influence related issues
11	UGAADEN	As a CSO whose main focus is FAL, their perspectives needed to inform the evaluation
12	Ministry of Agriculture Animal Resources and Fisheries (Department of Fisheries Entebbe)	A stakeholder in BMUs and Fisheries sector and the core fisheries management function falls on the BMUs under whose supervision, the department over sees, development of FAL in BMU materials were developed, collaborative efforts and synergies for improved livelihoods of the fishing community and therefore vital in the evaluation process.

13	MoLG	Local governments have a stake in FAL because of its role in community sensitisation and mobilisation and therefore needed to share experiences on how collaboration was possible under the FLAP
14	MoGLSD	The focal ministry for FAL and initiator of policy changes
15	Kalangala district local government	Establish sectoral linkages at implementation level and appreciation of FALP in the development process

2.6 SITES VISITED BY THE EVALUATION TEAM

Sub County	Category of respondents	Justification for selection
Bubeke	FAL learners, Instructors, Sub county Extension staff, BMU leadership	Bubeke has developments as a model landing site and FAL in BMU and the need to share experiences of the FAL stakeholders
Kyamuswa	FAL Learners in BMU, Instructors	FAL in BMU and share experiences of the learners and instructors
Bufumira	FAL learners, Instructors, Sub county Extension staff, BMU and other local leadership	The dominant livelihood is fishing and FAL in BMU was introduced and need to share experiences.
Bujumba	FAL learners, Instructors, Sub county Extension staff, Political leadership	FAL main and being on the main Island there was need to share experiences of the learners under the FALP Phase II
Mugoye	FAL learners, Instructors, Sub county Extension staff, Political leadership	Share experiences with learners and instructors on FALP under the second phase
Kalangala TC	FAL learners, Instructors, Sub county Extension staff, Political leadership	Share experiences of learners and instructors in an urban setting; the challenges; livelihood improvement opportunities through FALP as an entry point to communities self development initiatives

2.7 DATA ANALYSIS

Since the data was mainly qualitative, a consistent content analysis was used. A template in a grid format was created with details of the thematic questions asked and their respective responses in summary form. Information from each group was entered separately and this merged in responding to the variables that the evaluation sought to assess. Response by response analysis was then done and each was grouped along identical thematic areas and conclusions drawn.

Quantitative data was extrapolated from the reports to establish actual deliverables in terms of the expected outputs of FALP.

2.8 LIMITATIONS

The main limitations were as follows:

The first limitation was inability of the evaluation team to reach some implementation sites for FAL and therefore inability to share context specific implementation experiences.

Secondly, since funding for FALP had come to an end, the team was not able to visit a FAL session in progress either on FAL “Main” or FAL in BMU.

Notwithstanding the above limitations, the evaluation team was able to collect sufficient data to facilitate meaningful analysis.

3.0 PRESENTATION OF FINDINGS

The findings are based on the variables that the evaluation team studied through the different materials described in section two of this report. The findings cover five aspects; relevance, efficiency, effectiveness, impact and sustainability.

FALP PERFORMANCE AGAINST EVALUATION CRITERIA

Overall, FALP performance was assessed on the basis of set criteria which included; Relevance, Effectiveness, Efficiency, Potential Impact and Sustainability. The assessment was by scores against a rating system as follows:

RATING SYSTEM

SCORE	ASSESSMENT	CATEGORY
6	Highly Satisfactory	
5	Satisfactory	SATISFACTORY
4	Moderately satisfactory	
3	Moderately Unsatisfactory	
2	Unsatisfactory	UNSATISFACTORY
1	Highly Unsatisfactory	

Criteria adopted from the IFAD Evaluation framework

Using the above rating system, the evaluation team assessed FALP against set criteria, mainly at implementation phases as follows:

ASSESSMENT OF FALP

No	Criteria	Implementation
(i)	Relevance	6
(ii)	Effectiveness	5
(iii)	Efficiency	4
(iv)	Impact	5
(v)	Sustainability	2

The assessment criteria was based on information available in the programme documents and backed by primary information collected during the field visit.

3.1 DESIGN AND RELEVANCE OF FALP IN BMU

The extent to which the FALP objectives are consistent with beneficiaries' requirements, local needs, institutional priorities and development partners' policies. It also entails an assessment of project coherence in achieving its objectives.

Support to the implementation of FALP in Kalangala second phase focused on empowering communities to access information, participate in personal, community and national development activities and fully realise their potential for sustainable livelihoods. Access to information is highly relevant to the needs of the fishing communities. Their low literacy levels, high mobility, hard-to-reach locations, and a lack of information are common characteristics that contribute to the vulnerability of fishing communities to inequitable development. Therefore FALP was very relevant to meet the needs of the fishing communities and most specific, those in BMUs where the programme focused interventions during the second phase 2006-2010.

FALP addressed inequitable development mainly through empowering the people to develop literacy embedded in their livelihoods but also have a critical awareness of their rights and environment. They are encouraged to participate in activities in local government planning at beach management units and sub county levels and this is the trend to ensure effective service delivery. The evaluation team found project relevance to be highly satisfactory.

The quality of the design of this FALP was satisfactory, the intervention logic was found to be sound, and the overall objectives were achievable given the list of activities.

FALP design also acknowledged the need to in build exit strategies for the promotion of sustainability. The use of the local resources in terms of personnel (instructors), locating resource centres within the community is commendable as these will ensure the continuity. However, by the time of the evaluation, less seemed to be taking place with the formal FAL classes and FAL in BMU. Issues of retention and remuneration of the FAL Instructors remained unresolved.

3.2 ALIGNMENT WITH, MDGS AND GOU DEVELOPMENT PRIORITIES

Functional Adult Literacy Programme focused on increasing literacy in Kalangala for widening the development choices and opportunities for the fishing communities. This is in tandem with the MDGs and Ugandan national priorities. The National Development Plan (NDP), a new development framework for the GoU for the period 2009/10-2013/14, highlights the strategic agenda for development and further details priority interventions in all sectors of the economy. The overall goal of the NDP is to accelerate economic growth to reduce poverty.

The NDP seeks to achieve 7 development objectives as follows:

- Increasing household incomes;
- Enhancing the quality and availability of gainful employment;
- Improving the stock and quality of economic and trade infrastructure;
- Increasing availability and access to quality social services;
- Promoting innovation and competitive industries;
- Harnessing natural resources and the environment for sustainable development; and
- Strengthening good governance and improving human security

At the time of the design FALP was relevant to PEAP and now NDP priorities which underscore the continued relevance.

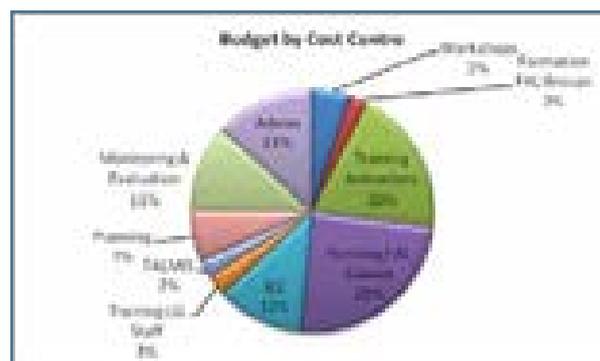
The FALP Goals and objectives are in tandem with the Government of Uganda national priorities. FAL Programme of Kalangala District Local Government interventions contributed directly to the above priorities as a catalyst for development across all sectors.

FALP is in tandem with the national gender policy, Kalangala District Development Plan and sub county development plans

Functional Adult literacy is highly relevant to poverty alleviation efforts, because information is a critical ingredient in every decision making situation, viz economic, personal, family, or political. The ability to read and write is therefore an essential element in the consumption of such information. .

In terms of alignment of development partner priorities (ICEIDA), The Ministry for Foreign Affairs of Iceland’s main issue areas are international relations, international trade and international development co-operation. Principals relevant to FALP are:

- Experience in the sustainable use of marine resources;
- Important historical milestones in the campaign for gender equality



The FALP agenda in Uganda is in tandem with the Icelandic development agency priorities and therefore relevant and appropriate.

Overall in terms of relevance the evaluation team found FALP under the second phase to be highly satisfactory.

Overall costs directly targeting the beneficiary (training of FAL Instructors and running of classes) accounted for 58% of the total budget whilst indirect costs took up 42% of the budget. It is the considered opinion of the Consultant that the ratio between direct and indirect costs was high but acceptable considering the hard to reach nature of the district and the comparatively high costs of delivering services on island communities.

3.3 EFFICIENCY

Project efficiency was an assessment of the prudent use of resources in the delivery of planned outputs and outcomes. The project results were delivered with a budget of a sum total of **UGX 1,232,660,456** dispensed between 2006 and 2010 for project related interventions.



3.3.1 ALLOCATIVE EFFICIENCY

An analysis of the expenditures by cost centre shows that the two most important items by expenditure were running of FAL classes and training of instructors which accounted for 25% and 20% respectively of the gross budget. Planning, management and monitoring costs accounted for 19% of the project budget while Administrative costs which included purchase of boats, engines, motor cycles, fuel and maintenance costs, office equipment, salaries and utilities stood at 14% of total project costs. Other items on the expenditure list included production and dissemination of information regarding FALP in the district including broadcast of a weekly program on the airwaves focused on FAL news in Kalangala, dissemination workshops and training of staff in the CBS department and development of a district FAL Management Information System.

3.3.2 TIMELINESS OF SERVICE DELIVERY

Assessment of timely implementation through delivery of inputs, availability of human resources and their competencies in the several areas was analysed to assess the efficiency. The FALP implementation structures have competent resource persons to conduct functional adult literacy at the respective levels. The team of FAL facilitators in BMUs, FAL instructors, Fisheries officers, Community Development Officers; were some of the human resources that have contributed to the efficiency.

It was reported that the regular disbursement of funds by the donor/partner to the programme ensured that activities are implemented on time.

Financial information accessed shows there was consistency in the disbursements of the funds from ICEIDA.

The FALP was implemented efficiently overall. Material support like the procurement and distribution of learning materials and equipments was undertaken and timely delivery was reported.

Technical and management support to the project from district, ICEIDA (PSC) was regular and schedules of the visits had been drawn. There was evidence through visitors' books and project supervisory reports. The level of support has a direct impact on the quality of the FALP implementation.

This evaluation did not undertake a cost benefit analysis however the project delivered on its intended outputs within reasonable limits of its original scheduled time.

3.3.3 EFFICIENCY OF TRAINING ACTIVITIES

Most of the FALP interventions involved training of the various groups of individuals either as facilitators or learners at different training venues. The training of the facilitators and instructors was conducted and average duration was ranging from 2 weeks phased over a period of time. Facilitators met at the BMUs had fair knowledge on FALP instruction especially in BMU and on the mainland. The medium of instruction was local lingua franca (*Luganda*) and English; training materials were existent and some translated in the local languages. Some of the topics mentioned during the focus group discussion include; fish quality assurance, post harvest handling of fish, value addition, market information, HIV and AIDS, group dynamics and gender. In total the project reached up to 12,035¹ (female 6,258 and Male 5,777) learners 61% of whom successfully sat and passed a proficiency test.

1 A figure confirmed after validation workshop in Kalangala in April.

3.3.4 COOPERATION WITH LOCAL STRUCTURES & SECTORAL LINKAGES

The National Adult Literacy Strategic Investment Plan² aims to expand the Government functional adult literacy activities and scale up the literacy work of NGOs by having a provision of working with other stakeholders in FAL towards universal functional adult literacy and lifelong learning. ICEIDA has developed good relationships with Kalangala District Local government departments. The Community Based Services where FALP was being coordinated developed healthy working relationships with departments like production and fisheries; health that made contribution in the training of facilitators and teaching of learners.

Collaboration with Fisheries department to develop FAL in BMU materials is commended and specialists from the government departments are a key resource for the project, as part of the district resource. In addition, the district worked with LABE to provide training services and development of FALP materials.

The collaboration with CDD and NAADS (fisheries and arable farming) are all areas that show how sectoral linkages have been at play for synergy and increased benefits

Improved communication was made possible between the district local government and learners through the instructors at the community level and CDOs at the district and sub county levels. The Community Based Services department on the other hand served as a forward link between the Kalangala District Local Government and the development partners, a case in point is communicating and maintaining links with ICEIDA. This function by the community department was undertaken efficiently.

2 A new Framework for implementing FALP (NAPAL) is in the offing.

3.3.5 PHYSICAL INFRASTRUCTURE AND ACCESS



A constructed Learner's facility in Mweena

Access to some of the islands where FALP was implemented is a challenge depending on the season or time of year. The CDOs were facilitated with boats with mounted engines, life jackets, and motor cycles for those on the main island.

Transport facilitation was very important for field visits as learners were spread over the sparsely distributed islands in Kalangala. Kalangala District Local Government together with partners established model landing sites and FALP added value in the management of the BMU. FAL in BMU was being conducted in some of the facilities constructed at the model villages served as appropriate shelters for FAL classes.

3.3.6 COST EFFECIENCY

Taking the total amount disbursed by ICEIDA of 1,232,660,456/= dispensed between 2006 and 2010 for FALP interventions, a total number of 12,031 was reached with FAL services to the island community in Kalangala. The implementation team ensured that least cost inputs were used to ensure the delivery of FALP. Examples include the use of local materials easily got in Kalangala for construction of FAL classes; use of locally made boats with Engines of moderate horse power; conducting training within Kalangala in venues that charged modestly; repair of the existing programme vehicle Land rover 110 instead of

procuring a new one; use of motor cycles for monitoring and support supervision; all attest to the cost efficiency elements adopted by the programme management

On the issue of cost-effectiveness it has to be stated that the project objectives and intended outputs were met within the stipulated budget

3.3.7 BUDGET MANAGEMENT

Budget management and financial reporting is done at district level by the CDOs. FALP at lower level operated a cash budget based on the work plans and activities to be implemented therein.

Spending rates were in tandem with the planned figures. No delays were reported in the disbursements. The government allocation though meagre were also made as indicated in the chart below.

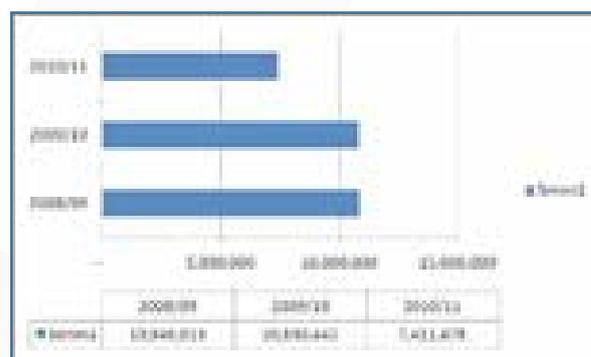


Figure showing government allocation to FAL in Kalangala for 3 FYs.

Overall the evaluation team assesses the FALP under efficiency to have been satisfactory

3.4.0 EFFECTIVENESS

Effectiveness defines the extent to which the FALP's objectives were achieved, or are expected to be achieved

Kalangala District Local Government has worked with ICEIDA and Ministry of Gender, Labour and Social Development to advance the FAL agenda. In addition, FALP in Kalangala worked with LABE to train the instructors and make a contribution on the on going work on the

qualification framework for both learners and instructors. This collaboration has contributed to achievement of the main outputs stipulated in the project protocol.

FAL in BMU that was the focus of the extension of FALP activities in Kalangala 2006-2010. Effectiveness is summarised under the table given below and analysis of the results under each of the respective Outputs.

This evaluation report mainly focuses on the

Narrative Summary	Objectively Verifiable Indicators (OVIs)	Achievement	REMARKS
<p>Immediate Objective To improve the adult literacy rate in Kalangala district by 20% by 2010</p>	<ul style="list-style-type: none"> Adult literacy rate by sex, PWD and age FAL completion rates by sex, PWD and age No. of post learners by sex, PWD and age No. of learners participating in development activities by sex, PWD and age No. of learners with improved homesteads 	<p>Adult Literacy in central region for adults rose from 82 male and 78 female in 2005/06 to 84 male and 81 female in 209/10 (NHS 2009).</p>	<p>The upcoming census in 2012 should give updated data on Adult Literacy in Kalangala upon which change can be established.</p>
Outputs			
<p>94 villages, 7 sub counties and the district sensitized on FALP</p>	<ul style="list-style-type: none"> Coverage of dissemination seminars Number of participants in dissemination seminars by level, sex, PWD and age 	<p>94 villages covered with FAL committees formed and trained</p>	<p>All villages were reached with FAL messages</p>
<p>FAL committees formed and trained at village, parish, sub-county and district</p>	<ul style="list-style-type: none"> Number of FAL committees formed and are functioning, by level Composition of FAL committees by level, sex, PWD and age 	<p>94 FAL committees formed at sub county and district levels; and trained about their roles and responsibility</p>	<p>The district FAL committee, 2 sub county FAL committees of KTC and Bujumba were still functional by the time of the evaluation.</p>
<p>150 instructors trained and equipped to conduct FAL classes</p>	<ul style="list-style-type: none"> Number of instructors trained, by sex, PWD, age, and type of training Number of instructors with active FAL classes, by level and course 	<p>144 (61male, 83 female) FAL instructors trained in FAL main; FAL in FAL in BMU had 124 facilitators (90male, 34 female)</p>	<p>The target of 150 FAL instructors was exceeded because BMUs had additional 124 facilitators</p>
Narrative Summary	Objectively Verifiable Indicators (OVIs)	Achievement	REMARKS

<p>12,900 community members enrolled and trained in FALP courses, 50% males</p>	<ul style="list-style-type: none"> • FAL enrolment rates by sex, PWD, age and type of course • FAL dropout rates by sex, PWD, age, and type of course • Proportion of FAL classes conducted on schedule, by location • Percentage of learners passing proficiency tests, by sex, PWD and age • Number of technical/ specialised staff involved in training FAL classes, by sector • Number of active FAL classes, by location 	<p>12,035 (5,777m 6,258f.) learners enrolled; 6,075 learners in FAL main and 5,960 learners enrolled in FAL in BMU</p> <p>FEFA; SBC had 59% learners passing proficiency tests and progressing Fisheries department staff; Health and Agriculture staff participated as DRT 11 members (7 male and 4 female)in FAL activities</p>	<p>FAL in BMU had 3400 learners passing the proficiency test out of the 3850 learners who sat for the proficiency tests</p>
<p>Information on FALP and development activities produced and disseminated</p>	<ul style="list-style-type: none"> • Number of radio programmes aired on schedule • Content of the radio programmes • Number of people using the FAL resource centre, by sex, PWD, age and residence • Number of print media dissemination activities carried out, by type • Proportion of the population accessing FAL information, by source • Number of reading materials procured and disseminated, by course • Number of instructors and post learners using resource centre materials, by sex, PWD and age 	<ul style="list-style-type: none"> • There was 244 radio programmes on CBS aired for 124 hours in total. Sese FM had 3 months contract to air FAL activities • Learners in the classes and instructors accessed and used resource centre materials. • Resource centre at the district; FAL posters distributed to all the 94 villages; 92 book boxes distributed and majority village members including learners and instructors accessing the information 	<ul style="list-style-type: none"> • The content was on news on Kalangala; development issues and literacy activities. The literacy day was also used to sensitise and advocate for FAL activities • 1,215 learners under FAL main were accessing FAL resource centre/ boxes materials • In FAL BMU majority learners in 62 BMU centres accessed the materials in the book boxes with the instructors.

Narrative Summary	Objectively Verifiable Indicators (OVIs)	Achievement	REMARKS
The project efficiently and effectively managed	<ul style="list-style-type: none"> • Number of joint project planning and monitoring activities held on schedule • Number of participants in joint planning and monitoring, activities, by level and agency • Number of support supervision and quality assurance activities conducted on schedule • FAL MIS in place Number of project review and evaluation activities carried out on schedule • Number of stakeholders adhering to FALP implementation guidelines • Proportion of implementers fulfilling financial and accounting regulations • Proportion of CBS Department staff trained, by sex and type of course • Number of management/coordination/supervision meetings held on schedule 	<p>60 PIT meetings were held over the 5 year period</p> <p>20 PMT meetings were held s</p> <p>10 PSC were held</p> <p>Whereas MIS was established in 2006, it malfunctioned by the second year</p> <p>9 CBS staff offered scholarships to further their careers in the community development sector. Instructors also benefitted from the scholarship scheme</p> <p>CDOs and Fisheries officers held bimonthly meetings</p>	<p>By and large the coordination, review and planning meeting were held on time and the evaluation team was able to see the minutes of the respective meetings. ALMIS that functioned initially later failed because it was reviewed but failed to operate due to the software technical challenge. Therefore the ALMIS was never used to capture data from the field.</p> <p>The meetings were all held on schedule and there was high motivation for the stakeholders to be present during the meetings.</p>

3.4.1 EFFECTIVENESS OF COMMUNITY SENSITIZATION & MOBILIZATION

Project Implementation team through the department of community based services and the BMU management and local council leaders were very instrumental in sensitisation meetings on FALP in Kalangala. Radio CBS and Ssesse FM that were contracted as well to disseminate FALP into activities especially when CBS was closed in 2009 for a period of three months. It broadcast 13 episodes on FALP. Both learners and other inhabitants of Ssesse Islands actively interacted with the radio presenters to sensitise the public about FALP. The different stakeholders that were sensitised include but not limited to the following at the BMUs;

- Boat owners
- Fish processors
- Boat builders
- Fish mongers
- Communities living in the specific landing sites

Community meetings were also held for mobilisation and sensitisation about FAL. Community leaders (LCs and BMU) also placed FALP agenda high during village meetings and forums that were held. This was another community mobilisation and sensitisation strategy. The multi pronged approach to community mobilisation and sensitisation was effective in reaching the fishing communities and the evaluation team finds this strategy satisfactory.

3.4.2 EFFECTIVENESS OF FAL STRUCTURES

Local council and BMU management and general assembly members were engaged to support FALP in Kalangala. The field visits established that BMU management supported FAL in BMU and contributed in providing for facilitators and supporting learning activities. BMU members of the executive participated in the learning activities. There were 94 FAL structures formed and trained on their roles and responsibilities in relation to FALP at village level. 7 at Sub County

level and 1 District FAL Committee were formed and trained. These FAL committees were in charge of mobilising learners and participated in the selection of the instructors/facilitators of adult learning in their respective locations. The FAL structures were charged with resource mobilisation and monitoring as part of their role.

However, it was noted that Village FAL committees were not very active in mobilising learners and supervision of the FAL activities especially on the main island. The discussions with the FAL coordinator informed the evaluation team that FAL committees in Kalangala Town Council and Bujumba Sub County were still active because the LCIII chairpersons and chiefs/Town Clerk had commitment and interest in FAL and its benefits.

3.4.3 EFFECTIVENESS OF FAL INSTRUCTORS

The team of FAL facilitators and instructors were trained and equipped with skills to handle adult learning. 62 BMUs had 124 (m, f) FAL in BMU facilitators, who were trained in sector specific areas of fish handling and developing the attitudes and knowledge for the communities to participate in the fisheries core management roles. FAL main had 144 (M, F) FAL instructors trained and focus for these instructors was in FEFA and SBC.

The evaluation findings reveal that the FAL classes were frequently held and proficiency tests conducted and results shared with learners. About 4 instructors in the BMUs dropped out because they migrated to other areas. 62 FAL classes in BMU remained active till the end of the programme in October 2010 with an average of about 50 learners per class. The above attests to the effectiveness of the FAL instructors/facilitators but also demonstrates the effectiveness of the sector specific literacies.

Initial training of the FAL facilitators was done at a central venue with trainers coming from the DRT; Fisheries department and LABE and ICEIDA. Refresher training courses were also held and issues of addressing multi level learners, sector specific themes and social literacies. Instructional materials were provided in terms of manuals and writing materials

The instructors association KAFIA initially was very supportive of the FAL instructors and facilitators though by the time of the evaluation, management of KAFIA and its operations were almost nonexistent due to challenges KAFIA has gone through as narrated by the team of executive members met. There was a challenge of FAL instructors who by the nature of their work had migrated to other landing sites and therefore affecting the FALP activities in BMUs. In addition, the selection of instructors based on the decisions of BMU executives was not flawless. Some instructors had false expectations in becoming facilitators and did not have the commitment and spirit of voluntarism. Some thought it was a full time job that was well remunerated and therefore it affected sustenance of FAL in BMU sessions. Information from the field showed how some members of the BMU executives joined as FAL facilitators but did not serve for long before they dropped out.

3.4.4 EFFECTIVENESS OF FAL IN BMU APPROACH

FAL in BMUs focussed on fishing sector as a form of livelihood for the fishing communities at the landing sites. Focus on fish quality assurance was effective and relevant to the needs of the fishing community and was one of the factors that motivated the fisher folk to attend FAL classes.

Learners and instructors were able to testify that FAL in BMUs had empowered them to improve their livelihood through self regulation in the fishing activities. Fishing gears, hygiene at the landing sites or beaches; post fish handling in terms of handling; processing and marketing were issues raised and relevant thus keeping the learners motivated. Construction of fish drying racks in the BMUs was a direct outcome of the FALP in BMU training. Fishing as a business, increased compliance to fishing regulation and rules which have all contributed to increasing confidence among the fishing communities to take fishing as critical to their livelihoods.

Local communities have taken control of their lives as a result of independent forms of social action. In its ongoing effort to reduce poverty, BMUs and fishing communities; ICEIDA and KDLG have used FALP in an attempt to enhance

community capacity by building social capital and fostering empowerment among the fishing communities.

Under the FAL in BMUs the evaluation team could discern the synergy of the different sectors working together to improve the socio-economic conditions of the fishing communities. Fisheries Department and Community Development Sector are working closely together to ensure the core fisheries management function is implemented and adhered to. We also acknowledge that ICEIDA is a key player in Fisheries sector and it is only under FALP that the linkage and synergy is seen in practice. The FAL in BMU and improvement of the landing sites for quality management of the fishing sector is a clear example of collaboration and cooperation of departments at district and national level. FAL in BMU from the information available had the highest number of learners. 62 classes with an average of about 50 learners per class mainly dominated by males. This was noted to be commendable and that it demonstrated how sector specific literacy encouraged more male involvement in literacy activities. In proficiency test those who passed and graduated, FAL in BMU contributed 34%; FAL Main 25%; SBC 23% and FEFA 18%.

At (MAAIF) headquarters, the human resource capacity building focal person met during the evaluation process and expressed satisfaction with the linkage and synergy. The missing link in the Fisheries Department in the past had been associated with how the fishing communities could be engaged meaningfully in the fisheries core management functions. FAL in BMU has significantly contributed to bridging this gap. Hard to reach fishing communities for once have an activity that is relevant and appropriate to their livelihood and empowers them to improve their own socio-economic conditions through FAL that focuses on fishing as a livelihood.

The development of learning materials with Fisheries department enabled the existing materials to be simplified to meet the learning needs of the fishing communities. Indeed, the same materials have been adopted by the ACP/EU countries in enhancing the capacity of the fishing communities to participate in the core fisheries management in the respective countries.

However, the BMU management in some instances felt they were threatened and challenged by the BMU assembly members as a result of the

empowerment as expressed by some of the learners who were met during the field visits to the BMUs. In fact new literates who are members of the general assembly challenged the BMU leadership because of the acquired knowledge and skills in the fishing sector. The challenge was mainly in the positions of leadership; day to day management of BMU activities like consideration for licences; fishing gear among others that were mentioned during the field interviews. This did not go down well with some of the BMU executives in some areas who saw it as a threat to their leadership. Some general assembly members in BMUs like Bufumira and Bubeke challenged the leaders for improved service delivery and accountable leadership.

The FALP facilitators are seen as credible and knowledgeable in their areas of operation and can offer alternative leadership as expressed by the learners which created some suspicion and uneasiness by the BMU leadership.

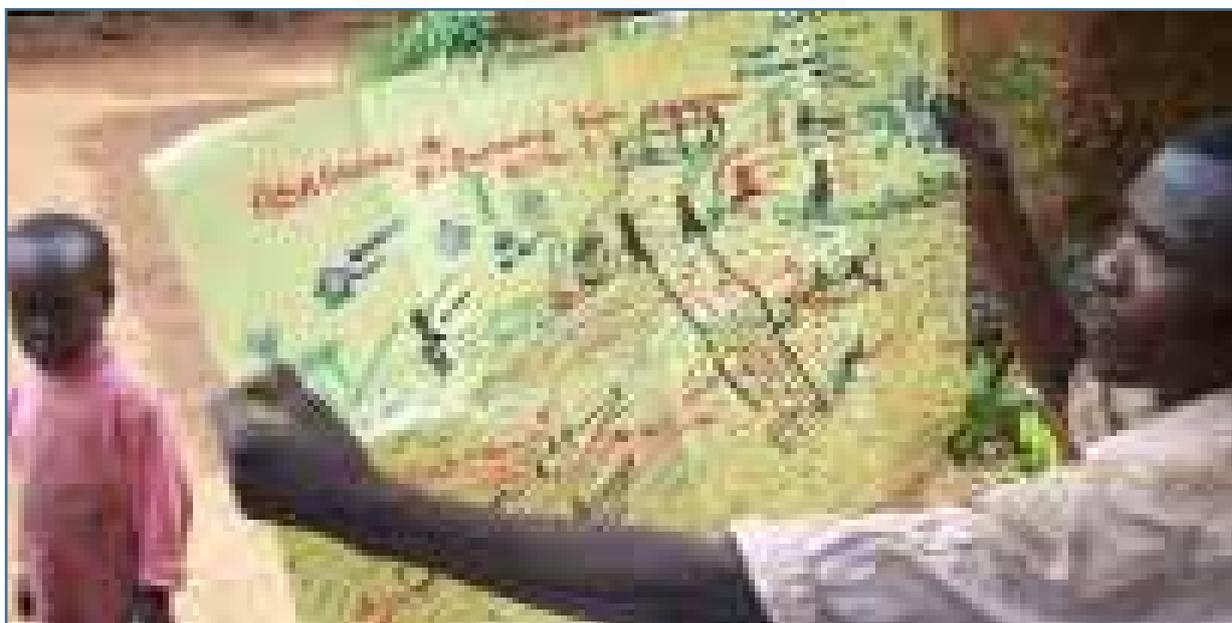
3.4.5 SELECTION OF LEARNERS

Learners were enrolled after the mobilisation and sensitisation meetings undertaken using the different approaches adopted by FALP management. At enrolment, the numbers were overwhelming in all the classes both in BMU and FAL main and the class registers reviewed during field work attest to it. Overall FAL in BMUs

had largest number of learners with an average of 50 learners per class in the 62 established BMUs and an estimated average number of 3,100. Participants decide when and if to go to literacy classes. The main motivation especially learners in BMU was because of the relevance of the content which was related to their main form of livelihood. Multi level learners also were enrolled and the main motivation was to learn the functional skills for the improvement of their socio-economic conditions. Other factors that influenced learners included peer pressure, prior schooling and self confidence gained from being empowered by FALP.

The evaluation team notes that male participation in FAL in BMU was high and the reason was that besides fishing being mainly a male dominated arena ,content in the FAL classes was relevant and hence more of those involved in the fishing had to enrol.

The issue of learners who had some level of education joining different FAL classes as noted required facilitators to have skills in managing those who were more knowledgeable. Examples where multi level learners enrolled include SBC, FAL in BMU; FEFA. Analysis of the reports shows SBC, FAL Main, FEFA had high enrolment though the evaluation team observes that selection of learners was satisfactory and hence effective in terms of reaching the overall target of 12,035 learners.



Instructor displaying learning material in Njoga

3.4.6 EFFECTIVENESS OF LEARNING MATERIALS

Management of FAL classes requires inputs such as instructional materials and various media. The following materials were procured: manila papers, Primers, Markers, Preparation and Visitor's books, News print, radio tapes and Black boards. A set of SBC comic and workbooks were also produced for the classes. Dissemination of some of the materials was done during training activities of the different stakeholders. Other materials procured and provided include primers, books- story for leisure; poultry and livestock keeping; HIV and Environment.

Learning materials contributed to the success of FAL in that it provided materials for reference, for instruction and practice. The books provided for the different livelihoods were directly useful in providing the learners with relevant information for the improvement of their livelihoods.

Learning without documented materials for future reference can also lead to relapse into functional illiteracy; therefore learning materials provided served the purpose of ensuring that learning was a continuous and lifelong experience. The materials in the book boxes were easily accessible to the learners in the respective location. The initial policy of making a contribution of Ug Shs 500, that acted as a limitation but when it was removed access to reading materials improved.

However we note the challenge of using learner's own learning materials still remains. From the interviews with the instructors, the learning materials provided by CDOs and MoGLSD were the only materials used exclusively. Reference is made on the comparative study of Professor Allan Et al who had suggested the use of learner generated learning materials as a good practice to promote functional literacy. Under the phase II of FAL extension, the evaluation team did not get any information that learners own generated materials were used in the FAL classes.

Overall the learning materials contributed to achievement of the FALP objectives and the evaluation team rates this aspect as satisfactory.

3.4.7 RADIO PROGRAMMES

FALP realized the need to create awareness on the literacy activities in all parts of Kalangala district to enable fishing communities appreciate the benefits of the programme in improving their own socio-economic conditions. It was envisaged that through this process, many fishing communities would see the need to join FALP. Likewise, management of FALP realised the need to reach out to as many people as possible through radio programmes. In pursuit of this objective, FALP contracted Radio CBS 88.8 to collect and disseminate timely information about FAL to the community especially in Kalangala and some parts of Mukono where reception of the CBS radio airwaves was able to reach.

Between 2006 and August 2009, CBS radio broadcast 240 programmes on FALP for 30 minutes each programme equivalent to 120 hours. This provided an opportunity to share with the respective audience the FALP work in Kalangala. It also gave the audience who included learners to be heard and the opportunity to ask questions and share experiences with others. After the closure of CBS in September 2009, Sseese FM was contracted to air out FALP related information for 3 months.

The radio programmes were interactive with FAL learners and Facilitators as well as the general public contributing through live phone in calls, once a month and writing letters/Short Messaging Services (SMS) that were read out on air.

The CBS radio presenter participated in most trainings and other significant activities that took place relating to FALP. Broadcast of the recorded voices of both the learners and instructors motivated them as revealed by some of the learners who were met during the field evaluation visits.

The members of PIT participated in the radio program by attending live radio talk shows in which information was shared on FALP events and promotion of FAL.

The field evaluation findings confirmed that radio listenership is high and the programme on CBS that was broadcast every Sunday 7.30am-8.00am

was widely listened to. The programme became synonymous with Kalangala such that any other programme and announcements on Kalangala had to be made known during the broadcast.

The radio broadcasts ensured learners are mobilised, ongoing FAL activities are shared, literacy is appreciated as a key component in empowering fishing communities to improve their socio-economic conditions. Radio broadcasts provided an opportunity for the audience to appreciate that FALP was to benefit all people in Kalangala and thus different stakeholders including MoGLSD; ICEIDA and District Local Government attach importance to it and the reason for providing financial support.

In our view, the objective of using radio for sensitisation and mobilisation of the communities for FALP was largely achieved. Furthermore, the learners were quite keen and participated actively by asking questions and giving their views. In all places visited, the majority of participants expressed very strong satisfaction and appreciation for the role CBS played.

Therefore the evaluation team assesses the radio broadcasts as a strategy to have been highly satisfactory and effective in contributing to achieving the objectives of FALP in Kalangala.

3.4.8 EFFECTIVENESS OF MANAGEMENT

Project management meetings were held on schedule and could be verified by the minutes that the evaluation team was able to read through. In these management meetings, work plans, budgets, field reports were discussed. Follow up of management decisions was assessed to be effective. This was seen with the way management especially the PIT handled issues related to rolling out of the FAL in BMU; enrolment; attendance; progression; proficiency test; sectoral linkages and working with the DRT which is commendable.

In addition information from monitoring and support visits influenced management decisions and follow up of issues arising.

The management meetings and other management support activities were supported directly from ICEIDA support and is one contributory factor to its effectiveness.

The evaluation team assesses this area to have been very effective and satisfactory.

3.4.9 STAFF CAPACITY BUILDING SUPPORT

The district's technical staff benefitted from the capacity building efforts of project which saw a number of staff in the Community Based Services Department undertake further training thanks to scholarships from ICEIDA as indicated in the following table:

Name	University	Course	Academic Yr	Status
CDOs				
Lugoloobi B W.	Nkumba	MA. PAM	2008/09	Completed
Nabbosa A	Kampala International	Development Studies	2008/09	Completed
Kamya D.	UMI	Dip. PPM	2008/09	Completed
Kiwanuka H.	Kampala International	DBS	2009/10	Completed
Kabwama B.	Martyrs-Nkozi	Democracy and Dev. Studies	2010/1108	Final year
Jude Musazi	Nkumba	M.A	2009/10	Completed
Lwerimba	UMI	Post Graduate Dip PPM	2009/10	Completed
Nabayiga Idah	UMI	PGD Human Resource	2009/10	Completed
Kamya George William	UMU Nkozi	Development Studies	2009/10	Completed
INSTRUCTORS				
Lubowa Kintu	UMU Nkozi	Development Studies	2008/2009	Completed
Nakiwate Robinah	Nsamizi	Dip Literacy and community Development	2008/9	Completed
Ssebuuma Christopher	Nsamsizi	Dip Gender and Development	2008/9	Completed
Kyolaba Barbara	Nkumba University	Degree Development Studies	2008/9	Completed
Munaba Robert	Fairland University Jinja	Dip PPM	2006/7	Completed
Senyonga Steven	Nsamizi	Dip Literacy and Community Devpt	2007/8	Completed
Nassolo Jane	Nsamizi	Certificate in Counselling	2006/7	Completed
Kiberu George William	Nsamizi	Certificate in Literacy and comm. Developmet	2007/8	Completed
Akirapa Tabisa	Namungoona Institute	Certificate in Adult Education	2006/7	Completed
Oboth Thompson	Kalangala Information Centre (KIC)	Certificate in Computer	2006/7	Completed
Nsangi Susan	KIC	Certificate in Computer	2006/7	Completed
Ssekala Harriet	KIC	Certificate in Computer	2006/7	Completed
Lukumbi Ivan	Mityana SS	O-Level Certificate	2007	Completed
Mukasa Martin	Bukasa SSS Kyamuswa	O-Level Certificate	2007	Completed
Hajara Nyanzi	Mityana SSS	O-Level Certificate	2007	Completed
Namwonge Juliet	Bishop Dunstan SS	O-Level Certificate	2007	Completed

It's noted that staff who have benefited from this training have been bonded to serve the district for a period of time before they can seek employment outside the district as stipulated in the government policy.

The team of CDOs have been able to support FALP in terms of training facilitators / instructors, support supervision and continuously monitor progress. The support was found useful and there was evidence from the visitors' books and reports that the evaluation team was able to verify.

The team of CDOs who have been trained and are providing the support to the FAL classes in linkage to other development opportunities by linking the groups to other resource providers at district and national level through technical support in project proposal development. Technical support to groups includes project management cycle, development of bankable project proposals and 20 of the FAL classes have been linked to NAADS an initiative supported by the CDOs.

There has been horizontal and vertical movement of staff due to the training support received and this was strongly appreciated by the beneficiaries of the scholarships but also the District Local Government Administration.

The evaluation team appreciated the initiative of equipping the CDOs with adult learning skills as the beginning of the engagement process in all FAL activities. This enhanced the practical relevance of CDOs to the learners at different levels.

3.4.10 FACILITIES FOR MONITORING AND IMPLEMENTING FALP

Motor cycles, boats, engines, computers with accessories (desk top and lap top), internet facilities have been procured to support effective management of the FALP. Field visits to the Sub Counties showed that the boats and motor cycles were still functional and serving the department though a boat seen at Mweena landing site needed some repairs. However, at Mweena one of the boats procured for FALP activities was docked at the landing site and was non functional.

Resource centres in terms of book boxes were distributed to focal persons who were mainly FAL facilitators but the use of the resources or books seemed not to be active as of when the programme was still under implementation.

Staff training for the CDOs and Fisheries officers in mobilisation and support to FALP was carried out as verified in the project reports. Support and mentoring of KAFIA as an apex association of instructors for future continuity of FALP activities was undertaken as well.

Exchange learning visits and hosting of different teams in Kalangala is commendable. The team of FAL instructors from Buvuma, the comparative study team with Professor Allan *et al*; visit to Mityana had lessons to be learnt to improve FAL in Kalangala.

However, the gap identified is that not all stakeholders participated in monitoring FAL activities. Learners did not have any mechanism of assessing the teaching learning process. The reports reflect what the facilitators and CDOs compile. Since adult learning promotes the notion that learners must be in charge of the learning process, they should have been a mechanisms through which learners could monitor and share their own perceptions of learning processes in terms of contributing to the progress reports compiled and shared with the different FALP stakeholders.

The evaluation team rates the facilities for monitoring to have been effective and satisfactory.

Overall the evaluation team assesses the effectiveness aspect to have been satisfactory in contributing to the attainment of the FALP objectives.

4.0 PROJECT IMPACT

Assessment of impact focussed on the changes that have occurred or are expected to occur in the lives of the rural poor fishing communities in Kalangala (whether positive or negative, direct or indirect, intended or unintended) as a result of FALP.

The development objective was to empower communities to access information, participate in personal, community and national development activities, and fully realise their potentials for sustainable livelihoods. The immediate objective was to increase adult literacy in Kalangala district local government.

The impact indicators presented in the programme document are:

- No of community members participating in development activities by sex, age and PWD
- No of community with improved homesteads by sex, PWD and age
- No of learners in decision making positions by sex, PWD and age
- Percentage of learners with new/improved income generating activities by sex, PWD and age
- Percentage of community members aware about development issues, by sex, PWD and age
- Adult literacy rate by sex, PWD and age
- FAL completion rates by sex, PWD and age

In this evaluation the team was able to assess the preliminary impacts. Impact in the context of FALP is contributed by different stakeholders and would require studies by UBOS such as UNHS which has not been conducted yet. By and large it was evinced that the preliminary impacts have used anecdotal evidence which we have documented under the case studies contained in this section. Below are some of the preliminary impacts categorised under the following areas:

4. Generation of knowledge for the beneficiaries in livelihoods they are engaged in and the environment of operation. Kalangala district development plan identifies empowering poor people to participate in development by investing in them as one of the basic priorities in the fight against poverty;
 - a. Learners are able to differentiate between legal and illegal fishing nets which has contributed to a reduction in fishing malpractices
 - b. Fishermen now use raised plat forms compared to before when fish would be placed on the ground leading to improved hygiene standards. Improvement in quality and handling of fish led to better prices; fish from landing sites such as Bubeke now known for improved post harvest management practices is highly rated and fetches a higher price in the fish markets. People are aware that improved handling of fish raises the value of fish. A bag of dried fish on the racks cost 120,000/= compared to the one dried in sand on the ground which cost 40,000/= at the open market in Kasenyi landing site. Therefore improvements in fish handling significantly increased the price
 - c. Improved access to information on key issues of concern or interest such as HIV/AIDS, government development programmes e.g. NAADS and prosperity for all
 - d. Improvement in hygiene and sanitation at the landing site
 - e. Awareness high on need for every household to have a latrine
 - f. Fishermen are now able to calculate their costs and profits. They are now able to cost their produce more appropriately unlike before and some reported improved savings habits particularly through reduced expenditures on alcohol
 - g. The radio programme aired on CBS every Sunday became synonymous with Kalangala and created awareness about the district in many parts of Uganda where the CBS radio signal reaches.
5. Attainment of leadership and institutions that champion development initiatives at BMU/village level and beyond,
 - a. Fishing Community members are more easily mobilised thanks to FAL groups that many have subscribed to.
 - b. Beneficiaries have confidence and esteem. FALP has had an impact on health issues and awareness: people's knowledge on HIV/AIDS care and prevention increased.

- c. Some IGA projects had been established like piggery, poultry, Cottage industry and livestock rearing using zero grazing as an outcome of the attending FAL. However, some of these projects were not directly related to the content in the training during FAL classes.
6. Development of human resources (training of skilled lead persons as FAL facilitators and instructors who can also handle other development roles at the village or BMU)
 - a. ICEIDA supported FALP has enhanced the capacity of government institutions to implement participatory interventions, through enhancing capacity of its staff particularly in the community development department. A number of staff have undergone training and improved their technical capacity up to degree level. The restructuring of 2007/8 that was undertaken by the civil service did not affect the staff in the community department. The FAL programme however contributed to staff retention by supporting up-skilling through provision of scholarships to staff under Community Development Department to attain the required qualifications for the positions they occupied.
 - b. Facilitators/instructors have developed confidence and key competencies in literacy such that they are another reference point in the village. FAL instructors have become “consultants” on development and community related issues. Other programmes both government and from the civil society acknowledge that FAL learners and instructors are a good entry point to the community.
 - c. Some of the FAL learners have been able to get formal employment in Kalangala in institutions and government. BIDCO and local governments, other CSOs have employed some of the FAL graduates.

The following stories or cases illustrate FALP's literacy work which has had life transforming impact on various participants. The evaluation team observes that these impacts are generalisable. All testimonies from literacy learners, instructors and Government of Uganda officials at local and central levels point to this.

4.1 CASE STUDIES

A FAL in BMU learner utilizes knowledge and skills acquired to mobilize additional resources to improve own economic activities and social transformation.

Ismail a resident of Bubeke model Village supported by ICEIDA and Kalangala district local government, enrolled in FAL in BMU early 2010. He had attended school to upper primary level but was motivated to join FAL in BMU to learn business skills to help him increase his profits in fish business. “By the time I joined FAL, I had one boat and after acquiring business skills, I ensured that all operations made business sense and could calculate the costs and keep records on daily basis as he narrated”. In 2011, Ismail muses that he has progressed and has four boats and employs over 5 persons in his fishing business. He is able to market his catch at the site constructed at Bubeke and even when some of the catch has to be transported to Kasenyi on the market days, he can travel and ensures that all his transactions earn him some profit.

As a result of the empowerment and confidence he gained as FAL learner and his level of education, Ismail was an overall supervisor during the recently concluded national elections in Bubeke Sub County, a job he handled to the satisfaction of the electoral officials in Bubeke Sub County and Kalangala District.

Sylvia gains confidence and ventures to trades beyond Kalangala and addresses issues of profit margin and packaging

Sylvia a Mukene (silver fisher) trader, one of the

learners in FAL in BMU in Bubeke, is proud to have acquired literacy and numeracy skills that have enabled her transact her business with ease. She uses ICT the phone through SMS for discussing the price and delivery of her products. She can write her name on her products and does not to travel to Kasenyi every Thursday when fish traders have a market day. She uses the phone to interact with the traders and negotiate the price and gives the coxswain to transport her products. This enables her to save on time and the inconvenience of travelling the whole day on water to Kasenyi.

Basooka Kwavula Small Business Class

The group is now into NAADS Programme. Has had 3 FAL Groups so far.

The group consists of 20 members all formerly FAL Learners. The group re-organised itself (after completion of FAL courses) into a Community Group and is formally registered with the District Community Based Services Department as a Community Group. When the NAADS programme came in, the members mobilized and applied for support and are now engaged in livestock and crop husbandry.

Savings and credit for improved livelihoods for Gumukiriza FAL Class

Creative persons will make use of skills attained to further themselves in other spheres of life. A learner in Kyamuswa was able to use EFA to learn English such that he could use it for improving his career in music by adding English phrases in the music he is producing. In addition he developed guidelines for a recreational activity luddo that occupies young people male during the day. FALP has the catalytic role and opportunities are abound to improve livelihoods and even contribute to the participation of the fishing communities in the decision making arenas through the existing structures.

4.2 REFLECTIONS ON THE CASE STUDIES AND IMPLICATIONS

These cases may imply that:

- Functional Adult Learning programme has had additional value by motivating and inspiring beyond offering reading, writing and counting skills, the original motivation for most learners.
- FALP can unlock the potential in the learner and transform their lives with skills acquired, self esteem and confidence for the learners to take on new roles, improve their own livelihoods
- FAL in BMU materials developed to be used with fishing communities are now being used in other open water bodies on L. Kyoga e.g. Nakasongola, Buyende, Amalotar and Serere, Albert Nile in Panyimur. This shows how these learning materials designed with the participation of the key stakeholders in Kalangala can have ever lasting impact on the entire fishing communities in Uganda and beyond. Indeed discussions with the fisheries officers at Entebbe, revealed that the same materials are to be used by African Caribbean and Pacific Countries to improve information sharing as a core fisheries management role of these governments. The materials are to be adapted with acknowledgement of the role played by ICEIDA and Kalangala District Local government.

Overall the evaluation team, assesses the impact component to have been satisfactory in meeting the expected outcomes of FALP on the Island communities in Kalangala.



Silver fish (mukene) dried on the racks fetches comparatively a higher price

GUMIKIRIZA FAL CLASS

Gumikiriza FAL I group started with 30 learners. Currently 12 members of the group engaged in business ventures.

Impact of FAL on Learners

1. Savings Culture
2. Participants are now able to put their newly acquired knowledge to use in day to day enterprise like record keeping.
3. More learners have taken interest in rearing livestock.
4. Improved household hygiene and sanitation.

Benefit to Instructor

- Gained personal esteem and confidence in public speech.
- Gained business skills and took to livestock rearing including piggery and goats.
- FAL was a solid platform for a successful campaign which led him to the leadership as a Town Council member.

Group Records kept – Quarterly Reports were submitted to District FAL coordinator during project implementation.

Unanticipated Outcomes of FALP

The evaluation team was able to assess unanticipated outcomes of FALP in the Island communities and some of these are listed below:

- a) Capacity building of the FALP actors especially the CDOs and instructors built confidence and competencies in particular individuals to take on leadership and community development challenges in various positions. The evaluation team was informed of the various FALP instructors and CDOs who have been elected in public offices and examples include the in-coming District Chairperson who talks proudly about FALP and its role in shaping the leaders.
- b) Some of the learners and instructors have been able to secure formal jobs in local companies in Kalangala and outside the district. BIDCO a palm oil company has employed at least three former learners and the learners attribute their chances of getting formal employment to FALP that built their capacity to qualify for those jobs that they currently hold.
- c) It is through FALP that the history of Kalangala has been documented and it was one of the FAL instructors who authored a book, 'History of Ssesse Islands' in local lingua franca (Luganda). This has enabled other people to learn about Kalangala and dismiss myths and misrepresentations about the Island and its inhabitants.
- d) In some of the landing sites like Bubeke, the evaluation team was able to see the improvement of some of the facilities like water and sanitation and the residents have access to them. The sanitation facilities specifically the pit latrine was much appreciated by the residents because they no longer defecate in the water and bushes. Better hygiene and sanitation is emphasised under FAL and adoption of good hygienic practices can be partly attributed to the FALP
- e) Strengthened partnership, collaboration and cooperation between the MGLSD and Kalangala District Local Government. The Ministry's presence in the district was deepened through the programme activities and interventions.

5.0 SUSTAINABILITY

Project Sustainability was an assessment of the likely continuation of net benefits from the FAL Project interventions beyond the after phase-out of ICEIDA support. It also included an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.

5.1 EXIT STRATEGY

The key success factors for the sustainability of the FAL project in Kalangala District was underpinned around the following approaches that defined the project's exit strategy;

- Identification, selection and training of FAL instructors from within the local beneficiary communities
- Retention of FAL classes post project.
- Establishment of a Resource Centre at the district headquarters and provision of book boxes which served as reference libraries within respective FAL groups to establish and promote a reading culture among learners. Integration of the Resource Centre Manager position under the District Service personnel structures to ensure that the Centre continues to function after phase-out.
- Clear definition of roles and responsibilities of all stakeholders after ICEIDAs phases out support and a stipulated transition plan for implementation of FALP from funder to District Local Government.
- Establishment and strengthening of the capacity of KAFIA intended to sustain the association after ICEIDA's withdrawal.
- Introduction of community contributions at village and class level.
- Kalangala District Local Government to factor into its provisional budgets the element of Monitoring and Supervision of FALP in the sub counties.

5.2 CURRENT STATUS OF FALP IN VIEW OF THE EXIT STRATEGY

Physical infrastructure and other activities supported by ICEIDA under FALP have been difficult to sustain beyond the ICEIDA's presence because of a lack of the needed resources from the government and communities to ensure their continued operation. More broadly, ICEIDA projects have often attempted to provide consistent long-term support for an activity to become sustainable but FALP in terms of continued holding of classes has not been possible.

FALP activities stalled due to the inadequate motivation among instructors since October/November 2010. Instructors revealed that they spent ample time, trading off productive work to serve on FALP without visible financial gains. The evaluation team found that there had not been FAL classes since November 2010, a factor largely attributed to the misconception that the withdrawal of external support towards FAL in Kalangala implied the end of the programme. The evaluation team however notes that despite existence of a clear exit strategy for the programme, various stakeholders especially and district and lower local government levels were unsure about continued FAL programme success after withdrawal of external support from ICEIDA. This suggests gaps that need to be addressed if the exit strategy is to meet the purpose for which it was intended.

At the time of this evaluation a new project - The Quality Fish Marketing Project was in the offing and it is hoped that this project will as part of its interventions continue support towards BMU structures and therefore ensure continuity of some of the benefits of FALP which is commendable.

The main issues indentified that negatively impact on sustainability include;

- The collapse of the instructors Association KAFIA along with its sister organisation KAFIL as a result of managerial malfunctioning following the withdrawal of ICEIDA support. Both organisations were key to the sustainability and exit strategy of the project.
- The lack of continuity of project activities towards the end of 2010 due to the District's inability to provide financial and technical support to FAL. The central government allocates about Uganda Shillings 10.5 Million per year for FAL to the district but it appears inadequate to meet the service delivery needs in the Island communities. Kalangala District like others in the country has a very limited local revenue base and therefore has low fiscal capacity to support FALP financially. .

Nonetheless the following observations are made that could have a bearing on the sustainability of FAL activities in Kalangala District;

- Ministry of Gender Labour and Social Development committed to the provision of instructional materials after phasing out of ICEIDA support to FAL in the

district. The existence of the 'parent' national FAL Programme provides a strong opportunity to tap into and ensure continuity of the FAL programme in the district.

- Evolvement of FAL Groups into CBOs. A number of FAL Groups have transformed into NAADS groups and this has greatly contributed to their livelihood activities;
- Formation and support to KAFIA was meant to foster continuity of the benefits of FALP. The structures and systems have been put in place but the performance of these structures remain by and large non supportive of this role.

Overall though there was a clear exist strategy by ICEIDA in Kalangala district, there are already teething problems on the part of the stakeholders at all levels in the district to maintain and continue with FAL.

It is likely that benefits will be lost over time after the ICEIDA supported FALP due to the malfunctioning of exit strategy.

Based on these findings overall the evaluation team rates the sustainability of FALP benefits to have been unsatisfactory.

6.0 LESSONS LEARNT

Various lessons can be drawn from the experience of implementing the ICEIDA support to implementation of FALP in Kalangala district. These are highlighted below

Adequate community mobilisation is critical for ensuring effective community participation

The programme supported the community development function in the district to create awareness on FALP activities and the benefits for the community. This led to active involvement of the community members both as learners and promoters of the programme in different ways including serving on committees established to support programme implementation. The evaluation team also found that FAL classes had evolved into Community Based Organisations and were accessing benefits from other development programmes.

FALP adds value to existing sector development programmes

The programme in Kalangala was linked to fisheries production through the innovative approach of FALP in BMUs. The outcome of this linkage was visible in terms of improving the fishing practices and fish quality, hygiene at landing sites, and the overall economic gains to the fisher-folk and government. The evaluation team also found that Instructors were key resource persons in the community. They support different sectors such as health, water and sanitation, and the Electoral Commission in their programmes.

Incentives both monetary and non monetary however nominal for Local Government staff and other players are essential for sustainability of programmes if integrated in programme design

The positive results of FALP implementation in Kalangala suggest that without resources for supervision and incentives for Community Development Workers, FAL Committees and Instructors, commitment and results would be limited. This is evidenced by the evaluation team's finding that because external funding had come to an end, most of the FAL activities were discontinued. Instructors and facilitators had moved on to do other things to support their families. However, given that incentive driven

delivery of social projects such as FAL is not itself sustainable, future programmes should carefully consider the potential impact of incentives withdrawal for the continuity of programmes before integrating them in programme design and budgets.

Male involvement in FALP is higher when linked to their livelihood activities

The evaluation team found that whereas few men enrolled for FAL programmes that mainly delivered literacy and numeracy skills, the numbers grew bigger when the innovative FAL in BMUs was introduced. This is largely attributable to the teaching and learning strategy which is directly set in their main livelihood activity of fishing.

Learners' interest and training needs are a key factor in determining participation

Each individual comes to a learning programme with a specific target and may leave once this is achieved. This was seen in some learners especially those who needed specific skills to improve on the way they were doing their business. A senior six drop out learner in Kyamuswa expressed the point very clearly; he joined FAL to learn *Luganda* (a local language used in business transactions at the landing site). After enrolling and acquiring learning the language, he moved on and was reportedly doing his fish business well.

6.1 CHALLENGES AND GAPS

While implementation of the FALP in Kalangala yielded significant positive results, a number of challenges and gaps were identified by the evaluation team. These included:

Inadequate facilitation of Instructors and other key players. Although the programme had inbuilt incentive mechanisms for instructors, they largely viewed themselves as volunteers. Some BMU leaders initially expected substantial monetary incentives for undertaking specific roles in support of the programme but were disappointed when this was not the case. This presents important challenges for commitment and continuity of FAL classes upon withdrawal of ICEIDA support

Limited fiscal capacity of the Local Governments, and the reducing FAL Grant from the centre: The problem of low local revenue collections by the local governments affects the capacity to fund some critical aspects of the programme by the district. The evaluation team also found that although the central government grant for FAL to the district had increased from five million shillings to ten million shillings between 2006 and 2009, for the year 2010/2011, the grant reduced to seven million shillings.

Multi-level learning: Mixing of different categories of learners in the same class was problematic for the instructors as they were not adequately prepared to handle multi-level learning. The multi-age (youthful and elderly) nature of FAL learners in the same class also creates specific challenges especially for the older learners who due to socio-cultural factors such as power and status may affect their learning as a result of discomfort.

The proficiency tests did not also take account of the fact that some of the learners were not entirely non-literate at the time of enrolment. Unlike FAL Main, FAL in BMU made provisions for multi level learners which to some extent addressed this challenge.

Routine migration by learners and Instructors: Migration by learners and in some cases Instructors most especially between September and December each year affected implementation of the FAL in BMU classes. This often led to drop outs by learners.

Higher costs of services delivery: Given the geographical set up of the district, access to most localities is by boat. There are no motorable roads or well developed public transport systems in most of the Island Sub-counties. The effect of this is a higher cost of delivering services or monitoring implementation in the Island Sub-counties.

Social stigma attached to illiteracy: Some community members especially men kept away from the FAL classes for fear of being labelled non-literate. Some felt they were already educated and perceived FAL as an activity of the non-literate.

Inadequate attention to learning needs of PWDs: The deaf and blind were completely excluded from FAL programmes due to the absence of appropriate learning aids and trained facilitators/ instructors to handle special learners' needs – The national adult literacy policy under formulation should cater for this.

Unclear certification and qualification framework: The Certificates awarded to learners upon completion of the different FAL programmes are not yet linked to the formal educational system. Many learners expressed the need to know the equivalent qualification/ level of the FAL Certificates when compared with the formal education tiers.

Limited involvement of learners in instructional material development: There was minimal involvement of learners in the design of instructional materials especially FAL in BMU materials were developed out of the regulations from MAAIF (DFR Entebbe). Otherwise FAL Main had the involvement of learners, MoGLSD and LABE. This has policy implications which the stakeholders at policy level should address.

Dysfunctional competition between LC leaders and BMU management: The collaboration and cooperation between LC leaders and BMU management was reportedly minimal because these structures saw themselves as competitors in terms of influence over the fishing community. This was counter-productive when it came to mobilisation of learners and discussion of fishing related issues at the BMUs.

7.0 CONCLUSIONS AND RECOMMENDATIONS

Drawing from the findings of the evaluation exercise, the following conclusions are made:

7.1.1 OVERALL EVALUATION

Based on the actual deliverables, outcomes and preliminary impacts arising from programme implementation, we conclude that the ICEIDA support to implementation of FALP in Kalangala district was largely successful. The effects of FALP on the individual learners, their families and their communities, particularly with respect

to fishing communities in BMUs as an innovation has been achieved. FALP in BMU has contributed to opening eyes of the learners to improve their own livelihoods.

The programme has contributed to fighting poverty and increasing options for the learners. The lessons emerging from the project should be developed into a learning strategy to inform future programming not only at district level but also for sectoral ministries and ICEIDA country strategy.

However, there were also outstanding gaps that need to be noted for purposes of informing the on-going national FALP. These are summarised in the table below:

7.1.2 FACTORS INFLUENCING SUCCESS OF THE FALP IN KALANGALA

Positive	Negative (Gaps)
Structure of FAL at the District with the District Chair being FAL also sector Secretary was member of District FAL committee. Secretary for Education was always mobilised by the District Chairperson.	Incentive driven expectations of technical staff at district level affected functioning of district structures
Where BMU and LCI Chairperson were learners FAL classes were very active.	Functionality of FAL was limited; Small Business Course which were attended mainly by housewives who did not have resources to set up business. Putting in practice knowledge acquired was not very apparent among the learners
Adoption of FAL in BMU attracted a wider spectrum of learners. It was packaged as a wide ranging programme.	Lack of record keeping among the groups hence limited application of literacy as a social practice. .
As a result of emphasis in BMUs more men than women attracted to the programme but also other community members not directly involved in fishing e.g. shop keepers who saw the programme individually affecting their business.	High turnover of learners and instructors due to mobile nature of fishermen. With departure of some learners the entry of others called for restarting some classes which affected the rate of implementation/ progression.
During Phase I and Part of Phase II instructors received 30,000/= per month paid periodically.	High expectations of the community e.g. credit to follow SBC community is highly commercialised.

Well designed materials served as incentives to learners and Instructors.	Lack of ownership on the part of both learners and instructors of the FAL program. Absence of content on modern communication technology to improve market linkages such as mobile phones
Professional tests administered after every 9 months leading to certification was a great incentive to learner participation.	
Some FAL instructors have gone on to take on leadership positions.	
Capacity courses for technical staff act a strong incentive for retaining of staff.	
The CBS radio program was a resounding success in creating and raising awareness on the benefits of FAL in the district	

7.1.3 EFFECTIVE IMPLEMENTATION FRAMEWORK

Implementation framework at national and district level was effective and capacity has been built for the District Community Development Department to coordinate and manage the FALP. Sectoral linkages were very critical in ensuring that technical skills for example in fisheries were used to bring more meaning to learners.

7.1.4 LOW SUSTAINABILITY

The evaluation team concludes further that the challenge of sustaining the benefits of FALP in BMU and FAL main remains unresolved. The issue of motivating FAL facilitators to continue holding classes remains a challenge that calls for policy dialogue and solution finding to the challenge of instructor incentives and remuneration. Additionally, KAFIA, a structure nurtured for ensuring programme sustainability had dismal performance towards the end of the programme and by the time of the evaluation, its presence and visibility could not be established. Should there be no measures to revamp the functionality of KAFIA, it is highly unlikely that

it will continue to exist as a platform to catalyze FALP delivery.

7.2.0 RECOMMENDATIONS

The evaluation team recommends as follows:

7.2.1 SUSTAINABILITY OF BENEFITS OF FALP

FAL activities should not cease after ICEIDA support but be integrated into existing structures. Communities and key actors need to be mobilised and sensitised about the existing National Adult Literacy Programme with the view to ensuring continued commitment to participate in FALP. Further opportunities should be explored within the context of ICEIDA support to KDDP to maintain the benefits recorded at the BMUs. The evaluation team suggests that under KDDP CDOs should plan and report on FAL activities, ensure that radio programme especially on Ssesse FM on FAL is aired on the progress of FAL; fishing activities; strengthening the campaign of increasing school enrolment, remain in school and completion as a complimentary effort to eradicate illiteracy in the Island fishing communities especially on national literacy days.

Development programmes targeting communities should use FAL classes or emerging CBOs as entry-points for identifying potential beneficiaries.

Issues relating to the ownership of the groups (FAL or NAADS) should be addressed at district level such that it can make access and support to related interventions easy. Use of the FAL Groups model approach towards development should be explored.

The FAL learners/ graduates should be encouraged to actively engage in interactive development radio programmes run by the several FM stations covering their localities through writing letters, SMS or calling in.

KAFIA general assembly should meet to discuss issues of KAFIA and revive the association. ICEIDA and Kalangala District Local Government (Department of Community Development) could support the process and ensure that KAFIA is resuscitated.

7.2.2 EMERGING AREAS OF FAL CONTENT AND FOCUS

Introduce mobile phone content in literacy modules. Largely due to their rapid spread throughout Uganda, mobile phones have played a key part in promoting market linkages by connecting sellers and buyers of goods and services. The introduction of SMS and use of the mobile phone or other emerging ICTs in FAL Programmes including FAL in BMU should be explored and consolidated.

Module based FALP should be explored such that learners with different learning needs can only attend those sessions that meet their needs and expectations.

The resource centre established at district level under FAL should be linked to the national libraries board to be elevated to a public library in Kalangala. This would enable other members of the public to access the resources generated under FALP

7.2.3 COLLABORATION AND COOPERATION FOR POLICY INFLUENCE

DFR and the district local government of Kalangala should consider training the fishing communities to diversify livelihood options using FAL in BMU because the fish catch is dwindling at a faster rate and no longer sustainable. This is because the demand for fish is increasing and yet the carrying capacity of the water bodies is limited. Preparing these communities would be a noble idea and perhaps fish farming could be explored

Different stakeholders should also participate in influencing policy especially in the allocation of resources to support FAL facilitators for the continuity of the benefits of FAL. Fisheries under the BMU law could find ways of ensuring that some locally generated revenues from the licensing and fees could be allocated to information sharing and FAL activities. The district's FAL grant allocation by the centre needs to be scaled up because the current level of allocations shows a decline in the FY 2010/11. The current allocation criteria for the national FAL Grant considers the number of lower local governments only yet Kalangala's unique geographical and demographic construction requires special attention.

In addition, Kalangala district Local Government and other partners should engage MoGLSD to complete the national adult literacy policy. In addition the completion of the qualification and certification framework should be expedited.

Inter ministerial steering committee needs to be strengthened to ensure that issues of FAL and the use of the community empowerment and mobilisation take cognisance of the FAL groups and structures for mobilisation and entry points for development initiatives for both government and other development actors.

7.2.4 MANAGEMENT OF LEARNING ACHIEVEMENT OUTCOMES

The evaluation team recommends that continuous monitoring of the FALP processes be embedded in the district and sub county development plans and CDOs be charged to include reporting on FAL activities or follow up of individual learners either in BMU or on the mainland.

Follow up of the results and certificates for those learners who sat for the proficiency test and have not received should be expedited.

It would be strategic to boost and uplift the status

of the FAL Resource Centre to the level of a District Library. The district authorities in collaboration with MGLSD should contact the National Library of Uganda for technical support in transforming the Resource Centre into a Library. This would further enhance the relevance of materials to the new literates and also foster interaction with other public users of the Library.

There is need to fast-track the completion of the qualification framework and establish clear linkages with the formal education system and structures. This would enable FAL learners enter the formal education system and pursue the renewed interest in education and attain the levels they desire to reach.

ANNEX 1

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7. External Evaluation Report. ICEIDA Support to Implementation of Uganda FALP in the Island Sub-counties of Mukono District, 2005-2009.
8. Alan Rogers' Comparative Study Report
9. National Development Plan 2009/10-2014/15
10. Draft Policy Documents on FALP
11. Draft NALAP
12. MoFPED FAL Vote Allocation by District 2008/9-2010/11
13. Uganda National Household Survey 2009/2010
14. Uganda Gender Policy 2007

ANNEX 2 PERSONS CONSULTED

	Description	Designation	Date
	Mugoye Sub county		
1	Ddamulira Francis	Instructor	
2	Kavuma Christopher		
3	Ayesiga Jonah		
4	Balya Joseph		
5	Namata Specioza		
6	Semanda Emmanuel		
7	Nantume Mary Gorreti		
8	Tumwekwase Kate		
10	Resty Kiyoola		
11	Mutebi Gabriel		
12	Maria Muddy		
13	Namiro berna		
	Ntuwa Kyamuswa Sub County		
14	Napeera Bakali	Learner	
13	Kiconco John		
15	Nantumbwe Joyce		
16	Namata Berna		
17	Namuuddu Prossy		
18	Nanyanzi Resty		
19	Mwesigye Henry		
20	Bagaliira Paul		
21	Wasswa Lawrence		
22	Kakande Eliphaz		
23	Sylvia Nakoja		
24	Kintu Nabasa		
25	Kizza Kalabye		
26	Serwad leonard		
27	Kakande ismail		
28	Kibinga Paul		
29	Kagwa Ibrahim		
	Fisheries department Kalangala		
30	Baguma	Fisheries Officer	
31	Tusime Kagoma	Fisheries S/county	
32	Amos Batamya	As above	
33	Ngabirano G	As above	
34	Kavuma Adrain	As above	
35	Mbareba	As above	
	Local Administration		
36	CAO Kalangala		
37	Deo Nsereko Kayiwa	RDC Kalangala	
38	Sembulilwa Hudson		
39	Magunda Richard		
40	Ronnie Munyole		
41	Salongo Ddamulira		
42	Kibirege Godfrey		

43	Shaban Seru		
44	Kagai Stephen		
45	Zimula Abdu		
46	Kalyango David		
47	Namukose Jane		
48	Nalwanga Oliver		
49	Semirmebe Harriet	KAFIA	
50	Dan Kamyia	District FAL Coordinator	
51	Godfrey Sentumbwe	LABE	
52	Dr. Openjeru George	MUK Adult Studies	
53	Geir Oddsson	ICEIDA	
54	Lillian Asaba	ICEIDA	
55	Hamzat Ssenoga	CBS	
56	Ismael Kasiita	ULALA	
57	Lubowa Kintu	UGADEN	
58	Godfrey Ayena	UGADEN	
59	Kyaringabire Imelda	National FALP Coordinator	
60	Yasin Sendaula	Asst. Comm MoLG	
61	Nalongo Gwonyiriza Maria	FAL Instructor	
62	Imelda Kafumbire	Learner -	
63	Namusoke Josephine	Learner	
64	Nantale Judith	Learner	
65	Namuddu Eva	Learner	
66	Nakanjako Imelda	Learner	
67	Kayondo Gerald	Learner	
68	Namakula Jane	Learner	
69	Katusabe Emma	Learner	
70	Gwambusi Teopista	Learner	
71	Harriet Ssemirembe	FAL Instructor	
72	Nakabogo Alice	Learner	
73	Nabayiga Christine	Learner	
74	Nakiwala Gertrude	Learner	
75	Namuli Prossy	Learner	
76	Nazuzige Dorothy	Learner	
77	Naluwaga Oliver	Learner	
78	Nalusiba Stella	Learner	
79	Musasizi Washington	Learner	
80	Ssekayingsa Lazarus	Learner	
81	Ssempija Willy	Learner	
82	Nalongo Nabanja	Learner	
83	Najumba Alice	Learner	

ANNEX 3 TERMS OF REFERENCE

BACKGROUND

The Icelandic International Development Agency (ICEIDA) has been collaborating with the Ministry of Gender, Labour and Social Development and Kalangala District on implementation of the Functional Adult Literacy Programme (FALP) to improve literacy of the fishing communities in the islands since 2001. The current cooperation between ICEIDA and the Government of Uganda aims at strengthening the national Functional Adult Literacy Programme (FALP) by working in parts of the country which are not easily reachable by the national programme. The Second Phase of the Project continued to support the already existing FALP, and specifically focused on the

needs of fishing communities. The choice of operating in the fishing communities such as in Kalangala District and other island communities stems from their remoteness and need for special intervention to facilitate access to services like education.

Three years into the implementation of the Project in Kalangala, and acting on recommendations in the External Evaluation Report on the Project 2002-2005, it was agreed to extend the cooperation with the District and embark on a Second Phase of the project. In the extension the aim was to act on some of the recommendations given and strive towards self-reliance of the FALP in the district after the withdrawal of the ICEIDA support at the end of 2010.

The objective of this consultancy is to perform an end of project external evaluation to ascertain if the main, as well as the specific objectives of the project were reached, what lessons can be learned from the implementation of the project and how these lessons can be utilized in designing further support for FAL in Uganda.

Phase Two - Summary Sheet

Country:	Uganda
Location:	Kalangala District
Sector:	Social Infrastructure / Basic life skills for youth and adults
Executing Agencies:	GOU through MGLSD and Kalangala District Local Government, ICEIDA
Project Title:	Support to the Implementation of Uganda FALP in Kalangala District
Project Period:	01.01.2006 – 31.12.2010
Total Estimated Cost:	USD 1.030.000
Tentative ICEIDA contribution:	USD 770.000
Tentative GOU contribution:	USD 260.000

Development objective

The overall objective of the Project was to empower communities to access information, participate in personal, community and national development activities, and fully realize their potentials for sustainable livelihoods.

Immediate objective

The main purpose of this Project Second Phase was to improve the adult literacy rate in Kalangala district by 20% by 2010.

Expected outputs

The following outputs were expected to be reached through these Project Phase activities:

- 94 villages, 7 sub counties and the district sensitized on FALP
- FAL committees formed and trained at village, parish, sub-county and district
- 150 instructors trained and equipped to conduct FAL classes
- 12,900 community members enrolled and trained in FALP courses, 50% males
- Information on FALP and development activities produced and disseminated
- The project efficiently and effectively managed

1. Reasons for the evaluation

As part of the Monitoring & Evaluation of the Project Second Phase an external evaluation needs to be carried out at the end of the implementation period. The objective of the evaluation is to assess the level of success of the project and advice on future directions and actions.

The Project Document from December 2005 stipulates an end of project external evaluation to be carried out at the end of the project. The Project Document furthermore instructs that the Project Supervisory Committee should develop the Terms of Reference (TOR) for the evaluation to be approved by ICEIDA and the MGLSD.

2. Scope and focus of the evaluation

The main focus of the evaluation is to assess the outcomes and impacts (if possible) of the Project and examine the effects on the target

beneficiaries in the target area. The evaluation should pay special attention to assessing the outcomes and impacts of FAL in BMU.

The main users of the findings of the end of project evaluation will be the Partners and their stakeholders.

The scope of the evaluation is the second phase of project implementation, from 2006 to 2010. The area under study is Kalangala District, including the outlying islands where project activities have been taking place.

3. Issues to be studied

The external evaluation should document the degree and the manner in which the Project has been:

- **Relevant.** Examining relevance in relation to:
 - Government of Uganda (GoU) policy goals concerning poverty alleviation.
 - GoU policy goals regarding adult literacy.
 - Cross-cutting issues³ related to environmental sustainability, HIV/AIDS and gender equality as stated in GoU policies.
- **Efficient.** Assessment of the use of financial and human resources available to the Project. Of importance in this context is also to examine the coherence and complementarity between different government projects and programs, and also coherence with other Icelandic or international development assistance programs in Uganda.
- **Effective.** Examining the extent to which the Project's objectives were achieved, taking into account their relative importance.
- **Sustainable.** Assessing if net benefits are likely to continue after the completion of the assistance. Sustainability of the institutions may be examined in terms of their absorption and retention capacity of the expertise developed under the Project.

The end of project external evaluation should use

3 These issues may not have been mainstreamed at the time when the project was initiated, however in order to draw lessons for future practice it is important to focus on the contemporary context.

information documented in earlier (progress) reports together with data collected in this evaluation to measure the outcomes. The external evaluation report should describe and assess the intervention logic (Logical Framework Matrix) and distinguish between findings at the different levels: inputs, activities, outcomes and impacts. The evaluation shall be conducted in accordance with the prevailing OECD DAC Evaluation Quality Standards.

4. Methodological comments

The external evaluation team should make use of empirical methods such as interviews, focus groups, and data /literature surveys to collect data, which will be analyzed using well specified judgment criteria and suitably defined qualitative and quantitative indicators. The end of project external evaluation team is expected to conduct interviews with all key personnel involved with the planning, implementing and monitoring the Project.

The external evaluation team will have full access to all relevant documents; policy papers and relevant reports from the Ministry of Gender, Labour and Social Development (MGLSD), Kalangala District Local Government and ICEIDA, as well as progress and financial reports, minutes of meetings concerning Project Supervisory Committee (PSC), Project Management Team (PMT) and Project Implementation Teams (PIT).

5. External Evaluation team

Members of the external evaluation team are expected to have relevant academic qualifications and evaluation experience. In addition, the external evaluation team should cover the following competencies:

1. At least ten years experience in development programming including evaluation experience in the decentralization/local government sector;
2. Relevant knowledge and exposure to the Government of Uganda Functional Adult Literacy Programme
3. Expertise in institutional development, policy and decentralization issues;
4. Advanced University degree in Development Studies, Development Economics, Decentralization or related discipline;

5. Extensive knowledge of key issues relating to the decentralization process in Uganda and relevant experience working in a decentralized environment in a developing country;
6. Experience of consultative methods and grassroots involvement is necessary.

6. Budget and deliverables

The project is budgeted with a maximum input of 30 days. The Deliverables in the consultancy consist of following outputs:

- An inception report detailing the method and process of the evaluation, to be delivered within a week from receiving the TOR.
- Draft findings to be distributed to the partners and then presented in a meeting with the partners after the field work in Uganda.
- Draft Final Report for feedback from the Partners. The feedback will include comments on structure, facts, content, and conclusions.
- Presentation of the second draft final report to all key stakeholders.
- Final External Evaluation Report.

All presentations and reports are to be submitted in electronic form in accordance with the deadlines set in the time-schedule.

The Partners, ICEIDA and Ministry Gender, Labour and Social Development (MGLSD), retain the rights with respect to all distribution, dissemination and publication of the deliverables.

7. Time schedule

Prior to commencing with this assignment, the external evaluation team shall prepare a work plan to be approved by the Partners.

External evaluation time: A total of six weeks from end of January – March 15 2011.

8. List of Documents

- Annex IV to Project Document. Support to the Implementation of Uganda FALP in Kalangala District. Second Phase – Extension. 2006 to 2010.
- Project plans from 2006 to 2010.
- Bi-annual and annual reports, progress reports and minutes of meeting of cooperation between DCBS Kalangala and ICEIDA 2005-2009.
- Special activity reports 2006-2010.

- Policy and Strategy documents of MGLSD and Kalangala District Local Government (NDP, NALSIP, SDIP, Community Mobilisation and Empowerment Strategy etc.).
- Process Review of FALP in Uganda 2002-2006.
- External Evaluation Report. ICEIDA Support to Implementation of Uganda FALP in the Island Sub-counties of Mukono District, 2005-2009.
- Alan Rogers' Comparative Study Report



INCEPTION REPORT

Introduction

This inception report outlines the Consultant's approach in undertaking the Evaluation and includes the proposed, Workplan, methodology, logistical requirements in addition to the tools for data collection.

Project Background

The current cooperation between ICEIDA and the Government of Uganda aims at strengthening the national Functional Adult Literacy Programme (FALP) by working in parts of the country which are hard to reach by the national programme.

ICEIDA has been collaborating with the Ministry of Gender, Labour and Social Development and Kalangala District on implementation of the Functional Adult Literacy Programme (FALP) to improve literacy of the fishing communities in the islands since 2001.

The Second Phase of the Project continued to support the already existing FALP, and specifically focused on the needs of fishing communities. The choice of operating in the fishing communities such as in Kalangala District and other island communities stems from their remoteness and need for special intervention to facilitate access to services like education.

Three years into the implementation of the Project in Kalangala, and acting on recommendations in the External Evaluation Report on the Project 2002-2005, it was agreed to extend the cooperation with the District and embark on a Second Phase of the project. In the extension the aim was to act on some of the recommendations given and strive towards self-reliance of the FALP in the district after the withdrawal of the ICEIDA support at the end of 2010.

The second phase involved the introduction of the sector specific literacy intervention. This was developed as a joint effort through

intersectoral linkages between the Ministry of Agriculture Animal Industry and Fisheries through the Department of Fisheries Resources and the Ministry of Gender, Labour and Social Development. It has been named the FAL in BMUs. It was developed as a pilot project on literacy for fisher folk following recommendations from the review of the Government of Uganda FALP in 2007 and recommendations from the comparative study of ICEIDA supported projects in Uganda and Malawi in 2008.

Study Objective

The objective of this consultancy is to perform an end of project external evaluation to ascertain if the main, as well as the specific objectives of the project were reached, what lessons can be learned from the implementation of the project and how these lessons can be utilized in designing further support for FAL in Uganda.

Progress to date

- **Preparatory Consultative Meeting** was held between the Consultant and ICEIDA technical staff to get a general briefing and consensus on how the study will be undertaken. During this meeting, the technical proposal was examined and issues requiring further clarity were raised and agreed upon; further to this, roles and responsibilities of all parties were mapped out and a tentative timeframe agreed. Draft contract documents were tabled and studied and refined by both parties following which signatures were appended. To facilitate preparatory work relevant documents availed to the consultant which included previous evaluation reports, Project document for the Second Phase Extension, FAL Training Plan for BMUs, Minutes of Project Supervisory Committee Meetings and all pertaining Project Progress Reports.
- **Rapid Documentary Review.** The

Consultant was been able to review the various project documents and records so as to obtain information relevant for the study as well as identify information gaps for firming up the field survey instruments. This process is ongoing and will inform the evaluation at the different stages.

Proposed methods and tools of data collection

By and large, we propose to use mainly qualitative data collection tools. Below is an information log that shows the types of information required and methods/tools to be used:

A table showing the methodology Matrix

	Outcome Mapping	Document reviews	FGDs	KIIs	Photography voice recordings	Consultative meetings	Harvard Analytical Review tool	Case Studies	Appreciative inquiry
Demographics and samples	X	X	X						
FALP Achievements and relevance		X	X	X		X			X
FAL and impact on Livelihoods		X	X	X	X	X		X	X
Critical stories of Changes and testimonies		X	X		X	X		X	
Learning Outcomes	X	X	X		X	X			X
Gender analysis					X		X		
Stakeholder Perceptions & analysis		X		X		X			
Sustainability measures		X	X	X		X		X	X

DATA COLLECTION INSTRUMENTS

SUB COUNTY FOCAL PERSONS – CDO/CDA

1. How has the program contributed towards project's goal?
2. What change has the project caused?
3. How does the project relate to national plans and policies?
4. Did the project achieve the targeted number of outputs i.e. number of learners etc?
5. Were inputs (supplies, services, costs) in these interventions compatible with expected outcomes (was there a sound basis for the program design)?
6. Was the selection of the instructors correct and appropriate?
7. To what extent was the planned project activities implemented?
8. Where there any deviations made in planned activities and why?
9. Were the comments and recommendations made by the comparative study incorporated in the implementation of FAL in Kalangala?
10. How were the deviations and challenges overcome?
11. What factors could have led to the success of the project?
12. What could be done to improve the future design of similar FALP and FALP in BMU?
13. What difficulties (administrative, operational, financial, social etc) did the FALP and FALP in BMU face regarding
 - Learning process
 - Recruitment of learners
 - Attendance and the learning cycle
 - Financing the project
 - Monitoring and reporting on implementation
14. What actions were taken to overcome them and by whom?
15. Were there any specific policy problems during supervision and monitoring of the FALP and FALP in BMU project?
16. How were they overcome?
17. Is FALP and or FAL in BMU incorporated in the district and sub county development/rolling plan?
18. How is the supervision and monitoring undertaken by your office? What is the frequency and do you have a monitoring schedule?
19. Practically suggest how supervision and monitoring has improved the learning process and learning outcomes.
20. Comment on the following:-
 - Selection criteria of the learners
 - Training of the FALP instructors
 - Learning materials for the FALP learners
 - Content of the curriculum
 - Venue of the training
 - Duration of the training
 - Timing of the learning periods
 - Progression/examinations and examining the competencies in literacy, numeracy and functionality
 - Follow up of the learners
21. What factors influenced the success of the programme in Kalangala?
22. What lessons have been learnt as a result of implementing FALP and FAL in BMU?

PROJECT STAKEHOLDERS – CHIEF AND LC III

1. How well has the FALP performed? What could have been done better
2. What roles did you play in the FALP project and what factors in your opinion has led to achieving the FALP objectives?
3. What roles did it fail to accomplish and why?
4. What could have been done better to improve its implementation?
5. Comment on the following:-
 - Selection criteria of the instructors
 - Training of the FALP instructors
 - Learning materials for the FALP learners
 - Content of the curriculum
 - Venue of the training
 - Duration of the training
 - Timing of the learning periods
 - Examinations and examining the competencies in literacy, numeracy and functionality
 - Follow up of the learners
 - Village FAL committees
6. Is FALP incorporated in the district and sub county development/rolling plan?
7. What collaboration exists between FALP and other programmes like NAADS etc?
8. How is the supervision and monitoring undertaken by your office? What is the frequency and do you have a monitoring schedule?
9. Practically suggest how supervision and monitoring has improved the learning process and learning outcomes.

BMU MANAGEMENT/ LEADERSHIP

- What development problems/constraints were experienced by BMUs before the introduction of FALP?
- What changes/ differences has FALP made at the BMU?
- What other factors (cultural, economic, geographic, institutional and political factors) might have contributed to these changes?
- Who were the main actors in your area with regard to FALP (Learners, Instructors, others)?
- What was the role of BMU Leadership and Management in the FALP?
- How effectively was this role played?
- What challenges did you meet in supporting the FALP?
- What measures did you take to address the challenges as a BMU?
- What were the main strengths of the FALP?
- What were the main weaknesses?
- What were the main benefits/ results and for whom?
- What is the likelihood that the benefits delivered by FALP will carry on after withdrawal of ICEIDA support?
- What lessons have been learnt from this experience (FALP for BMUs)?
- Comment on the following (1- 5 Scale) rating: 1=Very Poor, 2=Poor, 3=Good, 4=Very Good, 5=Excellent) :
 - Learning environment
 - Instructors
 - Content
 - Learning materials
 - Learning assessment
 - Results of gaining literacy skills
 - Improvement in the management and economic activities at the beaches

N.B Consultation with ICEIDA and the relevant Kalangala District staff will guide the selection of the BMUs to be met. However, BMUs to be met will be representative enough to allow conclusions and recommendations about FALP and BMUs .

Checklist for FAL BMU Facilitators

1. How were you selected?
2. What training have you undergone as BMU FAL instructor?
Ask
 - a. Who trained you?
 - b. What was the content?
 - c. What was the duration?
 - d. Who trained you?
 - e. What materials have you received to assist you in the facilitation of FAL in BMUs?
 - f. What is the learning methodology that you use in the instruction
 - g. Are all necessary equipment/supplies present for you as instructors
 - h. Do you have a follow up of the learners at the BMU?
3. To what extent was the planned FAL in BMUs activities been implemented?
4. What do you think is successful about FAL in BMU and why
5. What was not successful and why
6. What collaboration exist between FAL instructors in gazetted landings and fisheries staff

INSTRUCTORS

1. How were you selected?
2. What training have you undergone as instructor?
Ask
 - Who trained you?
 - What was the content?
 - What was the duration?
 - Who trained you?
 - What materials have you received to assist you in the facilitation of the adult learning?
 - What is the learning methodology that you use in the instruction
 - Are all necessary equipment/supplies present for you as instructors
 - Do you have a follow up of the learners?
3. To what extent was the planned FALP activities implemented?
4. To what extent were the tools received from the district and Ministry used?
5. What do you think is successful about FALP and why
6. What was not successful and why
7. How will the activities continue if funding stopped?
8. What impact has FALP created to the learners and the community at large
9. What could be done to improve the impact of similar projects?
10. What was the relevance of the training?
11. What kind of reports do you make and for whom?
12. What is the SWOT of FALP?
13. What lessons have you learnt from your experience?
14. What specific challenges have you faced in the implementation of FALP?
15. Make suggestion for the future to improve on delivery of FALP
16. What is the impact of the radio programme on the delivery / effectiveness of the FALP in Kalangala- probe for learners', instructors' participation in the radio program (magnitude and quality)

LEARNERS GROUP DISCUSSIONS

1. When and how did you enrol for FALP?
2. How many times do you attend FALP sessions and where?
3. Who are the trainers and where do you learn from?
4. From the learning, what have you found most useful and why?
5. What is not useful and why?
6. What could have been done differently to improve the adult learning?
7. What change has this FALP brought in the community; probe for
 - Women participation in decision making roles
 - at home,
 - within the community,
 - improved businesses
 - male involvement
 - health seeking behaviour especially with HIV AIDS prevention, care, support
 - Acquisition and utilisation of literacy skills
 - Access to other opportunities and resources like those of NAADS etc.
8. Comment on the following:
 - Venue
 - Learning materials (availability and relevance)
 - Book boxes
 - Methods of instruction
 - Venue
 - Timing of the learning
 - Progression/competence tests
 - Learner participation
 - Village literacy committees
10. What factors hinder the participation of men and to lesser extent women in FALP?
11. *Comment on the learning environment in terms of the following:*
 - Do learners feel that their ideas and suggestions are valued
 - Mistakes and failures are considered important by everyone for learning and not as shameful
 - All the key stakeholders involved in project implementation communicate openly and regularly
 - Project implementers, including primary stakeholders, regularly and informally discuss project progress, relationships and how to improve actions
 - Instructors listen carefully to learners and consciously seek solutions together
 - During regular meetings and learning sessions, time is set aside for discussing mistakes and learning lessons
 - The question 'why is this happening' appears often in discussions and learning meetings
 - What is the impact of the radio programme on the delivery / effectiveness of the FALP in Kalangala- probe for learners', instructors' participation in the radio program (magnitude and quality)

BMU LEARNERS

1. When and how did you enrol for FAL?
2. How many times do you attend FAL sessions and where?
3. Who are the trainers and where do you learn from?
4. From the learning, what have you found most useful and why?
5. What is not useful and why?
6. What could have been done differently to improve the FAL at the BMU?
7. What change has this FAL brought at the BMU? probe for
 - Fish handling and quality assurance
 - Business skills and fisheries co-management
 - Management of affairs at the BMU
 - General livelihood activities of the BMU members

BMU ASSEMBLY (NON AND POTENTIAL LEARNERS)

- a) Are you aware of the existence of FAL at the BMU?
- b) What could be some of reasons why you are not participating in it?
- c) What could be some of your learning needs at the BMU?
- d) Are you aware of the CBS broadcast programme on FAL? If so, what have you exactly heard? What time is it broadcast? Did you know the presenter or whoever hosts that programme on CBS? How useful was the radio programme?
- e) Could you suggest why some people may drop out of the FAL at the BMU?
- f) What suggestions do you have to improve FAL in BMU in future

NON LEARNERS AND POTENTIAL BENEFICIARIES

- a) Are you aware of the existence of FALP in this community?
- b) Why are you not participating in it?
- c) What are some of your learning needs? Probe for the women, men, PWDs, elderly etc
- d) Are you aware of the CBS broadcast programme on FALP? If so, what have you exactly heard? What time is it broadcast? Did you know the presenter or whoever hosts that programme on CBS? How useful was the radio programme?
- e) Could you suggest why some people may drop out of the FALP programme?
- f) What suggestions do you have to improve FALP in future

PROJECT IMPLEMENTERS, MANAGERS AND SUPERVISORS (ICEIDA, MOGLSD, MOFEPD, DFR ETC)

- a) What has been the relevance of FALP in terms of achieving the SDIP, or natural resources co – management overall NDP objectives?
- b) What do you see as areas of future cooperation/ feasibility of future support in case the support is to continue?
- c) Are there any specific lessons learnt from the programme
- d) What do you think has contributed to the efficiency and effectiveness of FALP and or FALP in BMU?
- e) Any lessons learnt from your perspective of understanding FALP and or FALP in BMU?
- f) Suggest the possible way forward on support to Kalangala FALP
- g) Do you have any specific suggestions for the continuity of the benefits of FALP and how exit can be made?
- h) What do you consider as possible areas of collaboration and strengthening with GoU) in future in relation to FALP (MoFPED, MoGLSD, MoLG)

KAFIA MANAGEMENT

- How has KAFIA management supported the instructors in facilitating FAL at different levels in Kalangala?
- What kind of support is provided?
- How does KAFIA management intend to continue with FAL activities in Kalangala beyond the support coming from ICEIDA and other sources?
- What management challenges has KAFIA faced?
- How has it overcome these challenges?

FALP PARTNERS – (MUK, UGAADEN, LITNET, LABE, ULALA)

- How do you collaborate in the FALP in Kalangal with District and sub counties under focus?
- Comment on the following in terms of the FALP
 - Content
 - Selection of instructors
 - Training of instructors
 - Venue and timing of the teaching of learners
 - Methodology used by the instructors
 - Development of curriculum
 - Progression
 - Follow up of learners
 - Comment on the level and quality of collaboration as regards to the FALP Kalangala
- What suggestions do you offer for future FAL programming

TEAM LEVEL OF EFFORT

Consultant	Task	Contact
Mubarak Mabuya	Overall team leader and conducting key informant interviews in Kampala, report compilation	0772-381869/0701381869
Robert Odedo	Conducting Field interviews in Kalangala, contribute to report writing and dissemination workshop	0772-402145/0703849567
Henry Emoi Gidudu	Conducting Field interviews in Kalangala, contribute to report writing and dissemination workshop	0772-621614/0702-621614

**EXTERNAL EVALUATION OF ICEIDA
SUPPORT TO THE IMPLEMENTATION OF FALP IN KALANGALA DISTRICT**

EXTERNAL EVALUATION FIELDWORK PLAN

Date	Activity	Who	Remarks
Monday 14 th March 2011	Travel to Kalangala	Consultants	
Tuesday 15 th March	Entry conference/ meeting	Consultants, FAL Coordinator, DCDO and ICEIDA staff	Harmonised field programme based on the realities on the ground
11.00AM	Meet the CAO	Consultants, ICEIDA and FAL Coordinator in Kalangala	Explain evaluation objectives
11.30AM	Meet the LC V Chairperson	As above	As above
12.00PM	Meet Secretary for Gender and Social services	As above	As above
12.30PM	Meet the RDC	As above	
2.00PM	Meeting with Departmental heads	Consultants	Establish sectoral linkages with FAL
4.00PM	Meet FAL Coordinator	Consultant	
Wednesday 16 th March	Travel to Bufumira	1 Consultant and FAL Coordinator	Meet 5 FAL Classes in Bufumira
	Kyamuswa	Consultant and CDO	Meet 3 FAL classes + 1 model Village
	Bubeke		Meet 1 model Village
			Meet Sub County Chief, LC and BMU chairperson in all the above
Thursday 17 th March	Travel to Mugoye	1 consultant and CDO	Meet 7 FAL classes in Mugoye
			Have an FGD with FAL instructors (12)
	Travel to Bujumba	Consultant and CDO	Meet 5 FAL classes in Bujumba
			Have an GD with instructors (12)
			FGD with Non learners
			In all sub counties s/c Chief, LC and BMU Chairperson will be met
Friday 18 th March	Kalangala Town council	Consultant and FAL Coordinator	Meet 2 FAL Classes
		Consultant	Meet with KAFIA executives and members
		Consultant	Meet with NGO Forum
		Consultant	Special interest groups e.g. women, youth, PWDs
		Consultant and FAL Coordinator	Exit Conference/Debriefing







REPUBLIC OF UGANDA



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