

**SUPPORT TO THE IMPLEMENTATION OF BUIKWE
DISTRICT FISHING COMMUNITY DEVELOPMENT
PROGRAMME (BDFCDP) 2014-2019:**

*Buikwe-ICEIDA Development Partnership-
WASH Development in Fishing Communities 2015-2019
(ICEIDA Project No. 14030-1501)
and
Buikwe-ICEIDA Development Partnership- Education Development in Fishing
Communities 2016-2019 (ICEIDA Project No. 11220-1502)*

PROGRAMME INTERNAL REVIEW

FINAL REPORT

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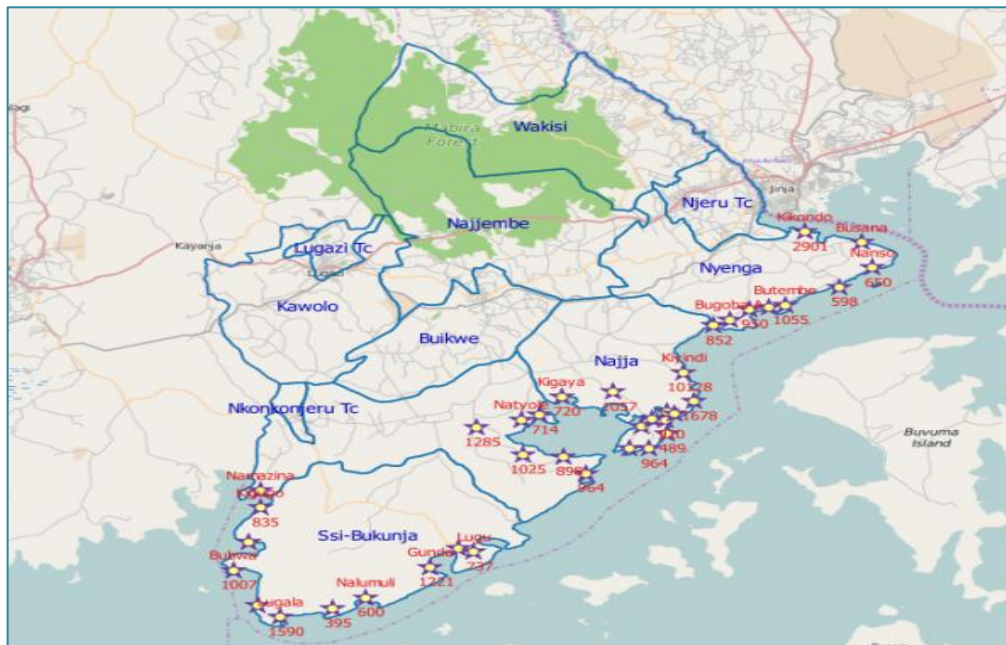
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Figure 1: Map showing location of Buikwe District



Figure 2: Map of Buikwe district showing programme areas



Source: The Internal Review Terms of Reference, 2018

Abbreviations and Acronyms used in the Report

BDFCDP	Buikwe District Fishing Community Development Programme
BoG	Board of Governors
BoQ	Bills of Quantity
C/U	Church of Uganda
CDO	Community Development Officer
CEC	Community Education Council
CEF	Community Education Forum
CSP	Country Strategy Paper
DAC	Development Assistance Committee
DDP-2	Second District Development Plan
FENU	Forum for Education NGOs in Uganda
FGD	Focus Group Discussion
GoI	Government of Iceland
GoU	Government of Uganda
HQ	Headquarters
ICEIDA	Icelandic International Development Agency
LEF	Learner Education Forum
MDD	Music Dance and Drama
MDGs	Millennium Development Goal
MFA	Ministry of Foreign Affairs
MTR	Mid-Term Review
NDP-1	First National Development Plan
NDP-2	Second National Development Plan
O&M	Operations and Maintenance
ODA	Overseas Development Assistance
ODF	Open Defecation Free
OECD	Organisation for Economic Cooperation and Development
P.7	Primary Seven
P/S	Primary School
PD	Programme Document
PLE	Primary Leaving Examinations
PSC	Programme Steering Committee
PTA	Parents' and Teachers' Association
PWDs	People With Disabilities
SAS	Senior Assistant Secretary
SC	Sub-county
SDAs	Service Delivery Agencies
SDGs	Sustainable Development Goals
SMC	School Management Committee
SSS	Senior Secondary School
SUC	Sanitation User Committee
UN	United Nations
VIP	Very Important Person
WASH	Water, Sanitation and Hygiene
WUC	Water User Committee

Acknowledgement

The process of preparing this Mid-Term Review (MTR) Report has been an elaborate effort that included harmonisation meeting in Kampala, Uganda between the two principal experts with the Embassy of Iceland Kampala team on the approach to the assignment execution, and later field visits to consult Buikwe District Local Government leadership and the relevant department heads, the sampled project investment sites, selected WASH and Education institutions, and target communities. Document reviews complemented the primary data collected during the field visits.

The MTR team, comprising of Dr Pascal Odoch, the External Lead Consultant and Ms. Selma Sif Ísfield Óskarsdóttir, Adviser from Ministry of Foreign Affairs Headquarters, Iceland, wish to jointly acknowledge with gratitude the invaluable opportunity, excellent support and cooperation accorded them by the team at the Embassy of Iceland, Kampala by providing key programme documents including logistical support for fieldwork. The elected and appointed officers and officials of Buikwe District Local Government, the students, pupils, teachers and parents/ guardians of the Primary and Secondary Schools consulted, the WASH communities, and Non-state actors who are implementing delegated activities in the programme, for their insights and satisfaction feedback on the intervention. The feedback from stakeholders' workshop provided greater insights into the learning points of *what works and what does not work* and enabled the conclusion of the consultation phase.

Disclaimer

The opinions expressed are those of the Review Team and do not necessarily reflect those of the Buikwe District Fishing Community Development Programme partners. Responsibility for the opinions expressed in this report rests solely with the authors.

Executive Summary

1. Introduction and Background

This final report is for the internal midterm review (MTR) of the programme- “*Support to the Implementation of Buikwe District Fishing Community Development Programme (BDFCDP) 2014-2019*” and the two project components; “*Buikwe-ICEIDA Development Partnership, WASH Development in Fishing Communities 2015-2019 (ICEIDA Project No. 14030-1501)*”, and “*Buikwe-ICEIDA Development Partnership, Education Development in Fishing Communities 2016-2019 (ICEIDA Project No. 11220-1502)*”. The mid-term review was conducted from February to April 2018, by a team of two principals, namely, Ms. Selma Sif Ísfield Óskarsdóttir, the internal staff of the Directorate of International Development Cooperation, Ministry of Foreign Affairs (MFA) of Iceland, and Dr. Pascal Odoch, an Independent Ugandan Expert, who was engaged as the External Lead Consultant. The background information on the programme is shown in table below:

Reference	Summary Description	
Programme Name	Support to Buikwe District Fishing community Development Programme (2014-2017) as described by the Partnership Agreement, (later extended to 2019).	
Development objective	Improved livelihood and living conditions of the population in fishing communities in Buikwe District.	
Source of Mandate	Partnership Agreement signed by Tripartite parties – GoI, GoU and BDLG in October 2014, ICEIDA (2014) Uganda Country Strategy Paper (2014-2017 (later extended to 2019).	
Project components	WASH Project (2015-2019)	Education Project (2016-2019)
Immediate Objectives	Increased access and use of WASH facilities and services by the population in fishing communities of Buikwe district for improved public Health	Improved quality of basic education (primary education, lower secondary education and post primary business, technical and vocation education) in schools serving fishing communities in Buikwe district.
Project Budget	4,499,196 USD	9,200,000 USD
GoI Contribution	4,256,569 USD	7,200,000 USD
Output components	1. WASH Infrastructure and facilities developed/renovated (focus on 19 villages)	1. Education Infrastructure and facilities developed/renovated (focus on 14 P/S and 4 S.S.S)
	2. Hygiene Promotion and Education Service Scaled Up in 19 focal villages and 32 focal schools	2. Teaching and Learning Materials Provided (focus on 28 primary schools and 4 secondary schools)
	3. LG WASH sector institutional and management capacity developed.	3. District Education Sector Management Capacity Developed
		4. District Education Office Functionality Enhanced
		5. Capacity for Quality Teaching and School Leadership Developed
		6. Community capacity developed
		7. Household Cost of Education Reduced
		8. Direct Learn Support Facilitated
<i>Cross-cutting issues</i>	Gender Equality and Environmental sustainability	
<i>Management issues</i>	Programme Coordination and Management, and M&E Arrangements Operationalised	

The purpose of the midterm internal review was to assess the progress and performance of the BDFCDP and its two project components up to mid-term (end of 2017) and provide evidence-based advice on how best to proceed after mid-2018, guiding effective implementation of the programme's remaining tenure (up to 2019) and providing learning for future similar interventions, scale-up and replication.

2. Review Methodology

A cross-sectional descriptive and analytical design was used and the results were compared with baseline data, where applicable, to assess progress and performance up to midterm period. A mix of both qualitative and quantitative methods was used. Data was collected from secondary sources through review of project documents, project reports and other relevant sources. Primary data was collected through household survey (280), key informant interviews and focus group discussions,

3. MTR Findings

The programme is still highly relevant, the progress of implementation was on schedule and efficient, and its performance against key results (outputs and outcomes) is **good** (rated on scale of "good, moderate and risky" used by the Embassy in internal reporting on programmes).

Programme Relevance: The policy frameworks under which the programme was formulated have not changed much, hence it is still relevant to the partners' policies and priorities; its objectives are still valid, and the outputs are consistent with the stated outcomes and intended impact.

Programme Efficiency and Effectiveness: Overall, the programme had utilized 69% of the total project budget at midterm point implying that its implementation is on course. Programme coordination through the PSC has been efficient, and programme management and implementation is largely devolved to the district using existing structures, systems and processes, which is a major cost-saving strategy. The summary of progress measured in financial terms is presented in the table below, while highlights of programme effectiveness are indicated under each project below.

Project	Funding Source	Initial Budget (USD)	Revised Project Budget (USD)	Percentage Change	Cumulative Project Expenditure (USD)	Budget Performance
BDFCDP- WASH Project 2015-2019	ICEIDA	3,780,505	4,256,569	13%	3,849,497	90%
	GoU/ BDLG	242,627	242,627	0%	206,684	85%
	Total	4,023,132	4,499,196	12%	4,056,181	90%
BDFCDP- Education Project 2016- 2019	ICEIDA	7,200,000	7,200,000	0%	3,300,276	46%
	GoU/ BDLG	2,000,000	2,000,000	0%	2,046,400	102%
	Total	9,200,000	9,200,000	0%	5,346,676	58%
Grand Total		13,223,132	13,699,196	4%	9,402,857	69%
Notes: Cumulative expenditure represents total commitments on project activities (actual spent plus commitments in signed contracts); Constant exchange rates used during project preparation have been used: 1 USD = 3,300 UGX/3,400 UGX for WASH/Education Projects.						

Progress and Performance of WASH Project: The project deliverables for phase 1 (2015-2017) were practically completed and project performance in terms of achievement of immediate results (final outputs) and outcome was assessed as good. The project absorbed 90% of the overall project budget and was efficient in delivering the planned outputs, except the outputs under the hygiene promotion component that delayed. The highlights of project efficiency in terms of outputs delivered against project targets are summarised below:

- *Outputs under infrastructure development component:* 100% of planned outputs were delivered below budget and on time. These include the new piped water systems (15) serving the household population in 16 villages, hand pumped borehole (1) serving Nalyazi village, rehabilitation of gravity flow scheme (1) serving Senyi village and VIP latrines (137) serving, 60 VIP latrines serving 19 fishing village communities, 71 serving institutional population in 50 schools and six serving institutional population in six health centres.
- *Outputs under hygiene promotion and education service* delayed and effectively took in the 4th quarter October-December of 2017 with partnership with a non-state service delivery agency called Busoga Trust. Using a modified approach of community led total sanitation (CTLs), 12 out of 19 focal villages and in 14 out of 32 focal schools were triggered.
- *Outputs under WASH sector institutional and management capacity developed:* Their delivery was moderate. Capacity development were supported including provision of basic equipment and tools, skills training for key WASH team staff members, formation and training of various WASH committees, and formulation and implementation of the operation and maintenance strategy for new piped water schemes. Strategic partnership with Water Mission Uganda was created to strengthen supervision and monitoring and to support management of the O&M model for the new piped water service in the interim period.

In terms of effectiveness, the programme has to a greater extent achieved the immediate results, which have lead to achievement of the intended project outcome as summarised under the outcome indicators in the table below:

Summary Table 1: Assessment of WASH Project effectiveness against outcome indicators

Outcome indicator	Baseline (2015)	Current (2017)	Assessment comment
a) Percentage of population with access to improved water facilities	21%	100%	Achieved
b) Percentage of household population with access to improved sanitation facilities (VIP latrines) for shared community use in RGCs	<13%	100%	Achieved
c) Percentage of household population practicing improved hygiene behaviour			
- Number (percentage) of villages where CLTs has been triggered and open defaecation free (ODF) achieved.	0 (0%)	12 (53%)	On track
- Percentage of households practicing hand washing with soap at critical times	No data	-	Results from household survey indicate positive changes
- Percentage of household population practicing safe water use (hygienic safe water chain)	Not data	-	Results from household survey indicate positive changes
d) Prevalence of WASH related diseases (diarrhoea) among population	30% among children under 5 years	23% in all population of all ages	On track

Progress and Performance of Education Project: The education project absorbed 58% of the overall project budget or 46% of ICEIDA direct contribution. Project performance in terms of results (outputs and outcome) was moderate to good. The project was generally efficient with noticeable delays for outputs under the teacher and learner pillars, which are considered central to the achievement of the project quality education outcomes.

The outputs delivered against project targets were as summarised below:

- *Outputs under school infrastructure and facilities pillar:* 100% (19 new blocks of 57 classrooms and 11 offices) in 11 primary schools, 100% (14) of new kitchen blocks in 14 primary schools (cooking stoves and facilities not yet installed), 44% (12/27) of new teachers' houses in primary schools, 236% (59/25) of renovated classrooms in secondary schools, 80% (12/15) of renovated teachers houses in secondary schools, 33% (1/3) new staff house in a secondary school, 100% (4) new kitchen blocks in four secondary schools, and 100% (4) 5-stance VIP latrines in four secondary schools. The teaching and learning materials were delivered as planned: 78% (46,505/59,352) textbooks in core subjects for primary education, 70% (986/1285) of teachers guides in primary schools, 100% (224 book storage cabinets for all classrooms in 28 focal primary schools, 36% (20/56) sports kits and 50% (28/56) music dance and drama kits for 28 focal primary schools, and 100% (8) sports kits and 50% (4/8) of music dance and drama kits for four focal secondary schools. These translates into 62% (2,821,953 USD/4,420,000 USD) of expenditure of total budget for ICIEDA direct contribution to infrastructure and 38% (279,277 USD/730,000) of the same contribution to provision of teaching and learning materials.
- *Outputs under the Education Sector Management Pillar:* 100% (17) of district level staff trained in results based planning and budgeting skills, 100% (17) same staff trained in financial management for non-financial managers, 100% (17) LLG staff trained in performance management and appraisal of education staff. With regard to enhancing the functionality of education office, basic equipment and tools were provided, 50% (1/2) computers, 100% (office furnishing), 100% (7) new motorcycles, and operational support to monitoring learn achievement (MLA) where 25% (2/8) of MLA tests were conducted. This translates into 25% (61,736 USD/250,000 USD) of expenditure of total ICEIDA contribution planned for outputs under this pillar.
- *Outputs under the teacher pillar:* 100% (1) education training plan formulated, and 93% (43/46) of untrained primary teachers admitted to in-service training course for Grade III teaching certificate. These translate into only 12% (13,080 USD/110,000 USD) of ICEIDA contribution to outputs under the teacher pillar.
- *Outputs under the community pillar:* 100% (112) of school management committees and parents-teachers associations in primary schools and 100% (74) board of governors and parents-teachers associations in secondary schools were trained in school governance; 56% (18/32) school catchment communities mobilised and sensitized to support education in fishing communities, and 100% (1) study completed on the household cost of education completed. These translated into 12% (67,350 USD/540,000 USD) of ICEIDA contribution to these outputs. The performance was low because the output component of "household cost of education reduced" under the pillar absorbed 0% of 460,000 USD of the project budget compared to the output of "community capacity developed" which utilized 84% (67,350 USD/80,000 USD) of its budget.
- *Outputs under the learners pillar:* 100% (1) of planned study on causes and extent of girl dropout in secondary education, 100% (28 and 4) health clubs established in 28 primary schools and four secondary schools respectively, 33% (4) of school based de-deworming conducted on termly basis. This translated into 13% (17,435 USD/130,000 USD) of ICEIDA contribution to this pillar.

In terms of effectiveness, the project has started realizing immediate outcome results as summarised under the key outcome indicators in the table below:

Summary Table 2: Assessment of Education Project effectiveness against outcome indicators

Outcome Indicator	Baseline		Program Target	Mid-Term Status	Remarks
	Year	Value			
			2019	End of 2017	
All Learners	2015	42%	75%	67%)	This indicates a significant improvement over a short
Boys	2015	43%	75%	70%	

Outcome Indicator	Baseline		Program Target	Mid-Term Status	Remarks
	Year	Value	2019	End of 2017	
Girls	2015	41%	75%	65%	period
Average achievement in literacy by P.4 pupils	2016	48%	>65%	53%	Modest improvement shows a positive trend.
Boys	2016	-	>65%	-	
Girls	2016	-	>65%	-	
Average achievement in numeracy by P.4 pupils	2016	32%	>65%	36%	Modest improvement, shows a positive trend
Boys	2016	-	>65%	-	
Girls	2016	-	>65%	-	
Survival rate to grade 5 (P.5)	2016	27%	75%	34%	Indicator revised definition measures survival rates in particular schools, which is a measure of schools to retain their learners as a proxy indicator of the quality they offer.
Boys	2016	26%	75%	32%	
Girls	2016	28%	75%	36%	
Survival rate to grade 7 (P.7)	2016	12%	50%	20%	
Boys	2016	12%	50%	18%	
Girls	2016	12%	50%	22%	
<i>Satisfaction with Infrastructure</i>	2016	-	85%	88%	Achieved
<i>Satisfaction with Textbooks</i>	2016	-	85%	89%	Achieved
All learners	2016	58%	70%	61%	The 88% (n=32) of households that had PLE candidates reported that they had transited to post-primary education level
Boys	2016	59%	70%	66%	
Girls	2016	58%	70%	57%	
All learners	2016	66%	60%	43%	Declining trend has not been reversed
Boys	2016	65%	60%	46%	
Girls	2016	67%	60%	38%	
All learners	2016	42%	50%	24%	Declining trend has not been reversed
Boys	2016	47%	50%	31%	
Girls	2016	34%	50%	17%	

Programme Impacts

There are already large perceived impacts that can be attributed to the programme interventions in WASH and Education.

The health impacts of WASH are indicated by the following:

- Plausible inference based on wide sectoral acceptance of analysis of metadata, collaborated by evidence from some rigorous randomized studies, which point to the link that increased access and use of improved WASH facilities and services will be followed by reduced burden of WASH related diseases, especially diarrhea incidence and prevalence among the population.
- Evidence from household survey established the incidence of diarrhoea disease was at 23% for all age groups compared to 30% for children under 5-year, and the population increased access and use of WASH services and positive behaviour change.
- Evidence that the threshold of more than 80% considered necessary and sufficient to achieve significant reduction in diarrhoea incidence has been achieved in most essential indicators for access and use of safe water and access and use of improved sanitation, and there it was on track with respect to behaviour

change in hand washing with soap at critical times.

The impacts of Education are indicated by the following indications:

- Renewed community (parents, guardians and community members) engagement and support to schools and education) as indicated by improved monitoring of learners, and contributions to learning through feed programmes at schools
- Significant improvements in performance, with regard to acquisition of basic skills in literacy and numeracy in early grades (P4) and better performance in primary leaving examinations (pass rates better grades – Division III-IV)
- Positive gains in transition from primary education to post primary education
- Improvements in school environment with more infrastructures (classrooms, teachers houses, sanitation facilities and cooking facilities) and availability of teaching and learning materials- textbooks, teachers' guides among others.

Sustainability of programme Results: Where issues of institutional arrangements, technical capacity and financial arrangements for O&M have been addressed, functionality of facilities is promising and services are likely to be sustainable as seems to be the case with piped water schemes. The opposite is true, like seems to be the case for the sanitation facilities.

4. Key Recommendations

The partners have been very active and open in critically reviewing the project on biannual basis. To this effect, there is no shortage of recommendations as to how to strengthen and improve the programmes and its project components. The task of the review team was therefore largely focused on suggesting priorities. The overall recommendation is that ICEIDA should continue to support BDFCDP, not only for bringing to the table the much need financial resources and dedicated staff, but also because of its *added value in its ability to take risks to experiment and through these risks learn lessons on what works which can be taken to scale.* The key recommendations are summarised below:

S/N	Recommendations	Action by
1	Strengthen the communication strategy of the programme through public information dissemination to beneficiaries to promote transparency and top-down accountability	BDLG-CAO
2	Fill the staffing gaps of the head of education department, among others, to strengthen the confidence and responsibility levels of the department when dealing with sector decisions	BDLG-CAO
3	Incorporate in the reports of responsible ministries, departments and agencies programme/ project inputs and outputs to enhance visibility, shared lessons, and transparency and accountability.	PSC-MoIG
4	Promote the role and visibility of local NGOs, CBOS in strategic partnerships to achieve institutional aspect of sustainability	BDLG
5	Continue to support scaling-up of WASH interventions as an integrated package with timing of community mobilisation and sensitisation preceding other elements to elicit demand and build strong foundation for sustainability	Partners ICEIDA/BDLG
6	Develop and incorporate the exit strategy within the overall O&M strategy for the new piped schemes with timelines for gradually transiting management from project implementation arrangements to ongoing service delivery approach using the private operator service model after the interim period testing has expired.	Partners ICEIDA/BDLG
7	Develop the O&M strategy for management of improved sanitation facilities, especially VIP latrines for community use, for safe faecal sledge management	Partners ICEIDA/BDLG

S/N	Recommendations	Action by
	(emptying, treatment and safe disposal or re-use) or otherwise adopt technology options that can mitigate the problem of pits filling quickly.	
8	Support the scale-up of hygiene promotion and education using the modified CLTS incorporating all elements of behaviour change with an exit strategy for gradual transition from project implementation arrangements to service delivery approach with or without ongoing support by non-state actors.	Partners ICEIDA/BDLG
9	Continue to support the scale-up of the extensive package to more schools in the project area to mitigate FENU's method of invitation for parents and guardians' to attend community mobilisation was not effective in some get they did not get the invitations hence the need to varied methods like radios, mobile (bulk) short messaged (SMS) and other channels to maximally benefit the community.	Partners ICEIDA/BDLG
10	Scale-up community mobilisation and sensitisation through community education forum and learners forum approach supported by FENU with improved communication to parents and guardians through varied methods (radios, mobile short messaged etc) to maximally benefit the community.	Partners ICEIDA/BDLG
11	Scale-up WASH intervention in schools by provision of more water tanks to increase storage capacity and construction of more latrines to address gaps in some schools, and support schools to fence their compound to protect the investments from abuse and vandalism	Partners ICEIDA/BDLG
12	Regulate the influx of new learners transferring to schools receiving extensive support to "protect" them operate within national standards; and avoid overcrowding and diluting of quality education objectives	BDLG
13	Prioritise the development of O&M plan for school infrastructure, which is provided for in the education project and operationalise it early to test run it operationalization.	Partners ICEIDA/BDLG
14	Reconsider investments in renovation of school infrastructure and instead concentrate on investments in infrastructure and facilities to avoid risks of cost overruns sinking funds in weak structures.	Partners ICEIDA/BDLG

1. INTRODUCTION

1.1 Introduction

This final report is for the internal midterm review (MTR) of the programme titled “*Support to the Implementation of Buikwe District Fishing Community Development Programme (BDFCDP) 2014-2019*” and its two mutually related project components, namely; “*Buikwe-ICEIDA Development Partnership, WASH Development in Fishing Communities 2015-2019 (ICEIDA Project No. 14030-1501)*”, and “*Buikwe-ICEIDA Development Partnership, Education Development in Fishing Communities 2016-2019 (ICEIDA Project No. 11220-1502)*”. The programme is implemented by Buikwe District Local Government (BDLG) with support from the Government of Iceland (GoI) – Icelandic International Development Cooperation (ICEIDA). The MTR has been conducted in accordance with the Article 7 of the Partnership Agreement for BDFCDP entered by the tripartite partners, viz-a-viz, GoI and GoU and Buikwe District Local Government in October 2014.

The mid-term review was conducted from the month of February to April 2018, by a team of two principals, namely, Ms. Selma Sif Ísfield Óskarsdóttir, the internal staff of the Directorate of International Development Cooperation, Ministry of Foreign Affairs (MFA) of Iceland (not involved in direct implementation of the programme), and Dr. Pascal Odoch, an Independent Ugandan Expert, who was engaged as the External Lead Consultant (*see composition of internal review team and technical support staff in Annex 1*).

The internal MTR report is organised into 8 sections or chapters, necessitated by the need to separate findings on each project while keeping the overall picture of the programme; Section one covers the background and context, the description of the programme and its project components, and the purpose, objectives and scope of the midterm internal review. The rest of the report covers the methodology in section two; the findings on programme relevancy and performance in section three; specific findings on progress and performance of WASH project and Education Project in sections four and five respectively; findings on programme impacts including crosscutting issues in section 6, findings on sustainability in section 7, and conclusion, lessons learned and recommendations in chapter 8. Other relevant details are included in the annexes.

The findings of the MTR (Sections 3-7) are structured on the standard evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability to the extent that they are applicable to the midterm review, and to the findings related to the programme as a whole or to its two project components.

1.2 Programme Background and Context

1.2.1 Background and Context

The current development cooperation between the government of Iceland and Uganda is guided by the Uganda (2014) ICEIDA Country Strategy Paper 2014-2019 (CSP), which was approved by the two partner countries. The CSP intertwines Iceland’s policies and priorities which is contained in the Strategy for Iceland’s International Development Cooperation for the period 2013–2016, with

Uganda's development strategies and priorities as articulated in Uganda Vision 2040 and the first National Development Plan (NDP-I) for the period 2010/11–2014/15 (succeeded by NDP-II 2015/16–2019/20).

Uganda's second NDP whose theme is "Strengthening Uganda's Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth" is an overarching instrument for sector-wide planning across government whereby the primary growth drivers (Agriculture, Forestry, Oil and Gas, Minerals, and Tourism) are supported by complementary sectors (energy, water, roads, human resource, health) or enablers (security, accountability and public sector management sectors) over the five-year terms to ultimately achieve the long-term perspective of "A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years", as articulated in the National Vision 2040. In relation to this context, at the end of 2013/2014 financial year, safe water coverage had reached 65% in rural areas, 66% in urban areas while sanitation coverage of was 70% in rural areas and 81% in urban areas. The functionality of installed safe water supply nationwide stood at 84% for rural areas and 87% for urban areas.

As such, the BDFCDP is cross-cutting in nature as its contribution to Uganda's medium term strategy focuses on cross-sectors' software and hardware investments and support to water, sanitation, education, health and institutional development. According to the Partnerships Agreement for BDFCDP, "the development objective of the programme is to improve livelihood and living conditions of people in fishing communities in Buikwe district". This is to be achieved through development support with special emphasis on Education, Fisheries and Health sectors, as well support to develop the administrative and managerial capacity of the Buikwe district authority and other selected service delivery agencies (SDAs). To this point in time, projects have been designed for intervention in Health and Education sectors, with emphasis on Water, Sanitation and Hygiene (WASH) in the Health Sector and basic education (covering primary and lower secondary education) in the Education Sector. In addition, general capacity development support has been extended the district administration to strengthen service delivery, especially in departments responsible for the selected focal areas.

In order to ensure maximum local ownership, the programme/project implementation is in the hands of BDLG and all organisation and planning are undertaken in cooperation with key stakeholders in line ministries and at community level in the district. District officials oversee the implementation of the project with support of, and in cooperation with ICEIDA. The first phase is planned for 2014-2019 in harmony with the ICEIDA (2014) Uganda Country Strategy Paper (CSP), which is up for renewal beyond 2020.

1.2.2 Administration and Management Capacity Development Support

The purpose of the pre-programme and on-going capacity development support to the Buikwe district administration (general management and sector departments) is to assist the Buikwe district to achieve efficient and effective leadership, administration and management of public services in partnership with civil society and private agencies. The support includes training of district staff and provision of basic equipment and tools, as well as technical support through ICEIDA staff pool of experts and outsourcing of independent consults. The capacity strengthening at sub-county level is also included.

1.2.3 Education Sector Support

The immediate objective of support to the education sector is to improve the quality of basic education (primary and lower secondary education) delivered by schools serving the fishing communities in the district. The design of the education component has a package of interventions based on five main pillars: education infrastructure and facilities; local government education sector management; teachers and school leadership; community and parent participation; and the learners pillar.

The project seeks to provide a holistic approach to schooling to 14 selected government aided primary schools that received extensive support and a further 14 government aided primary schools that are receiving basic support. In addition, four secondary schools providing universal secondary education are receiving extensive support. The selection of only 28 primary schools and four secondary schools was necessitated by limited funds, coupled with the stated objective of not spreading resources too thinly in the first instance in order to maximize the impact of the interventions and seek evidence for verifiable results in a relatively short period of time.

The Internal Review assessed the Education project implementation from 2016 to 2017 focusing on the following eight key project outputs.

1. **Education infrastructure and facilities developed:** Infrastructure in primary schools serving the fishing community in Buikwe developed and/or renovated up to GoU minimum standards and equipped with essential basic facilities.
2. **Teaching and learning materials provided:** Learners in target schools supplied with textbooks in core subjects and teachers with necessary teaching materials.
3. **The education sector management at all administrative levels developed and equipped** as necessary to perform
4. **District education office functionality enhanced**
5. **Capacity for quality teaching and school leadership developed:** Teachers and headmasters trained in effective school management and delivery of quality education.
6. **Community capacity developed:** The capacity of the community (PTAs and SMCs) to play an active role in school management and operation developed and;
7. **Household cost of education reduced:** The hidden household costs of “free” secondary education lowered and a sustainable mechanism to maintain affordable cost of education in place.
8. **Direct learner support facilitated:** The education environment for learners improved through functional health clubs in school and regular health related sensitisation in place and sustainable feeding programmes developed and established in schools.

1.2.4 Health Sector Support – WASH

The immediate objective of the project is to increase access and use of improved water, sanitation and hygiene (WASH) facilities and services among the fishing communities in Buikwe district for improved public health. The interventions in WASH were seen as priority areas in support to the Health Sector. The ultimate indicator for success is improved health status in the project areas against a baseline taken prior to the implementation phase. Due to the different composition and size of communities, the first project phase (2015-2017) has focused on highly populated areas (rural growth centres) by providing piped water distribution systems and improved ventilated pit (VIP) latrines for the household population at community level and for institutional population in schools and health centres.

In 2017 the project introduced innovative technical solutions for water dispensing with the use of electronic cards to pay for water, development of sustainable operation and maintenance systems for water systems and extensive community sensitization about WASH. In addition, non-state service delivery agencies (SDAs) have been engaged to build the capacity of the district and provide implementation support in selected service delivery operations in the short-run. The partners include, among others, Water Mission Uganda for technical supervision of piped water systems and support to their operation and maintenance in the interim period, and Busoga Trust to support hygiene promotion and education capacity development and service delivery.

The Internal Review Team has assessed the WASH project implementation from 2015 to 2017 focusing on the following key project outputs:

- | |
|---|
| <p>1. Infrastructure for improved WASH installed and/or restored</p> <p>1.1. New improved safe water facilities developed</p> <ul style="list-style-type: none"> • piped water systems constructed • new borehole facilities constructed <p>1.2 Existing safe water facilities rehabilitated</p> <ul style="list-style-type: none"> • piped water supply stand pipes upgraded • borehole water facilities rehabilitated • spring well water facilities rehabilitated <p>1.3 Improved sanitation facilities constructed</p> <ul style="list-style-type: none"> • communal multi stance VIP latrines for rural growth centres constructed • multi-stance VIP latrines for primary schools constructed • multi-stance VIP latrines for health centres constructed <p>2. Hygiene promotion and education scale-up to 19 focal fishing villages and 29 schools supported</p> <p>2.1: LGs and partner SDAs supported to scaling up hygiene promotion and education in project area</p> <ul style="list-style-type: none"> • District level and step-down training/refresher training of CLTS facilitators supported • Printing and dissemination of CLTS manuals and behaviour change communication (BCC) materials supported • Grants to non-state partner SDAs involved in CLTS implementation provided <p>2.2: Hygiene promotion and education supported to scale-up in 19 Villages</p> <ul style="list-style-type: none"> • 19 Village hygiene improvement plans developed and incorporated in LG plans • CLTS triggered and scaled-up in 19 Villages <p>2.3: School hygiene education and promotion supported to scale up in 29 primary schools</p> <ul style="list-style-type: none"> • 27 school hygiene improvement plans developed and incorporated in LG plans • SLTS triggered and scaled-up in 29 schools <p>3. WASH Sector capacity to manage and sustain service delivery developed at all levels</p> <ul style="list-style-type: none"> • District Coordination and M&E in relation to WASH strengthened • District Water Office and the district's WASH team equipped and skilled to perform its work • Community structures and systems for sustained operation and maintenance (O&M) of WASH established in 19 fishing villages |
|---|

Source: WASH Development in Fishing Communities- Project Document, 2015.

1.2.5 Changes made to the projects since start of the implementation

a) **WASH Project:** New technical solutions and operations and management strategies were developed and adopted in the WASH project, in addition to those outlined in the Project Document (PD). Cost adjustments were made within the original budget framework and additional ICEIDA funding was provided to cater for these changes amounting to 13% upward increase i.e. from USD3,780,505 to USD4256,569. Furthermore, a number of VIP latrines planned for community use

were shifted to primary schools due to shortage of available land. Besides, the project was originally planned for three years from 2015-2017, but it was extended by two years to 2019 aligned with the CSP, second National Development Plan (NDP-2) and Buikwe Local Government second District Development Plan (DDP-2).

b) Education Project: The ICEIDA Education project component budget stood at USD7,200,000 and has not reflected any change to the original budget like has been the case with WASH project.

It is therefore observed that the above stated changes made in both WASH and Education project components have not fundamentally altered the development and immediate objectives of the individual projects.

1.3 Midterm Internal Review

1.3.1 Purpose

The purpose of the midterm internal review of the BDFCDP and its two project components, is to provide thoughtful analysis of progress made and current status of its implementation up to mid-term (end of 2017); assess programme's performance against the stated outputs in relation to the objectives/ outcomes; and provide evidence-based advice on how best to proceed after mid-2018, through re-alignment and /or consolidating gains in the current implementation strategy. Overall, the mid-term internal Review aims at guiding effective implementation of the programme's remaining tenure (up to 2019), as well as providing learning for future similar interventions, scale-up and replication.

1.3.2 Specific Objectives

The Internal Review addressed the following key questions which are derived from the Terms of Reference and particularly incorporating the elements of OECD/DAC criteria:

- 1) **Relevance:** Are the supported interventions under BDFCDP still relevant under the current policy and development frameworks of the two countries, and needs of the target population?
- 2) **Effectiveness:** To what extent has the programme and the two projects achieved the planned results?
- 3) **Efficiency:** To what extent have the programme and its project components been efficient?
- 4) **Impact:** Are there early indications of the impact of programme interventions in the livelihoods and living conditions of the target population (men, women and children)?
- 5) **Sustainability:** Assessing if net benefits are likely to continue after the completion of the programme.
- 6) **Cross-cutting issues:** To what extent has the programme and project interventions addressed the cross-cutting issues of gender equality and environmental sustainability?
- 7) **Lessons learnt:** What are the key lessons learned so far?

1.3.3 Scope of the Internal Review

Geographic coverage: The review was conducted in Buikwe District located in central region of Uganda and the four fishing sub-county communities of Buikwe district defined in the project documents as comprising of Najja sub-county, Ngongwe sub-county, Nyenga sub-county and Ssi sub-county. The review targeted program focal fishing villages and institutions, mainly schools and health centres.

Content: The review provides a concrete assessment on outputs achieved to-date and how likely the two projects are to reach their stated outcomes and impact. The review pin-points any challenges in

design or management, and provides suggestions on how to address them. Finally, the review assesses the quality and nature of the partnership, including but not limited to, available local government capacities, commitment to partnership obligations and working relationship with other partner Service Delivery Agencies (SDAs) that form the basis of the programme support to Buikwe District Local Government.

Time coverage: The Review Team also took stock of the project interventions to-date (MTR), and generated learning points for guiding the remaining tenure of the programme’s implementation including influencing the design of future similar interventions.

2. METHODOLOGY

2.1 Review Team, Approach and Design

2.1.1 Review Team Structure

The review team was comprised of the core team and the technical support team as summarized in the table 1 below.

Table 1: Review Team Structure

Name	Qualifications / Profession	Position
Review Core Team		
Pascal Odoch, PhD. (Mr.)	• Rural Planning, Development, and Education Expert	• External Lead Consultant
Selma Sif Ísfeld Óskarsdóttir (Ms.)	• Adviser, International Development Cooperation	• Counterpart Reviewer
Technical Support Team		
Rogers Nsubuga (Mr)	• Statistician	• Data Manager
Mujuni Charles (Mr)	• University Graduate	• Data Collection Supervisor
1) Ritah Ayebale (Ms) 2) Gladys Kabagungu (Ms) 3) Peace Ofwono (Ms) 4) Peter Ondur (Mr) 5) Iguru Gilbert Kaija (Mr) 6) Olinga Gilbert (Mr) 7) Jamal Omirambe (Mr)	• University Graduates	• Research Assistants

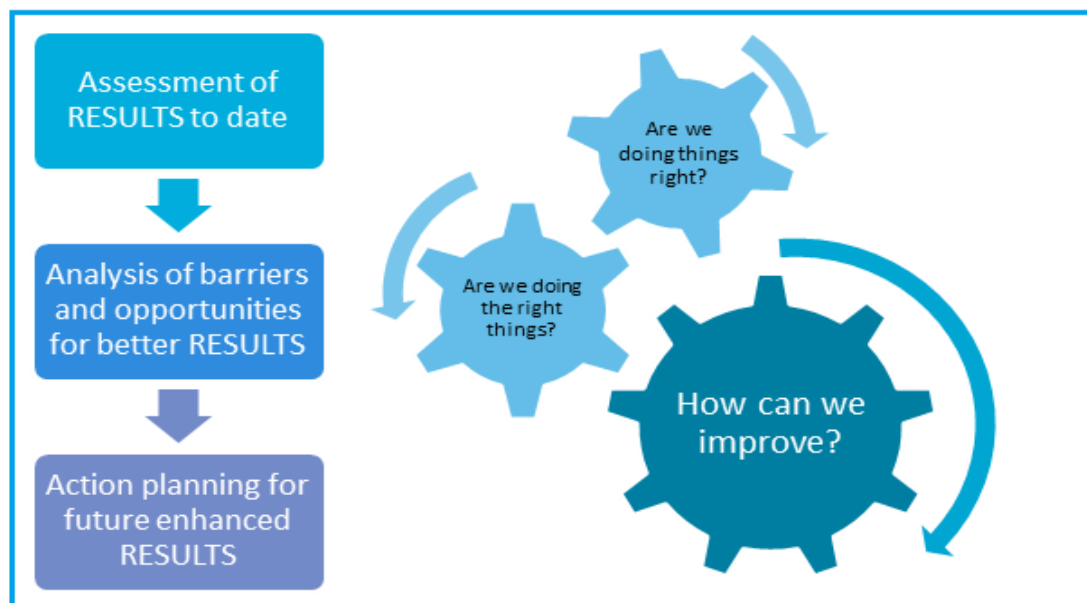
2.1.2 Approach

The overall methodological approach was based on what the Review Team refers to as “*Triple Results Focus*”. This links to three key overall review questions, namely:

- The first overall question - *Did we do or are we (programme) doing the right things?* This was addressed through an assessment of programme/project relevance and effectiveness to-date.
- The second overall question - *Did we do or are we (programme) doing things, right?* This was addressed through an analysis of efficiency, barriers and opportunities for better results.

- The third overall question- *How can we (programme) improve or consolidate success?, this was tackled through making recommendations drawing from lessons generated to guide the way forward to consolidate successes. This is further illustrated in figure below.*

Figure 3: The Triple Results Focus



The triple results focus was linked to the Review Team’s understanding that the review assesses the *before and after* situation of the programme’s three major thrusts (Administration capacity development support interventions, and Education and WASH projects’ interventions) in order to use the past project experience and lessons learnt to consolidate the successes thereof.

2.1.3 Design

Overall, the assignment execution adopted a mix of both qualitative and quantitative methods. A cross-sectional descriptive and analytical design was used and the results were compared with baseline data, where applicable, to assess progress and performance up to midterm period. Data was collected from secondary sources through extensive review of project documents and project reports, relevant sector reports, and statistical data. For primary data and information gathering in this assignment, three main tools were deployed, i.e. individual survey questionnaires, key informants’ interview checklist, and focus group discussion session guide (FGDs).

The Review Team applied in the analysis a human rights based approach¹ to poverty reduction strategies and practices i.e. a focus on the realization of the rights of the excluded and marginalized populations, and those whose rights are at risk of being violated, building on the premise that a country or community cannot achieve sustained progress without recognizing human rights principles, especially universality, as core principles of governance; consideration of a holistic view of its environment, considering the family, the community, civil society, local and national authorities, *i.e. the pillars*; it considers the social, political and legal framework that determines the relationship

¹See <https://www.oecd.org/derec/finland/43966077.pdf>

between those institutions, and the resulting claims, duties and accountabilities; accountabilities for achieving these results or standards are determined through participatory processes i.e. policy development, national planning), and reflect the consensus between rights holder and those with a duty to act.

The Review Team applied the five basic evaluation criteria defined by the OECD-DAC and used widely in international aid. They include Relevance, Efficiency, Effectiveness, Impact, and Sustainability, as well as the cross-cutting issues of gender and environmental sustainability.

2.2 Sampling method and review study tools

The choice of the sampling method was influenced by data source and data collection tools as described below:

2.2.1 Sampling method for household survey respondents

In the case of household data collection, the sample size was based on the total number of households in the project focal area, and a combination of sampling methods was applied.

(a) Multi-stage cluster sampling: In the first stage, the four sub-counties were selected purposively i.e. Najja sub-county, Ngongwe sub-county, Nyenga sub-county (now an urban division under Njeru municipality) and Ssi sub-county because they are the project sub-counties. At the second stage², simple random sampling technique was used to select eight parishes, (two from each of the 4 sub-counties) based on stratification to take into account rural and urban areas. At the third stage, a sample of eight villages (one per parish) were selected using simple random sampling technique from which the final unit of inquiry were drawn.

(b) Determination of sample size proportionate to each village size: First, the overall sample size for the units of inquiry (individual households) was determined based on the total households eight villages using population and housing census figures provided by Buikwe District Planning Unit. The total number of households in the eight villages was established as 3,291 (N=3,291³). The *Yamane formula*⁴ below was accordingly used to calculate the sample size.

$$n = \frac{z^2 p(1-p)N}{z^2 P(1-P) + N(e)^2}$$

Whereby;

n = Sample Size

N = Total Households for eight selected villages (clusters) (3,291)

e = Level of precision or permissible error which is assumed to be 0.05.

Z = Value of the standard normal distribution given the chosen confidence level of 95% such that z= 1.96 at 95% level).

P = Probability of success estimated at 0.5

² At this stage it was taken that all locations were rural, hard to reach areas

³ District level data based on the National Population and Housing Census 2014, Uganda

⁴ Yamane (1967:886) provides a simplified formula to calculate sample sizes. This formula is used to calculate the sample sizes. See: <https://www.tarleton.edu/academicassessment/documents/Samplesize.pdf>

$$n = \frac{0.25(z^2)N}{z^2(0.25) + N(e)^2} = \frac{0.25*(1.96^2)*3,291}{0.25*(1.96^2) + 3291(0.05)^2} = 257$$

In order to cater for the non-responses, a 10% allowance (non-response rate) was considered such that the final sample (n) became [257+ (10% of 257)] = **282**.

After determining the sample size for all the selected clusters (8 villages), the sample size of each of the eight villages was determined proportionately based on their household population size. The final sample sizes for each of the villages selected are as indicated in table 1 below.

(c) Final selection of respondents (households): The Review Team was not able to apply the traditional simple random sampling methods in the selection of individual households, which gives each basic sampling unit an equal probability of inclusion in the sample. This was found practically expensive and unfeasible because it required all the households to be identified prior to the sampling. Whereas the cluster sampling method had reduced the need for detailed lists of households (sample frames) to only eight villages, the household lists were neither available nor reliable, hence creating sample frames still required considerable effort, time and resources that were not available.

Consequently, the Review Team used the alternative household sampling method that does not use detailed sample frames, that is, EPI Method⁵. After selecting the clusters (8 villages) and determining the sample size proportionately based on the household population size of each village, then the selection of respondents in each village using EPI method involved the following steps:

- Determination of a location near the centre of the community or village as starting point.
- Choosing a random direction (defined in the field by spinning a bottle or pen).
- Random selection of households along the chosen direction pointing outwards from the centre of the community to its boundary.
- In subsequent steps, which were carried out iteratively, the closest household (door to door) to that determined in the previous step was chosen and the iterations were repeated until the required number of households was surveyed.

The EPI sampling method is simple and easy to use and has been instrumental in evaluating immunization coverage worldwide. It has been used by WHO and UNICEF to measure the coverage of their childhood immunization programmes and has also been adapted to measure nutritional status. However, statisticians have some concerns on the bias and precision of the estimates obtained using the EPI method.

The individual household surveys were conducted targeting 282 households in eight sampled villages spread in the four fishing communities. In addition, 16 schools comprising of 12 primary

⁵ EPI (Expanded Programme on Immunization) Method, is most popular spatial sampling method adopted by WHO for use in low-income countries; it uses a modification of probability proportional to size (PPS) sampling. (See details on EPI Method on this link- <https://academic.oup.com/ije/article/35/3/751/735659>)

schools and four secondary schools were surveyed (*see details in table 2 below*). The data collection tools used were the individual household survey questionnaire and the school survey questionnaires (*see details of the survey questionnaire tools in annex file under separate cover*).

Table 2: Study Villages and Sampled Households, Primary & Secondary Schools

Project Area	Sampled Parish	Sampled Villages	Sample size (HHs)	Primary Schools	Secondary Schools
Ssi SC	Kobba	Senyi	81	• Ssi C/U P/S • Lugoba C/U P/S	Victoria SSS
	Lugoba	Bubwa	21		
Nyenga SC	Tongolo	Kikonda	59	• Kiwanyi P/S • Kagombe Superior P/S • Bugolo UMEA P/S	Nyenga SSS
	Kabizi	Bugoba A	35		
Najja SC	Tukulu	Bufumbe	33	• Busagazi UMEA P/S • Kidokolo UMEA P/S • Busiri P/S • Buzama P/S	Najja SSS
	Busagazi	Nambula	12		
Ngongwe SC	Namulesa	Mawoloba	15	• Nkombwe • St. Paul Buwogola • Kituntu Orphanage	Ngongwe Bakersville SSS
	Kiringo	Gamba/ Nkombwe	25		
Total	8	8	282	12	4
Total Achieved	8	8	280 (99.3%)	12 (100)	4 (100%)

2.2.2 Sampling method for key informants

The purposive sampling method was used to select key informants for interviews, based on the Review Team's judgement of the key stakeholders that were knowledgeable about the programme and its project components. The key stakeholders were either active participants in the coordination roles at national level on the programme steering committee, management roles at programme or project level at the Embassy of Iceland in Kampala and Buikwe District Local Government, and at implementation level in Buikwe District Local Government, including non-state actors.

The key informants involved consultations with five district heads of departments who are directly involved in the programme, namely; CAO, Programme Coordinator, District Politicians, LLG officials; and representatives of Busoga Trust, FENU and Water Mission Uganda' as well as Embassy officials. The data collection instruments used was the key informant interview checklist. In all, a total of 23 key informants were purposively selected and interviewed (100% response) broken down in Table 3 below:

Table 3: Summary of Key Informants Consulted

Category	Number
ICEIDA/Embassy of Iceland	03
Buikwe District Local Government	12
Other key stakeholders	08
Total purposively selected	23
Actual key informants interviewed	23 (100%)

2.2.3 Sampling method for Focus Group Discussions

The combination of purposive sampling and systematic random sampling methods were used to select participants in the focus group discussions. First the participating categories or groups of parents, teachers, learners and community were selected purposively because they were judged to be the ultimate beneficiaries of the programme/project outputs and services. On the other hand, purposive sampling and systematic random sampling methods were variously used to select individual participants in the focus group discussion. For teachers and head teachers, the sampling method was largely purposive as the numbers were small and depended on who was present. For the learners, and to some extent parents, systematic random sampling method was used to select participants based on strata of males and females to avoid gender bias.

The FGDs were conducted to moderate interaction with Parents/Guardians, Teachers (Primary and Secondary Teachers), and Learners (boys and girls at upper primary and lower secondary classes). At each of the four sub-counties, the Local Community Council Chairperson (LC-1) in the jurisdiction of the education facility (primary or secondary) was approached to randomly mobilise a group of 8-10 parents/ guardians with a gender mix for the FGDs. For the Teachers, at the schools targeted in the sample frame, teachers who were available at the time of visit constituted the FGD session; and for the learners, FGD sessions had a mix of 5 girls and 5 boys drawn from Upper Primary Classes (P.6 and P.7) and a mix of 5 girls and 5 boys drawn from Senior One and Two (i.e. Lower Secondary) In some cases the numbers exceeded required levels due to the high level of enthusiasm from the learners and as such were not discouraged by the Moderators (see details in table 3 above. In all, a total of 172 participants in the FGDs were selected and participated (100%) as shown in table 4 below.

Table 4: Summary of the Focus Group Discussion Session Participants

Learners Pillar (FGD)	Category	Total
	Upper Primary	45
	Lower Secondary	35
Teachers Pillar (FGD)	Primary	33
	Secondary	36
Community Pillar (FGD)		23
Total FGD participants		172

3. OVERALL FINDINGS ON BDFCDP RELEVANCE AND PERFORMANCE

3.1 Programme Relevance

This section presents the assessment of the extent to which the development assistance under the programme is still suited to the priorities and policies of the partners and the target groups. The MTR found that, overall, BDFCDP was still relevant to the policy frameworks of two partners, its objectives were still valid and the activities and outputs of the programme were to a greater extent consistent with the attainment of its outcomes and impact.

3.1.1 Relevance to International development agendas

The BDFCDP conceptualisation was initiated towards the end of the Millennium Development Goals (MDGs) that was later succeeded by the Sustainable Development Goals (SDGs), 2015–2030. The programme development objective objective, the WASH project objectives focusing on increased access and use of water, sanitation and hygiene facilities and services for improved public health, and the education project objectives focused on improving the quality of education in schools serving the marginalised fishing communities in Buikwe district are relevant and aligned to the SDGs, particularly goals 1, 3, 4, 5,6, 7 and 10 as outlined below.

Goal 1: End poverty in all its forms everywhere
Goal 3: Ensure healthy lives and promote well-being for all ages
Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
Goal 5: Achieve gender equality and empower all women and girls
Goal 6: Ensure availability and sustainable management of water and sanitation for all
Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all
Goal 10: Reduce inequality within and among countries

3.1.2 Relevance to Partners' strategies and priorities

Government of Iceland: The BDFCDP and the WASH and Educations projects are still relevant to Government of Iceland (GoI) international development policy framework. The ICEIDA (2014) Uganda Country Strategy Paper (CSP) and the Partnership Agreement for support to BDFCDP, as well the programme and its project components were extended from 2014-2017 to 2019. Hence the CSP intertwines the strategies and policies of the two partner countries (Uganda and Iceland). Under the CSP Vision "*Iceland will support the Government of Uganda in achieving the Millennium Development Goals (succeeded by the Sustainable Development Goals) in line with the country's development priorities. Iceland's development cooperation with Uganda will be directed towards reducing poverty and improving livelihoods in selected poor communities where fisheries play a significant role*". The support is aligned to three priority area in Iceland's International Development Strategy: natural resources, social infrastructure and peace-building. Within these areas, focus is placed on fisheries and renewable energy, education and health, good governance and reconstruction. Furthermore, special emphasis is accorded to gender equality and environmental sustainability considerations as cross-cutting themes. Under the current development support, the overall objective is to achieve improved livelihood in fishing communities through development interventions in the education, health and fisheries sectors. The district approach or direct development cooperation at local government level is still the preferred modality for delivery of Icelandic bilateral development support in Uganda with Buikwe and Kalangala as the partner districts.

Government of Uganda: The programme and its project components are still relevant to the Uganda national Vision Statements (Vision 2040) which has not change. Whereas the formulation of the programme and the WASH project were completed towards the end of the first National Development Plan (NDP-1), 2010/11-2014/15, the process took into account the sectoral strategies for WASH that were incorporated in the final draft of the second National Development Plan (NDP-2)-2015/16-2019/20, and this did not change in final document. On the other hand, the preparation of

the education project was completed when NDP-II had been approved and it (education project) was aligned to NDP-II. Besides, the project is also relevant to the new Three Year Education and Sports Sector Strategic Plan 2017/18-2019/20, which is aligned to the NDP-II, and put an added emphasis on quality education.

3.1.3 Relevance to Buikwe's district strategies and community needs

The programme and its project components are fully aligned to the Buikwe District Local Government development strategy– District Development Plan (DDP-I), 2015/16-2019/20 and sectoral plans for fishing community development which have not changed as indicated in the original reflected in the WASH and Education project documents. It addresses problems that are not only priority nation programme areas but they equally regarded as significant priorities of the district and local communities in the hard to reach fishing communities where the service delivery standards were far below the national and district average. The programme responds to the leading community challenges of the disease burden related to the poor WASH facilities and services, and low quality of education. These were assessed in by independent studies and interventions were prioritised through participatory planning processes involving key stakeholders. The programme is owned, managed and implemented by Buikwe district local government in collaboration with local non state service delivery agencies, with support ICEIDA providing financial and technical assistance to support implementation, supervision and monitoring as appropriate.

According to Buikwe district Chief Administrative Officer:

“This programme is highly relevant to our population because we realise that 80% of the diseases are water related. In fact all the sub-counties are demanding for the projects . . . the programme constitutes 60% of the district annual development budget . . . It is transforming the children; investing in the children is investment for the country's future”

3.2 Overall Programme Efficiency and Effectiveness

This section covers the assessment of efficiency and effectiveness. Efficiency assesses outputs (quantitative and qualitative) in relation to the inputs. It is an economic term that signifies that the development assistance uses the least costly resources possible to achieve the desired results. It covers questions of whether outputs were cost efficient (on budget), delivered on time, and whether the implementation process was the most efficient compared to alternatives. Effectiveness, on the other hand, assesses the extent to which the programme and its project components are attaining or likely to attain its stated immediate objectives or outcome results.

The findings presented below are limited to the overall efficiency and effectiveness of the programme; the specific findings on the two projects are covered in section four for WASH project and section five for Education project.

3.2.1 Overall Programme Efficiency

(a) Budget Performance: The review established that, overall, the programme had utilized 69% of the total programme budget (USD13,699,196) or 62% (7,149,773/10,980,505 USD) of ICEIDA direct contribution to implementation of programme activities as at 31st December 2017 (see details in table 5 below). The performance of the WASH project was at 90% and while that of the education project stood at 58%. The WASH project at the advance stage of implementation because

it started earlier in the second half of 2015 compared to the education project which started a year later in the second half of 2016. The funds were released in timely manner based on the project annual work plan budgets approved by the programme steering committee (PSC).

Table 5: BDFCDP funds mobilization and absorption (USD) as at 31stDecember 2017

Project	Funding Source	Initial Budget (USD)	Revised Project Budget (USD)	Percentage Change	Cumulative Project Expenditure (USD)	Budget Performance
BDFCDP-WASH Project 2015-2019	ICEIDA	3,780,505	4,256,569	13%	3,849,497	90%
	GoU/ BDLG	242,627	242,627	0%	206,684	85%
	Total	4,023,132	4,499,196	12%	4,056,181	90%
BDFCDP-Education Project 2016-2019	ICEIDA	7,200,000	7,200,000	0%	3,300,276	46%
	GoU/ BDLG	2,000,000	2,000,000	0%	2,046,400	102%
	Total	9,200,000	9,200,000	0%	5,346,676	58%
Grand Total		13,223,132	13,699,196	4%	9,402,857	69%

Notes:
1. Cumulative expenditure represents total commitments on project activities (actual spent plus commitments in signed contracts)
2. Constant exchange rates used during project preparation have been used- For WASH it was 1 USD = 3,300 UGX, and for Education it was 1 USD = 3,400 UGX
3. Revision of the WASH project budget was formally approved during the extraordinary PSC meeting held on 27th September 2017 at Buikwe District headquarters.

Source: BDFCDP Programme Financial Reports (Cumulative) for 4th Quarter ending December 2017

The Review Team further established that the programme has a sound internal control and reporting system, which is compliant with the ICEIDA and GoU programme execution and accountability provisions. The Embassy of Iceland Kampala and BDLG Internal Auditor regularly audit the project accounts independently. The GoU Auditor General audits the financial statements (PA; Article 10.1) and conducts value for money audit of the programme as part of GoU procedure for utilization of funds. This compliance mechanism is promoting both value for money and efficiency in programme execution and accountability.

(b) Programme Coordination, management and implementation arrangements

Programme coordination worked well through the PSC, representing the partners at national level. The PSC gives decision support to the programme, including approval of work plans and budgets, review and approval of all reports, and overall oversight over the management and implementation of the programme/projects. The representative of the partner countries and the implementing district seek approvals from their respective countries or local governments on important decisions.

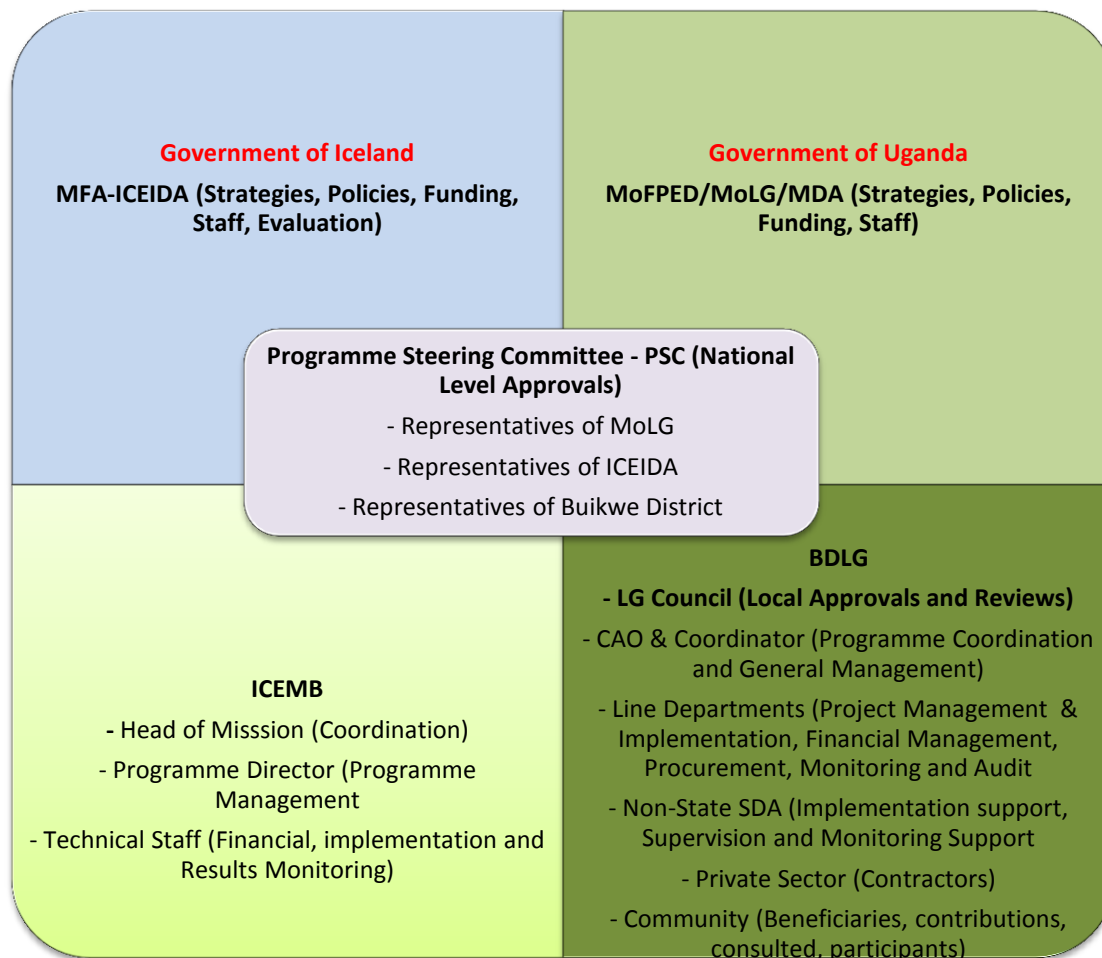
Programme management and implementation is largely in the hands of Buikwe district local government using existing government structures, systems and process. Local approvals by the council that represent people is sought by the management before presenting proposal to PSC which makes final decisions. The CAO has the overall responsibility for programme coordination and management and has delegated some of his roles to one district level head of department as a dedicated programme coordinator.

The day-to-day management and implementation of the projects is at sector level. The education project largely fits into one sector line department of education, although there is collaboration with other sector departments for management and technical support services in financial management, procurement, works supervision, health related interventions in schools and addressing of crosscutting issues. In addition, the implementation of the project involves strategic partnerships with non-state actors like FENU. On the other hand, the WASH project employs a matrix management structure involving the WASH team mainly comprised of the sector departments that have functional mandate for water (water office under District Works department) and for sanitation and hygiene (public health under District Health Services department). Similarly, other sector departments are involved to provide management and technical support services similar to those under education project. There are also strategic partnerships with non-state actors like Water Mission Uganda and Busoga Trust.

The implementation activities combines the use of technical staff of the district, partner SDA staff and private sector contractors for construction and rehabilitation works. For the works contractors, the district draws from the pool of both district level local contractors and national contractors when procurement method is open domestic competitive bidding. To the extent that the procurement function is well managed, and processes are open, competitive and fair to all, there is no shortage of contractors to execute quality works. In some observed cases of poor works, the missing link is largely supervision and monitoring. The implementation of activities using own staff however has limitations because of capacity gaps in key line departments, coupled with organisational challenges such as lack of flexibility to involve all available staff from other departments that could be trained to execute activities outside their departments or routines duties. In education sector, there are gaps in the department but there is a pool of coordinating centre tutors deployed by the Ministry of Education who are readily available to functions of the sector department, especially activities required to produce outputs under the teacher pillar of the education project.

Finally, at the community level like in focal villages, or at facility level like schools, there are primary beneficiaries such as men, women and children as well as frontline service providers and service users. At this level the stakeholders are consulted, directly participate decision making, implementation and monitoring, and giving feedback. The structure for the coordination, management and implementation arrangements of the programme is present in the matrix diagram (see diagram A below).

Diagram A: Coordination, Management and Implementation Structure of BDFCDP



KEY	
BDLG	Buikwe District Local Government
CAO	Chief Administrative Officer
ICEIDA	Icelandic International Development Cooperation (Directorate)
ICEMB	Icelandic Embassy in Kampala
MDA	Ministries, Departments and Agencies
MFA	Ministry of Foreign Affairs
MoFPED	Ministry of Finance, Planning and Economic Development
SDA	Service Delivery Agencies

(c) Efficiency of M&E applications

The Review Team examined whether the programme’s Monitoring and Evaluation (M&) practices being applied in the BDFCDP are serving their intended purpose. The programme’s M&E strategy has been derived from the ICEIDA’s Monitoring and Evaluation (M&E) strategy. The BDFCDP has detailed M&E Plans for each of the two projects.

The quantitative monitoring of the project is a shared responsibility of the project partners where BDLG takes the lead and interfacing with ICEIDA through the education project's joint Implementation Monitoring Team (Ed-IMT) for routine monitoring of activity implementation process. Furthermore the programme implementation monitoring includes quarterly monitoring missions and reviews by the partners' joint or separate teams and joint bi-annual reviews by partners' PSC representatives (ICEIDA, GoU and BDLG). Emphasis is also put on enhancing the monitoring roles of the tripartite institutions within the schools' internal and immediate external management contexts, namely the community/parents represented by school management committees (SMCs, BoGs, and PTAs) and in the case of WASH, the WUCs and SUCs. In the case of school management, the headteachers represents the school as the BDLG education sector department is represented by the District Education Officer (DEO) and the District Water Officer.

The qualitative monitoring of project activities is outsourced to specialized external bodies who focus on the quality of implementation and how single project components and overall intervention is performing towards achievement of overall planned programme outcomes and results.

The Review Team found that there is a need to strengthen follow-up actions arising from the implementation monitoring reports as there were disconnects in utilisation and support maintenance mechanisms in some of the completed programme investments; in Nkombwe Village, Ngongwe sub-county, the water scheme operator was last paid his wages in August 2017 and at Sacred Heart Najja SSS, the students wondered when they would start accessing the VIP latrine which was completed and still under lock.

3.2.2 Programme Effectiveness

WASH Project 2015-2019: In terms of effectiveness, the WASH project outputs for the original phase (2015-2017) have largely been delivered as originally stated in the project document or revised during the course of implementation. However, the hygiene education and promotion lagging behind but catching up. The outputs have increased access to improved water and sanitation facilities in line with the immediate objectives of the project. Partnering with Busoga Trust in applying community led total sanitation at such scale has made a considerable impact behaviour change with regard to hand washing with soap, effective use sanitation facilities for disposal of all human excreta to reduce open defaecation, and for effective use of safe water through safe water chain. Other strategic partnerships with Uganda Water Mission, supported effective supervision of new piped water construction and the testing of the operation and maintenance strategy for the piped schemes.

Education Project 2016-2019: With regard to the education project, the systems are in place to deliver the stated outputs. Outputs under the infrastructure and facilities pillar, magement pillar and community pillar have to a large extent been delivered. Those lagging behind are outputs under the teachers and learners' pillar. Strategic partnering with FENU has increased the pace of implementation of the community pillar, focusing on community mobilisation and sensitisation for increased parent/guardian engagement. Community education forum and learner education forum have been established in schools and outreach communities served by 14 focal primary schools and 4 secondary schools.

4. FINDINGS ON PROGRESS AND PERFORMANCE OF WASH PROJECT

4.1 Assessment of Wash Project Efficiency

4.1.1 Assessment of Progress of Implementation against Project Approved Budget

The Review Team assessed the utilisation of resources available to the project and established that, up to the mid-term point, the WASH project utilised or absorbed 90% of the project budget of direct contribution by ICEIDA (*see details in table 6*).

Table 6: Assessment of progress of Implementation against approved project budget

Code	Project Outputs	Revised Project Budget (UGX)	Actual Spent (UGX)	Percentage
100	Infrastructure for Improved WASH Installed or Restored	11,389,771,800	11,129,430,027	98%
110	New Improved Water Facilities Developed	5,537,789,400	5,828,983,424	105%
120	Existing Improved Water Facilities Rehabilitated	409,021,800	411,634,149	101%
130	Improved Sanitation Facilities Constructed	5,442,960,600	4,888,812,454	90%
200	Hygiene Promotion and Education Conducted in Fishing Villages and Schools	1,000,124,400	585,743,094	59%
210	LGs and Partner SDAs Supported to Scale-up Hygiene Promotion and Education in Project	963,197,400	548,815,594	57%
220	Hygiene Promotion and Education Conducted in 19 Villages	36,927,000	36,927,500	100%
230	School Hygiene Education and Promotion Conducted in Primary Schools	0	0	#DIV/0!
300	Wash Sector Institutional and Management Capacity Developed at District, Sub-County and	746,123,400	550,552,905	74%
310	District Coordination and M&E Capacity in Relation to WASH Strengthened	37,521,000	8,888,000	24%
320	District Water Office and WASH Team Equipped and Skilled	71,329,500	71,505,668	100%
330	Community Structures and Systems for Sustained Operation and Maintenance of WASH Established	637,272,900	470,159,237	74%
400	Project Management, and Monitoring and Evaluation	910,658,100	437,613,500	48%
410	Project Steering Committee	66,000,000	3,360,000	5%
420	Baseline study	151,658,100	151,658,000	100%
430	Project Implementation Support and Monitoring	330,000,000	282,595,500	86%
440	Undertake ongoing Project Process Evaluation Surveys/Studies	165,000,000	0	0%
450	Conduct Final Evaluation	198,000,000	0	0%
Total in Uganda shillings (UGX)		14,046,677,700	12,703,339,526	90%
Total in US dollars (USD): Exchange rate used is 1 USD =		4,256,569	3,849,497	90%

4.3.2 Assessment of Progress of Implementation against Project Output Targets

Overall, the Review Team has established that most of planned WASH infrastructure and facilities have been completed. The project implementation effort was concentrated more on infrastructure development component where 100% progress was recorded, while the implementation of the hygiene promotion and education component delayed and effectively took off in a meaningful way in the fourth quarter of 2017. The outputs under the WASH sector management capacity development were fairly achieved. (See details in table 6).

Table 7: BDFCDP - WASH project outputs against planned targets

Outputs/Output indicators	Original Target	Revised Target	Actual Achieved	%	Comments
100. Infrastructure for Improved WASH Installed or Restored					<p>Overall, the total of all planned outputs under this component were achieved (100%) on time and below budget by 2%.</p> <ul style="list-style-type: none"> The 15 new piped water systems with 51 taps were installed serve 16 fishing villages, compared to the original project target of 17 piped water systems with 32 taps. In addition one hand pumped borehole was installed to serve Nalyazi Village. The rehabilitation of existing improved water facilities was achieved, including rehabilitation of Senyi gravity flow scheme (GFS) with 17 stand taps serving the entire village of Senyi. All the improved water facilities developed are projected to reach 100% (10,975) of the targeted population, though in reality, the delivered facilities may actually reach fewer people because of distances from the improved water points... The unit cost of investment in improved water facilities was calculated as 43 USD (Exchange rate: 1 USD = 3,300 UGX), compared to the national average cost of
110. New Improved Water Facilities Developed					
- No. of new piped water supply systems/facilities constructed/taps installed	17	15	15	100%	
- No. of new boreholes constructed (Hand pumped)	5	1	1	100%	
120. Existing Improved Water Facilities Rehabilitated					
- No. of piped water stand taps rehabilitated (Revised to one GFS at Senyi)	17	1	1	100%	
- No. of boreholes rehabilitated	15	15	15	100%	
- No. of spring wells – rehabilitated	18	17	17	100%	
130. Improved Sanitation Facilities Constructed					
- No. of VIP latrines for communal (shared) use	103	103	60	58%	
- No. of VIP latrines for Schools	29	29	71	245%	
- No. of VIP latrines for Health Centres	5	5	6	120%	
- No. household population reached by improved VIP latrine facilities	10839	10300	6000	58%	
- No. school population reached/using improved VIP latrine facilities	5400	5800	14200	245%	
- Average cost of sanitation facilities per beneficiary (community)	-	32 USD	27 USD		
- Average cost of sanitation facilities per beneficiary (schools)	-	32 USD	54 USD		

Outputs/Output indicators	Original Target	Revised Target	Actual Achieved	%	Comments
					<p>the combined investment in new improved water and sanitation facilities of 32 USD for rural facilities and 54 USD for urban facilities based on figure for FY 2016/17 (<i>Water and Environment Sector Performance Report 2017</i>)</p> <ul style="list-style-type: none"> The overall output target for improved sanitation facilities was achieved 100%, (137 VIP latrines) but the specific output for shared sanitation facilities for community use was not achieved as 43 latrines shifted to schools and health centres. The average unit cost of investment on improved sanitation for communal (shared) use is 27 USD and 54 USD for schools.
200. Hygiene Promotion and Education Conducted in Fishing Villages and Schools					<p>Overall, the delivery of outputs under this component delayed and took off in a meaningful way during the 4th quarter of 2017, with support from Busoga Trust. The implementation of hygiene promotion and education activities supported by Busoga Trust is meant to delivery intermediate and final outputs under codes 210, 220 and 230.</p> <p>– Building on earlier efforts by the district, the partnership with Busoga Trust focused on training facilitators and availing relevant manuals, training of CLTC committees and triggering CTLS in 53% (10/19) of the focal villages.</p> <p>– By the time of the MTR, the 10 villages were reported open defecation free, only pending formal verification and certification.</p>
210. LGs and Partner SDAs Supported to Scale-up Hygiene Promotion and Education in Project Area					
– No. of district/LLG facilitators trained or refreshed in CLTS	-	-	-	-!	
– No. of CLTS Manuals & BCC materials produced	-	125	80	64%	
– No. of partner SDAs supported	-	1	1	100%	
220. Hygiene Promotion and Education Conducted in 19 Villages					
– No. of village hygiene improvement plans developed	19	19	0	0%	
– No. of gender balanced committees trained in CLTS	19	19	10	53%	
– No. of villages where CLTS was triggered	19	19	10	53%	
– No. of villages verified and certified ODF	19	19	0	0%	
– No. of village recognition events celebrated	19	19	0	0%	
230. School Hygiene Education and Promotion Conducted in Primary Schools					
– No. of school hygiene improvement plans developed	27	32	0	0%	
– No. of gender balanced committees trained in SLTS	27	32	14	44%	

Outputs/Output indicators	Original Target	Revised Target	Actual Achieved	%	Comments
- No. of SLTS triggered	27	32	0	0%	
- No. of schools certified ODF	27	32	0	0%	
- No. of school recognition events celebrated	27	32	0	0%	
300. Wash Sector Institutional and Management Capacity Developed at District, Sub-County and Village Level					<p>Overall, the outputs under this component were delivered below budget by 73%</p> <ul style="list-style-type: none"> - Computer based MIS system for WASH and Education was established based in District Planning Unit with backup paper files at district departments and service facility levels (schools and health centres) - The district planning unit conducted initial sanitation survey and quantitative data collection, while Busoga Trust supported another survey in 19 focal villages - The O&M strategy for piped water systems was developed - The key district local government Staff were trained in M&E, Gender equality and environmental sustainability issues, and water quality testing skills and the District Water Office was provided with a batch of tools (motorcycles, computer set, furniture) - The O&M has been established in 15 villages for water facilities: It includes a scheme operator for a cluster of the water schemes, and scheme agent for each of the 15 water schemes.
310. District Coordination and M&E Capacity in Relation to WASH Strengthened					
- No. of District WASH MIS established & maintained	1	1	1	100%	
- No. of plans & budgets produced (bi-annual basis)	6	5	5	100%	
- No. of annual M&E surveys conducted	3	3	2	67%	
320. District Water Office and WASH Team Equipped and Skilled					
- No. of district strategies for WASH O&M developed	1	2	1	50%	
- No. of WASH staff trained	-	?	?	?	
- No. of WASH equipment and tools provided	-	1	1	100%	
330. Community Structures and Systems for Sustained Operation and Maintenance of WASH Established in 19 Villages					
- No. of villages with established mechanism for O&M of WASH	19	18	16	89%	
- No. of local mechanics trained and equipped (two per village)	38	36	0	0%	
- No. of gender balanced WUC committees trained.	19	19	19	100%	

4.2 Assessment of Wash Project Effectiveness

3.2.1 Assessment of WASH Project Performance against Immediate Results

This section presents findings on whether the outputs produced under the WASH project up to midterm meet the “necessary and sufficient condition” to lead to the intended outcome, putting into

account their relative importance. The analysis of delivery of the key outputs that point to achievement of the project outcome are highlighted below:

- 1. Output 1- WASH infrastructure developed/renovated:** Overall, the project delivered 100% of the planned outputs for improved water and sanitation facilities under this output component. The improved water facilities are calculated to reach 100% of the target population (based on 10 year population projections). The operation and maintenance system for the new piped water system has been operationalized and is promising. Thus the delivery of the improved water facilities meets the necessary and sufficient condition to achieve the intended outcome. On the other hand, the sanitation facilities delivered achieved the overall target, but are not sufficient to reach the targeted household population in rural growth centres. There was no data on household basic latrines assess if the latrine coverage reached the threshold of 80% of the target population.
- 2. Output 2-Hygiene Promotion and Education Services:** The scaling-up of hygiene promotion and education in 19 fishing villages and 32 schools delayed and its implementation picked in the fourth quarter of 2017 with support from Busoga Trust. Most of the intermediate and final outputs under this component have not been achieved. Nevertheless, its implementation was on course and the intervention is necessary to achieve improved health outcomes.
- 3. Output 3- WASH Sector Institutional Capacity Developed:** The district met the programme pre-conditions of strengthening the District Water Office.
- 4. Output 3- WASH Sector Institutional Capacity Developed:** The district met the programme pre-conditions of strengthening the District Water Office by recruiting the District Water Officer. The project has strengthened the office with basic equipment and tools and also trained key district officials in basic skills including M&E, gender and environmental issues and specialized training in water quality testing. The institutional arrangements for operation and maintenance have been strengthened for water facilities in 16 villages, while user committees for sanitation facilities have been established and some have been trained. The bringing on board of non-state partners like Busoga Trust and Water Mission Uganda have greatly beefed up the capacity of the district local government to fulfill its core mandate of service delivery.

Overall, the WASH project is headed in the direction that point to attaining of the desired outcome. At the time of the Mid-term Review, the interventions were clearly showing early dividends in terms of reduced open defecation, safe water chain, and hand washing behaviour as further discussed in section 4.2.2 below on project effectiveness.

4.2.2 Assessment of WASH Project Performance against Expected Outcome

The project outcome is increased access and use of WASH facilities and services by population in fishing communities of Buikwe District for improved public health. The performance of the project against the project outcome indicators is presented in table 8 below. Overall, the project is on course to realise the intended outcome as indicated by increased access to improved water and sanitation facilities and improvements in hygiene behaviours and practices that lead to improved health outcomes.

Table 8: Assessment of WASH project component performance against expected outputs

Programme Result/ Indicator	Baseline		Target	Midterm Status	Remarks	Attribution to Programme Support
	Year	Value	2019	By end 2017		
1) 50% reduction in diarrhea cases among the fishing villages (children under 5 years)	2015	29%	15%	23% for all age groups	The midterm status data was from the household survey and shows that the target was not achieved, but is likely to be achieved	The intensification of mobilization and sensitization by the grantee (Busoga Trust) shows positive response at the community level
2) Increased percentage of fishing villages achieved ODF status	2015	0%	95%	53%	The mid-term status data of 53% was from project reports and it indicates a significant improvement; the results from the household survey indicated that 100% of the households reported using latrines, which is even more improvement.	Largely attributed to project- the grantee - Busoga Trust - plus the infrastructure built positively shifted the fishing village behaviour
3) Increased percentage of the population applying hand-washing with soap and/ ash at critical times	2015	3%	50%	94.3%	The midterm status data was based on results from the household survey, which indicate that the target has been exceeded so far.	Largely attributed grantee - Busoga Trust - plus the infrastructure built positively shifted the fishing village behaviour
4) Increased percentage of population practicing proper safe water handling and storage	2015	2%	50%	49%	The data on midterm status was based on results from the household survey and indicates that target is likely to be met.	The grantee (Busoga Trust) plus the infrastructure built positively shifted the fishing village behaviour
5) Increased percentage of the population with access to improved water facilities	2015	21%	95%	77%	The data on the midterm status was based on results from the household survey and show that the target has not been achieved. Data from project reports indicates that access to improved water facilities supported by the project was calculated to reach 100% of the target population. The variation could be accounted by scattered population that don't access due to distances	<ul style="list-style-type: none"> • 50% of the fishing village residents are using the piped water which were installed by the programme; • 14.8% reported using boreholes and protected springs, some of which were renovated by the project.
6) Increased percentage of the population with access to	2015	10%	95%	98%	The data on mid-term status is based on results from the household	42% of fishing village residents are using VIP latrines

Programme Result/ Indicator	Baseline		Target	Midterm Status	Remarks	Attribution to Programme Support
	Year	Value	2019	By end 2017		
improved sanitation facilities					survey, which indicates that the target has been achieved. Data from project reports showed that VIP latrines supported are calculated to reach 58% of the target household population. The variation could be that some households use basic latrines.	and most of the VIP latrines were constructed by the programme

4.3 Project Interventions warranting consolidation

The following interventions, are working well and are pointing to success, and therefore warrant consolidation for sustainability and scaling up as appropriate.

(a) Project implementation strategy leveraging partnerships: As an efficiency imperative, the programme has leveraged the comparative advantage of other credible entities, such as the non-state actors in the activities implementation and monitoring process. Under the WASH component, the provision of grants to Busoga Trust and Water Mission effectively enabled a more focused engagement than would have been possible if it were only the efforts of the District Water Department and the Health Department. As a result their impact in terms of capacity building and hygiene awareness has been positive so far. The water distribution kiosks were all functional and self-regulating through the use of the solar-powered card payment system. The Review Team was impressed by the high level of flexibility in accessing safe water in the remote villages of the district.

(b) The operation and maintenance model for new piped water systems: It combines all critical elements that are preconditions for its take-off and sustainability, namely, institutional arrangements aligned to the government of Uganda frameworks that emphasise participation of local authorities and user communities, as well as establishing partnerships with private sector; financial arrangements that ensure that fund for O&M are charged from users of water and funds are safely kept on an escrow account and ring-fenced for only intended purpose of O&M; and technical arrangements that emphasise that key staff involved in O&M have the requisite qualifications and their capacity is developed to be able to manage the O&M functions.

(c) Piped water supply schemes serving rural growth centres: The development of the piped water schemes serving population concentration in the fishing communities appears to be successful and could be scaled-up in other villages. The intervention is aligned to Vision 2040 increased access to piped water in the whole country and is in line with the current sector strategic thinking of investing in improved safe water facilities and away from “improved facilities” that are now considered as unsafe such as shallow wells and the like.

(d) Scaling Up Hygiene Education and Promotion Service: The prioritisation of investments in improved water and sanitation facilities could have been justified in the first instance in recognition because the fishing communities were clearly lagging far below the national service delivery standards for WASH. After all it is a scientific fact that “water is life”. But it is also important to recognise that if water is life then “sanitation/hygiene is life”; without proper sanitation and hygiene practices, even safe water from taps can become a deadly transmission route for water born/related diseases. Consolidation and scaling up of hygiene education and promotion as an on-going service delivery function needs to be given added emphasis by partners and mechanisms for its sustainability devised well in time.

4.4 Project Interventions that should be modified

The following interventions or some of their elements are not working well and therefore need modification to be consistent with project outcome and impact.

(i) Challenge of Emptying VIP latrines: The designs for VIP latrines is based on the premise that the pits should be emptied when full and the faecal sledge treated or safely disposed or reused. The situation obtaining on the ground is that the latrine pits fill up relatively fast because of the high pressure from users and the operation and maintenance mechanism, especially for emptying the pits has not been established. In schools, the Education Act 2008 provides that the O&M of infrastructure is a responsibility of the higher local governments or the district and this should hopefully take care of sanitation facilities. At the community level, there is a significant gap. The Review Team found out during consultations that communities do not have a budget provision to hire the cess pool trucks to drain their latrines. The partners have already reviewed the technology option of VIP latrine intervention as a means to address sanitation needs in rural growth centres at community level needs and found that it was not working well. We add our voice that this option should be reviewed or modified to address issues of management and safe disposal or re-use of the faecal sledge.

(ii) Public information and communication strategy: This cuts across both WASH and Education projects. The programme has a good community awareness strategy that supports project implementation monitoring at investment sites; site meetings, explanation of bills of quantities to key stakeholders, introducing the contractors, and simple ways of detecting shoddy materials such as bricks and concrete mixing. The Review Team found that there are no accompanying notices in local language for the community and general body of stakeholders necessary to strengthen public information at institutions and community level to enhance democratic accountability, monitoring and demand for better facilities and services. Relying on retention of valuable information obtained from meetings and hoping such information trickles down to body of beneficiaries at institutional and community level is challenging. This public information empowerment is best addressed through public display of such critical information at key public locations.

(iii) Implementation Strategy of Hygiene Education and Promotion: Notwithstanding the efficacy of leveraging partnerships, there are inherent weaknesses in the implementation strategy of this component that needs modification. The role of key departments like health in taking the leadership of the intervention is hazy and there is a risk of the lead actors taking a comfort zone leaving Busoga Trust to shoulder the mantle of implementing this key service delivery mandate of the district. Unlike other project components, hygiene education and promotion can be fitted

within the definition of project “temporary intervention with beginning and end and providing a unique service”. That is why Busoga Trust should be looked at as contractor but rather a partner in an ongoing service delivery function.

5. FINDINGS ON PROGRESS AND PERFORMANCE OF EDUCATION PROJECT

5.1 Assessment of Education Project Efficiency

5.1.1 Assessment of project implementation against approved budgets

The Review Team assessed the utilisation of financial and human resource inputs and established that the Education project absorbed 46% of the project budget of direct contribution by ICEIDA, up to the mid-term point (*see details in table 9 below*).

Table 9: Assessment of progress of Implementation against approved project budget

Code	Project Outputs	Project Budget (USHS)	Cumulative Expenditure	%
100	Education Infrastructure and Facilities Developed and Renovated	15,028,000,000	9,594,641,261	64%
200	Teaching and Learning Materials Provided	2,482,000,000	949,540,279	38%
300	District Education Sector Management Capacity Developed	170,000,000	60,393,360	36%
400	District Education Office Functionality Enhanced	680,000,000	149,508,000	22%
500	Capacity for Quality Teaching and School Leadership Developed	374,000,000	44,471,600	12%
600	Community Capacity Developed	272,000,000	228,990,700	84%
700	Household Costs of Education Reduced	1,564,000,000	0	0%
800	Direct Learner Support Facilitated	442,000,000	59,280,120	13%
900	Project Monitoring and Evaluation	833,000,000	134,113,450	16%
	Add Contingency Provisions	2,635,000,000	0	0%
	Total UGX	24,480,000,000	11,220,938,770	46%
	Total USD (Exchange rate = 1 USD = 3400 UGX)	7,200,000	3,300,276	46%

5.1.2 Assessment of programme implementation against approved project plans

Overall, the Review Team has established that the Education project component delivered the following outputs against overall project targets up to the midterm period as presented in the table below (*see details in table 10*):

Table 10: BDFCDP Education Project - Cumulative Outputs versus Project Targets

Code	Project Outputs	Project Target	Achieved Midterm	%
100	EDUCATION INFRASTRUCTURE, FACILITIES DEVELOPED AND RENOVATED	1,192	125	10%
110	Existing Primary School Infrastructure Renovated			
	Number of classrooms renovated	56	0	0%
	Number of 3-seater pupils' desks provided	885	0	0%
	Number of existing teachers' houses renovated	26	0	0%
120	New Primary School Infrastructure Constructed			
	Number of new classroom blocks of 3 classrooms or 2 classrooms and administration office/store, plus other facilities	19	19	100%
	Number of new semi-detached teachers' houses constructed with semi-detached kitchen and two stance latrine and rain harvesting facilities	27	12	44%
	Number of new school kitchens constructed with cooking facilities and environmentally friendly fuel saving cooking stoves	14	14	100%
	Number of 5-stance VIP latrines built with separate stances for boys and girls and persons (learners) with disabilities (PWDs)	9	0	0%
130	Existing Secondary School Infrastructure Renovated			
	Number of Secondary School Classrooms renovated	25	59	236%
	Number of students' desks provided.	100	0	0%
	Number of existing teachers' houses renovated	15	12	80%
140	New Secondary School Infrastructure Constructed			
	Number of new secondary school staff houses constructed	3	1	33%
	Number of new kitchens constructed with cooking facilities and environmentally friendly fuel saving cooking stoves	4	4	100%
	Number of new 5-stance VIP latrines constructed with separate stances for boys and girls and PWDs	4	4	100%
150	District Infrastructure Operation and Management (O&M) Plan developed and operationalized			
	Number of Infrastructure O& O&M plans developed.	1	0	0%
160	District O&M Fund established			
	Annual project and LG budget with O&M funds committed on agreed percentages	4	0	0%
200	TEACHING AND LEARNING MATERIALS PROVIDED	77,477	47,685	62%
210	Primary School Text books, Storage Cabinets and Teachers Guides provided			
	Number of textbooks in each core subject and readers provided P/schools	59,352	46,505	78%
	Number of teachers' guides in each subject provided to P/schools	1,285	896	70%
	Number of book storage cabinets supplied to each classroom	224	224	100%
220	Secondary School Text books, Storage Cabinets and Teachers Guides provided			
	Number of textbooks in each core subject provided to secondary	15,756	0	0%

Code	Project Outputs	Project Target	Achieved Midterm	%
	schools			
	Number of teachers' guides provided in each core subject	732	0	0%
230	Equipment for co-curricular activities provided			
	Number of sports kits provided to primary schools	56	20	36%
	Number of MDD kits provided to primary schools.	56	28	50%
	Number of sports kits provided to secondary schools	8	8	100%
	Number of MDD kits provided to secondary schools.	8	4	50%
300	DISTRICT EDUCATION SECTOR MANAGEMENT CAPACITY DEVELOPED	86	35	41%
310	Training at district levels conducted			
	Number of LG staff trained in results based planning and budgeting skills	17		0%
	Number of LG staff training in leadership and communication skills	17	17	100%
	Number of people trained in financial management for non-financial managers	17		0%
320	Buikwe District ECD Strategic Plan formulated			
	Number of District ECD Strategic Plans produced	1	1	100%
330	Training at Sub-county levels conducted			
	Number of sub-county chiefs (SAS) trained in performance management and appraisal of education staff	17	17	100%
	Number of LLG staff trained in community mobilisation skills	17		0%
400	DISTRICT EDUCATION OFFICE FUNCTIONALITY ENHANCED	19	11	1
410	D.E.Os office supplied with basic tools			
	Number of computer sets provided	2	1	50%
	Number of offices furnished (furniture)	1	1	100%
	Number of motorcycles provided	7	7	100%
420	Mechanism For Monitoring of Learner Achievement (MLA) by D.E.Os Office and CCTs operationalized			
	MLA tests conducted biannually for primary grade 1-4.	8	2	25%
	No. Of training of MLA core and support teams conducted	1		0%
500	CAPACITY FOR QUALITY TEACHING AND SCHOOL LEADERSHIP DEVELOPED	416	44	11%
510	Teachers and school leadership trained			
	Number of District Education Sector Training Plan developed based on national framework for quality teaching	1	1	100%
	Number of teachers that acquired Grade III Certificates	46	43	93%
	Number of head-teachers and senior teachers trained in school leadership and management	56		0%
	Number of primary school teachers reached by CCT CPD in classroom management and child centered teaching	257		0%
	No. Teachers trained in management of co-curricular activities	56		0%

Code	Project Outputs	Project Target	Achieved Midterm	%
600	COMMUNITY CAPACITY DEVELOPED	218	204	94%
610	Training in School Governance conducted			
	Number of primary schools SMCs & PTAs trained in school governance	112	112	100%
	Number of secondary schools BoGs, PTAs trained in school governance	74	74	100%
	No. of stakeholders sensitized in their roles in education			
	No. of school catchment communities mobilized to support education in fishing communities	32	18	56%
700	HOUSEHOLD COSTS OF EDUCATION REDUCED	3	1	33%
710	Develop a district plan for Supplementary support to education			
	Number of studies conducted on household cost of secondary education	1	1	100%
	Number of plans for supplementary support to education developed	1		0%
	Number of funding mechanism for supplementary support operationalized	1		0%
800	DIRECT LEARNER SUPPORT FACILITATED	121	40	33%
810	Actions to foster equal Opportunities for boys and girls in Secondary Education facilitated			
	Number of Studies completed to analyse the causes and extent of girl dropout in secondary education	1	1	100%
	Number of responsive plan of actions developed to address girl drop-out from secondary education	1	1	100%
	Number of response plans implemented	1		0%
820	Functionality of school health programme strengthened			
	Number of primary schools with functional health clubs	28	28	100%
	Number of secondary schools with functional health clubs	4	4	100%
	Number of school based health deworming campaigns conducted in primary schools	12	2	17%
	Number of gender specific reproduction health education initiatives promoted in primary and secondary schools	32	4	13%
830	Functionality of school feeding programme strengthened			
	Number of key stakeholders in primary schools trained in operations of school gardens	14		0%
	Number of schools provided with school garden input package (equipment, tools and seeds) to schools	14		0%
	Number of schools facilitated with agriculture extension service to their school gardens	14		0%
900	Project Monitoring and Evaluation	14	5	36%
910	Baseline Studies conducted	2	2	100%
920	Internal Quantitative Monitoring conducted	8	2	25%

Code	Project Outputs	Project Target	Achieved Midterm	%
930	Qualitative performance monitoring conducted	2	1	50%
940	Mid Term Review/Evaluation carried out	1	1	100%
950	Final Evaluation carried out	1		0%

5.2 Assessment of Education Project Effectiveness

5.2.1 Assessment of Education project performance against immediate results

The key interventions in the Education project component which point to achievement of programme outcome have been summarised under the following pillars:

Outputs under Pillar 1 - Education Infrastructure and facilities:

- Under the outputs for school infrastructure and facilities the deliverables were 19 classroom blocks (57 classrooms and 11 offices) benefiting 11 schools, 12 staff houses accommodating 36 teachers in primary schools; renovation of 59 classrooms, supply of 100 desks, renovation of 12 staff houses (25 rooms), construction of one staff house for three teachers, and construction of four 5-stance latrines for secondary schools. These facilities lifted the profile of schools and created a good teaching and learning environment.
- The procurement of textbooks in core subjects (Math, Science, SST, English and Reader) for target primary school pupils has achieved a ratio pupil to textbook ratio of 1:1, which will be maintained through the project period. All required book storage cabinets for text book in all target 28 schools were provided to ensure that books are stored in classrooms so that they are easily accessed and used by learners at school and borrowed for home use.
- The procurement of text books in core subjects for target secondary schools to achieve student to textbook ratio of 1:1 (Math, English, Biology, Geography, Physics, and Chemistry) was in progress. The Review Team established that some key subjects such as Geography for S.2 have not been included in the procurement list at Ngongwe Baskerville SSS.
- The procurement of sets of sports kits for Secondary Schools stood at 100% at the time of the MTR. The basic sets of Music, Dance and Drama kits for Primary schools had reached 50% delivery of project target. However, the sets of sports kits for primary schools stood at 36% and the Review Team established inconsistency in the procurement in provision of some of the items, for example in Ssi C/U primary school, stockings were delivered without shoes and were there not used.

Outputs under Pillar 2- Management:

The planned training to strengthen the education sector management capacity were largely achieved. The office of the education officer has been strengthened by provision of tools, and also facilitated to conduct periodic assessments for monitoring learner achievements (MLA), supported by the Directorate of Education Standards under the Ministry of Education and Sports. Two MLA tests were conducted in 2016 and repeated in 2017 to track progress in acquisition of literacy and numeracy skills by learners in lower grades (P1-2).

Outputs under the Pillar 3-The Teachers:

The project has supported the training of non-trained primary school teachers (43 comprised of 18 females and 25 males) to acquire the minimum qualification of Grade III teaching certificate. The Bulkwe District Education Plan was being developed to address continuous professional development needs for quality teaching and professional school leadership for classroom teachers and head teachers.

Outputs under Pillar 4- Community Engagement:

The school Community Mobilisation and Sensitisation for Support to Education by FENU stood at 32 reflecting 100% achievement at the time of the MTR the programme targets to achieve community participation in the education of their children. As such the 32 Community Education Fora (CEF) that was targeted has been established and are functional. The grantee, FENU is pivotal in their formation and functionality. Besides, 112 members of school governing bodies, parents and teachers associations and foundation bodies have been trained in school governance. The Review Team found that school management committees (SMCs), which by government standard should be 12 members with the headteacher as an ex-officio and Secretary are fully constituted at the 28 primary schools, in compliance with guidelines including gender consideration. This target fulfilment is important because Uganda government has in place an affirmative action in water and education service governance that ensures sector-related issues afflicting community (learners' early pregnancy, drop-out, early marriages etc) are best addressed through gender equity in representation (governance) and participation and thereby achieving gender-sensitive service delivery.

Outputs under Pillar 5- The Learners:

The outputs under this pillar target to achieve increased learners' interests in education in a fishing village where fishing is a leading rival activity. The formation of Learners' Education Forum supported by FENU is an effort in this direction. These fora promote exchange of ideas and sharing of information related to adolescence, including the issues around sexual reproductive health issues which is a leading area for triggering drop-outs. Other interventions include periodic deworming of learners, and testing of menstrual management approaches supported by Womena Uganda. The efforts to improve schools feeding were still limited to infrastructure facilities (kitchen and cooking stoves).

5.2.2 Assessment of Education project performance against Expected Outcome

Table 11 below shows positive trends toward project outcome targets. However, for some outcome indicator targets two years may be inadequate period for their realisation, which depends on significant changes in teachers, community and learners' attitudes towards education that takes some time.

Table 11: Assessment of Education project performance against expected outcomes

Programme Result/ Indicator	Baseline		Program Target	Mid-Term Status	Remarks	Attribution
	Year	Value	2019	End of 2017		
<i>1. Increased percentage of learners (boys and girls) passed primary leaving examinations (PLE) in Division 1-3</i>						
All Learners	2015	42%	75%	67%	Data on midterm status on PLE results for 2017 shows	The improved results could be explained provision of classrooms, motivation of teachers, and community
Boys	2015	43%	75%	70%		
Girls	2015	41%	75%	65%		

Programme Result/ Indicator	Baseline		Program Target	Mid-Term Status	Remarks	Attribution
	Year	Value	2019	End of 2017		
					performance in PLE improved significantly from baseline	sensitisation programmes and provision of core textbooks and improved learning environment in schools.
<i>2. Increased percentage of learners (boys and girls) in lower primary grades achieving proficiency in literacy and numeracy in (based on MLA test scores in P.3 and P.4)</i>						
Average achievement in literacy by P.4 pupils	2016	48%	>65%	53%	Positive trend, on track	The project sponsorship of untrained teachers, textbooks ratio of 1:1, and teaching innovations like in Busiri P/S all are influencing better performance.
Boys	2016	-	>65%	-		
Girls	2016	-	>65%	-		
Average achievement in numeracy by P.4 pupils	2016	32%	>65%	36%	Positive trend, on track	The project sponsorship of untrained teachers, textbooks ratio of 1:1, and teaching innovations like in Busiri P/S all are influencing better performance.
Boys	2016	-	>65%	-		
Girls	2016	-	>65%	-		
<i>3. Increased percentage of survival rate of primary school cohorts (boys and girls) by grade 5 and final grade 7 (Using 14 schools under extensive support as reference point)</i>						
Survival rate to grade 5 (P.5)	2016	27%	75%	34%	Positive trend, on track	The project activities in supporting MDD, textbooks, health clubs, all contributing to retention and survival.
Boys	2016	26%	75%	32%		
Girls	2016	28%	75%	36%		
Survival rate to grade 7 (P.7)	2016	12%	50%	20%		
Boys	2016	12%	50%	18%		
Girls	2016	12%	50%	22%		
<i>4. Satisfaction rate of learners and parents with the quality of teaching and learning in schools supported by project.</i>						
Satisfaction with Infrastructure	2016	-	85%	88%	Achieved	The facelift of infrastructure speaks for itself as a driver of retention
Satisfaction with Textbooks	2016	-	85%	89%	Achieved	Government distributes textbooks; but the Programme supply of textbooks enabled achievement of 1:1 text: pupil ratio which is much higher than the 1:4 national average.
<i>5. Transition rates for learners (girls and boys) from primary education (P7) to secondary education or equivalent BTVET.</i>						
All learners	2016	58%	70%	61%	The 88% (n=32) of households that had PLE candidates reported that they had transitioned to post-primary education level	The flexibility in admission requirements and reduced pressure on increasing school charges is as a result of the project that has lifted the pressure off the parents.
Boys	2016	59%	70%	66%		
Girls	2016	58%	70%	57%		
<i>6. Survival rate for learners' (boys and girls) in fishing communities in lower secondary education (ordinary)</i>						

Programme Result/ Indicator	Baseline		Program Target	Mid-Term Status	Remarks	Attribution
	Year	Value	2019	End of 2017		
<i>level from S.1 to S4 in the target secondary schools</i>						
All learners	2016	66%	60%	43%	Declined, negative trend	(Reasons for decline to be investigated further)
Boys	2016	65%	60%	46%		
Girls	2016	67%	60%	38%		
<i>7. Transition rate of students (girls and boys) from lower secondary education (S4) to higher secondary schools (S5)</i>						
All learners	2016	42%	50%	24%	Declined, negative trend	(Reasons for decline to be investigated further)
Boys	2016	47%	50%	31%		
Girls	2016	34%	50%	17%		

Note:

1. The data used in this table is largely based on project outcome indicator tracking table database
2. Figures on status of primary schools reflecting current performance are for the 14 primary schools receiving extensive support under the *education project*
3. The data on PLE performance at Midterm is for 13 schools whereas the total schools supported are 14 schools; this is because one school (Muvo primary school) does not have a P.7 class yet.

5.3 Education Project Interventions Warranting Consolidation

The following interventions, are working well and are pointing to success, and therefore warrant consolidation for sustainability and scaling-up as appropriate.

(a) Project implementation strategy leveraging partnerships: The education project also leveraged partnerships with non-state actors, with proven comparative advantages, in the implementation and monitoring of project activities. The Forum for Education NGOs in Uganda (FENU) is credited with community mobilisation and sensitisation, as well qualitative monitoring of the project immediate results. The community mobilisation and sensitisation activities through the community education forum (CEFs) and learner education forum (LEF), engaged parents/guardians and community members and sensitize them to support schools to facilitate effective teaching and learning benefiting their children. The focus has been put on the importance of school feeding, providing school bags and other scholastic materials and their welfare upkeep for their school-going age children. The Review Team found a FENU team in action at Ngongwe Baskerville SSS meeting parents/ guardians. As a result of this community sensitization, some schools have provided wider options of feeding contribution from parents; In Busiri P/S, for instance, the parents/ guardians have the option of giving their food contribution in-kind (12 kgs. of maize flour and 6 kgs. of beans to cover the 12 weeks of term one 2018). This flexibility has enabled parents/ guardians to harvest their crops and promptly take their school portion without having to go to the market to convert produce into cash.

The Review Team found the programme has triggered renewed interest in community involvement in education affairs of their children. According to Victoria SSS deputy headteacher, “the school serves all primary schools in Ssi sub-county and during the first term, we had the biggest number of parents and guardians (89 attended) on 23rd February 2018) compared to 36 parents and guardians who attended in term one of 2016.”

(b) The Community Education Forum (CEF). Formed in 2016 with the support from a programme grantee, FENU, CEF carries out key activities around the “community pillar” in areas such as;

sensitization of community to take children to school; support school feeding of their own children, unite the parents and teachers for a common goal. During field consultations, the Review Team established that few community parents/ guardians having attended such scheduled meetings; moreover women parents/ guardians are often left out. At a FGD session with parents/ guardians from a community served by Kagombe Superior Primary School, only 25% of the participants reported to having attended the FENU organised parents/ guardians' meeting.

A lingering challenge facing the FENU effort, the Review Team found was their method of mobilisation of parents/ guardians. FENU issues letters to pupils and students to take home to their parents/guardians. At a FGD session in a community served by Busiri P/S, 38% of the parents/ guardians (this was surprisingly all women present) reported not having heard of FENU invitations. This revelation points to the need to recognize and make the process an inclusive community outreach strategy, aware of the close association of mothers to their children. Other options such as mobile phone text messages could be considered aware of the popularity of mobile phones in receiving cash in the *hard to reach and stay* locations such as those in Buikwe district.

(c) Functionality of school based health clubs. The Review Team established that much as the Senior Women and Men Teachers exist at the schools, their role in sexual reproductive health for the adolescents has been elevated by the project. At Kagombe Superior P/S, the Review team found that a Health Club was non-existent before the programme. The Review Team further established that every Wednesday after break-time, the school senior woman and man teachers, supported by other teachers, engage the pupils in promoting both general health including sexual reproductive health awareness, general body cleanliness and this has brought about a high sense of discipline at the school and the teachers “feel proud of it”. At Busiri P/S, the Club holds meetings every fortnight, on Thursdays.

A similar situation is found at the Secondary schools. In Nyenga SSS, for instance, there is a weekly meeting organised by the Senior Woman Teacher in which the School Chaplain interacts with the Health Club group. The Review Team established that the schools have their founding origins in the religious institutions and this has made possible the involvement of the religious leaders to counsel the students in moral spheres as well. Education project component supports workshops for senior women and men teachers on how to encourage girls stay in school is a value-addition to the Ministry of Education and Sports guidelines on a) LG Education department in consultation with the gender focal person dissemination of guidelines on how senior women/men teacher should provide guidance to girls and boys to handle hygiene, reproductive health, life skills and b) LG Education department in collaboration with gender department issuing and explaining guidelines on how to manage sanitation for girls and PWDs in primary schools.

The positive effect of the Health Clubs are felt as the Review Team's FGD session with Lower Secondary Students at Victoria SSS who exhibited a high sense of self-esteem remarked in the affirmative that:

“Nowadays we cannot be tricked into unwanted sexual behaviour”.

(d) Capacity building of community teachers: The sponsorship of community teachers to attain Grade III Teaching Certificate is helping schools withstand the pupil enrolment pressure especially where primary schools fall short of the government minimum staff deployment requirement of 7

teachers and a headteacher. The programme received applications from interested licensed teachers and a shortlist was drawn after which successful applicants have been enrolled onto the Grade III Teachers' Certificate Course. The Review Team's FGD session with the teachers showed happiness with the "initiative of a lifetime", as attested to by a beneficiary teacher at Busiri P/S, "This is the best contribution to my professional development and career. without the sponsorship, I would have not been able to afford paying for my course."

The Review Team was impressed by the level of innovations being implemented by the Busiri P/S teaching staff who displayed a range of interesting learning materials they have in use, notably, demonstration shop, flash cards, nature tables, counter stickers, Abacus, demonstration garden, and a classroom store. It is not clear where these ideas were derived from or attributed to the ICEIDA-supported programme.

5.4 Education Project Interventions that should be Modified

The following interventions or some of their elements are not working well and therefore need modification to be consistent with project outcome and impact.

(i) Sustainable O&M for education and WASH infrastructure and facilities: The district approach to instituting O&M mechanisms at the education facility level requires a clearly laid down and circulated procedure to all project schools one that enlists support of the sub-county leadership such as the Sub-county Chief and the CDOs. To ensure sustainability of the project investments and facilities, the Review Team holds the view that a district-level activity should be initiated by a sector-wide team composed of engineering, water, health, community based services, and education departments to effectively sensitize and even arrive at a credible unit cost of O&M mechanism and most of all, guide the schools in their letter to parents/ guardians on the amount to charge per term early on. This would avoid outrageous and arbitrary charges levied onto parents/ guardians. In the case of WASH, according to the Education Act 2008, the O&M of infrastructure of schools is a responsibility of the higher local government, the district. Sewage treatment and disposal at school facility levels has not been factored in the ICEIDA-supported programmed budget. The Review Team found out during consultations that both the schools and the communities do not have a budget provision to hire the cess pool trucks to drain their latrines. In the view of the district chairperson, Buikwe, "A discussion of whether we should push the cost of emptying latrines to the parents/ guardians needs to be discussed within the context of Education Act and aware that sewage treatment is under the Ministry of Water and Environment."

(ii) School feeding challenge: The Review Team acknowledged that the programme has elevated issues to do with embracing school feeding to a large extent. Indeed, in a 25th August 2017 letter to parents by the Headteacher of Nyenga SSS one of the items is;

"Lunch: Parents are reminded to feed their children since the government has already played its role. Each child (day scholar) is supposed to pay 50,000/-. Get to know that a hungry child is ever angry and cannot settle down."

But in the view of the district, *"the truth is that some schools are not getting lunch; even where it is provided, it is still liquid lunch, not solid. Yet the burden of families grappling with up to even 10 kids is real due to the effects of HIV/AIDS hence a high dependency ratio"*.

A strategy to address vulnerable families capacity to provide for their children is a critical issue as in the schools consulted, 25-45% of the learners do not have meals when at school.

(iii) Clarity on investment choices: For the remaining education investments, there is a need to clarify on the nature of construction at schools; is it renovation, remodeling or rehabilitation? This is important because some contractors have become worried of the rising costs from earlier BoQ to the situation they encounter on the ground. Some of the community-built buildings lack certain key construction standards set by government, such as beams, and require more demolition, etc. The Busiri P/S buildings targeted for renovation did not have a ring beam. Also, the interval between contracting and actual construction has provided opportunities of further deterioration and as such the original BoQ can prove inadequate.

(iv) Public information for community empowerment and implementation monitoring: As mentioned under WASH project above, there is a need to strengthen public information empowerment through public display of such critical information at key public locations or notice boards in languages that the communities understand.

The Review Team established that there are issues around cost variance in renovations of buildings in the case of the Education project investments.

(v) A focus on new investment and facilities than renovation

The choice of either renovation or new construction, need to be revisited in light of the Ministry of Education and Sports requirement of construction established requirements and standards for education investments and facilities. In 2016 Nyenga SSS obtained 16 candidates in Division One in “O” level examinations; in 2017 the school recorded only 08 candidates in Division One! Consultations with the target respondents revealed key challenges faced by schools, i.e. most of the Senior One admissions come in with lower aggregates from UPE and it takes a lot of effort to turn them during the four years of “O” Level into academic performers. Also, the charges for fieldwork which contribute to the final marks for the national examinations, notably, Geography, Entrepreneurship, Commerce, Agriculture and Luganda still remain voluntary yet their field marks add to the final performance rating. This should be further discussed since academic performance is part and parcel of the education project goals. The Review Team established that the Embassy team was aware of this and already is developing the best way to tackle the challenge. According to Buikwe district Chief Administrative Officer:

“Renovating most buildings that were constructed by the community have been found to have no ring beams and approved plans; as such all four secondary schools had to report to Iceland Embassy with fresh costs.”

6. FINDINGS ON PROGRAMME IMPACT

The development objective or impact of the programme is “to contribute to improved livelihood and living conditions of people in fishing communities in Buikwe district.” This is meant to be achieved through interventions in health-WASH sector for improved public health, and interventions in education sector for improved quality education outcomes, as well as support to capacity development of Buikwe district local administration and its partner service delivery agencies (SDAs) for improved service delivery to the people. Drawing from the logical

framework of projects and the results achieved up to midterm point, the Review Team established that the planned outputs for the review period were delivered, which were leading to intended outcomes. There are indications that the outputs and outcomes were contributing to the programme impact of improved livelihood and living conditions of the population in fishing villages.

This section therefore presents the findings on the directly or indirectly intended changes, and the unintended impacts (positive or negative) produced by development intervention. The analysis of the impacts is based on plausible inferences for the health impacts, evidence from household surveys and other primary sources, evidence of achievement of critical thresholds and evidence from secondary sources (project reports and other relevant reports).

6.1 Health Impacts linked to WASH Project

6.1.1 Plausible Inference of Health Impacts

The health impact of sanitation and hygiene is based on plausible inference deriving from wide sectoral acceptance of Esrey's analysis of 144 studies in 1991 and 1996, corroborated by Fewtrell's expanded study in 2004. Their analysis suggested that when improvements in sanitation and hygiene are widely practiced then the following health impacts can be achieved: safe excreta disposal can result in an estimated 36% reduction in diarrhoea, while hygiene promotion can account for an additional 48% reduction in diarrhea (Esrey et al 1991, Fewtrell et al 2004).

The randomised control trials of Emerson and Luby et al (2005) Emerson et al (1999 and 2004) further demonstrated the importance of latrine construction and hygiene promotion in controlling fly breeding, reducing diarrhea by 23% and infection by the flies that cause trachoma by 30% while Luby showed that hand washing with soap could reduce diarrheal incidence by 51% and Acute Respiratory Infections by 50%. Everybody benefits from reduced disease burden, especially women and the children, who may benefit from time and energy savings and other significant but less tangible benefits.⁶

6.1.2 Evidence from Household Surveys

The household survey was designed to give an indication of project impact. A total of 282 households were sampled for the survey and 280 households were actually surveyed representing 99% response rate. The respondents in the household survey reported **reduced burden of WASH related diseases**. Majority of the households surveyed reported that they had not had the following diseases in the 2 weeks prior to the survey; Diarrhea (77%); Dysentery (95%), Bilharzia (95%), Cholera (96%), Typhoid (77%). The finding on diarrhea prevalence of 23% for all age groups (including children under five years) in 2018, shows a marked reduction from the baseline status of 30% diarrhoea prevalence among children under 5 years. Overall, the diarrhea prevalence in project sub-counties is generally reducing compared with the non-project sub-counties (See details in table in Report Annex 1).

⁶ Cited in DFID (2009): Research, Scoping Study for the Sanitation Research Programme March 2009 (See this link- https://assets.publishing.service.gov.uk/media/57a08b5bed915d3cfd000c98/Sanitation-Scoping-March09_4_.pdf ;

The results from the survey generally confirm the established links between the reported occurrence of water related diseases, especially diarrhoea and the WASH package comprising of access and use of sanitation facilities, hand washing with soap, and access and use of safe water (safe water chain).

6.1.3 Evidence that critical thresholds for access and behaviour change were achieved on essential indicators

Cairncross⁷ confirms that for a behaviour to have a significant impact on diarrhoea, it must be adopted by at least 80% of the community. Under the WASH project, the thresholds are based on essential indicators for increased access and behaviour change, which are necessary and sufficient to reduce burden of diseases related to inadequate WASH facilities and services. It should be noted that whereas some targets set for the essential indicators were above 80%, others were set within realistic limits taking into account the constraints of time and available resources and capacities (see extracts of essential indicators and targets in table 12 below).

Table 12: Critical Thresholds on Essential Indicators

Hygiene Content Area	Essential Indicators
1. Access to Water Supply and Safe Water Chain- Use of Household Water Treatment Technologies and Safe Storage	At least 95% of households that use an improved drinking water source
	At least 95% of households collect water for drinking and cooking from improved water facility and/or treat drinking water (where required)
	At least 95% of households storing treated water in safe storage containers
2. Hand Washing with Soap at Critical Moments	At least 50% of households with soap and water at a hand washing station commonly used by family members
	% of households with soap and water at a hand washing station inside or outside latrines
3. Access to and Use of Sanitary Facilities for the Disposal of Human Excreta	At least 95% of households with access to an improved sanitation facility
	At least 95% of households using the available (improved) sanitation facility
	100% of all village communities and institutions (schools and health centres) achieving open defecation free status (ODF)

The results from monitoring of the programme, collaborated by findings from the household survey and other primary data from FGDs and key informants indicate the critical mass on access and behavioral change has been realised for some of the project essential indicators indicated in the table, and for some indicators the targets have even been exceeded. The key highlights of the findings attesting to the realisation of threshold on essential indicators are presented below:

⁷ Cite from DFID (2009), ibid

(a) Access and use of clean and safe water from improved water facilities and safe water storage: The critical threshold for this indicator was achieved. Safe water access to remote fishing population has been increased with installation of 15 new piped water schemes serving 16 villages, one new hand pumped borehole installed, and one gravity flow scheme 35 water points rehabilitated, all serving the entire population in 18 focal villages with coverage calculated to reach at least 95% of the target population both current and project for 10 years, compared to the baseline status of 21% in 2015.

The 2018 MTR survey of household respondents who access the safe water using the financial card show that 72.7% of the households are paying for their safe water daily compared to 14% who used the piped water in 2015. The flexibility in paying for water using the card has made the technological option appealing to the poor rural communities thereby enabling the realization of the goal of increased use of clean water at household level feasible.

The increased access to improved water facilities and effective use of water is part of the WASH package. It combines with better levels of latrine access and use and hand washing with soap leading to reduced levels of diarrhoea cases. The team did not establish the effect of payment for piped water on expanded use of water for better hygiene because the new piped water systems were still under testing period.

There were other benefits associated with improved water facilities; the average distance from the household to drinking water sources in 2018 was between 446 meters (0.4 Kms). This is an improvement from 2015 where average distance for households accessing drinking water was 1 km.

(b) Increased Access to hand washing facilities and behaviors of hand washing with soap: The threshold for this essential indicator was achieved, the majority (84%) of respondents reported washing hands always and 94% of those reported using water and soap. This is much higher compared to baseline status in 2015 where only 3% of the household population was found to be practicing hand washing at all critical points. Hygiene behaviour, including hand washing, and safe use of water and sanitation, is largely influence by socio-cultural beliefs and practices and engrained in the population mindset. The continuous mobilisation and sensitization focusing on promotion of positive behavior change is a job Busoga Trust is supporting effectively implementing.

(c) Increased access and use of sanitation Facilities to achieve ODF status: The threshold for this essential indicator was achieved. There is increased access and use of latrines which resulted in significant reduction in open free defaecation status. The household survey found that 100% of the respondents reported using latrines suggesting that the communities had achieved ODF status. However, the project monitoring reports indicates that ODF was due to be verified and certified in 53% (12/19) focal villages compared to baseline figure of 0% in 2015. The variation in data from the two sources point to a likelihood of behaviour change at the level household (survey data) of the importance of safe disposal of human excreta.

The combined increased access and use of safe water and hand washing with soap to achieve has reduced incidence of diarrhoea in the entire population to 23% (2018) as compared to the baseline figure of 30% (2015) that was established among children under five years. These results

are consistent with project expectation; sanitation and hygiene access and use above 80% should translate into diarrhoea reduction.

6.2 Impacts linked to Education Project

The implementation of the education project started in the second half of 2016 and has effectively been in operation for less than two years. However, some outputs of WASH project, especially the construction of improved sanitation facilities (VIP latrines) benefited schools serving fishing communities. Based on the outputs so far delivered, there are pointers to improved quality education outcomes and impacts in schools serving fishing communities. There is real and perceived impacts are highlighted below.

(a) Community engagement and support to education

In education, Buikwe district parents and guardians have renewed their interest in following the progress of their children's education. The support through the feeding programme contribution of cereals and grain in lieu of cash as well attendance of the PTA meetings all point to a new surge in educational improvement. At a FGD session with parents/ guardians at Busiri P/S the Review Team was made to learn that two participants withdrew their children from a faraway private school and enrolled them at the "new" Busiri P/S. This is evidence to a renewed confidence by the community in educational establishments they had "written off" for their children.

The 32 CEFs that have been established with the support of FENU are active at the fishing villages and creating all levels of community awareness including rights and responsibilities of the community, parents/ guardians. In one FGD with parents and guardians in the village catchment served by Busiri P/S, the council leadership constituted by a Chairperson, Publicity and Secretary, in the main do mobilisation and information dissemination across the villages they serve. In the Busiri P/S catchment case, the CEC executive cover four villages (Koko, Busiri, Nakanywa, and Bufumba) and the Chairperson uses his motorbike to carry out mobilisation.

The FENU initiated meetings of the CECs executives are held at the sub-counties and feature all the CECs from the sub-county in question. Also, for the larger stakeholders, such dialogue meetings are held at the primary and secondary school premises.

The Review Team was made to understand during a FGD session with the teachers at Nkombwe P/S in Ngongwe sub-county that due to the extensive community mobilisation and sensitiation, girl child pregnancy and early marriages have all declined. The reason cited was the FENU application of an inclusive approach to engagement at which the parents and guardians are made to recognise and thereby contribute to upholding the right of their children to attaining education.

The programme shows early signs of adoption of positive behaviour at facility levels; namely, cleanliness at schools at all levels; improved teachers' conduct, and improved ways of relating with the community. The Review Team was made to know during a FGD session with teachers at Nkombwe P/S in Ngongwe sub-county that a private primary school often invites their headteacher to address their school. This confidence building measure should be emulated across other project schools because these learners, be it primary or secondary, are subjected to the same set of national level examinations in their course of academic studies.

Majority (62%) reported having been sensitised on children's rights which include the right to education. A majority (60%) reported having been sensitised by government entities and 32% by the Civil Society. The FENU effort is majorly the Civil Society actor operational in the area at the time of the MTR.

b) Positive signs on learner transition

From the MTR survey, during 2017 calendar year, a total 46% of the children joined school and of those that joined school 21% completed PLE. The study established that of those that completed PLE in 2017, majority (88%) transitioned into vocational or secondary level. Factors that hindered the 12% who did not transition included; school charges (39%), followed by poor facilities (23%) and early pregnancy (15%). The issue of poor facilities could have featured simply because their implementation were at different levels of process.

c) Monitoring of learners' education progress

When parents and guardians were consulted as to whether they had asked their children about school homework, most (39%) reported "sometimes", followed by "always" at 37% and "never" stood at 24%. When parents and guardians were consulted on whether their children asked them for their advice upon making important decisions, most (42%) reported "sometimes", followed by "always" at 32% and "never" stood at 26%. When parents and guardians were consulted as to whether they discussed with their children their plans for the future, most (37%) reported "sometimes", followed by "never" at 33% and "always" stood at 30%. When parents and guardians were consulted as to whether they had discussed sexual reproductive health issues with their children, majority (73%) reported not having discussed it. The MTR survey showed that majority (78%) of the parents/ guardians reported being aware of the government of Iceland supporting their nearby school.

d) Community views on children school feeding

Majority (68%) of the parents/ guardians reported having children at schools with feeding programme. Majority (74%) of the parents/ guardians took part in their children schools' feeding programme. Majority (98%) of the parents/ guardians agreed that the school feeding programme was important for their children's school performance.

e) Community views on the programme infrastructure investments and facilities

As on quality of the new and renovated school infrastructure, majority (87%) reported "good", followed by "average" at 13%. The reasons advanced included; availability of clean water, VIP latrine, good structures, modernized structures. In the view of the parents/ guardians, majority (89%) of the children were impressed with the developments (new or renovated infrastructure and facilities).

f) Learners' academic performance (acquisition of basic skills and performance in PLE)

The official government of Uganda mechanism of monitoring learner achievement (MLA) especially in lower grades indicates average achievement in literacy proficiency increased from 48% 2016 to 53% in 2017 while in numeracy it increased from 32% to 36% over the same

period. Similarly PLE pass rates in division I-III increased from 42% in 2015 to 67% in 2017. These improvements are significant considering the short duration of project implementation. These quick improvements can to a large extent be attributed to motivation of teachers and strengthened school leadership, better support by education office and coordinating centre tutors, better learning environment, parent and guardian engagement, and addressing concerns that affect learners.

When asked as to the level of improvement in end of year exams over the last three years (2015-2017), most of the parents/ guardians (54%) reported slight improvement, followed by 37% reported significant improvement. Majority (63%) of the parents/ guardians reported that they believed that their children's access to textbooks was important to their school performance. Some schools such as Kagombe Progressive P/S have posted stellar performances at recently released 2017 PLE results and although rather abrupt, they point to the right direction in terms of educational outcome (performance).

Key interventions in target schools the MTR Team established learners' motivation through innovations at facility levels. Some of the best practices that are in place in project schools and have been adopted by others include having a desktop computer which is accessed by all classes at Busiri P/S. As a result of the "good news", a nearby St Maria Bufumbira private primary school recently acquired a desktop too, on realising that it positively contributes to pupil retention. This attraction, the teachers the Review Team consulted attribute to their next set of problems; the sharp enrolment.

Some schools are showing early signs of improved performance. This is attested to by teachers who during a FGD session at Kagombe Superior Primary School, reflected on their own PLE school performance over the most recent two years which reflects a 15% rise thus; "For us here PLE performance has drastically shot-up; in 2014 we recorded 62% pass rate and in 2017 stood at 94.1%. We have enough classrooms and abandoned the dusty classrooms where rain would shower us. We also have enough furniture and this makes it easy to control the class. The clean classrooms have prompted the learners to adopt clean behaviour. Even sickness has reduced at school." The key challenges include the long distances to and from schools; it is a tough matter for an adolescent girl to consistently trek to and from school through the four years of secondary education when this is their most challenging moments of body changes and needs for personal necessities.

g) Participation and demand for accountability on education services: Most (53%) of the parents/ guardians reported having heard of a school management committees, while most (60%) reported having attended a PTA meeting. Majority (90%) of the parents/ guardians agreed that their participation at the PTA improved their children academic performance. In 2017, most (56%) of the parents/ guardians reported not having asked issues around primary education services at their children's schools while 22% asked only once. Of the issues asked on accountability for 2017, a total of 39% reported having not received any feedback explanations to their questions in 2017.

6.3 Unintended Impacts

a) The threat to erosion of project quality education goal

Enrolment of learners in both primary and secondary schools show an upward trend and in some cases more than doubled those of the previous years. This has been driven by performance and better environment created by new facilities. The reality is that the higher the performance standards, the more the school population. In addition, the government withdrawal of USE partnership with private secondary schools can only worsen enrolment at the only four government-aided secondary schools in Buikwe district. The effect of this government policy reversal is already felt in terms of admission pressure at the secondary schools, if their enrollments are to go by. The Review Team established that there are pointers to this desired goal of quality education being achieved except that it is being eroded by the increased strain on the programme supported infrastructure and facilities supported, especially in schools receiving extensive support as a result of unlimited and unrestricted enrollment. This has created overcrowding and high pupil to teacher ratios which are likely to negate the project benefits.

A FGD session participant at Sacred Heart Najja SSS attributed the upsurge in learner enrolment to public perception of anticipated good school performances on account of the project investment and institutional capacity strengthening activities.

Improved primary and secondary schools have attracted a greater number of learners and at the MTR showed signs of overcrowding. During the Review Team consultation with the Embassy of Iceland's officials, their view was that "the education project component has generated negative effect from a positive reason."

Table 13: Educational Enrolment Figures in 2015 and 2017

S/N	Name of School	Enrolment		Percentage Change
		2015	2017	
A	Secondary School			
1	Victoria SSS	315	350	11.1
2	Nyenga SSS	1,121	1,402	25
3	Sacred Heart Najja SSS	563	530	-0.5
4	Ngongwe Baskerville	627	697	11.1
B	Primary School			
1	Ssi C/U P/S	569	641	12.7
2	Kagombe Superior P/S	608	803	32
3	Busiri P/S	661	600	-0.9
4	Nkombwe P/S	544	622	14.3

The increased enrollment has resulted into situations where one finds a class teacher managing 120 learners in S1 like at Ngongwe SSS. According to key informants, it is "not possible to stop admissions to S.1 as per government policy" as such enrolment numbers into S.1 is anticipated to only get worse as the government has withdrawn USE in private secondary schools, thereby rendering the only four Buikwe district government secondary schools enrolment upsurge unavoidable.

In Busiri P/S, in 2016 there were 600 pupils and two years later (2018) they have 700 pupils. In their argument during the Review Team FGD session, the Teachers at Busiri P/S remarked that “you don’t expect quality performance with understaffing”, arguing that the growing number of pupils has exerted pressure on the teachers in class management as P.1 class stood at 90 pupils and P.3 had 97 pupils, moreover in term one, meaning the figures could climb further during the school year, contrary to the government standard teacher: pupil ratio of 1:55. In Busiri P/S the teaching staff is thin, having a deployment of 5 teachers and a headteacher on payroll which is below the minimum government standard of 7 teachers and a headteacher per primary school. In this case, the Programme is sponsoring 2 community teachers who are on Grade III teaching certificate course as they go about teaching at the school. Still, the teachers are faced with extreme exhaustion (on average teach a subject for 40 minutes and mark for an hour) and are already wondering if this stress generating class management is a human rights issue. Yet, in the same district there are primary schools with 200 pupils and 7/8 teachers. The distribution of teachers is therefore an issue that needs to be looked into.

The Review Team established that the improved performance by PLE candidates has prompted the four programme secondary schools to admit students who require a lot of work to elevate their performance. At a FGD session with teachers at Nyenga SSS a participant reported that “we work hard to brush-up the learners admitted with poor aggregates; others come with 28 aggregates and yet they are many. The issue of good performance should not be a priority yet.”

c) School feeding

There is evidence that school feeding is taking root amongst parents/ guardians on account of its flexibility in mode of contribution. In a FGD session with parents/ guardians whose children are served by Busiri P/S, the participants confirmed that the school which last year collected 20,000/- for school feeding per child per term has now relaxed the collection modality to 12 kgs. of maize flour and 6 kgs. of beans, per term. School charges continue to be levied on parents/ guardians and at Busiri P/S it stands at 30,000/- for P.7 pupils; 17,000/- for P.1 and P.2 pupils; and 16,000/- for P.3 and P.4. This collection helps to meet the costs of the cook, guard, teachers’ food and church fees.

At Sacred Heart Najja SSS at least 104 students out of 720 are on school feeding programme which attracts 50,000/- per student per term and works to 800/- per day of the school term. The secondary school feeding per term ranges from 50,000/- in Victoria SSS and Nyenga SSS to a high of 70,000/- in Ngongwe SSS.

The project expectation is that the support should lead to reduction of costs that are reflected in the feeding programme at schools. This has instead variously been revised upwards in schools and therefore should be revisited in terms of the limited linkage between the project and adoption of mass feeding by learners.

d) School charges

One of the key goals of the education project component is to achieve reduced school charges. As at the MTR, it was established that this expectation is still far-fetched and has been halted by the programme interventions. At Najja SSS for instance, an additional 35,000/- per term is charged per student for defraying costs of repairing furniture, Sesemat, Bishop fund, Church fees.

Nyenga SSS charges 10,000/- development fee per term and this fund is currently being directed majorly at completing the science laboratory building. It is not clear when the fund can reduce or even end as the teachers consulted quickly listed staff quarters and toilets which are not in good shape, dining hall and a school van amongst things that needs to be covered by the charges.

The issue of school charges appears to still be a problem to majority of students. In a FGD session the Review Team conducted with Victoria SSS students in S.1 and S.2, a total 20% of the participants reported to not having paid their term one school charges in full at the time of the Review. Another 50% of the FGD participants reported having been chased from school for unpaid school charges balance outstanding and majority spent a day at home and returned the day after with the charges they were sent home for. This situation is better in 2018 because the 2015 study found 95% of student respondents reported facing difficulties meeting school-related costs and spent school days at home when sent away from school, while a large number of poorer children reported falling behind in subject performance and were subjected to humiliation, embarrassment and bullying because their poverty make them “stand out” in the classroom.

When asked to compare school charges between 2015 study findings and at the MTR (2018), most parents/ guardians (54%) reported having noticed an increase in the charges followed by 35% who reported that the charges had remained the same to the previous years. During consultations, this increase, the Review Team established originated from the additional costs in feeding charges, which range from 20,000/- to 35,000/- for primary schools and 50,000/- to 70,000/- for secondary schools. Nonetheless, majority (72%) of the parents/ guardians reported having already paid school charges for term one of 2018. Table 14 below shows the change in school charges since 2015 in which charges have declined in Ngongwe Baskerville SSS by -14.3%.

Table 14: School Charges Per Term in 2015 and 2018

S/N	School Name	School Charges		Percentage Change
		2015	2018	
A	Secondary School			
1	Victoria SSS	88,173	92,000	4%
2	Nyenga SSS	34,045	70,000	105%
3	Sacred Heart Najja SSS	73,262	85,000	16%
4	Ngongwe Baskerville SSS	128,323	110,000	-14.3%
B	Primary School			
1	Ssi C/U P/S	14,000	25,000	78.6%
2	Kagombe Superior P/S	11,000	13,000	27%
3	Busiri P/S	15,000	21,000	40%
4	Nkombwe P/S	17,000	34,000	100%

Note: The Charges cover: Development fee; admission fee, feeding, exams fees.

Table below shows that school charges continue to be demanded by schools from the learners implying that the support areas are still not directly defraying the cost centres that remain a burden and/ or barriers to learners and whose reduction was intended by the project intervention.

e) Enforcement of negative practices

During the FGD session with the parents/ guardians, the Review Team was made to understand that an area councilor (LC-III level), reported working on a sub-county by-law on education that aims to curb absenteeism during crop harvest seasons (rice), gazing animals and digging during the planting season. Policy influence is not directly intended in the project results framework and this initiative is sustainable in the long-run. The Review Team reflects that in Dokolo District, in Lango sub-region, there was a by-law that has been enacted and is in place and whose provision is to ensure that any loitering children of school-going age should be handed over to the nearest police post and the parents/guardians can have him/her released on payment of 20,000/-. Primary education enrolment has since increased with little absenteeism as a result of the by-law coming into force. As such, the Review Team found this initiated by-law enactment process to be a very important value addition to the programme sustainability.

7. SUSTAINABILITY OF PROGRAMME OUTCOMES AND IMPACTS

The assessment of sustainability established whether the benefits of the programme are likely to continue after the end of ICEIDA support and the factors that are likely to influence its achievement or not. In the context of BDFCDP, sustainability entails continuous access and use of WASH facilities and services, and delivery of quality Education services to the fishing communities during and after the end of ICEIDA support to the Programme. It involves maintenance of acceptable levels of service throughout the design life of the infrastructure and facilities developed and utilisation of human and institutional capacity developed for on-going service delivery. The findings cover three main aspects of technical and institutional sustainability, financial sustainability and environmental sustainability.

7.1 Institutional/ Technical Sustainability

The technical and institutional aspects to sustainability relate to ownership and responsibility for WASH and education infrastructure and facilities, especially operation and maintenance, and their technical and institutional capacity for on-going services delivery. The review of sustainability with respect to the technical and institutional aspect indicated the following:

7.1.1 Ownership

- The ownership of piped water facilities was clarified as vested in the MoWE, which delegates functions and powers under its mandate to designated water authorities; in this case to Buikwe District Local Government.
- The ownership for VIP latrines at community level is defined in the project document as the lower local governments at the sub-county or division level, which can also delegate functions and powers under their mandate to local communities; however, the Review Team assessed the clarity on ownership of sanitation facilities and found multiple perspectives such as owned by sanitation committee, user committee or government, which indicated a need for clarification and harmonisation with the laws.
- Ownership of Government-aided schools was blurred- whereas the law appears to place all government aided schools under government, they are claimed by foundation bodies and some by communities reflecting the need to clarify and sensitise stakeholders on ownership of schools and responsibilities for O&M.

- Issues of ownership, community engagement and support were being addressed by community mobilisation and sensitisation with delegated support from FENU, which is a civil society organisation.

7.1.2 Design and construction quality

- The design for infrastructure, choice of technology option, and construction quality were emphasised to ensure that infrastructure and facilities are appropriate, meet national standards, fit for purpose and easy to operate and maintain, and do not fail before their design life.
- Strategic project partnership exists with Water Mission Uganda to supervise and monitor designs, construction quality and post-construction O&M for the interim period.

7.1.3 Capacity Development

- Currently the District Education Department is involved in sensitization of SMCs and BoGs on O&M of the project investments and facilities at the 28 target schools regardless of basic or extensive status. Obviously, the challenge is that the programme is targeting 28 primary schools out of the 73 schools and this has implication to Buikwe district total primary and secondary school performance outlook.
- Buikwe District Local Government has a dedicated Engineer in charge of education investments and facilities while the WASH project is under the supervision of the District Water Officer and with the District Engineer as the overall supervisor.
- District Water Office has been equipped and provided with basic tools to enhance its functional capacity.
- The core members of WASH project team were trained under the general capacity development support to acquire critical skills to manage and implement the project.
- Training of unqualified primary school teachers is underway to acquire Grade III teaching certificates, which are a minimum requirement. The teachers are from local settings and are likely to stay in their localities.
- District Education Sector Training Plan to guide continuous professional training of teachers and headteachers was being finalised to facilitate capacity development of teachers.

7.1.4 Operation and maintenance arrangements

- Institutional arrangements for operation and maintenance for new piped water (apparently excluding Senyi Gravity Flow Scheme) have been articulated in the strategic and operational plans – with scheme operators and agents, but it lacks an exit strategy. The trial period managed by Water Mission Uganda was on for the interim period before hand-over to company dedicated by government for O&M of such schemes.
- The O&M for sanitation facilities and other water point systems has not been put in place. There are also doubts about the ongoing capacity of WASH committees to manage facilities delegated to them without support by lower local governments.
- There are no specific arrangements for periodic maintenance and rehabilitation in the long-term. The key assumption is that systems will be in operation for the guaranteed period without major breakdowns for the most significant part of its design life.

- The project document envisions the formulation of O&M Plan for infrastructure and establishment of O&M fund but this has not been operationalised.
- Sustainability remains a major challenge from a number of perspectives; staffing gaps in education office at level of head of department which has remained outstanding since 2015.
- School inspections assessed as regular and above expectation according to Annual LG Performance Assessment criteria.
- The programme support to the education department with a brand new double cabin pick-up truck and seven motor-bikes has elevated the capacity of school inspection immensely.
- The programme's short-term direct technical assistance provided to BDLG is contributing towards long-term development of institutional capacity of sector service delivery in the district. In the case of the education sector, the programme has enabled prompt appraisal of head teachers as a result of its capacity strengthening of the Sub-county Chiefs/ SAS who conduct appraisals of the 73 head teachers across the primary schools in the district. This is a government requirement for the Office of the Prime Minister's Annual Local Government Performance Assessment for following year allocation of central government disbursements to LGs. A recent study of Local Government Performance Assessment (2016/17) found that most Local Governments were not completing appraisals of their Primary School Head teachers.

7.2 Financial Sustainability

- The willingness and ability to pay based on satisfaction with service is promising for the new piped water service.
- The payment of water charges by users has been automated to eliminate leakages and corruption through introduction of AQ taps and use of electronic card technology at water vending kiosks
- There is sound strategy to raise revenue sufficient for recovery of operational costs for the life of the piped water schemes, and progressively move to cover periodic maintenance costs, while leaving the costs of rehabilitation and expansion to district/government future investments.
- There are adequate arrangements for transparency and accountability for O&M funds with establishment of an Escrow account and ring-fencing of funds collected primarily for O&M use.
- There is commitment to establish a fund for O&M for the education sector, but this has not been operationalised.
- The programme is strengthening the capacity of the district to be compliant to central government sector guidelines. The benefit of this compliance is assessed annually by the central government, through the Office of the Prime Minister, to influence result-oriented allocation of grants each financial year in Education, Water, and Health sectors based on performance.

7.3 Environmental Sustainability

- Too early to assess if there are considerable environmental challenges likely to affect deeper aquifers for piped water schemes
- Emptying of latrines poses potential challenge of disposal of untreated faecal sludge into the environment
- The improved institutional cookstoves at school facility level promises to promoting restoration of the forest cover but they are yet to be installed.
- Generally, the WASH interventions address critical sanitation and hygiene issues that improve the environment aspect of livelihood of the population in fishing communities.

8. CONCLUSION, LESSONS LEARNED, AND RECOMMENDATIONS

8.1 Conclusion

The overall conclusion from the MTR is that the implementation of the programme and its two project components have up to the midterm been successful and the performance rated as good.

- **Programme Relevance:** The BDFCDP was assessed still highly relevant to the policy frameworks of two partners as they have not changed, its objectives were still valid, and the activities and outputs of the programme were to a greater extent consistent with the attainment of its outcomes and impact.
- **Programme Efficiency:** The Review Team established that the programme has sound coordination, management and implementation arrangements with adequate internal control and reporting systems. The programme budget performance stood at 90% for WASH and 58% for Education. The implementation of infrastructure development outputs under the two projects was far ahead of the capacity development output components.
- **Programme Effectiveness:** Overall, the WASH project component is headed in the direction that point to attaining the desired outcome. At the time of the MTR, the interventions were clearly showing early dividends in terms of reduced open defecation, safe water chain, and hand washing behaviour. In the case of Education project component, much as the project commenced in 2016, most of the outputs at various stages of implementation, with most still at procurement (such as secondary school textbooks), construction (such as teachers' toilets, school kitchens and cook stoves) and commissioning stages (such as the WASH facilities at schools). The MTR has found limitation in the education project communication strategy where there is less inclusion in mobilisation and awareness raising at the community level and should be urgently reviewed to ensure education project success.
- **Programme Impact:** The impacts of WASH interventions on access and use of facilities and services, achievement of ODF, safe water chain and reduced burden of diseases was evident. There were also early pointers to of improved quality of education as a result of interventions under education project, especially performance in PLE, acquisition of literacy skills and retention of learners' at schools level. However, some achievements were being eroded by the increased strain on the programme's investments and facilities at the project schools as a result of unlimited and unrestricted enrollment streams
- **Addressing cross-cutting issues of Gender Equality and Environmental Sustainability** The Review Team established that the programme emphasised gender equity and equality as per the MDGs educational target which reaffirmed the goals of Education for All and aims at providing all children, both girls and boys, with the opportunity to complete primary schooling. This is demonstrated in the programme support to establishment of health clubs at its project schools through educational workshops and training as well as tooling for senior women and men teachers on how to encourage girls stay in school in order to stay in school. The improved kitchens with cook stoves were not yet completed and in use at the time of MTR therefore their influence on environment remains to be seen.
- **Programme Sustainability:** The Review Team established that key aspects of the programme and projects supported are nested in the government of Uganda and Buikwe district local government plans and budgets. Beyond that the key questions are whether the technical/institutional, financial and environmental aspects have been addressed. For the WASH this has been done to a greater extent for new piped water. For other interventions, it is work in progress.

8.2 Key Lessons Learned

Programme/Project	Lessons on What Works	Lessons of what appears not to work
BDFCDP	Programme design and preparation based on sound foundation of lessons and experience drawn from earlier projects and needs assessment studies and wide consultations.	On-going sharing of information at local level not adequate and public information dissemination has gaps, which undermine transparency and top-down accountability.
	Commitment by partners to well understood, realistic, and time bound obligations like donor resource inputs and GoU/BDLG co-founding in-kind inputs and fulfilling programme implementation pre-conditions like staffing in core departments	District has since 2015 not addressed capacity gaps in staffing of critical departments at head of department level, especially in Education department and Community Development department, among others, which undermines levels of confidence and responsibility of actors when dealing with important decisions.
	Cooperative and strong co-ordination mechanisms by tripartite partners at national level, backed by strong programme management with time progress and results monitoring tracking and reporting.	Gaps incorporation of programme inputs and results in national reports affecting visibility of programme, and also lack of visibility of inputs of key partners in programme area; which undermines sharing of lessons, transparency and accountability.
	Strategic Partnerships with non-state SDAs/actors with comparative advantages.	Local content of partners- like civil society organisations (NGOs, CSOs) not visible, which undermines the institutional aspect of sustainability.
WASH Project	Delivery of WASH package combining all elements and achieving threshold levels in access to safe water, sanitation and hand washing facilities, and hygienic behaviour change (safe water chain, effective use of sanitation facilities, and hand washing with soap at critical times is prior for achieving reduced disease burden from diarrhea.	Prior hygiene promotion and education are core components of WASH, with significant implications for realizing positive health impacts. The timing of WASH interventions needed to be preceded by sustained mobilisation and sensitisation programme to elicit demand and build foundation for sustainability
	The new piped water system with its associated O&M implemented at scale, gives immediate gains from economies of scale and lessons learned will be useful for future scale-up of similar interventions aligned with Uganda Vision 2040.	It is clear that the management of the O&M strategy for the new piped water facilities is being implemented, first on testing or trial basis in the interim period before a complete hand-over is considered. However, the project lacks a documented clear exist strategy with timelines for gradual hand-over and take-off responsibilities that is necessary for sustainability.
	Construction of 137 of VIP latrines has helped to increase access to improved sanitation facilities thus increasing the sanitation service level for households, schools and health centres, which combined with hygiene education services has reduced open defecation in	Improved sanitation facilities based on the VIP latrine technology, especially for community use, does not appear to be working well owing to lack of an effective O&M for fecal sledge management (emptying, treatment and safe disposal or re-use) as they fill rather quickly due to pressure from many users.

Programme/Project	Lessons on What Works	Lessons of what appears not to work
	the 19 fishing villages.	
	Hygiene promotion and education service constitute a critical part of the WASH package as it directly links to access of facilities to behaviour change on effective use of facilities	Hygiene implementation delayed affecting pace of change in behaviour change, and the exit strategy of this intervention from partnership strongly supported by Busoga Trust is not clearly documented.
Education Project	Community mobilisation and sensitization (supported by FENU) has generated increased community engagement, positive change in attitude of parents or guardians and community members to support the education for their children	FENU's method of invitation for parents and guardians' to attend community mobilisation was not effective as some community members did not get the invitations hence the need to apply varied methods like radios, mobile (bulk) short messages (sms) and others to maximally engage the community.
	The Installation of WASH facilities such as the rain harvesting facilities and VIP latrines have supplemented and alleviated shortage of water, and increased sanitation service levels in schools; the results would have been better if the water tank storage capacity and number of latrines built were adequate for the numbers enrolled.	School facilities that are not fenced share the water and sanitation facilities with the community rendering them far inadequate for the intended users and in some cases the community vandalized the facilities affecting their sustainable use
	Package of interventions in schools based on infrastructure and facilities pillar, teachers pillar, management pillar, community pillar and learners pillar have produced quick results even when implementation of most interventions was below 50%.	When schools receiving extensive support are not "protected" to operate within their normal enrolment carrying capacity, they are overcrowded not only by influx of new learners but also learners transferring from schools not supported or receiving only basic support thus eroding the project objective of quality education. It is also emerging that some elements of intervention packages not originally considered are necessary like teachers' classroom tables and chairs under infrastructure component and a complete package of textbooks for secondary schools require reconsideration.
	Most schools have arable land for crop farming. Ideas around having a centralized district tractor for ploughing school land at a fee could subsidize their food needs widen access to school feeding through reduced charges.	Donating farming equipment such as tractors to school facility levels face the risk of poor maintenance and breakdown. Hiring is the best option under a private-public partnership
	Develop a partnership strategy in promoting learner accommodation as it is linked to learner academic performance.	Direct investments in hostels and dormitory is not sustainable as a project; a more feasible approach is a public-private partnership in provision of the learner accommodation facilities
	Investment in education is unrivaled;	What is not known is the desire to fill a gap at

Programme/Project	Lessons on What Works	Lessons of what appears not to work
	The choice of training unqualified primary teachers is a programme legacy in its own right.	the lower secondary education level; i.e. extending capacity strengthening to the secondary teachers to upgrade to Grade 5 Teaching Certificate similar to the current modality of support to the unqualified primary teachers to attain Grade 3 Teaching Certificate
	Develop a program of deploying Iceland primary and secondary teachers as volunteers to schools to promote increased <i>north-south</i> cooperation and exchange and also cultivate more interest in learning among the 2 countries	There remains an opportunity for cross-cultural exchange between the countries but require deeper discussions and benchmarking from others such as the US Peace Corps / Volunteers.

8.3 Key Recommendations

The Programme partners have been very active and open in critically reviewing the project on biannual basis. To this effect, there is no shortage of recommendations as to how to strengthen and improve the programmes and its project components. The task of the review team was therefore largely focused on suggesting priorities. The overall recommendation is that ICEIDA should continue to support BDFCDP, not only for bringing to the table the much needed financial resources and dedicated staff, but also because of its *added value in its ability to take risks to experiment and through these risks, learn lessons on what works which can be taken to scale*. The key recommendations are summarised below:

Table 15: Key Recommendations

S/N	Recommendations	Action by
1	Strengthen the communication strategy of the programme through public information dissemination to beneficiaries to promote transparency and top-down accountability	BDLG-CAO
2	Fill the staffing gaps of the head of education department, among others, to strengthen the confidence and responsibility levels of the department when dealing with sector decisions	BDLG-CAO
3	Incorporate in the reports of responsible ministries, departments and agencies programme/ project inputs and outputs to enhance visibility, shared lessons, and transparency and accountability.	PSC-MoIG
4	Promote the role and visibility of local NGOs, CBOS in strategic partnerships to achieve institutional aspect of sustainability	BDLG
5	Continue to support scaling-up of WASH interventions as an integrated package with timing of community mobilisation and sensitisation preceding other elements to elicit demand and build strong foundation for sustainability	Partners ICEIDA/BDLG
6	Develop and incorporate the exit strategy within the overall O&M strategy for the new piped schemes with timelines for gradually transiting management from project implementation arrangements to ongoing service delivery approach using the private operator service model after the interim period testing has expired.	Partners ICEIDA/BDLG
7	Develop the O&M strategy for management of improved sanitation facilities, especially VIP latrines for community use, for safe faecal sledge management (emptying, treatment and safe disposal or re-use) or otherwise adopt technology	Partners ICEIDA/BDLG

S/N	Recommendations	Action by
	options that can mitigate the problem of pits filling quickly.	
8	Support the scale-up of hygiene promotion and education using the modified CLTS incorporating all elements of behaviour change with an exit strategy for gradual transition from project implementation arrangements to service delivery approach with or without ongoing support by non-state actors.	Partners ICEIDA/BDLG
9	Continue to support the scale-up of the extensive package to more schools in the project area to mitigate FENU's method of invitation for parents and guardians' to attend community mobilisation was not effective in some get they did not get the invitations hence the need to varied methods like radios, mobile (bulk) short messaged (SMS) and other channels to maximally benefit the community.	Partners ICEIDA/BDLG
10	Scale-up community mobilisation and sensitisation through community education forum and learners forum approach supported by FENU with improved communication to parents and guardians through varied methods (radios, mobile short messaged etc) to maximally benefit the community.	Partners ICEIDA/BDLG
11	Scale-up WASH intervention in schools by provision of more water tanks to increase storage capacity and construction of more latrines to address gaps in some schools, and support schools to fence their compound to protect the investments from abuse and vandalism	Partners ICEIDA/BDLG
12	Regulate the influx of new learners transferring to schools receiving extensive support to "protect" them operate within national standards; and avoid overcrowding and diluting of quality education objectives	BDLG
13	Prioritise the development of O&M plan for school infrastructure, which is provided for in the education project and operationalise it early to test run it operationalization.	Partners ICEIDA/BDLG
14	Reconsider investments in renovation of school infrastructure and instead concentrate on investments in infrastructure and facilities to avoid risks of cost overruns sinking funds in weak structures.	Partners ICEIDA/BDLG

References

- 1) Vision 2040. National Planning Authority, Kampala
- 2) Second National Development Plan, 2015/16-2019/20. National Planning Authority, Kampala.
- 3) Second District Development Plan (DDP-II). 2015/16-2019/20.
- 4) Education and Sports Sector Strategic Plan 2017/18-2019/20.
- 5) Education and Sports Sector Annual Performance Review for 2016
- 6) Approved Project Biannual/Annual Work Plans and Budgets
- 7) Approved Programme/Project Reports: Baseline reports, cumulative quarterly progress reports (including financial reporting), Internal and external monitoring reports, reports on studies commissioned under the projects, and other relevant technical reports
- 8) Programme Steering Committee (PSC) minutes for the period under review
- 9) BDFCDP Education - PD - Final Approved Version 21032016
- 10) BDFCDP- Field Visit Monitoring Report, November 2017
- 11) BDFCDP-Field Visit Monitoring Data, November 2017
- 12) Buikwe Drop Out FINAL Report
- 13) Final Report Buikwe Lower Secondary Mon 11 Oct 2016
- 14) Final Report of Baseline Survey for BDFCDP-Education Project, December 05 , 2016 (Approved for Publication)
- 15) Final Report of Field Monitoring Visit Conducted in December 2016 ((Final March 02, 2017)
- 16) ICEIDA Baseline Report

- 17) Partnership - WASH Development in Fishing Communities - Project Document -FINAL VERSION - Approved 050515
- 18) PLE RESULTS 2017
- 19) Report on setting up of CEFs in Buikwe District
- 20) Signed Partnership Agreement between GOU BDLG and GOI
- 21) The 6th PSC Document
- 22) The 7th PSC Document
- 23) The Terms of Reference for the BDFCDP Internal Review 2018.

List of Annexes (Presented in Separate Volume)

Annex 1: Buikwe district diarrhoea cases (2017)

Annex 2: List of people consulted

Annex 3: Internal Review Focus Group Discussion Transcripts

Annex 4: List of Participants in Stakeholders' Workshop