

# **Cross-section evaluation of MISEREOR supported Gender Projects in Uganda**

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## **Final Report**

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**Evaluation carried out on behalf of MISEREOR**

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## Acronyms and abbreviations

AFROL	African independent news agency
AGEH	Arbeitsgemeinschaft für Entwicklungshilfe (Association for Development Cooperation)
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Ministry for Economic Cooperation and Development)
CAP	Community Action Plan
CBO	Community Based Organisation
CV	Curriculum Vitae
DAC	Development Assistance Committee
DIME	Development Initiatives through Marketing Enterprises
EC	European Commission
ECOSOC	United Nations Economic and Social Council
FAL	Functional Adult Literacy
FALIGA	Functional Adult Literacy and Income Generating Activities for Rural Women
FAO	Food and Agriculture Organization of the United Nations
FBO	Faith Based Organisation
FGD	Focus Group Discussion
GAD	Gender and Development
GAWD	Gender and Women Development Programme
GBV	Gender Based Violence
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
GTZ	German Technical Cooperation
HH	Households
HOCADEO	Hoima Caritas Development Organisation
IGA	Income generating activities
INGO	International Non-Governmental Organisation
M&E	Monitoring and Evaluation
NAADS	National Agricultural Advisory Services
NGP	National Gender Policy
PLA	Participatory Learning and Action
PME	Planning, Monitoring and Evaluation
PROMIC	Promotion of Micro Enterprises
SAP	Sustainable Agriculture Programme
SILC	Savings and Internal Lending Communities
STD	Sexually transmitted disease
TOR	Terms of Reference
UNDP	United Nations Development Programme
USD	US Dollar
USh	Ugandan Shilling
WID	Women in Development
WISP	Women Initiative Support Programme
WPP	Women Promotion Programme

## **Acknowledgement and disclaimer**

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The results of the evaluation and the report are the sole responsibility of the evaluation team and can in no way be taken to reflect the views of MISEREOR.

## **0 Executive Summary**

### **0.1 Aim and scope of the evaluation**

An evaluation of MISEREOR financed gender programmes in Uganda was carried out in 2010 as part of MISEREOR's annual evaluation programme. The purpose of this evaluation was to identify the most successful intervention strategies, to analyse strengths and weaknesses of current projects and give recommendations for a re-orientation of MISEREOR gender support in Uganda. The evaluation covered the two latest support periods of all the five gender projects currently supported by MISEREOR in Uganda.

### **0.2 The evaluation context**

Even though Uganda has achieved considerable progress regarding gender equity, women continue to be disadvantaged in relation to men. Traditional practices and laws still prevail, especially in rural areas, denying women control over key resources, especially land, and discriminating against women in the area of adoption, marriage, divorce and inheritance. Women's workloads are much greater than men's. Rural women are mostly illiterate and their participation in public life is both limited and controlled by male family members.

The Roman Catholic Church in Uganda started to address women's issues in 1992 when the Catholic Women's Bureau was established at national level. All 19 ecclesiastical provinces and dioceses have established women's or gender desks within their Caritas / Social Services Departments that are supposed to support the improvement of women's livelihoods and enhance their decision making power and/or address gender disparities. Gender mainstreaming is included in all strategic plans, but has so far not received much attention in implementation. There is scepticism in the Catholic Church of Uganda about using the gender terminology prevalent in development cooperation as the Church hierarchy sometimes tend to associate the term "gender" with homosexuality. Therefore the need to change from a "Women in Development" approach to a broader approach addressing both sexes is currently being discussed under "equal opportunities for all".

MISEREOR has Gender Framework Guidelines outlining its gender support strategy. It stresses a double strategy: gender mainstreaming in all programmes and projects and continued support to women promotion and reduction of gender disparities through specific programmes. However, the guidelines are only recommendations for partner cooperation without being mandatory.

### **0.3 Overall conclusions and lessons learned**

Most gender projects in Uganda are almost identical in terms of objectives and activities. They aim at improving rural households' livelihoods through interventions related to health (hygiene, sanitation and nutrition), income generation (income generating activities, savings and credit activities) and gender relations (gender sensitisation, joint planning and work) and / or promotion of women (reducing women's workload, literacy classes in two programmes). However, projects proved to be quite different when it came to strategies and approaches, the degree to which strategies and approaches have been translated into practice and project performance. For this reason a summary of performance across projects is impossible and readers are referred to chapter 2 in the main report to appreciate the results for each specific project.

#### Strengths and Weaknesses of current project intervention strategies and implementation

All projects have addressed needs and priorities of the target groups. Except for Kabale Women Promotion Programme, where it was not evident that target groups needs and priorities were assessed and taken up for project preparation, all other projects applied assessment tools to give beneficiaries the chance to define their own priorities. Discussions with target groups confirmed that project objectives and results of all projects generally corresponded well to target group priorities. In Mbarara Gender and Development (GAD) Programme it was noted positively that the component of agricultural production / food

security had been strongly addressed. In several of the other projects it seemed that the focus on health and income generation did not sufficiently address issues of agricultural production of staple foods. Projects responded to this shortcoming by establishing links to agricultural programmes being run by Caritas.

Four out of five projects included participants in project preparation; three projects did so by applying Participatory Learning and Action (PLA) for needs assessment and as a tool for motivating target groups. The degree of emphasis on PLAs has clearly influenced ownership of interventions by the target groups. A challenge for all projects was that project preparation needed to be carried out well before the projects started, as a financing proposal had to be handed in to MISEREOR well in advance of the end of the ongoing project. As most projects had not included project preparation activities (and the respective budgets) into the planning documents, they had to squeeze this in as an additional activity.

All of the projects evaluated use a detailed logical framework as a basis for their planning with clear intervention logic. The main shortcomings in the intervention logic of most projects are the indicators supposed to specify quantitative and qualitative factors that provide a simple and reliable means to measure achievement. Many indicators are too ambitious regarding timeframe and available resources, lack clarity and are too many and too complicated to allow for effective monitoring. Key baseline information is rarely available and monitoring frameworks are rather weak in all projects.

As few baseline data are available on the initial situation, it becomes impossible to assess the degree of achievement of project objectives. However, beneficiaries generally confirm project achievements in relation to project objectives, to varying degrees in the different projects evaluated.

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the projects. Some factors were identified that positively influence implementation quality and are part of **the most successful intervention strategies**:

- Focus on gender and including more men into the groups strengthens implementation
- Participatory approaches mobilise self-help capacities
- Homogenous groups show a better group coherence
- Utilisation of activities that enhance beneficiaries' motivation (e.g. quick impact activities, exposure visits, exhibitions, competitions)
- Thorough institutional and staff development enhances staff motivation
- Frequent reflection and adaption of approaches, strategies and methods helps to build on existing strengths and to address weaknesses
- High field visit frequency and realistic number of intervention villages supported by appropriate follow-up
- Gender balanced teams and specific technical capacities in the teams add value
- Staff assigned to specific communities appeared more effective

All projects commendably kept hand-outs to a minimum, tying them to contributions from the beneficiaries. The focus of activities was clearly on training and the strengthening of self-help capacities.

Interventions targeting women proved to be too limited, as they tend to increase women's workload and responsibilities through additional activities without sufficiently disburdening them. In addition family relations do not improve if husbands do not change as well.

It is apparently not possible to cover more than 1% of the total population of a diocese with the current projects. The evaluation has shown that a minimum presence in the villages and an intensity of working with the groups is required for good impact. Extending by working

with more beneficiaries based on the currently available resources, would compromise implementation quality as well as impact.

Resources have generally been adequate in relation to the activities planned. Staff are well qualified with degrees in development, education or agriculture. For some projects it has been a challenge to keep staff working the projects, partly because salary levels are well below NGO salary levels and with the expertise staff acquire in the projects they become attractive to NGOs.

While all projects are very familiar with the basic planning tools, shortcomings in monitoring are frequent. Quality of knowledge management varies widely through the projects. Most projects have not aligned their monitoring to the projects' logical frameworks and information requirements. The lack of baseline data regarding indicators impedes proper monitoring. Currently monitoring is almost entirely focused on outputs.

Overall cooperation / coordination efforts are very few. Projects function mainly on their own without joint activity with the diocesan Caritas, other gender projects and the National Women's Bureau. Chances for joint learning processes are therefore lost.

Three key aspects were found to be relevant in relation to sustainability of interventions: The more beneficiaries that had been involved in planning, monitoring and evaluating the projects and the more the projects had emphasised strengthening and development of the beneficiary groups, the higher the ownership and probability that target groups continued after the end of project. Well established credits and savings groups have the potential to keep people together and render long term benefits. Furthermore the registration as CBOs and the linking of groups to other support programmes motivated target groups to continue working together.

#### **0.4 Main recommendations to MISEREOR**

The following recommendations mainly focus on a re-orientation of MISEREOR gender support in Uganda.

##### Transition from Women in Development to Gender and Development

Development of project strategies and MISEREOR support to transition has been uneven across projects, resulting in projects at different stages of addressing women and gender issues. The projects still focusing mainly on women (Kabale and Kotido) should be supported to "catch up" on the gender approach and review their focus to incorporate gender issues more strongly. The medium term objective is to support well-functioning projects with a clear focus on gender instead of women only.

##### Inter-project cooperation (between the MISEREOR supported gender projects)

The evaluators recommend that MISEREOR support inter-project cooperation. The cooperation set-up should draw on an analysis of the experiences from the five year SAP cooperation process. This process would require clear cooperation objectives to focus the activity and external support in order to strengthen the organisational development aspect. However, the projects should also have defined responsibilities in the process to enhance ownership. These could include taking turns in hosting, preparing and chairing the meetings and doing some "homework" between meetings to be able to present and discuss results. The medium term objective is to develop a balanced and harmonised gender support portfolio.

##### Merge GAD and SAP support to Rural Development Projects

From the evaluators' point of view it does not make sense for MISEREOR to support gender and agriculture as separate projects in the long term. Sustainable Agriculture Programmes (SAPs) and GADs should develop Integrated Rural Development Projects where the expertise of both sides contributes to project quality. The long term objective is the

integration of SAP and GAD projects into Rural Development Projects that seriously address gender mainstreaming.

## **1 Introduction**

### **1.1 Origins and objectives of the evaluation**

The evaluation of MISEREOR financed gender projects in Uganda was part of MISEREOR's annual evaluation programme in 2010. It was initiated by the MISEREOR Africa Department with the main objective of the evaluation, as laid out in the Terms of Reference (TOR), being the assessment of the relevance and effectiveness of the supported gender projects.

The evaluation was to:

- Identify the most successful intervention strategies,
- Analyse strengths and weaknesses of current project intervention strategies and implementation
- Give recommendations for a re-orientation of MISEREOR gender support in Uganda

The evaluation results are to be used by the project partners to reflect on the effectiveness and relevance of their interventions and to develop their intervention strategies in a joint learning process.

MISEREOR will draw on the key lessons in order to improve the current and future strategies of its gender support in Uganda. If appropriate, the evaluation findings will be used for the dialogue on gender strategies in other East African countries.

The evaluation is to provide MISEREOR, its donors and the wider public with an overall independent assessment of MISEREOR's support to gender projects in Uganda.

MISEREOR cross-cutting evaluations are designed to promote a lesson-learning culture within its partner dialogue.

### **1.2 Scope of the evaluation**

The cross-section evaluation of MISEREOR financed Gender projects in Uganda evaluated all gender projects currently supported by MISEREOR in Uganda:

- Gender and Development Programme in the Diocese of Mbarara
- Women Promotion Programme in the Diocese of Kabale
- Gender and Development Programme in the Diocese of Kasese
- Gender and Women Development Programme in the Diocese of Hoima
- Project for Adult Functional Literacy and Income Generating Activities in the Diocese of Kotido

The evaluation covered the two latest support periods (generally from 2006 to 2010).

### **1.3 Overview of the evaluation process**

The evaluation comprised the following phases:

- An inception/preparatory phase to agree on objectives, scope and focus of the evaluation with all stakeholders, to specify evaluation questions and agree on the main lines of the methodological design. The results of the preparatory dialogue

amongst MISEREOR headquarters, partner organisations in Uganda and the team of consultants were documented in an inception report. Further preparatory activities included the review of existing data, telephone interviews with MISEREOR headquarters staff, the kick-off of the evaluation process through an introductory mail, reconstruction and assessment of the hypothesis on causes, impacts and outcomes and the preparation of interview and focus group guidelines for the field phase as well as groundwork for start-up workshops.

- A field phase from mid-September to mid-October 2010, that included stakeholder interviews at national level (Kampala), field visits to all projects within the scope of the evaluation and start-up and wrap-up workshops for project staff at diocesan level. All five projects were visited for five to six days. A special focus of the project visits was the inclusion of the beneficiaries' perception through focus group discussions, individual interviews and visits to sample households to observe the implementation of activities. During a final two day workshop in Kampala for the staff of all projects, the consultants shared the evaluation results. Participants shared experiences with approaches and activities and best practice examples and started to work on recommendations and a future vision for the gender projects.
- A desk phase for the in-depth analysis of evaluation results and preparation of an evaluation report. The report consists of assessments of all five projects. In addition to this general conclusions and recommendations cutting across all projects have been included.
- A feedback and dissemination phase including a debriefing meeting at MISEREOR headquarters. The dissemination of the evaluation results will be carried out by MISEREOR as part of its evaluation follow-up.

The evaluation mission was carried out according to plan without any incidents. Even though the onset of the rainy season did occasionally hamper field visits, all activities planned were accomplished.

The evaluation was carried out by an external evaluation team consisting of two consultants. The team leader, Andrea Queiroz de Souza, has specialised in gender, rural development and food security issues and in evaluation methodology and has several years of evaluation experience for International Non-Governmental Organisations (INGOs) and for donor organisations such as the European Commission (EC). The Ugandan evaluator, Dr. Rose Azuba, holds a degree in evaluation management and works as a lecturer at Makerere University and as a consultant. Dr. Azuba mainly works in the evaluation of rural development / livestock and gender projects and programmes of INGOs and for multilateral organisations such as the United Nations Development Programme (UNDP) and the Food and Agriculture Organization of the United Nations (FAO).

#### **1.4 Evaluation methodology**

In order to focus the evaluation on the issues of special interest to MISEREOR and its partners, all relevant stakeholders agreed on a set of evaluation questions that provided the basis for reflection throughout the evaluation process. As five partners were part of the evaluation, it was of crucial importance to use the same guiding questions to ensure a certain comparability of findings, conclusions and recommendations. Evaluation questions were related to the Development Assistance Committee (DAC) criteria for evaluations (see TORs).

As the evaluation was to be learning oriented and the methodology applied was to be characterised by participation and process orientation, the project partners in Uganda were involved as much as possible into the evaluation process:

- Partners were involved in the design of the terms of reference for the evaluation, agreed to MISEREOR's choice of the evaluation team leader by assessing the

Curriculum Vitae (CV) of the proposed expert and proposed a qualified Ugandan evaluator

- A kick-off mail to all partners introduced the evaluation stating objectives, approach, etc. A half day to one day introductory kick-off workshop was conducted for the project staff in each of the evaluated projects, restating objectives, approaches, etc., discussing the details of the field visit and share the staff's view of the project
- Preliminary results were discussed with the project team and at times with some input from their superiors during a half day feedback workshop at the end of each field visit, based on 5-10 page summaries of preliminary findings and recommendations that were documented in minutes
- At a two day final workshop for all partners the evaluators shared the overall preliminary results and discussed findings with the participants. This provided a space for partners to develop their own recommendations and ideas on development perspectives for the gender portfolio.

The perception of the target groups was of prominent importance to the evaluation team that spent three of the five working days in each project with extensive visits to the villages. During these visits focus group discussions and individual interviews as well as some participatory ranking exercises explored target groups' opinions on project interventions and its impacts. As far as possible diversity of the target groups was taken into account and the perspectives of women and men, youth and elderly, couples and widows and single mothers were sought.

During the evaluation a triangulation of the following methods was applied:

#### *Reconstruction of cause and effect correlations*

The evaluation team utilised the available project documentation to reconstruct cause and effect correlations in order to get a deeper understanding of the underlying hypothesis on outcomes. The clarification of the objectives and strategies sharpened the focus on key questions and observations.

#### *Kick-off and feedback workshops (details see above)*

#### *Key informant interviews*

Key informant interviews were semi-structured. They were carried out with project beneficiaries (and sometimes their spouses), project staff, local authorities, government authorities, diocesan authorities and with gender activists at national level.

#### *Stakeholder focus groups*

The use of focus group discussions (FGDs) with beneficiary groups facilitated an in-depth exploration of range of issues with the beneficiaries. In most groups the evaluators applied participatory tools to rate and visualise participants' perceptions of the intervention.

In total 817 beneficiaries (640 women and 177 men) participated in FGDs. It was interesting to notice that the projects targeting gender issues (Mbarara, Kasese and Hoima) were able to mobilise more men for the meetings (between 20% and 34.5% male participants) compared to the projects targeting mainly women (Kotido and Kabale with 12% to 15% male participants).

As the evaluators split up to work with a higher number of villages, it was not possible to work with male or female FGDs only. Given the active participation of both sexes in the FGDs it seems that evaluation results did not suffer from working with mixed groups. For a number of questions the evaluation team sought to assess women's perception and men's perception separately.

### *Field visits and observations*

Visits to communities and selected households gave the evaluators first-hand impressions of ongoing operations and the sustained benefits of past operations. Apart from the FGDs and interviews, the team observed what the physical appearance of structures or the interactions between beneficiaries “say” about the quality of the projects.

For every project evaluated, the evaluators visited five to six intervention villages. As projects were being implemented in 15-35 villages, the sample size varied between 14% and 40% of the intervention villages. To choose which villages should be visited, the team chose a stratified sampling method where all villages were divided into groups which differed along selected characteristics, and a random sample was taken from each stratum. Criteria for selecting the communities were: strong, medium and poor groups in relation to achievement of results, distance from the project office to the villages (the team covered near and far away villages) and the length of the support period. In those projects where interventions had already been phased out, the evaluators visited these villages to assess the sustainability of project intervention. Where projects had villages that had been in the programme for long and others that had joined at a later stage, the evaluators visited older and newer groups with a stronger focus on the older groups, in order to assess impacts which could not yet have been achieved in the newer groups.

During the village visits a number of individual households were visited for observation and short individual interviews with beneficiaries. In total 122 households were visited, between 15 and 33 per project, on average 24 per project. The target of visiting 25-30 households (5 per village) was not achieved in Hoima (17 households) and in Kotido (15 households). This was either due to heavy rainfalls that impeded moving around on foot (in Hoima) or to villagers having other obligations, e.g. in one village food aid distribution took place during the visit of the evaluation team, in another village the government distributed mosquito nets. Households to be visited were chosen randomly among the participants of the FGDs. Where lists with high and low performers were available, some of the higher and lower performers were picked deliberately. With regards to the representativeness of findings, the evaluators present their findings in relation to the villages visited and derived some overall conclusions for each programme from these findings.

### *Analysis of project documentation*

The evaluation team continued to analyse available project documentation in the project offices (Participatory Learning and Action (PLA) results, Community Action Plans (CAPs), monitoring sheets, village files, reports and training materials) and in the villages (visitors' books, group documents).

A major limitation for the evaluation was the lack of baseline and monitoring data related to project objectives and results, as had been anticipated already in the inception phase. The evaluation team responded by relying more on qualitative information and by triangulating different complementary methods as much as possible. Still the achievement of outputs and objectives could not be fully assessed, because of the following reasons: 1) Most of the baseline data was not available. 2) Where available they were not processed into a baseline survey reflecting the information needs of the stated indicators. 3) A lack of monitoring data related to indicators. 4) The time available did not allow for quantitative assessments. Therefore assessment is mainly qualitative.

## **1.5 The evaluation context**

### **1.5.1 Gender equity in Uganda**

The status of women in Uganda is highlighted by the Gender-related Development Index (GDI) and the Gender Empowerment Measure (GEM) which are part of the UNDP Human Development Reports and assess inequalities between women and men with regards to life

expectancy, educational and income status and evaluate progress in advancing women's standing in political and economic forums. Uganda ranks 131 (out of 182 rated countries) in the GDI 2009 with major gender inequalities in adult literacy (65.5% female literates, 81.6% adult literates) and estimated yearly income (861 USD female income, 1,256 USD male income). Gross enrolment rates in education show progress towards a more balanced access to education (61.6% female enrolment, 62.9% male enrolment) and the GEM ranking of 49 (out of 109 rated countries) indicates a relatively strong participation of women in political forums (e.g. 31% of parliament seats are held by women).

The Millennium Development Goals Progress Report for Uganda (2007) gives an overview of progress on achieving greater gender equity. Even though enrolment rate disparities were reduced tremendously, there are social and cultural bias and considerations putting girls at a disadvantage. Poorer households in particular, often choose to send boys to school when money was not sufficient to cover school expenses for all children in the family. Domestic chores, early marriage and pregnancy further put girls at disadvantage with regards to access to education. The policy of affirmative action has created some space for enhanced political participation of women. The Local Council system provides for at least one third of the posts for women. At national level the fact that every district has a woman Member of Parliament elected ensures a minimum of 79 women members of parliament with additional women who can be voted in by competing with men during elections.

The National Gender Policy (NGP) aims to address gender issues as part and parcel of all structures, institutions, policies, programmes, procedures and practices of government and all its stakeholders. However, several constraints limit the implementation of the national policy such as technical constraints in the form of inadequate capacities and limited availability of simplified tools for mainstreaming, lack of ownership and the feeling that the responsibility to address gender concerns lies with the Ministry of Gender, Labour and Social Development, financial constraints resulting from the fact that gender equality budget allocations have been very low at all levels, socio-cultural constraints demonstrated by resistance towards gender equality among decision makers, planners and implementers at all levels and institutional constraints evidenced by the lack of an incentive system for implementing the NGP. Within the districts and sub-counties, community development officers are responsible for addressing gender issues through training, counselling and legal advice. A "community driven development programme" supporting income generating activities is particularly targeting women.

Uganda has a wide range of very active different women's civil society organisations. They are based mainly in the capital Kampala and are involved in lobby and advocacy work at national level. Most have few activities reaching to grassroots level, benefiting rural women. The evaluators did not detect any grassroots level initiatives developing into political movements at a higher level as is sometimes found in Latin America and Asia.

Despite some progress in recent years, women in Uganda continue to be disadvantaged in relation to men. Women activists in Kampala regard gender based violence, domestic violence, female genital mutilation in the east of the country, widow inheritance<sup>1</sup>, early marriages and land property issues as the main issues to be addressed with regards to gender equity.

Traditional practices and laws continue to be the norm in Ugandan society, especially in the rural areas, mostly to the disadvantage of women's rights. A major cause of female poverty is the lack of control over key resources, especially land. Women's rights to own land are

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<sup>1</sup> Widow inheritance is a type of marriage in which a widow marries or is obliged to marry a kinsman of her late husband, often her brother-in-law. It can have various functions, serving as a social protection for and control over the widow and her children.

denied even though they contribute 80% of the total labour for food crop production and 60% of labour in cash crop production.

Women's workload is much higher than men's as they spend 14.6 hours / day working, out of which 6 hours with productive activities and 8.6 hours with reproductive tasks. In comparison men only face a workload of 8.7 hours per day, out of which 7.3 hours with productive activities and 1.4 hours with reproductive activities.

"Many customary laws discriminate against women with regard to adoption, marriage, divorce, and inheritance. In most areas, women may not own or inherit property, nor retain custody of their children under local customary law. Divorce law sets stricter evidentiary standards for women to prove adultery. Polygyny is legal under both customary and Islamic law, and a wife has no legal status to prevent her husband from marrying another woman. Men also may "inherit" the widows of their deceased brothers. Women do most of the agricultural work but own only 7 per cent of the agricultural land. The marriage of young girls by parental arrangement is common, especially in rural areas." (AFROL Gender Profile Uganda)

Gender project proposals by MISEREOR partners point out that in rural areas women cannot own property, are mostly illiterate and their participation in public life is limited and controlled by male family members and that women continue to be severely disadvantaged in comparison to men.

Government programmes addressing gender agree in the main with partners' gender projects: sensitisation regarding rights, sanitation, kitchen-gardens and income generation. Approaches differ as the government structures are trying to benefit all areas with a minimum coverage while the partner's projects concentrate on smaller areas with more funds.

Within this context the promotion of gender equity is one of the areas of MISEREOR support to Ugandan partners.

### **1.5.2 Gender in the Catholic Church in Uganda**

The Roman Catholic Church in Uganda took a decision at the Bishops' Conference to establish a Catholic Women's Bureau in 1992 that was to represent the Catholic women in Uganda at international level and coordinate diocesan development efforts with regards to women. In the past the Bureau was mainly supported by MISEREOR, until MISEREOR withdrew its support from national level to concentrate support entirely at diocesan level. The Women's Bureau has only one member of staff and few funds available to fulfil its tasks. For example The executive secretary has no budget for visits to the dioceses, to monitor project implementation. Coordination is very limited and meetings at national level are rare. In October 2010 a workshop was held in Kampala to discuss the "Equal opportunity for all concept" that was developed by Caritas through an external consultant in 2009. This concept reflects the need to change the approach from a "Women in Development" approach to a broader approach addressing both sexes. There is scepticism in the Catholic Church of Uganda about using the gender terminology prevalent in development cooperation, as parts of the church hierarchy associate the term "gender" with homosexuality. Therefore it is not a current consideration to change the Women's Bureau into a Gender Desk at national level. In medium to long term an alternative might be to develop the Bureau into an "Equal opportunities for all" Desk. Apparently the Equal Opportunities Concept was developed without the participation of the Women's Bureau and the diocesan Women's and Gender Desks and had not been distributed to and discussed with the dioceses at the time of the evaluation even though developed in 2009. The Bureau is soon to launch a National Programme on Combating Domestic Violence.

While the Catholic Church in Uganda is convinced that women's livelihoods need to be improved and women have to enhance their decision making power and agrees to the concept of gender equity, it does not agree with all of the demands of women's civil society groups, as some are perceived as contradicting teachings of the church. For example in November 2009 the Ugandan Catholic Church condemned a new set of gender-related laws proposed by the Uganda Law Reform Commission as it regarded them as degrading the role of religion in marriage and encouraging divorce.

The Catholic Church in Uganda is composed of 4 ecclesiastical provinces and 15 suffragan dioceses. All of these structures have established women's desks within their Caritas / Social Services Departments that are supposed to support the improvement of women's livelihoods and enhance their decision making power through development programmes. As dioceses are quite independent from national level – which is hardly functional as a supervising entity - some dioceses maintain women's desk, while others have developed them into Gender and Development desks irrespective of the ongoing church debate on gender terminology.

At policy level the Caritas / Social Services Departments visited had all included gender as a mainstreaming issue into their strategic plans in order to ensure that all Caritas programmes and projects assess the implications for women and men in all areas and at all levels of intervention. However, there was little evidence that mainstreaming was seriously addressed throughout all programmes. The Gender and Development (GAD) and Women in Development (WID) Programmes usually function as separate projects without much integration into other projects and are hardly utilised as an asset to establish gender mainstreaming.

When discussing the importance of gender issues to the church, there was both supporting as well as detracting evidence with regards to that issue. Some stakeholders stressed that the fact that each diocese has a women or gender desk established and regards that desk as an indispensable and well established part of Caritas, this reflects the importance of gender to the church. The fact that the Bishops' Conference discusses "gender" and "equal opportunities for all" shows that they regard it as a priority issue. Furthermore some priests stressed that the message of families living and working together in harmony is also an important aspect in their pastoral teachings. Women's and Gender Desks are often perceived as particularly active and successful. On the other hand several Caritas staff mentioned that women's and gender desks are basically attractive, because they are well liked by donors and that it is hard to put gender issues forward and strengthen gender mainstreaming unless donors insist on it as a basic requirement for support. Gender issues seem to be well accepted as long as they are limited to specific projects and not seen to be interfering too much with the mainstream. Most non-gender projects seem to pay attention to gender issues only to a limited extent as an added-on activity.

### **1.5.3 MISEREOR gender strategy**

The MISEREOR Gender Framework Guidelines (2008) proposes gender mainstreaming<sup>2</sup> as a strategy for achieving more gender equality. This implies that all MISEREOR policies, programmes and projects should take into account their implications for women as well as for

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<sup>2</sup> "Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality". (United Nations Economic and Social Council ECOSOC, 1997)

men and aim at contributing to gender equality. MISEREOR regards the promotion of women as an important element of gender mainstreaming.

There are ongoing disputes in the international debate on gender about different strategies for the promotion of gender equality. Sometimes gender mainstreaming and the promotion of women are interpreted as being the same, sometimes gender mainstreaming is used for reducing the specific promotion of women, claiming that specific actions have become redundant with the introduction of mainstreaming. Others argue that on the basis of gender analysis, the promotion of women should be emphasised and that specific programmes regarding women continue to be important. At the same time critical questions are being asked about the nature of women promotion, as there is the danger that the promotion of women consolidates stereotype gender patterns instead of opening up new opportunities to women.

The official gender policy of the EU and the German Ministry for Economic Cooperation and Development (BMZ) is a double strategy: A combination of gender mainstreaming and targeted promotion of women. The continuation of specific promotion of women is regarded as essential in order to reduce tangible gender disadvantages and discrimination. Framework conditions need to be changed and women empowered, to be able to accomplish their rights (BMZ 2009).

MISEREOR gender framework guidelines are coherent with the official EU and BMZ strategy. For international partner cooperation, the framework guidelines recommend that:

- The gender perspective should be treated as a cross-cutting issue in international cooperation through mainstreaming
- Gender mainstreaming should not replace specific measures to promote women
- Specific programmes and projects targeting the reduction of gender disparities continue to be part of MISEREOR's portfolio
- The influence of church structures on gender mainstreaming in partner projects should be assessed
- Gender should be part of the partner dialogue
- Impacts and outcomes should be assessed in a gender sensitive / disaggregated manner

The MISEREOR Gender Framework Guidelines have been worked out by an internal gender working group, approved by the executive board and are binding with regards to internal organisational issues and developed into a Gender Action Plan<sup>3</sup>. The partner cooperation is not part of these binding regulations, which means that the gender framework guidelines provide recommendations for cooperation without becoming obligatory.

The cross-cutting evaluation focused on the five projects MISEREOR supports in Uganda under the heading "Gender Projects".

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<sup>3</sup> The guidelines specify for example that gender issues have to be looked at during all evaluation processes.

## 2 Evaluation of individual projects

### 2.1 Gender and Development Programme in the Diocese of Mbarara

#### 2.1.1 Brief project description

Project Title:	Gender and Development Programme in the Diocese of Mbarara
Project Number:	140-004-1034 (2008-2011) 140-004-1024 (2006-2007)
Project budget:	2008-2011: 126,000 € 2006-2007: 45,000 €
Number of beneficiaries:	450 households in 15 communities (approx. 3,150 women, men and children)
Project holder:	Caritas Mbarara

The Gender and Development Programme in the Diocese of Mbarara is a successor to the Women Promotion Programme (WPP) in the diocese that had been supported by MISEREOR since 1996. A one year transitional period in 2006-2007 provided the basis for a reorientation of the project away from the main focus on women only, towards a gender and development approach focusing more on gender relations and trying to involve both women and men in development efforts. During that one year period emphasis was on staff training and development and on organisational development and programme planning for the next project to prepare the project personnel for the new requirements. Hence the project objectives of the 2006-2007 programme were:

- To enhance institutional and organisational capacities of project staff
- Effective implementation of gender activities in twelve communities
- To develop the project for the next three-year phase

In 2008 a three-year project started with the goal of improving families' living conditions. The project is aiming at improving families' living conditions through the following project objectives:

- To raise health status (mainly through improved hygiene, sanitation and nutrition)
- To increase availability of household income (mainly through sale of agricultural produce and changes in men's expenditure patterns)
- To harmonise family relations (mainly through joint planning and implementation of development activities and sensitisation and reflection on gender issues)

#### 2.1.2 Relevance

##### 2.1.2.1 Needs and priorities of the target groups

Needs and priorities of the target groups are very well addressed. The strong project focus on agricultural production, in particular on bananas, which serve as a staple food as well as a cash crop, corresponded well to the priority target groups give to food security in a situation of generally declining soil fertility and yields and increasing land fragmentation. Even though target groups would probably not readily identify gender relations as a priority during assessments, conscientisation and changes occurring during the course of project implementation have led to the prevailing perception that the improvement of family relations is of high priority if families want to develop.

As beneficiaries had a chance to set the agenda and define their own development priorities during PLA exercises and the elaboration of their own CAPs, their needs and priorities had already been included in project preparation and planning.

#### 2.1.2.2 Relevance to the objectives of the partner organisation

At policy level Caritas Mbarara has included gender as a mainstreaming issue into its strategic plan. This is to ensure that all Caritas programmes and projects assess the implications for women and men in all areas and at all levels of intervention. Although the diocesan partner confirms the importance of gender issues within the Caritas policy and structure and appreciates the role of the GAD programme, the observation that gender issues are not yet mainstreamed in the Caritas project planning and implementation implies that it may in reality not be highly ranked in the partner's development priorities.

Within the Caritas structure GAD is a separate project and the support it renders to other projects is incidental and focused on gender training rather than holistically integrated into the other projects. GAD has no mandate for supporting gender mainstreaming in other projects. The adherence to a Women in Development (WID) rather than a GAD desk does not fully recognise the need to move from a rather limited women in development to a broader GAD approach.

#### 2.1.2.3 Relevance to MISEREOR gender support strategy

In Mbarara the project implementers measure the success of the project first and foremost based on the extent to which improved gender relations are achieved and how they influence the other development objectives like health and income. This implies that the project should be looked at as a specific project targeting the reduction of gender disparities. The MISEREOR gender support strategy identifies this project type as part of MISEREOR's cooperation portfolio.

From the evaluation team's point of view the project is a rural development project that has mainstreamed the gender perspective in all areas, at all levels and throughout all stages of intervention with the ultimate goal of achieving gender equity. It is therefore relevant to the MISEREOR gender support strategy in terms of a successful gender mainstreaming example.

### **2.1.3 Effectiveness**

#### 2.1.3.1 Project preparation

The fact that the current project had a one year predecessor phase for its transition from a WID to a GAD approach clearly contributed to effective project preparation. That year was utilised for training staff in participatory approaches for working with communities and for team building, the fine-tuning of policies and operational guidelines, stakeholder analysis, needs assessments, etc. As a result a sound approach, sound strategies and a well-trained and motivated team were already in place when the current project started. PLAs were used to identify the priorities of the target groups and as a tool for motivating people to take action for change.

#### 2.1.3.2 Project planning and intervention logic

The three parishes for project implementation were identified by Caritas as these had not benefited from the leadership projects for women implemented under the earlier WPPs. The twelve and later on fifteen communities (in total) were selected through local government structures that identified the neediest communities who were not benefiting from other interventions. Beneficiaries were identified following pre-defined selection criteria<sup>4</sup> to ensure a certain homogeneity of groups. PLA exercises at parish level served for the identification of needs and solutions as a basis for project planning.

Target groups are fully involved at all stages of the project cycle. At group level PLA assessments were carried out to ensure that priorities of beneficiaries were taken into

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<sup>4</sup> See Operations Guidelines 2008: Peasant farmers (men and women) who solely depend on land and family labour, are in the active age bracket of 18-55, are residents of the identified community and own an average land acreage of 5 acres and less.

account and ranked. Based on this assessment groups developed CAPs that serve as a basis for cooperation. Groups carry out intra-group monitoring and participate in self-evaluation exercises.

The intervention logic, reflected in the logical framework, does not consider improved food security as a project objective, whereas in the implementation. Improving food security was underscored as a core objective towards the stated goal. As a result a key aspect of the intervention that has a considerable impact on living conditions lacks visibility in the planning documents. Overall there are too many results and indicators in the logframe. The high number of indicators and the related data collection activities make monitoring and evaluation unrealistic and uneconomical. Some indicators lack quality as they are, for example, not sufficiently specific to project activities<sup>5</sup> or hardly measurable<sup>6</sup>. All indicators would require baseline data. Even though the project carried out household analysis interviews in sample households this data has not been processed into a baseline survey and is consequently not used for Planning, Monitoring and Evaluation (PME). The household analysis design was not well adapted to the information requirements of the logframe, hence much of the information needed to assess indicators is missing, while a lot of data of limited usefulness has been collected.

#### 2.1.3.3 Achievement of project objectives

The development goal is formulated rather vaguely with “living conditions improved” in terms of family relations, health and income availability. The project objectives’ indicators specify targets further, but as little baseline data is available on the initial situation, it is impossible to assess the degree of achievement of project objectives.

However, beneficiaries unanimously confirm project achievements in relation to all project objectives (for details see 2.1.5 outcomes and impacts).

#### 2.1.3.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the project. The PLA approach of jointly assessing and sensitising and then training, implementation and follow-up contributed to the achievement of results. The group work approach of jointly implementing project innovations in members’ households was effective and helped to overcome the traditional division of labour as women and men participated in implementation. The division of the big group into smaller operational groups was effective and efficient. The strong emphasis on self-organisation, leadership and group dynamics consolidated group work. Groups show an exceptionally strong ownership of activities and processes.

Most of the activities are implemented according to the work plan and it is to be expected that all activities planned will be carried out until the end of the project. Implementation is carried out professionally, generally on time and without major problems. Project outputs fully meet technical quality standards and contribute significantly to the achievement of results. Technical innovations offered are relevant, adequate and up to date<sup>7</sup>. Staff try wherever possible to pre-test and adapt innovations before introducing them to the target groups<sup>8</sup>.

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<sup>5</sup> E.g. “65% of the households reduce preventive disease by 80%” depends on many external factors over and beyond project activities, for example on the government mosquito net distribution programmes so that attribution to project intervention is difficult.

<sup>6</sup> E.g. “80% stop sexual abuse” would require information on the prevalence of sexual abuse before and after project implementation.

<sup>7</sup> E.g. the Rocket Lorena Stoves (energy saving stoves) are promoted by the Ugandan Ministry of Energy in cooperation with the German Technical Cooperation (GTZ) “Energy advisory project” and are regarded as the most appropriate stove type for Uganda.

<sup>8</sup> E.g. staff attended three different trainings on the construction of energy saving stoves, constructed them first in their own houses and modified and adapted the models to local conditions.

As a result adoption rates of innovations are very high. Target groups construct sanitation facilities and energy saving stoves and use them. None of the participating households had an energy saving stove before the programme started. During the evaluation exercise almost 90% of the group members confirmed having constructed and used energy saving stoves. This information was confirmed during several household visits.

## **2.1.4 Efficiency**

### **2.1.4.1 Coverage**

The number of households participating in the project is about 450. The total number of households in Mbarara district is estimated at 51,500, showing that only a small percentage of the total population (< 1%) can be targeted by project interventions. As villages were rather small, a relatively high percentage of all village households were part of the groups<sup>9</sup>, showing a high coverage from within the villages.

Project implementers are under permanent pressure from the church hierarchy to cover as many parishes as possible and to help more people. For the approach applied (conscientisation, training and follow-up through working directly with the groups) the number of villages, groups and beneficiaries is well planned and cannot be extended with the existing resources without compromising on intervention quality.

### **2.1.4.2 Resources**

The project resources are in general adequate in relation to the activities planned for the current project. Staff are technically competent, well trained in participatory community work approaches and highly motivated. Every staff member has her/his own communities to take care of, which allows for confidence building and bonding. The gender balance of the team (two female and one male staff) is favourable for working with women and men and addressing some issues in entirely female or entirely male groups. Human resources are tight with regards to project coordination and PME, logistical support is adequate.

### **2.1.4.3 PME Systems**

Overall the PME system of the project is very well established. The project has a clear and well laid out intervention strategy, a realistic plan and good documentation. Strong points of the project Monitoring and Evaluation (M&E) are the internal group performance assessments, implementation “competitions” with groups assessing each other’s implementation coverage and quality, short self-assessments of implementation carried out by staff and a participatory mid-term evaluation including representatives of the target groups. It is evident that the project staff regularly reflect on problems and successes and strive to have the maximum impact possible. However, monitoring and reporting of results was not well aligned to the project’s logical framework. Therefore important information needed to answer the achievement of results and objectives is not available.

### **2.1.4.4 Cooperation / Coordination**

Coordination with government structures in terms of choice of villages, keeping the government informed of project activities, etc. is good and hence duplication of efforts could be avoided. The project staff actively seek for best practice examples through exposure visits and trainings.

## **2.1.5 Outcomes and Impacts**

### **2.1.5.1 Gender relations**

This objective was ranked as the highest in achievement by all groups, who believed it influenced the achievements of all the other objectives. Improvements of gender relations

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<sup>9</sup> E.g. in the case of Akatooma 30 out of 50 village households (60%) and in the case of Rwera 30 out of 40 village households (80%) were part of the groups.

were highly appreciated and rated as the most important impact of project intervention.<sup>10</sup> Husbands and wives increasingly working together, men helping women and sharing domestic chores, reduced domestic violence and increased appreciation of the partner were some of the highlights. During household visits and discussions the evaluation team observed a number of positive behaviour changes related to gender relations.

#### 2.1.5.2 Health

It was not possible to measure health directly, but the perception of the beneficiaries were that incidences of diseases like malaria<sup>11</sup> and diarrhoea decreased and expenditures on health reduced as a result of improved sanitation and nutrition. Health was furthermore linked to better nutrition in terms of quantity, quality and a more balanced diet. Improved health was also linked to objective number three concerning improved family relations in collectively addressing sanitation and cleanliness within the homes. All homes attested to have improved hygiene which was confirmed by direct observation by the evaluation team in the homesteads visited.

#### 2.1.5.3 Income

Increased income was mainly linked to increased food production for domestic consumption and excess for sale. All beneficiaries confirmed an increase of food production within their families. In some groups there were indications of actual increase of cash availability over the various seasons. Implementation focused on food production for consumption as a first priority and progressed to production for commercial purposes at a later stage of implementation. The increase in food production reduced expenditures on food, thus increasing the available cash within the households. Some beneficiaries associated increased availability of cash to reduced expenditures on health. Quick appraisals in two groups showed an increase of seasonal income (a period of three to four months) by 20,000-50,000 US\$ (6 € to 15 €) in 50-60% of the households and more than 50,000 US\$ (15 €) in 10-15% of the households. In ranking exercises the increase of income was not ranked as high as compared to other objectives. As the project is just starting to focus on cash crops such as pineapples and passion fruits and to supply group members with credits for agricultural investments, the full potential of increasing incomes has not yet unfolded.

#### 2.1.5.4 Unintended impacts

As unintended (negative) impacts most groups visited observed jealousy by non-members with regards to project benefits resulting in theft of crops. Groups reacted by tighter control of the fields and by calling on the local authorities, but also by trying to share benefits by inviting people to join the group and by passing on their knowledge and skills to non-group members. Another unintended (positive) impact was that the development state beneficiaries achieved qualifies them for other support programmes, currently as individuals<sup>12</sup>, but potentially also as a group.

Widows seemed to benefit mainly from the joint group work that allowed them to implement innovations they would not have had the labour force for implementation had they been on their own. Relatively well-off households seem to benefit by developing opportunities for additional income and by having access to innovations and technical knowledge to diversify their agricultural production.

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<sup>10</sup> During a short ranking exercise in four of the five visited intervention villages 104 (82%) out of 127 beneficiaries rated the improvement of gender relations as the most important impact of project intervention. 95% of women thought it to be the most important change, but even men ranked it first with 64% of their votes.

<sup>11</sup> Reduction of malaria incidents surely has to be attributed to a higher degree to the government's mosquito net distribution programme. However, the project did also influence this activity by sensitising people for the importance of utilising the nets. Experiences in other countries have shown that owning a net, especially a freely distributed one, does not necessarily mean it is being utilised.

<sup>12</sup> Several beneficiaries attested to have benefited from support from the Uganda National Agricultural Advisory Services (NAADS) as they were able to prove their eligibility to that programme because of advancements related to the GAD project.

### **2.1.6 Sustainability**

As groups are from the very beginning encouraged and trained to plan, implement and monitor, they gradually learn how to function independently from outside support and have the potential to continue on their own after project phase-out. Attitudinal changes could be observed; instead of presenting wish lists to the implementing agency, beneficiaries increasingly rely on their own abilities and resources. Group sustainability is embedded in institutional structures established, e.g. smaller operational units and group by-laws. Savings and loan schemes have the potential to further encourage groups to continue as a group to sustain the benefits related to savings and loans. Encouraging the registration of groups as CBOs enhances chances that groups can be linked to other support programmes.

The environmental sustainability can be regarded as high as the project focuses on preservation and enhancement of soil fertility (mulching, manure, water harvesting techniques) and on energy saving stoves and the planting of firewood trees to reduce depletion of trees.

The implementing partners are planning for three year interventions in the communities with whom they are working. During that period they try to strengthen self-help initiatives to a degree that groups can continue on their own. While the staff have a clear vision of phasing out, the written phasing-out strategy does not clearly outline the project withdrawal and the consolidation and handing over of interventions. It is not clear how the project intends to phase out its credit component. Staff and beneficiaries perceive the need for a follow-up phase to be included in the next project.

### **2.1.7 Main project specific recommendations**

- MISEREOR should consider increasing its support to Mbarara GAD in the next project in order to allow for one more member of field staff, thus giving the coordinator more time for PME activities and eventually for the support of gender mainstreaming in the other Caritas projects
- Consolidation of WID desk into a GAD desk which would include aligning mandates and structures to the Caritas gender policy
- Extend the mandate of the GAD project to support the mainstreaming of gender in the other Caritas projects of the diocese
- Given the importance of food security for achieving the development goal, food security should in a future project be considered among the project objectives in the logical framework to increase its visibility in project design
- Future design should focus on a few specific measurable indicators which are also monitorable. Household surveys should be designed corresponding to the information needs of the indicators and have to be processed into a baseline survey summarising key data. These data need to be followed-up during monitoring
- Still in the current project some useful data should be extracted out of the baseline household analysis (e.g. prevalence of diseases, monthly income, number of vegetables and fruits cultivated) and followed up at the end of the project in a simple impact survey
- The current phase out strategy needs to be redesigned to reflect the step by step phase out of activities in the last six months of implementation, including a rapid assessment in all groups on the gaps they still need to close by the end of the project and the elaboration of CAPs to be implemented by the groups after project phase out
- The project should develop a strategy on how to include the “old” groups into a new project through regular follow-up visits, e.g. on a quarterly basis
- The evaluators encourage the project to proceed with its approach, invest some more time into project coordination and maintain its intense field presence

## 2.2 Women Promotion Programme in the Diocese of Kabale

### 2.2.1 Brief project description

Project Title:	Women Promotion Programme in the Diocese of Kabale
Project Number:	140-011-1015 (2008-2011) 140-011-1010 (2007-2008)
Project budget:	2008-2011: 123,000 € 2006-2007: 46,000 €
Number of beneficiaries:	1,050 women (and men) group members and their families (approximately 7,350 women, men and children)
Project holder:	Caritas Kabale

The Women Promotion Programme in the Diocese of Kabale has been supported by MISEREOR since 1997. Because of the high staff turnover in the project, MISEREOR financed a one year transitional period in 2007-2008 in order to review the continuation of support based on the results of the transition period. In 2008 a new three year project was agreed on with the development goal of improving living standards at household and community levels. The project is aiming at improving living standards through the following project objectives:

- To increase household income (mainly through selling vegetables and livestock and savings and credit activities)
- To improve health status (mainly through improved hygiene, sanitation and nutrition and access to safe water)
- For women to participate more meaningfully and benefit from development activities (mainly through joint planning and implementation of development activities and adult literacy classes)

### 2.2.2 Relevance

#### 2.2.2.1 Needs and priorities of the target groups

Needs and priorities of the target groups are addressed. Focus group discussions with beneficiaries confirmed the high priority target groups give to drinking water access, vegetable production for improving nutrition and animal husbandry for income generation. However, issues such as food security (staple foods), declining land fertility and soil erosion might have been on the agenda if target groups were more strongly involved in project preparation.

#### 2.2.2.2 Relevance to the objectives of the partner organisation

At policy level Caritas Kabale has included gender as a mainstreaming issue into its strategic plan. This is to ensure that all Caritas programmes assess the implications for women and men in all areas and at all levels of intervention. Although the diocesan partner confirms the importance of gender issues within the Caritas policy and structure and appreciates the role of the WPP programme, the observation that gender issues are not yet mainstreamed in the Caritas programme planning and implementation implies that it may in reality not be highly ranked in the partner's development priorities.

Within the Caritas structure WPP is a separate project and the support it renders to other projects is incidental rather than holistically integrated into the other projects. Support includes the sensitisation of groups on gender issues and technical training on energy saving stoves (ESS). WPP does not support projects to mainstream gender issues in their PME.

### 2.2.2.3 Relevance to MISEREOR gender support strategy

The MISEREOR gender support strategy identifies specific projects targeting the reduction of gender disparities through the empowerment of women as part of MISEREOR's cooperation portfolio. In this context the project is relevant to MISEREOR's objectives.

## **2.2.3 Effectiveness**

### 2.2.3.1 Project preparation

In comparison to Mbarara GAD programme (see 2.1) the design of the one year transitional phase was different for WPP Kabale. While GAD Mbarara was able to use that year for reorientation and thorough planning, the design of the WPP Kabale transitional year focused entirely on implementation of activities ("business as usual") without including institutional and organisational capacity development and project preparation of the next project as project objectives. While GAD Mbarara benefited from extensive staff trainings and the services of an AGEH consultant for strategic planning and evaluation, this external support was not rendered to WPP Kabale even though it had been mentioned as "required" in both MISEREOR grant approval documents<sup>13</sup>. As a result the project continues with the same strategies applied in former projects. The strategic recommendations from a local external evaluation carried out in 2008 that could have improved the design of the next project were not considered either by WPP, or by Caritas or MISEREOR.

### 2.2.3.2 Project planning and intervention logic

The identification of target villages was carried out in collaboration with the key stakeholders (government administrative structures, beneficiaries' representatives and project staff) to ensure the inclusion of the villages most in need of support. At community level the identification of target groups did not follow any clearly defined criteria and apparently depended on the mobilisation capacity of the leader. The entry point was mainly literacy and therefore response was more on the expectations with reference to adult literacy. The selection of beneficiaries within the groups was equally unsystematic. Focus group discussions revealed that in some groups the leadership made the decision basing on active participation, while in others it was about realistic equitable distribution or the most urgent needs. The new groups seemed to have addressed equitable distribution which apparently was not as visible in the older groups.

Even though the logical framework already addresses households and not women as target groups, the fact that the project comes to the village as a WPP and that the entry point is literacy attracts women rather than men to join the groups.

The project design did not apparently plan for inclusion of beneficiaries into the project PME.

The project design was too ambitious in terms of the number of intervention villages with regard to the limited resources (human, financial and logistic) available. This has consequent limitations to effective participatory processes and implementation.

Overall the indicators were well formulated stating the quantity, the quality and the time and target. However, they should have been accompanied by a robust data collection strategy. In some cases the indicators were unrealistic and did not reflect the available budget<sup>14</sup>, in other cases indicators were not specific to project activities<sup>15</sup>.

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<sup>13</sup> Bewilligungsvorlagen Projekt 140-011-1015 and Projekt 140-011-1010 (MISEREOR grant approval documents, in German)

<sup>14</sup> E.g. the indicator on rain water harvesting jars: "All the participating households have rain water harvesting jars". It was clear from the design stage that the available budget would not allow for the construction of 1,050 water jars.

<sup>15</sup> E.g. the indicator on health: "There is at least a 20% decline in the household expenditure on healthcare services". Attribution to project activities would be more feasible for more specific indicators like the incidence of water borne diseases, e.g. incidence of diarrhoea especially in children.

### 2.2.3.3 Achievement of project objectives

The development goal is formulated rather vaguely with “To Improve living standards” in terms of affordability of basic health and food. The project objectives’ indicators specify targets further, but as no baseline data is available on the initial situation, it is impossible to assess the degree of achievement of project objectives. Overall it seems that project objectives were too ambitious to be completely achieved. However, target groups confirmed positive developments for each of the three objectives (for details see 2.2.5 outcomes and impacts).

### 2.2.3.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the project. WPP is based on the leadership approach. Local leaders are identified and trained and act, for a small remuneration<sup>16</sup>, as Functional Adult Literacy (FAL) class trainers and as group leaders responsible for organising and monitoring implementation of project activities. They are supported by the groups’ elected leadership (chairlady / chairman, secretary, treasurer, etc.). Groups have different approaches of working together. While some groups work together in a big group, other groups divide into smaller operational groups.

The focus on women as the main target groups has clear limitations. While women benefit from development activities, they are at the same time further burdened by the additional labour required for implementation as men do not participate. Also addressing women does not encourage men to reflect on and change their behaviour, so gender roles can hardly be tackled.

Overall the lack of participation of target groups in PME and the predominantly “top-down approach” in setting of the agenda not by the target groups is a threat to sustainability. The majority of groups visited showed little ownership of interventions. Group strengthening and capacity of groups to implement and continue working on their own has not been given adequate attention. The number of intervention groups handled was high in comparison to the available staff, logistics and geographical dispersion. As FAL trainers received little training, follow-up of their performance was weak and staff visit frequency was low, consequently overall project performance is rather poor. As a result adoption rates are below targets for many interventions. An exception is the use of energy saving stoves; 85% of the group members met confirmed to have functional ESS in their kitchens. Rainwater harvesting jars are well liked, but their adoption depends on the availability of project funds to supply members with the respective structure.

However, most of the activities are implemented according to the work plan and it is to be expected that all activities planned will be carried out until the end of the project.

## **2.2.4 Efficiency**

### 2.2.4.1 Coverage

The number of households participating in the project is about 1,074 according to the latest figures. The total number of households in Kabale district is estimated at 85,300, showing that only a small percentage of the total population (1.25 %) can be targeted by project interventions.

Project implementers are under permanent pressure from the church hierarchy to cover as many parishes as possible and benefit more people. WPP Kabale apparently already is a thinly spread project and covers more villages than advisable with the available resources thus compromising implementation quality.

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<sup>16</sup> In comparison to the Kotido FAL animators (70,000 – 100,000 US\$ / 22 – 32 € per month) the WPP leaders receive only 20,000 US\$ / 6,40 € for their efforts.

#### 2.2.4.2 Resources

The project resources are inadequate in relation to the activities planned for the current project. There is a mismatch between the available budget and some of the planned interventions. Staff have little technical expertise in agricultural issues, are not well trained in participatory community work approaches, do not spend sufficient time in the field and are overburdened by the number of intervention villages. As division of labour among staff does not allocate clear tasks and responsibilities, efficiency is further reduced. Two out of three implementing staff are new in their positions or in the project and are still in their orientation period. Efficiency and effectiveness of project implementation has been severely hampered by frequent staff turnover. As the knowledge management (documentation) of the project is poor this has also affected institutional memory negatively. With regards to logistics the project car is very old and increasingly has technical problems and would not support another project.

#### 2.2.4.3 PME Systems

Overall the PME system of the project shows considerable weaknesses. While the logframe logic is consistent and planning of activities realistic, objectives themselves are too ambitious. Monitoring of project interventions is routinely carried out through visits (indicated by field monitoring sheets) and annual M&E forms filled in by the group instructors. While this exercise appears useful it is actually shallow and inadequate. It neither systematically reflects the design of the project nor the progress or intended impact. Indicators are not taken up and used for PME except at output level. Additionally no baseline data is available and therefore it is not possible to follow-up the impact of interventions. There was no mid-term self-evaluation or other exercises like short-self assessments undertaken during the course of implementation; a follow-up of the recommendations of the 2008 evaluation was not evident.

#### 2.2.4.4 Cooperation / Coordination

Coordination with government structures in terms of choice of villages, keeping government informed of project activities, etc. is good hence duplication of efforts could be largely avoided.

The project is benefiting from technical skills of the other Caritas projects. This is an asset, but can also be a limiting factor in planning, implementation and follow-up considering the workload of the other projects.

### **2.2.5 Outcomes and Impacts**

#### 2.2.5.1 Income

Increase of income was targeted at income from the sale of pigs, vegetables and from saving and credits. By the time of this evaluation pigs had been supplied two to three months ago and were given as piglets to a few households. So the activity cannot be linked to an increase of income yet. Measurable impact on income will probably be visible after the end of the project. There is evidence that some beneficiaries have increased their income from sale of excess vegetables since the project began. In three randomly selected groups a short estimate of incomes through vegetable production was carried out. One third of the 71 households growing vegetables attested to selling the excess. Seasonal incomes ranging from 15,000 to 60,000 US\$ (4.8 € to 20 €) were achieved by households with excess for sale. Even though the amount of income is still small, there is a potential for further maximization. From the six groups visited by the evaluation team only three groups (50%) had established functional savings systems (only the new groups). Only two out of the three groups visited engaged in savings, have started to lend the money to individual members. In some groups profit was used to improve standards of living by purchasing household items like blankets and cups for the members. Nevertheless this activity has a potential for increasing income on long term basis as evidenced by one group which has collectively invested the money in cereal business as an income generating group activity.

#### 2.2.5.2 Health

In this project improved health was to be measured basing on nutrition, i.e. households regularly eating vegetables and properly using and maintaining essential sanitary facilities (e.g. latrines, drying racks, bath shelters) and households having access to clean water for domestic use. It was not possible to measure health directly and only in very few cases did the beneficiaries link the activities to improved health. Overall implementation of sanitation and hygiene was poor and during the focus group discussions, achievements on this activity were always ranked lowest. Other than sale of vegetables bringing money, 100% of beneficiaries confirmed cultivating and consuming vegetables on a regular basis compared to the planned 90%. The fact that beneficiaries continued to buy seeds even after the project had stopped supplying them with seeds, is an indication of the nutritional value attached to vegetable consumption.

Some of the essential sanitary facilities like latrines and bath shelters existed even before the intervention while others like drying racks came up as a result of the project. However, the improvement of sanitary facilities was not evident during household visits. Only occasionally beneficiaries had taken up some of the recommendations regarding sanitation and hygiene such as covering the latrine pits, having and using water points near the latrines and cleaning and washing hands after use and using ashes to sanitise the pits.

#### 2.2.5.3 Women's participation

In the design women's participation and benefits from household and community activities were seemingly considered the most important judging by the number of results and activities that were stated under it. The main results were that 1) time and energy spent by women on domestic work is reduced, 2) gender and other cross cutting issues mainstreamed in household and community development agenda.

The reduction of women's domestic workload arising from the water jars and ESS is one of the most impressive outcomes of project intervention. Women used to spend several hours per day fetching water and firewood. The rain water harvesting jars relieved women and children from fetching water during the rainy season. Among the two new groups visited which have got water jars, 53% of the group members benefited from water jars and more than 90% of those jars are still functional. Out of the three old groups visited, 65% of the members were supplied with water jars. Overall the significance of this intervention is highly rated, especially considering the geographical terrain of this region where people live up and water is down in the valleys. The durability of the water jars is a serious issue still to be addressed. The ESS as an intervention to reduce women's workload as well as reducing firewood consumption (environmental degradation) has also been rated high in this project. It was attested that the stoves use 60-80% less firewood than the traditional stoves. The beneficiaries of the project believed that this was one of the interventions that non group members would have wished to have had. Both water jars and ESS were key activities that effectively contributed to reduction of women's workloads.

Experience shows that strong relations between men and women are a prerequisite for achieving most of the other objectives. Men and women planning and working together will increase income and available funds for the family and reduce women's workload by sharing chores traditionally attributed to women. In this project, the result of gender mainstreaming required more attention than was given. This is reflected in the fact that there are mixed responses tilted more to the lower achievement compared to what had been planned at output and outcome levels. Part of this is measured by the number of men in the groups which was found low at an average of 18%. In some groups there was no evidence of improved relations and not even evidence that the groups were sensitised with regards to these issues. It was difficult to align specific benefits to this objective.

All members are participating in FAL classes in order to improve their literacy skills. As not all groups have taken exams yet, it cannot be stated at this moment how far group members

have advanced in this activity. All groups confirmed that the literacy skills acquired are useful in a practical sense as well as for women's self-esteem.

### **2.2.6 Sustainability**

The strength of the group and self-initiative are key aspects of sustainability. The evidence shows some groups to be strongly associated with self-initiative and good leadership. In such groups it appeared clear that they are working towards sustainable development and are likely to continue after the end of project, while in others this initiative was totally lacking and the groups seemed to depend on inputs from the project's side. There is a potential for financial sustainability basing on savings and loan schemes and ability of members to diversify and undertake smaller businesses. However, this is yet to be fully developed. Environmental sustainability is based on ESS, manure and compost.

### **2.2.7 Main project specific recommendations**

- The project should consider a change of approach from WPP to GAD (gender as a key foundation for all interventions, stronger inclusion of men, consider entry points others than FAL according to women's and men's priorities)
- Strengthen community mobilisation and sensitisation for beneficiaries to fully understand project objectives, project interventions and operational modalities. Project staff should take the lead in introducing the project to new communities instead of channelling the entry through other structures. The project might consider a change from the leadership approach to more direct work with the communities even though this will severely reduce the number of villages that can be covered
- Staff should also have technical training regarding the various project components
- Monitoring has to be reviewed and restructured with consideration for the framework and design of the project and should reflect the objectives and be seen as a tool to guide implementation, giving quality feedback on whether the project is on track and whether the desired impact will be achieved.
- In the future the selection process of beneficiaries within the groups must observe clear and transparent guidelines reflecting equitable distribution and "the most needy" which will be agreed on in consultation with the beneficiaries themselves
- The project has got to strengthen the groups' knowledge and capacities to understand basic savings and loan procedures and their capacity to manage their small loans with the focus on income generation. The activity is one of the strong sustainability pillars for the groups; therefore it should be operationalized in all groups.
- The increasing number of water jars which become dysfunctional over time is a serious concern associated either with construction, maintenance or use. The project needs to investigate and address this problem if the sustainability of benefits is to be maintained. It should also consider to put more emphasis on training beneficiaries to construct and maintain their own jars in order to enhance sustainability and create income generating opportunities for male and female craftspeople.

## 2.3 Gender and Development Programme in the Diocese of Kasese

### 2.3.1 Brief project description

Project Title:	Gender and Development Programme in the Diocese of Kasese
Project Number:	140-015-1023 (2009-2012) 140-015-1016 (2006-2009)
Project budget:	2009-2012: 173,000 € 2006-2009: 170,000 €
Number of beneficiaries:	780 households (approximately 5,460 women, men and children)
Project holder:	Caritas Kasese

The Gender and Development Programme in the Diocese of Kasese has been supported by MISEREOR since 2001. While project focus in the initial support projects was on the promotion of women in development (Women Initiative Support Programme – WISP), the project gradually refocused on gender and development. A one year transition phase for reorientation preceded the two projects included in this evaluation. Even though the 2006-2009 project still focused more on women in project title two of the three objectives, gender was already being addressed during implementation as the focus on women had proved to be too narrow. The current GAD project has a clear focus on gender in title, objectives and implementation.

The development goal of the current project is to raise rural households' socio-economic status. The project is aimed at raising the households' socio-economic status through the following project objectives:

- To Improve gender relationship at family and community level (mainly through sensitisation on gender issues, leadership trainings for women and facilitation of conflict resolution)
- To raise households' income availability (mainly through selling vegetables and livestock, savings and credit activities and family budgeting including changes in men's spending patterns)
- To improve household members' health status (mainly through improved hygiene, sanitation and nutrition and access to safe water)

### 2.3.2 Relevance

#### 2.3.2.1 Needs and priorities of the target groups

Needs and priorities of the target groups are well addressed. Focus group discussions with beneficiaries confirmed the high priority target groups give to drinking water access, vegetable production for improving nutrition and loan schemes for income generation. Livestock was also prioritised as high, but is not included among the activities to be implemented in the new project. Beneficiaries had the chance to set the agenda and define their own priorities during the PLA exercise.

#### 2.3.2.2 Relevance to the objectives of the partner organisation

At policy level Caritas Kasese has included gender as a mainstreaming issue into its new strategic plan. However, there are no indications of how gender will be addressed and mainstreamed. Through the GAD project Caritas successfully changed its approach from WID to GAD. Within the Caritas structure GAD is a separate project with a certain level of integration with some of the other projects like SILC, DIME and PROMIC which are formally attached to the Gender Desk.

### 2.3.2.3 Relevance to MISEREOR gender support strategy

The MISEREOR gender support strategy identifies specific projects that target the reduction of gender disparities through specific projects as part of MISEREOR's cooperation portfolio. In this context the project is relevant to MISEREOR's objectives.

## 2.3.3 Effectiveness

### 2.3.3.1 Project preparation

The fact that the project had a one year predecessor phase for transition clearly contributed to effective project preparation. The change in design to focus on gender has been effective. PLAs were used to identify the priorities of the target groups and as a tool for motivating groups to take action for change.

### 2.3.3.2 Project planning and intervention logic

The project continues to work in the same sub-counties as in the previous project, but (mostly) in new villages in order to achieve a minimum coverage within the sub-counties. The identification of target villages was carried out in collaboration with the key stakeholders (government administrative structures, beneficiaries' representatives and project staff) to ensure the inclusion of those villages most in need of support. At community level, identification of target groups was participatory and clear selection criteria were followed<sup>17</sup> to ensure a certain homogeneity of groups<sup>18</sup>.

Target groups are fully involved at all stages of the project cycle. At group level PLA assessments were carried out to ensure that beneficiaries' priorities were taken into account and ranked. However, the PLA results have not been systematically documented.

While discussions reflected that food security was a priority issue, it was not considered a primary project objective at the design stage, even though some activities like giving support to banana cultivation did address food security issues. Improving access to water should have been one of the results given the importance it is given by the beneficiaries. Overall there are too many results and indicators in the logical framework to allow effective implementation. Indicators for the gender objective at results level majorly reflect outputs<sup>19</sup> and hardly any outcomes. Some indicators are vague, unspecific and hardly measurable as criteria are unclear<sup>20</sup>, others may be unrealistic for the duration of the project<sup>21</sup>. The high number of indicators and the need for related data collection activities make monitoring and evaluation unrealistic and uneconomical. All indicators would require baseline data. Even though the project carried out household analysis interviews in sample households and was the only project that processed the data into a baseline survey, the quality of the baseline survey is not satisfying so that results are hardly useful for PME and for the assessment of impact.

### 2.3.3.3 Achievement of project objectives

The development goal is formulated rather vaguely as "rural households' socio-economic status is raised" in terms of gender relationships, health and income availability. The project objectives' indicators specify targets further, but as little baseline data is available on the initial situation, it is impossible to assess the degree of achievement of project objectives.

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<sup>17</sup> Illiterate or semi-illiterate rural peasant farmer households, land plot size between ½ and 3 acres, age limit between 18-55 (productive age group), couples unless widowed or single mothers, peasant farming as main occupation, permanent member of selected village

<sup>18</sup> Although the identification of target groups had clearly defined criteria, selection became difficult and led in some cases to a rather heterogeneous group structure privileging some members better than others.

<sup>19</sup> E.g. "90% of couples know at least 10 gender and biological characteristics" and "90% of couples can at least name 10 negative impacts of gender imbalance".

<sup>20</sup> E.g. "... households raise their socio-economic status in terms of gender relationship, income and health by at least 50% from July 2009 to June 2012." It is not comprehensible how a 50% increase of socio-economic status could be defined and measured.

<sup>21</sup> E.g. "80% do voluntary HIV testing" and "90% of households practise family budgeting".

However, beneficiaries unanimously confirm project achievements in relation to all project objectives (for details see 2.3.5 outcomes and impacts).

#### 2.3.3.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the project. The PLA approach of jointly assessing and sensitising and then training, implementation and follow-up contributed to the achievement of results. However, the utilisation of these tools does not yet realise the full potential of the approach and can still be further strengthened both in terms of utilising the PLA as a needs assessment and as a tool for motivating groups for action. Overall the inclusion of beneficiaries in planning, implementation, monitoring and evaluation was satisfactory.

Even in the previous WISP project gender issues were addressed, even though not as explicitly as in the following GAD project. The stronger emphasis of including more men in the groups has resulted in an increase of male members by 10%<sup>22</sup>. This shows that it is possible to attract more men to the groups by concerted effort, but that it remains a challenge to further increase the number of men in the groups.

Exchange visits at an early stage of project implementation were a strong motivating factor for the groups. However, the high motivation sometimes resulted in immediate adoption and implementation of innovations by the beneficiaries even before proper trainings. This in most cases resulted into poor quality implementation, especially with regard to the construction of energy saving stoves. The project could either have revised the training schedule to provide immediate training to capture cost-effective implementation held discussions with groups to postpone implementation until after training.

Some technical innovations raise doubts about effectiveness and efficiency. For example the Lorena stoves are not recommended by the Ministry of Energy which has been promoting Rocket Lorena stoves for several years. These stoves show a higher energy efficiency in comparison to the Lorena stoves. Another example is the water tanks. Only a few group members can be supplied with tanks, while the problem persists for others. Although the choice of beneficiaries was rather transparent, the criteria used apparently seem to have favoured the better-off, the criteria of need was less apparent<sup>23</sup>. Some technical details might have needed more attention, e.g. the use of two gutters to harvest water from both roof sides as the bigger 8,000 l tanks of the current project hardly fill up.

The group work approach of jointly implementing project innovations in members' households was effective and helped to overcome the traditional division of labour. The division of the big group into smaller operational groups was effective and efficient. However, extra efforts to help widows and single mothers to also implement the innovations seemed to be lacking.

Most of the activities are implemented according to the work plan and it is to be expected that all activities planned will be carried out until the end of the project. Implementation is carried out professionally, generally on time and without major problems. Project outputs contribute significantly to the achievement of the results.

### **2.3.4 Efficiency**

#### 2.3.4.1 Coverage

The number of households participating in the project is about 780. The total number of households in Kasese district is estimated at 134,000, showing that only a small percentage

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<sup>22</sup> The three new groups visited by the evaluation team have 70% female and 30% male members whereas the three old groups visited have 80% female and 20% male members.

<sup>23</sup> The project points out that it requires relatively big houses to trap enough water to fill the water tanks.

of the total population (< 1%) can be targeted by project interventions. GAD Kasese already covers more villages than advisable with the available resources, making it a very hard task to maintain implementation quality. Frequency of staff visits to the groups is very high at once a week. For staff this means that they have to cover two to three villages in a day which does not allow sufficient time for training and household visits.

#### 2.3.4.2 Resources

The project resources are in general adequate in relation to the activities planned for the current project except there are insufficient staff. Although the well-motivated team has been able to cover all targeted communities, it is evident that human resources are tight compared to the number of villages targeted. Logistical support is adequate. Every staff member has their own communities to take care of which allows for confidence building and bonding and can be considered as effective and efficient. Nevertheless there is still the need for harmonised knowledge dissemination. Staff are qualified in social development work and have received short term training in various aspects of agriculture. The technical agricultural component is partly supported by the Sustainable Agriculture Programme (SAP) with limitations to proper follow-up.

#### 2.3.4.3 PME Systems

Overall the PME system of the project is well established. The project has a clear and well laid out intervention strategy, and a realistic plan even though some indicators seem overly ambitious. Strong points of the project M&E are the regular field presence, the follow-up of activities and the mid-term self-evaluation including beneficiary representatives. However, no systematic monitoring system has been established and monitoring outputs are not well related to the outcomes. It is therefore almost impossible to measure the impact of interventions. In addition baseline survey data quality is low and not well related to indicators. Therefore some important information to answer the achievement of results and objectives is not available. As result of documentation and analysis being relatively poor, it has been difficult for the project to negotiate its priorities with the donor.

#### 2.3.4.4 Cooperation / Coordination

Coordination with government structures in terms of choice of villages, keeping government informed of project activities, etc. is good. A closer cooperation with the Caritas SAP could not be realised as the donor supporting SAP did not agree on two projects working with the same groups. For this reason cooperation with SAP is limited to sporadic technical support at implementation level. The GAD project is coordinating its activities with the Caritas SILC programme in so far that the SILC project follows GAD and continues working with the savings and loans groups after GAD project phase out.

### **2.3.5 Outcomes and Impacts**

#### 2.3.5.1 Health

In the current project, improved health was to be measured based on improvements in homestead conditions i, use and maintenance of essential sanitary facilities (e.g. latrines, drying racks, bath shelters), having adequate hygiene level, including use of boiled water for consumption, and personal hygiene, households regularly eating vegetables from well-maintained kitchen gardens, and others like reducing frequent child bearing and awareness of HIV/AIDS and sexually transmitted diseases (STDs) as well as reducing women's workloads.

All homes attested to have improved hygiene and nutrition through frequent vegetable consumption, which was confirmed by direct observation by the evaluation team.

It is likely that all except two of the health related results will be achieved during the project implementation period as clear outputs and in some cases outcomes are already evident after only nine months of project implementation.

Some evidence examples were visible during home visits: Sanitary facilities have been built and especially bath-shelters are permanent and only need improving the appearance by daubing, which will also increase durability. Some older groups' members have shelters which are still strong after three years of use. Personal hygiene and sanitation is evident in homes and with group members. reduction of workload will be achieved as women have implemented kitchen stoves on their own after exposure visits even before training and water is available to a number of households (HH).

“To reduce frequent childbearing” will most probably not be achieved, even after knowledge of family planning had been imparted. Giving 200 water tanks as a contribution to reducing women's workload will be achieved as an output. However, it is not an effective contribution to the result (see effectiveness).

#### 2.3.5.2 Income

Increased income was mainly linked to increased food production for domestic consumption and excess for sale, an increase of spending with regards to family development (instead for personal expenditures) and couples saving and developing alternative income generating activities together.

A quick assessment in three of the villages visited by the evaluation team revealed that the seasonal income through vegetable sales was rather low, with incomes ranging between 2,200 and 20,000 US\$ (0.7 € - 6.2 €). Furthermore only 30 out of the 77 responding vegetable growers (39%) sold any vegetables at all. The very well maintained and big kitchen gardens observed during home visits indicate that the potential of vegetables for income generation is still in the process of being developed and can still be maximised. Increased income through livestock (improved male goats for breeding) for two out of three of the visited groups in the old project had a good effect on income generation<sup>24</sup>. In the third group the impact was not clearly visible as the male goat had been sold and replaced with a female, so that the original breeding activity had come to a halt. The new project does not include any livestock activities as MISEREOR cut down on that budget line and the project failed to renegotiate its priorities. Savings and loan schemes allowing for investments in crop production as well as in livestock significantly contributed to income generation. Almost all beneficiaries in the old groups visited were already able to borrow and invest. Two of the three new groups visited had already saved several million US\$ (300 € - 900 €) which is quite impressive for a savings period of nine months. The three key results for income generation are most likely to be achieved by the end of the project if continued guidance is given especially on how to manage the savings

#### 2.3.5.3 Gender relationship

This objective was related to the recognition of women as equal partners by men, the sharing of the reproductive workload, women's leadership skills and a reduction of family conflicts.

Indication mainly of increased joint planning and budgeting, including supporting women in savings was positive. Some reflection on men's and women's roles resulting in men taking over some typically women's tasks in case their wives were not around or busy with other tasks was also mentioned as marked improvement. Furthermore improvement in gender

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<sup>24</sup> In the two groups all farmers with female goats (a total of 33 farmers) had already used the male boar for impregnation and attested a total of 49 offspring. Cross-breed offspring achieve higher prices in comparison to local breeds as they are much bigger with more meat. While a full-grown local goat can fetch between 50,000 and 60,000 US\$ (15 € - 18 €) a full grown cross-breed will fetch at least 100,000 US\$ (31 €). Two male improved goats have therefore already rendered an added value of 1,960,000 US\$ (more than 600 €) to the two villages' goat breeding activities. It can be assumed that the real added value is much higher as all villagers have access to the breeding services and many more offsprings than the ones mentioned by the present group members have already been produced. Another advantage of the activity is that all goat owners have access and nobody has to wait long periods for offsprings to be passed on as is the case in animal rotation funds. On the other hand only people who already have goats can benefit.

relations in terms of increasing respect was attested to as well as the observation that groups planning and working together makes people reflect on the gender division of labour.

Obviously there are visible positive changes in gender relations, but they still appear limited and superficial.

### **2.3.6 Sustainability**

Sustainability is high given the fact that of 30 groups supported in the last project, 28 continue to function. A key aspect for sustainability is the savings and loan scheme motivating members to continue with the group. Both new and old groups visited have evidence of financial sustainability basing on savings and loan schemes. The processes are clear, transparent and quite well documented. Group sustainability is also embedded in institutional structures which were established, e.g. the small operational working groups and group by-laws. The old groups have continued to function independently of outside support, so benefits are likely to be sustained, even though aspects apart from the savings schemes seem to be less developed. Sustainability is enhanced by linking groups to the SILC project as part of the phase-out strategy. The improved development level of beneficiaries qualifies them eventually for other support programmes, e.g. NAADS interventions.

The environmental sustainability can be regarded as high as the project focuses on preservation and enhancement of soil fertility (mulching, manure, water harvesting techniques) and on energy saving stoves and the planting of firewood trees to reduce depletion of trees.

### **2.3.7 Main project specific recommendations**

#### **Current project**

- Review the current logframe, maintaining objectives and results, but simplifying indicators. Give specific attention to gender related outcome indicators. Review the baseline survey and the household assessments to come up with necessary baseline information for the indicators (prevalence of hygiene and water related diseases e.g. leaving out malaria with view to the government mosquito net programmes, available household assets, number of crops / vegetables grown)
- The project may have to review and renegotiate with donors the implementation priorities. For Example the evaluation team believes that livestock is still an important aspect of this project and priority of beneficiaries which should be maintained.
- Ensure continued guidance especially in savings and loan schemes and fund management at group level
- Improve project documentation (group files with all necessary information including field visit reports, training reports, etc.)
- A monitoring system taking into account monitoring indicators will require a robust data collection system. Define how to include beneficiaries into the implementation of the M&E
- Review the energy saving technologies and assess whether there is necessity to change to a more appropriate model before training group members
- Increase efficiency of water access and consider more effective alternative options.
- Assist groups to develop improved selection criteria for equitable distribution e.g. water for the most needy
- Develop training more systematically, improve documentation of training with objectives, make plans for training and work out appropriate training material

#### **Next project:**

- Given the importance of food security for achieving the development goal, food security should be considered in a future project among the project objectives
- Focus the future design on a few specific measurable indicators which are also monitorable. Simplify indicators and/or use proxy-indicators like “increase in weekly

saving amounts”, “increase of key household items in members’ households” as a more feasible option for monitoring

- Consider strategies on how to design an effective exit strategy which maintains limited and increasingly reduced activities with the old groups into new projects, prepare with them a plan for the period after project phase out (exit strategy) to be followed up regularly (e.g. quarterly follow-up visits to discuss results achieved)
- Process the household surveys into a baseline report that corresponds to the indicators
- Negotiate interventions with donors based on a thorough, evidence-based assessment of results from the previous project

## 2.4 Gender and Women Development Programme in the Diocese of Hoima

### 2.4.1 Brief project description

Project Title:	Gender and Women Development Programme in the Diocese of Hoima
Project Number:	140-010-1027 (2009-2012) 140-010-1011 (2006-2009)
Project budget:	2009-2012: 84,000 € 2006-2009: 93,000 €
Number of beneficiaries:	280 households (approximately 1,560 women, men and children)
Project holder:	HOCADEO (Hoima Caritas Development Organisation)

The Gender and Women Development Programme (GAWD) in the Diocese of Hoima has been supported by MISEREOR since 1999. While project focus in the first support projects was on the promotion of women in development, the project gradually refocused on gender and development.

The development goal of the current project is the improvement of social justice and the quality of life of women, men and children. The project is aiming at improving social justice and the quality of life through the following project objectives:

- To Improve gender relations at family and community level (mainly through sensitisation on human rights and on sharing reproductive work, leadership trainings for women)
- To raise families’ income availability (mainly through savings and credit activities in groups and by project and support of income generating activities (IGAs))
- To improve families’ health status (mainly through improved hygiene and sanitation, improved nutrition through kitchen gardens and access to safe water)

### 2.4.2 Relevance

#### 2.4.2.1 Needs and priorities of the target groups

Needs and priorities of the target groups have been fairly well addressed in the project as beneficiaries had the chance to be represented at the two PLA exercises carried out at parish level in the current project<sup>25</sup>. Focus group discussions with beneficiaries confirmed the high priority target groups give to drinking water access (in the new sub-county of Buseruka),

<sup>25</sup> In the previous project (2006-2009) the project had carried out PLAs with the groups in all villages. This practice was not continued in the current project, according to the implementers because of time constraints. While the information needs with regards to beneficiaries’ priorities might be sufficiently assessed by the PLAs at the higher level an opportunity for mobilisation and motivation of target groups is missed out if PLAs are not carried out at group level.

vegetable production for improving nutrition and loan schemes for income generation. Although needs assessments show the high priority beneficiaries give to food security and agricultural production as their main sources of income, the project design did not include these intervention aspects<sup>26</sup>. This has contributed to some groups questioning the relevance of the benefits of the GAWD project. As a response GAWD has linked its interventions to the MISEREOR supported SAP to ensure that agricultural issues are addressed as well at a later stage (for details see 2.4.4.4 cooperation / coordination). The need for relatively high loans for income generating activities is more for already relatively well established businessmen and women and less for the larger group of beneficiaries, who depend mainly on agricultural activities. There were mixed reactions in the focus groups about the issues being addressed. It was not always clear whether the PLA exercise effectively translated the identified needs into the action needs that were addressed in the project as the beneficiaries often referred to the intervention as what “Caritas had for us”.

#### 2.4.2.2 Relevance to the objectives of the partner organisation

At policy level HOCADEO has included gender as a mainstreaming issue into its strategic plan. This is to ensure that all HOCADEO projects assess the implications for women and men in all areas and at all levels of intervention. Within the Caritas structure GAWD is a separate project like all the others (e.g. SAP, PROMIC, advocacy). Each project has its own gender component integrated into the respective project. GAD staff only occasionally render support to the other projects and that support is not necessarily on gender issues, but also on group dynamics training and other issues. The interlinking of GAWD and SAP is a first step to incorporating gender more strongly into other projects.

#### 2.4.2.3 Relevance to MISEREOR gender support strategy

The MISEREOR gender support strategy identifies specific projects targeting the reduction of gender disparities through specific projects as part of MISEREOR’s cooperation portfolio. In this context the project is relevant to MISEREOR’s objectives.

### **2.4.3 Effectiveness**

#### 2.4.3.1 Project preparation

The change in design to focus on gender has been effective. PLAs were used to identify the priorities of the target groups and as a tool for motivating groups to take action for change in the previous phase 2006-2009. In the current phase there was less emphasis on PLAs as tools for motivation and the project carried out only two PLAs at parish level.

#### 2.4.3.2 Project planning and intervention logic

There were a number of changes at the design stage in the previous project. The project was redesigned after the acceptance of the funding proposal, when a consultant came in to work with the project. These changes seem to have compromised ownership by the implementers and in addition led to loss of effective implementation time. The project proposal design of the new project does not seem to have been given enough time, as it was carried out during the transition from one project to the other. This might explain why risks were apparently not sufficiently assessed when taking the decision to move to the new sub-county Buseruka.

The identification of target villages was carried out in collaboration with the key stakeholders (government administrative structures, beneficiaries’ representatives and project staff) to ensure the inclusion of the villages most in need of support.

Target groups are partly involved in PME. At parish level PLA assessments were carried out to ensure that beneficiaries’ priorities were taken into account and ranked. However, the PLA exercises in the current phase were not carried out at group level and it was not evident that groups developed community action plans.

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<sup>26</sup> However, at indicator level it is expected that “at least 60% of the beneficiaries double their food crop production” and “75% of the households eat three meals a day”, presumably through vegetable production.

Most of the indicators were quantitative and therefore required a robust data base, and yet no baseline survey was conducted in the previous project to reflect the situation at the beginning of the project clearly. In the current project, good quality household analyses were carried out that will form a robust data base against which to measure progress. Overall the high number of indicators and the related data collection activities make monitoring and evaluation unrealistic and uneconomical. Some of the indicators lack clarity, are not specific to project activities and results, are overly ambitious regarding the time frame of the project, are based on wrong assumptions or are mismatched in relation to the result to which they are attached<sup>27</sup>.

#### 2.4.3.3 Achievement of project objectives

The development goal is formulated rather vaguely as “socio-economic status raised” in terms of gender relationships, health and income availability. The project objectives’ indicators specify targets further, but as no baseline data is available on the initial situation for the previous phase it is impossible to assess the degree of achievement of project objectives. For the current phase the baseline data has been collected and is being processed. Implementation time for the current phase is still too short (9 months) to measure impact.

#### 2.4.3.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the project. Having introduced SAP to come in after GAWD was a good strategy to cater for the relatively little tangible benefits which make it difficult to motivate people to participate (“too much talking and training”). Having missed out on the PLAs in the new phase for all groups was a missed strategic opportunity to motivate the beneficiaries to embark on change. As a result the impression is of limited participation and a predominantly “top-down approach” setting of the agenda, limiting beneficiaries’ ownership. Group strengthening and capacity of groups to implement and continue on their own was not given adequate attention. Project effectiveness is sometimes hampered when beneficiaries see few tangible outcomes after a period as long as nine months into implementation that has only yielded assessments and trainings in group dynamics which beneficiaries do not consider as quick impact results. Also the chance to utilise exposure visits for motivating beneficiaries was not systematically taken up. Another missed opportunity was the implementation some group members started on their own initiative after self-organised exposure visits. The project lacked flexibility in taking up that interest and train accordingly. The training schedules of three consecutive days do not seem well adapted to the daily routine of the beneficiaries.

The parallel structure of having group savings and loan activities and to have separately and centrally HOCADEO managed savings and loan systems did apparently weaken the group savings schemes as beneficiaries gave priority to the HOCADEO savings. Groups did not develop their own savings activities to a satisfying degree. There is no clear exit strategy how to gradually hand over responsibilities to the groups in order to replace the HOCADEO loan scheme. The existing loan scheme approach is more of a micro-credit activity which is in some areas also offered by micro-finance institutions even though their conditions may be less favourable. This approach has created some doubts on its sustainability and in some

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<sup>27</sup> Examples: “Family hygiene is improved by 70%” is an unclear indicator as long as the scale to measure it is not clarified. “Reduction of preventive diseases” depends on many other external factors and is difficult to be attributed entirely to project interventions. “80% of the couples take an equal share in productive and reproductive work” seems overly ambitious. “80% of the men stop physically, verbally and sexually abusing their wives and children” seems to be based on the assumption that all men do abuse their wives and children. The result “Micro finance services are available and more friendly to the community” and the indicator “No. of micro finance institutions operating in the area” do not match in relation to project intervention. The fact that the project itself is offering micro credit services compromises the good intentions of the result, as this activity will instead reduce the number of micro finance institutions in the area as GAWD is taking on a similar role and at the same time offering better conditions.

cases on the target group eligibility. As loans are given mainly to persons already in business, there is a tendency to exclude the most needy.

The new project took on a new sub-county, Buseruka. Conditions there are quite different regarding climatic conditions (semi-arid) and ethnic population (different ethnic groups not always prepared to work together). The project is considering a withdrawal from the region after the implementation of the already promised community water tanks, due to a lack of commitment from the already diminishing small group sizes in relation to targeted numbers and generally low attendance rates. There is a concern that impact will be too low compared to targets and therefore interventions might not have the desired impact. On the other hand it is apparent that the living conditions in Buseruka are more difficult than in the other sub-counties and the population more needy.

Technical innovations offered, at times, raise some doubts regarding effectiveness and efficiency. An example are the ESS that are not the type recommended by the ministry which for several years has been promoting Rocket Lorena stoves, which show a higher energy efficiency in comparison to other stove types. Although a number of stoves were functional, the quality of the majority of stoves constructed was poor, questioning the training and follow-up strategies. Similarly the majority of kitchen gardens visited were also rather poor and not well attended to. Overall the adoption rate of interventions was mixed. While some groups showed high adoption rates, others did not implement many of the innovations promoted by the project.

The community water tanks (to be constructed in the current phase) will probably not be sufficient to cover the needs of the people to a satisfying degree, as the whole community has been targeted to benefit from these few tanks (number of users) and yet the water availability is limited to only four months of rainfall. It seems also questionable if the size of the water catchments area for rainwater harvesting is sufficient to fill 50,000 litre tanks (as experiences in Kasese show that 8,000 litre tanks can hardly fill relying on one roof). It is also unclear which project objectives can be achieved by introducing only the water tanks, without continuing to work with the communities.

Most of the activities are implemented according to the work plan and it is to be expected that all activities planned will be carried out until the end of the project.

## **2.4.4 Efficiency**

### **2.4.4.1 Coverage**

The number of households participating in the project is about 280. The total number of households in Hoima district is estimated at 64,000, showing that only a small percentage of the total population (< 1%) can be targeted by project interventions.

### **2.4.4.2 Resources**

The project resources are for the most part, adequate in relation to the activities planned for the current phase. Every staff member has her/his own communities to take care of which allows for confidence building and bonding and can be considered as effective and efficient. Staff are qualified in social development work and savings and credit. Technical cooperation with SAP is closing a gap in staff qualification. There is a good gender balance within the team.

### **2.4.4.3 PME Systems**

Overall the PME system of the project is well established with clear plans and structures. The M&E system is being developed and can be expected to render good quality data for the current phase. The household analysis carried out at the beginning of the new phase is of very high quality and clearly focused on the data needs in relation to the logframe indicators. If processed and followed-up properly they form an excellent basis for monitoring and evaluating project progress even at objective and result level.

#### 2.4.4.4 Cooperation / Coordination

Coordination with government structures in terms of choice of villages and exchange of information regarding the project is good. Of particular interest is the cooperation with the MISEREOR supported SAP. After GAWD has phased out, SAP will be introduced to continue to work with the same groups. This strong linkage was developed out of the analysis that tangible benefits deriving from GAWD were too few and that agriculture is a highly rated priority which could not be tackled sufficiently within the GAWD project.

### **2.4.5 Outcomes and Impacts**

#### 2.4.5.1 Health

Health was to be measured basing on housing conditions, families practicing sanitation and hygiene (e.g. latrines, drying racks, bath shelters), improvements to nutritional level, awareness of the dangers of frequent child bearing and communities being aware of HIV/AIDS and STDs.

There were mixed results regarding health. While hygiene practices and facilities had clearly improved in two groups (out of four old groups) with an adoption rate of 100%, the other two old groups had implemented few of the innovations promoted and therefore the impact on health was not visible. The high adopters group attested a reduction in diarrhoea and other diseases resulting in decreased health expenditures. Sanitation and hygiene and related facilities were among the most highly ranked benefits for most groups. This was further evidenced by a visit to one of the new groups, where hygiene innovations are yet to be implemented. The observation gave a clear indication of the grave situation of sanitation before intervention.

As vegetable gardens were not well developed at the time of the evaluation, a significant impact of improved nutrition could not be observed. However, some beneficiaries stated to have improved their vegetable production and increased their vegetable intake considerably.

#### 2.4.5.2 Income

Discussions with the sampled groups showed that IGAs were mainly engaged in by the communities and individuals who had a commercial background and / or were located near small commercial communities. It did not seem to apply very well to the communities that were dependent on farming, which were numerous as well. Income increase was evident for the communities engaged in business activities, but not for the sizable number that depended on agriculture.

It is therefore after the end of the GAWD and the activities that followed under SAP that are likely to increase income from crop and livestock farming for the majority of people (banana suckers, pigs and goats). While it was also attested that some little incomes were gained from sale of excess vegetables, in most of the homes of the beneficiaries in the old groups, most vegetable gardens are non-existent or were left unattended to. The members fronted the poor climate as the reason, although in a new group visited of the same parish, the group members have planted and have flourishing vegetable gardens with crops under the same climate and above all in gardens that have not yet been manured. From one of the old groups visited an increase in income through savings and credit activities was clearly visible and attributed to the GAWD credits which allowed the businessmen and women to upgrade their already existing businesses with impressively increased profits ranging from 100% to 350%. However, this impact was limited to already relatively well established businessmen and women with already strong savings capacities of their own. It is therefore questionable if this is the appropriate target group. In another group there was evidence that beneficiaries had increased income, however, there was reluctance to elaborate evaluative evidence on this issue.

#### 2.4.5.3 Gender relationship

In the design improved gender relations lead to a reduction in family conflicts and a decrease in domestic violence and alcohol abuse. This and the resulting improved relationship between men and women would then translate into considerate recognition of women as equal partners by men therefore leading to a reduced workload due to changes in the gender division of labour and labour saving devices (e.g. ESS).

Group members appreciated the cooperation between men and women and the harmony and peace it creates in the homes. Some of them attested to be practising what they had learned, including division of domestic chores, planning and budgeting together and changes of attitudes towards traditionally constructed social behaviour. As a result women have become more self-confident and express themselves in public. These statements only held true for those that had their spouses in the groups, whose spouses were mainly not polygamous and those that were not widowed. Challenges of gender relations were and are however still prevailing, especially in groups where the number of men were still very few. Obviously some positive changes in gender relations have occurred which is a good starting point, but changes still appear superficial and anecdotal.

#### 2.4.6 **Sustainability**

There is potential for financial sustainability based on savings and loan schemes and ability of members to diversify and undertake smaller businesses. However, this is yet to be fully developed. The strength of the group and self-initiative are key aspects of sustainability. The project approach does not sufficiently take into account empowering groups to plan and work on their own. Ownership seems to be rather low in some groups. In the majority of groups visited, the mentality of the beneficiaries was more of “implement what the project brings” with minimal self-innovation to develop own activities. The sequencing of SAP interventions following the GAWD project with follow-ups foreseen for the GAWD contents and results will render support to the same groups and communities for a period of nine years in total. This should be sufficient time to increase the sustainability of results. Environmental sustainability is based on ESS and compost pits.

#### 2.4.7 **Main project specific recommendations**

##### **Current project**

- To strengthen community mobilisation and sensitisation for beneficiaries. PLAs are an important motivating exercise if carried out properly. Groups should be strengthened to develop their own community action plans to improve ownership of interventions
- Participation of the target groups in project PME needs to be strengthened through joint planning exercises and prioritising and including groups in monitoring exercises and problem solving
- Exposure visits should be carried out during the first stage of intervention in order to motivate target groups. However, it may be necessary to respond in a flexible manner when interest is shown by offering training related to changes that have been seen. It is best avoided for beneficiaries to start implementing these innovations observed in other villages, without having had the adequate training
- The project should show a greater flexibility in re-scheduling its activities in alignment with target groups' needs and priorities. Some quick impact activities should be implemented at the start of an intervention to keep beneficiaries interested in the project and to avoid almost nine months being spent mainly on mobilisation and theoretical training
- Data processing in M&E needs to be speeded up in order to render information useful for project steering. There is a constant need to review and align indicators to the results from monitoring
- The Buseruka problem needs to be reviewed with the aim of finding lasting solutions, rather than withdrawing after a few months of intervention, which will leave people

disillusioned and believing that this is another project that has failed to deliver its promises

- Design new strategies to strengthen group loan schemes or otherwise start phasing out the HOCADEO loan scheme

## 2.5 Functional Adult Literacy and Income Generating Activities for Rural Women (FALIGA) in the Diocese of Kotido

### 2.5.1 Brief project description

Project Title:	Functional Adult Literacy and Income Generating Activities for Rural Women (FALIGA) in the Diocese of Kotido
Project Number:	140-016-1007 (2009-2012) 140-016-1004 (2006-2009)
Project budget:	2009-2012: 138,000 € 2006-2009: 122,000 €
Number of beneficiaries:	2,364 women and men
Project holder:	Social Services Department Diocese of Kotido

The Functional Adult Literacy and Income Generating Activities for Rural Women Project in the Diocese of Kotido has been supported by MISEREOR since 2003. The project started as an initiative of an AGEH volunteer in one parish and was later extended to work from diocesan level. It was handed over to local staff in 2005 and has extended its activities ever since, maintaining its approach based on the Paulo Freirian approach to adult literacy education using the psychosocial method<sup>28</sup>. The project operates in the Karamajong region in north-western Uganda, target groups are agro-pastoral herders that have been involved in various conflicts centered on the practice of cattle raids. The Ugandan government is trying to disarm the Karamajong. Due to recurrent droughts for the last three years, emergency interventions prevailed and almost the entire population depended on food aid. Thus the context in which the project is operating is very different from the context of the other MISEREOR supported projects operating in less conflictual settings targeting agriculturalist communities in the southern and western parts of Uganda.

The development goal of the current project is to reduce the illiteracy and poverty level of rural women. The project is aiming at reducing the illiteracy and poverty level through the following project objectives:

- Provision of knowledge and skills to enable target groups to identify their problems thus improving their socioeconomic conditions (mainly through topics and approach of FAL classes and implementation of CAPs)
- Illiterate adult women are taught reading and writing (through FAL classes)
- Households' nutrition status is improved (through sensitisation on nutrition and vegetable production activities)
- Households' income availability is raised (mainly through vegetable production, IGAs and savings and credit activities)

### 2.5.2 Relevance

#### 2.5.2.1 Needs and priorities of the target groups

<sup>28</sup> From the training manual: "The aim of this method of adult teaching is to help adult learners examine their lifestyles and transform where necessary."

Needs and priorities of the target groups are well addressed as community based animators carried out a three months “listening survey” in 2004, identifying community issues and priorities. The area had a very unique situation that was prevailing with extremely high illiteracy levels compared to other parts of Uganda. It was therefore pertinent that the project used FAL as the entry point and addressed FAL as its first priority. Given the unique situation of the region it was important that key issues were addressed at a pace that would first capture beneficiaries’ confidence. The project furthermore addressed income generation, as poverty is a key issue and FAL alone would not have translated into the much needed changes. Support of ongoing agricultural activities (e.g. support for staple foods grown in the region) could also have been a priority issue for target groups. The project responded flexibly to some emerging issues, such as tuberculosis, by adding them as new topics to the FAL curriculum.

After seven years of implementation in a changing environment, needs and priorities of the target groups might have changed and continue changing. Additional issues deriving from the government’s disarmament programme might be of relevance for future projects, e.g. the need to include youth and men more strongly as these cannot depend so much on herding anymore.

#### 2.5.2.2 Relevance to the objectives of the partner organisation

Caritas Kotido is currently in the process of being re-structured and objectives with regards to gender and gender issues are not yet clearly outlined. Caritas functions as a department of its own, while FALIGA, youth, health and education are separate desks under the social services department. Caritas has its own gender desk, but there has been no staff at that desk for the last three years. During that period FALIGA was supposed to take care of gender issues, but in fact there have been very few activities in relation to gender. FALIGA is more of a WID than a gender project. Caritas management confirmed the importance the department attaches to gender, but points out that the church hierarchy does not share this view entirely. It seems to be mainly because of donor’s pressure to address gender, that gender issues are taken up.

#### 2.5.2.3 Relevance to MISEREOR gender support strategy

The MISEREOR gender support strategy identifies specific projects targeting the reduction of gender disparities through the empowerment of women as part of MISEREOR’s cooperation portfolio. In this context the project is relevant to MISEREOR’s objectives.

### **2.5.3 Effectiveness**

#### 2.5.3.1 Project preparation

Project preparation was based mainly on previous past small-scale “trial and error” interventions, until people involved discovered the FAL approach as a promising approach that is well adapted to the local context. Experiences with a small number of FAL classes were reflected and utilised for extending the activity, while in parallel demand for this intervention increased within the communities. A “listening survey” carried out in 2004 was a useful tool to identify the target groups’ needs and priorities. However, it may be outdated to a certain extent due to the changes that occurred in the region over the past years.

#### 2.5.3.2 Project planning and intervention logic

The identification of target villages was carried out in collaboration with the parish priests and other church leaders. Government was deliberately not involved in the selection process, as target groups’ do not have trust in government structures, while the established churches are perceived as trustworthy and reliable with their long standing support of the Karamajong people.

The process of identification of the direct beneficiaries was on a voluntary basis. When the communities were informed of the development intervention, many people joined with the

expectation of receiving hand-outs. With time and the realisation of the nature of the project only those continued who perceived the focus on FAL as matching to their needs.

At class level the learners discuss issues related to the FAL topics which have been derived from the topics coming up during the “listening surveys”. As learners develop, implement and monitor their own CAPs, their participation in the PME is quite strong. Learner’s representatives were involved in the “appreciative enquiry” that served to evaluate the previous phase in 2009.

Improvement of staple food production might have been an issue to be included in the project design as low yields did come up as an important topic during the “listening survey”. In view of the difficult working context in Kotido region the majority of objectives and indicators seem too ambitious to be achieved<sup>29</sup>, a large obstacle being the time frame within which the project is designed and equally the main constraint of literacy. Project objectives 1 (provision of knowledge and skills to identify problems) and 2 (women taught reading and writing) are formulated as outputs. They should be more related to impacts in which FAL learners are able to identify and solve their problems and have a basic knowledge of reading, writing and numeracy.

Most of the indicators were quantitative and therefore require a robust data base, and yet no baseline survey was undertaken to clearly reflect the situation at the beginning of the project. Overall the high number of indicators and the related data collection activities makes monitoring and evaluation unrealistic and uneconomical. Some of the indicators lack clarity, are too ambitious or are not specific to project activities and results<sup>30</sup>.

#### 2.5.3.3 Achievement of project objectives

The development goal is formulated rather vaguely as “To reduce illiteracy and poverty level” in terms of illiteracy, nutrition and income availability. The project objectives’ indicators specify targets further, but as no baseline data is available on the initial situation it is impossible to assess the degree of achievement of project objectives.

#### 2.5.3.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the project. The FAL methodology with the “listening survey” and the CAPs related to acquiring reading and writing skills proved to be a very well adapted approach for mobilising women’s self-help capacities with regards to the local context. The WID approach applied does respond well to women’s practical gender needs within their defined roles. As women are taking up leadership roles within the group the approach empowers women with regards to strategic gender needs to a certain extent<sup>31</sup>. However, while the project’s emphasis on women as the main target group did make sense during the first projects implemented, some limitations of the approach are becoming apparent. CAP implementation requires quite substantial additional labour which burdens women to the limit of their capacities until men begin to share responsibilities. Group leadership and effective

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<sup>29</sup> E.g. “75% of the FAL learners are able to implement and maintain 50% of the agreed CAPs”, “70% of former learners enrol in formal schools”, “80% of learners have most sanitation facilities”.

<sup>30</sup> E.g. the indicator “70% of our learners enrol in different formal schools” on intermediate objective 1.4 “number of children enrolled in formal schools is increased” needed to have clarified that the young learners were the ones expected to enrol in school and adult learners to send their children to school, otherwise the indicator does not match with the objective. This being a long term impact of the intervention, the quantity stated was too ambitious to achieve in this project. “Reduction of preventive diseases” depends on many other external factors and one would have looked more at specific indicators like the incidence of water borne diseases.

<sup>31</sup> Practical gender needs refer to what women or men perceive as immediate necessities such as water shelter and food. Strategic gender needs focus on issues related to women’s subordination and gender inequities. They are long-term, usually not material, and are often related to structural changes in society regarding women’s status and equity. They include legislation for equal rights, reproductive choice and increased participation in decision making.

functioning of the groups as planners, implementers, supervisors and evaluators of activities are not yet very strong and likely to hamper effectiveness and efficiency and to threaten sustainability after project phase-out.

The use of animators in training was of added value to the training process. Exchange (among FALIGA groups) and exposure visits (to other projects) have been used systematically to motivate learners, give them new ideas and make them reflect on their own achievements. The insight that climatic conditions should be similar to allow for comparisons has encouraged the project to carefully select the areas to be visited. Yearly exhibitions and auctions as a means for motivation and marketing with a lot of public attention have motivated target groups considerably.

Implementation is carried out professionally, generally within the agreed timeframe and without major problems. The project outputs fully meet technical quality standards. Most of the activities are being implemented according to the work plan.

Technical innovations offered are relevant even though there are at times some doubts regarding the pre-testing of technical solutions. This has, at times, led to unsuccessful implementation which can discourage target groups from implementing further innovations<sup>32</sup>. In an effort to develop alternative income generating activities that depend less on rainfalls, the project started pilot activities in poultry and bee-keeping. This initiative of always looking for new promising activities to support the target groups' IGAs is commendable.

## **2.5.4 Efficiency**

### **2.5.4.1 Coverage**

The number of beneficiaries is currently about 1,614 women and men (1,444 women (89%) and 170 men(11%)). The total number of inhabitants in Kotido district is estimated at 203,000, showing that only a small percentage of the total population (< 1%) can be targeted by project interventions.

### **2.5.4.2 Resources**

The project resources are in general adequate in relation to the activities planned, especially for the new phase when an additional member of field staff for the agricultural component has been contracted. There is a good gender balance in the well qualified and very motivated team.

### **2.5.4.3 PME Systems**

Overall the PME system of the project is well established with clear plans and structures. The organisational set-up of the FAL classes is very efficient. Animators are well trained and continue to be trained through refresher courses and monthly reflection meetings throughout project implementation. A training manual in English and the local language gives clear guidance on preparing and conducting FAL lessons with learning objectives stated for each topic. The material that comes with each topic is worked out well and organised.

As all staff are going to the field every day, every class is visited monthly with stronger emphasis on weaker performers. The M&E system is very good regarding the monitoring of animator performance by FAL staff and clear and regular reporting by animators. Both are

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E.g. technical problems with the pit latrine construction, energy saving stoves destroyed by the rain and not the latest Rocket Lorena type recommended by the Ministry of Energy, wood lots facing water logging problems, water ponds later on abandoned for various reasons. Especially the pit latrines are facing several implementation difficulties: Women state that the logs needed for construction are far away and therefore it is labour intensive to fetch them. At the same time women fear raiders in the bush to violate them as they move far away from their villages without any protection. Soft soil texture makes pits collapse easily so that the common type of pit latrines does not seem well adapted to local conditions. In some villages rumors go around that a child once died, because it was buried by a collapsing latrine.

used well to improve performance. The supervision reports after each FAL field visit are especially well designed Monitoring sheets for the agricultural groups do not have the same quality as they are very general. Monitoring of CAP implementation has received less attention. An appreciative enquiry was carried out in 2009 as an evaluation of the project and some of the recommendations developed were taken up in the successor project.

However, monitoring and reporting of results was not aligned to the project logical framework. Therefore important information needed to answer the achievement of results and objectives is not available.

#### 2.5.4.4 Cooperation / Coordination

The three year drought period the region has just experienced, has brought an increasing number of relief organisations to work in Kotido which has caused considerable competition and sometimes duplication regarding certain interventions. The government conducted partner coordination meetings, but especially the faith based organisations (FBOs) were reluctant to restrict their interventions to certain areas as their believers are in all areas and FBOs want to support them. FAL implementers have at least cooperated by exchanging lists with the names of intervention communities and animators to avoid that the same animator presents a class to two organisations. At the time of the evaluation most of the other organisations had already withdrawn from FAL activities so that competition had decreased. As the total FAL learners in the region were estimated at 4,000 by local government in 2009, there is no danger of general oversupply.

### **2.5.5 Outcomes and Impacts**

#### 2.5.5.1 Literacy level

The project has achieved improvements in literacy levels to a certain degree. While it was not possible to ascertain the exact percentage of FAL learners who are able to read and write, FGDs indicated that at least 50% of the beneficiaries met were able to read and write their names. Others were even able to read and write small texts. In one of the groups visited there were learners who could speak some English. It was also observed that some others could count numbers and add, subtract and multiply numbers also in relation to their day to day activities. Even though FAL learners do not have many opportunities to use their newly acquired literacy skills in their day to day lives, they do appreciate the skills as useful and report occasions when they do in practice apply their skills (reading of medical diagnosis and prescriptions, reading of signposts and letters, helping children with their learning, sorting of food aid cards, measuring and counting of produce, sales incomes and client's debts to avoid being cheated).

#### 2.5.5.2 Income

Increased income was mainly linked to women's ability to sell their vegetable produce. In spite of it being a dry season and the soils appearing very dry and barren, there was evidence that the beneficiaries were able to grow vegetables, use them for household consumption and sell off excess. Various testimonies to the income that accrued which ranged from a few thousand shillings to hundreds of thousands. A successful beneficiary was able to gain 300,000 to 400,000 USh (93 € - 123 €) from a sack of onions. Another woman harvested three sacks and expected an income of more than 1,000,000 USh (309 €). Income based on savings and credit was not yet visible in many of the new groups except in one group where the animator confirmed that the group had saved up to Ush 6,000,000 (1,855 €) and was due to share the money. In others groups savings ranged only from 20,000 USh to 250,000 USh (6 € - 77 €). The majority of the members were not able to tell how much they had saved, nor did they have knowledge of the principles of savings and loan management. Information showed that some good practices existed that ensured that leaders do not connive to take money, e.g. three different locks are put on the saving boxes and these are kept by three different people.

#### 2.5.5.3 Nutrition improved

The project aimed at improving household nutrition and status, which was measured by members eating a balanced diet, learners having two meals per day and learner's children being well nourished. FGDs and home visits revealed that the beneficiaries have learnt basics of nutrition on how to eat vegetables to boost their immunity and why they should have a variety of foods and also attempt to have more than one meal per day. Some of them had vegetables like onions or dried leafy green vegetables which they had kept strictly for family consumption and not for sale. However, beneficiaries stated that they were selling more than half of the vegetables produced and that they regard vegetable growing more as an income generating activity.

#### 2.5.5.4 Sanitation and hygiene

During FGDs the learners showed some knowledge on the use and reason why they needed to keep personal hygiene and hygiene in their homes. They had knowledge on various diseases like malaria, diarrhoea, scabies and trachoma and their effects as well as how they can be reduced. Most of the homes visited had racks for drying food and dishes which they linked to cleanliness and were avoiding contamination of food and utensils and bath-shelters which they did not have before the project intervention and they also knew the importance linked to their personal hygiene as well as those diseases that would result from failing to observe the hygiene protocol. Although the women were aware of the need for latrines, the majority had not constructed any.

#### **2.5.6 Sustainability**

The potential for sustainability is not only the continuation of agricultural activities and the savings and loan schemes, but the ability of the learners to express themselves and understand the objectives of the development interventions. At the moment CAPs are not sustainable and because there is little group ownership, the process seems to depend mainly on the initiative of the animators, who will not be available to the group after a phase-out of the project. The responsibilities of the group to implement, monitor and evaluate their activities has not yet reached a satisfying level. Environmental sustainability is high due to the trees planted, manure and ESS.

#### **2.5.7 Main project specific recommendations**

- After basing the intervention on the listening survey carried out seven years ago, there is a need for participatory and strategic re-planning for a new phase to address the new and emerging issues affecting the beneficiaries.
- As the emphasis on women has its limitations with regards to impact on women's workload and impact on improved gender relations, a shift towards a stronger orientation on gender issues and an additional effort for including more men in the FAL classes should be considered for the next phase. This would include a gender sensitive planning phase to make sure that women's and men's interests are both well addressed.
- The priority target groups give to staple food production should be assessed and the necessity to address this issue in a next phase reflected. The availability of viable technical innovations with regards to agriculture and other IGAs needs to be addressed.
- The future design should focus on a few specific measurable indicators which are also monitorable. A baseline survey that is well related to the data needs of the stated indicators should be carried out. Indicators should be more moderate for the next phase and should be established based on the monitoring data of the current phase, so that they are realistically achievable.
- Still in this phase a robust database on achievement of indicators, especially on income and CAP implementation, should be established and achievements should be monitored.
- The current exit strategy needs to be redesigned to focus on the potential of the sustainability of the benefits. Given the difficult context, it can be assumed that the

project needs to work with the same groups for at least six to nine years to achieve sustainable results.

- Groups and their capacities to plan, implement, monitor and evaluate CAPs need more attention still in this phase, in order to prepare groups for phasing out.
- The possibility of registering groups as Community based organisations (CBOs) and linking them to other existing programmes and projects should be assessed.
- Some technical innovations that are not well adopted by target groups (e.g. the pit latrines) need to be reassessed and aligned to best practices for this geological zone.
- As poultry and bee-keeping are pilot activities, they need to be closely monitored and attention needs to be given to the assessment of implementation problems and the outcome (cost-benefit analysis included) in order to decide if these activities are viable for target groups and should be extended to more groups. Special attention needs to be paid to the management capacities of the target group as commercial poultry units require a relatively high degree of technical knowledge and business management skills.

### **3 Overall conclusions and lessons learned**

Even though objectives and activities of most projects are almost identical, there are distinct differences in strategies and approaches, the degree strategies and approaches have been translated into practice and project performance. For this reason it has at times been difficult for the evaluation team to derive overall conclusions valid for all / most projects. The team tried to consider the wide spectrum by emphasising the findings for each project in chapter 2 and utilising generalisations in chapter 3 with care.

#### **3.1 Relevance**

##### **3.1.1 Needs and priorities of the target groups**

All projects have addressed the needs and priorities of the target groups. Except for Kabale WPP, where it was not evident that target groups needs and priorities were assessed and taken up for project preparation, all projects applied assessment tools to give beneficiaries the chance to define their own priorities before projects were designed.

FGDs confirmed that project objectives and results of all projects generally corresponded well with what target groups defined as their priorities relating to their practical needs. A particularly positive response to the question of meeting needs and priorities was evident in Mbarara GAD, where the component of agricultural production / food security was strongly addressed. In several of the other projects it seemed that the focus on health and income generation did not sufficiently address issues of agricultural production of staple foods, which continue to be a priority issue for the rural population. Projects responded to this apparent gap by establishing links to the agricultural projects of Caritas.

As target groups tend to focus on practical needs when identifying their needs and priorities, the improvement of gender relations would probably not score highly in initial assessments. However, during the course of the gender projects, many beneficiaries start to regard this as a core issue for development to take place. In Mbarara GAD, where conscientisation on gender issues was a very strong project component, target groups, female and male, perceived gender issues as the most important project aspect and ranked it much higher than the aspects addressing practical needs.

##### **3.1.2 Relevance to the objectives of the partner organisation**

All dioceses have established Women or Gender Desks within their Caritas structure to be able to respond to women's / gender issues and all have included gender as a mainstreaming issue in their strategic plans. However, implementation reality shows that gender projects continue to function as separate projects and do not have the mandate and probably in most cases also not the technical expertise to support mainstreaming processes

in the other Caritas projects. The operationalization of gender mainstreaming within the Caritas projects is still in its initial stage. Overall gender remains more of a side issue than a central topic within the church structure. This is also reflected by the weak position of the National Women's Bureau, the scepticism the Bishops' Conference shows with regards to the gender terminology and some stakeholder observations that gender is more of a "donor-topic", attractive, because of its potential to acquire funding and relevant, because donors attach importance to it. On the other hand, the fact that all dioceses have established functioning Women or Gender Desks is an indicator that the issue has its place within the Caritas. The ongoing discussion on women, gender and equal opportunities for all shows that there is a debate and that the need for developing approaches is both felt and addressed.

### 3.1.3 Relevance to MISEREOR gender support strategy

As the MISEREOR Gender Framework Guidelines are very broad, allowing for projects with a specific focus on the promotion of women, projects with a specific focus on the reduction of gender disparities and stressing the need for gender mainstreaming as a cross-cutting issue, all projects are relevant within the MISEREOR gender support strategy.

## 3.2 **Effectiveness**

### 3.2.1 Project preparation

Four out of five projects included participants in project preparation; three projects did so by applying PLAs for needs assessment and as a motivational tool for. The degree of emphasis on PLAs has clearly influenced ownership of interventions by the target groups.

A challenge for all projects was that project preparation had to be carried out well before the projects started, as a financing proposal had to be handed in to MISEREOR well in advance of the end of the ongoing project to avoid financing gaps. As projects had not included project preparation activities (and the respective budgets) into the planning documents, they had to squeeze this in as an additional activity.

### 3.2.2 Project planning and intervention logic

All of the projects evaluated use a detailed logical framework as a basis for their planning with a clear intervention logic. The main shortcomings in the intervention logic of all projects are the indicators supposed to specify quantitative and qualitative factors that provide a simple and reliable means to measure achievement. Many indicators are too ambitious regarding timeframe and available resources, lack clarity and are too many and too complicated to allow effective monitoring. Sufficient key baseline information and monitoring frameworks are missing in all projects.

### 3.2.3 Achievement of project objectives

As few baseline data are available on the initial situation it is impossible to assess the degree of achievement of project objectives. However, beneficiaries usually confirm project achievements in relation to project objectives to varying degrees in the different projects evaluated.

### 3.2.4 Quality of project execution

The quality of project execution seems to be strongly linked to the approach, strategies and methods applied by the projects. Some factors were identified that positively influence implementation quality:

- Focus on gender and including more men into the groups strengthens implementation
- Participatory approaches mobilise self-help capacities
- Homogenous groups show a better group coherence
- Utilisation of activities that enhance beneficiaries' motivation (e.g. quick impact activities, exposure visits, exhibitions, competitions)
- Thorough institutional and staff development enhances staff motivation

- Frequent reflection and adaption of approaches, strategies and methods helps to build on existing strengths and address weaknesses
- High field visit frequency and realistic number of intervention villages supported sufficient follow-up
- Gender balanced teams and specific technical capacities in the teams add value
- Staff assigned to specific communities appeared more effective

All projects commendably kept hand-outs to a minimum and tied them to contributions from the beneficiaries. Focus of activities was clearly on training and strengthening self-help capacities.

Interventions targeting women proved to be too limited as they tend to increase women's workload and responsibilities through additional activities without sufficiently disburdening them. In addition family relations will not improve if husbands do not change as well.

In general projects are able to implement activities according to their work plan, proving the realism of planning of activities. Implementation is carried out professionally, within the time frame and without major problems (with few exceptions). In some cases there were some doubts regarding the technical quality of project execution, e.g. in relation to some of the stove types promoted and unsolved questions in rain water harvesting and pit latrine construction, etc.

### **3.3 Efficiency**

#### **3.3.1 Coverage**

It is apparently not possible to cover more than 1% of the total population of a diocese with the current projects. This has been confirmed by other MISEREOR supported Caritas interventions<sup>33</sup>. Frequently the church structures expect projects to reach a higher number of beneficiaries, but evaluation has shown clearly that a certain minimum presence in the villages and intensity of working with the groups is required for good impact. Extending to work with more beneficiaries based on the resources currently available would compromise implementation quality, as well as impact. Kabale WPP, for example, is already overstressing its capacities, serving too many villages, with the result that implementation quality is not convincing.

#### **3.3.2 Resources**

Resources have generally been adequate in relation to the activities planned. Staff are well qualified with degrees in development, education or agriculture. For some projects it has been a challenge to keep their staff within the project, partly because salary levels are well below NGO salary levels and with the expertise staff acquire in the projects they become attractive to NGOs. Obviously those projects that were able to maintain their teams over a longer period of time performed better than those projects with a high staff turnover. Investments in enhancing staff capacities are therefore very important, as capacity development motivates staff. On the other hand they always contain the risk that the more qualified the staff are, the more attractive it is to lure them away from the project. Probably in the long run Caritas will have to take strategic decisions on salary levels.

#### **3.3.3 PME Systems**

While all projects are very familiar with the basic planning tools, shortcomings in monitoring are frequent. Quality of knowledge management varies widely through the projects. While Mbarara GAD documented its strategies and interventions very well with operational guidelines, well-kept files for each village, where all important documents can be found and clear outlines of training objectives and Kotido FALIGA has worked out good FAL training manuals and closely follows-up animator performance, some other projects hardly document their activities at all. Mid-term self-evaluation exercises, as carried out in Mbarara GAD,

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<sup>33</sup> See Bachmann, 2006, page 50

Kasese WPP and Hoima GAWD, were found to be useful tools for PME. Except for Hoima GAWD, who are currently developing their monitoring system, the other projects did not align their monitoring well to the projects' logical frameworks and information requirements. The lack of baseline data regarding indicators impedes proper monitoring. Currently monitoring is almost entirely focused on outputs.

#### **3.3.4 Cooperation / Coordination**

Overall cooperation / coordination efforts are very few. Projects function on their own except for some cooperation with the diocesan Caritas, the other MISEREOR supported gender projects and the National Women's Bureau.

Cooperation/coordination at diocesan Caritas level is mainly limited to assisting and being assisted technically with regards to certain project components where expertise is with other projects. Overall most projects concentrate on their own implementation. In some cases (e.g. Hoima GAWD where SAP follows GAWD interventions and Kasese GAD where SILC follows GAD) a stronger linkage to other projects is sought in order to bridge existing gaps and consolidate results. In Kasese GAD a stronger linkage with SAP could not be established, because the SAP donor opposed the idea of having two projects working with the same groups. Overall the expertise of the gender projects is not sufficiently utilised to benefit the other projects.

Inter-project cooperation / coordination between MISEREOR supported gender projects is virtually non-existent apart from occasional exposure visits carried out by some teams to get to know the work of the other projects. This was never developed into a more systematic cooperation and coordination which is regrettable as opportunities for synergy were lost.

The National Women's Bureau, the body entitled to coordination, is almost invisible with relation to the diocesan desks. Lack of funds and staff seems to limit its activities mainly to representing Uganda at international level and to acting at national level. Meetings and workshops where the diocesan desks come together are erratic and the national desk is unable to supervise and monitor diocesan projects as there is no budget for visits to the dioceses.

### **3.4 Outcomes and Impacts**

Outcomes and impacts are too diverse to allow for general conclusions. They are explored for each project in chapter 2. Outcomes and impacts assessed have been important for drawing overall conclusions for the other evaluation criteria.

### **3.5 Sustainability**

Three aspects were found to be relevant in relation to sustainability of interventions: The more beneficiaries that had been involved in planning, monitoring and evaluating the projects and the more the projects had emphasised strengthening and development of the beneficiary groups, the higher the ownership and the probability that target groups continued after the end of project. Credits and savings groups functioning well within the communities would keep people together and render long term benefits. Furthermore the registration as CBOs and the linking of groups to other support projects, motivated target groups to continue working together.

## **4 Good practices and recommendations**

### **4.1 Good practice examples**

#### **Participatory approaches and mobilisation of self-help capacities**

##### Example: Mbarara PME

Mbarara GAD has been particularly successful in operationalizing participatory approaches and mobilising self-help capacities. The strong inclusion of beneficiaries in PLA and CAP

exercises served to motivate group members to embark on development. Throughout the whole project cycle all opportunities for involving target groups as much as possible in monitoring and evaluation are being applied. Beneficiaries monitor their own implementation, carry out inter-group implementation competitions and take part in the mid-term self-evaluations conducted. Target groups' ownership of interventions is exceptional thus enhancing perspectives for a continuation of community development activities beyond the timeframe and scope of the project.

### **Motivating beneficiaries**

#### Example: Mbarara quick impact interventions

In order to capture beneficiaries' interest and build trust, the project focused first on quick impact interventions to render visible results as soon as possible. As the target groups felt that becoming engaged in project activities rendered tangible results, they opened up to other project interventions.

#### Example: Kotido exposure and exchange visits, agricultural exhibitions

Most projects use exposure and exchange visits to motivate staff and beneficiaries. This was particularly articulated in Kotido FALIGA. Beneficiaries were taken to projects in other dioceses and even abroad to neighbouring Kenya to motivate them and give them new ideas. Exchange visits to other FALIGA groups made groups reflect on their own achievements and strengths and weaknesses of their groups. The insight that the context should be similar to allow for comparisons has encouraged the project to carefully select the areas to be visited. Yearly agricultural exhibitions where small prizes are given to good performers and which receive considerable public attention have motivated target groups to invest efforts in vegetable production.

### **Securing intervention quality**

#### Example: Mbarara pre-testing and adaption

Mbarara GAD is, wherever possible, pre-testing and adapting interventions before extending them to the target groups. For example staff participated in three different stove construction trainings, chose the best option, constructed the stoves in their own homes and made some modifications to adapt them to the local context. As a result the quality of stoves encountered in the beneficiaries' homesteads is exceptionally high and adoption rate is also above average.

#### Example: Kotido use of pilots

Kotido faces the problem of recurrent droughts, which are discouraging people from agricultural crop production that is frequently insufficient or far from sufficient for the food requirements of the family. FALIGA is constantly looking for alternative means of income that will not depend so much on rainfall. Currently two pilot activities, bee keeping and poultry production are tested on a small scale to assess feasibility. Only if these activities prove to be well suited for the local context, render some profits and correspond to the management capacities of the target groups, will they be scaled up to other groups.

### **Monitoring outcomes and impacts**

#### Example: Hoima household analysis

Hoima GAWD is establishing a monitoring system for the current project that is very well linked to the data requirements of the planning documents of the project. It has developed a household analysis questionnaire that reflects the indicators of the logical framework and will render useful baseline data for assessing progress as well as project achievements.

### **Exit strategy**

#### Example: Kasese credits and savings as sustainability pillar

All projects used credits and savings activities in their projects, with the aim of enhancing sustainability, as it is assumed that groups will be motivated to come together when the

savings activity unites them around that joint activity with tangible benefits. In Kasese the success was most visible as the project had phased out in 30 communities in 2009. Of these communities, 28 (93%) are still active. As GAD was able to link these groups to the savings and lending programme SILC there is additional time to consolidate and develop this activity.

## 4.2 Recommendations

As project specific recommendations have been given to each project in chapter 2 of the report, the following recommendations are addressed to MISEREOR and mainly focus on a re-orientation of MISEREOR gender support in Uganda and to a limited extent on the MISEREOR gender support strategy and on partner cooperation in general.

### Transition from WID to GAD

Development of project strategies and MISEREOR support to transition has been uneven across projects, resulting in projects at different stages of addressing women and gender issues. The projects still focusing mainly on women (Kabale and Kotido) should be helped to “catch up” on the gender approach and review their focus to incorporate gender issues more strongly. The Kabale WPP will need a distinct transition phase including institutional and organisational capacity development and project preparation of the next project as practised in Mbarara. For Kotido, which is already a well-established and successful project, a less intensive upgrading should be sufficient. For Kotido it is crucial that the different context is taken into account when designing strategies; a blueprint copy from the other projects would probably not work there. The medium term objective is to support well-functioning projects with a clear focus on gender instead of women only.

### Inter-project cooperation (between MISEREOR supported gender projects)

The evaluation has shown that there is no inter-project cooperation between the MISEREOR supported gender projects except for some exposure visits that have been carried out. During the final workshop it was obvious that the projects could benefit from sharing and discussing their experiences. Therefore the evaluators recommend to MISEREOR to support targeted inter-project cooperation.

The cooperation set-up should draw on an analysis of the experiences from the five year SAP cooperation process. This process would require the formulation of clear objectives to focus the activity and external support, either through a consultant, or the AGEH expert already supporting some of the projects, in order to strengthen the organisational development aspect. However, the projects should also have defined responsibilities in the process to enhance ownership. These could include taking turns in hosting, preparing and chairing the meetings and doing some “homework” between meetings to be able to present results in the next meeting. The medium term objective is to develop a balanced and harmonised gender support portfolio.

### Merge GAD and SAP support to Rural Development Projects

MISEREOR should take a strategic decision on its support policy to gender and to agriculture in Uganda. The final evaluation feedback workshop showed that project implementers perceive the main difference between gender projects and rural development projects to be the inclusion, or lack of inclusion of a gender perspective. Project objectives and activities do not differ substantially. Gender projects do include agricultural activities or seek out cooperation with agricultural projects in order to strengthen this aspect within the project and agricultural projects increasingly seek to include gender issues. From the evaluators' point of view it does not make sense for MISEREOR in the long term to support gender and agriculture as separate projects. This support practice might even discourage agricultural projects from seriously mainstreaming gender as they see that responsibility with the gender project and gender projects might continue to struggle with a lack of technical expertise in agriculture increasingly trying to get agricultural project inputs in somehow. SAPs and GADs

should increasingly develop Integrated Rural Development Projects where the expertise of both sides contributes to project quality.

Partners are probably not too fond of the idea at first, as it requires strong inter-sectorial cooperation, which is currently not well developed within the Caritas structures. On the other hand efforts to interlink both sectors are already ongoing in several dioceses, so the partner organisation is already aware of the issue. A pre-requisite for merging the projects is that the current projects are strong. Relatively low performing projects and projects focusing on women should first be strengthened (see recommendation above) before integrated projects are developed, so that the gender sectors are actually able to fulfil their role within an integrated project. It might be advisable to start with a well-established project that is already strongly focusing on agriculture, e.g. with Mbarara which could already be regarded as a rural development project with regards to its current design. While it might generally prove easier to integrate projects in dioceses where MISEREOR is already supporting both sectors (Hoima and Kabale), the evaluators think that integration is feasible even in dioceses where SAP is supported by other donors. As the coverage of the projects is generally well below 1% of the total population, a MISEREOR supported rural development project can work well alongside independently functioning SAPs supported by other donors, concentrating on different sub-counties, without the risk of duplication or over-supply.

Some key aspects should be taken into account when considering integration: Different desks should continue as desks and delegate their staff to the integrated project. This is to maintain clear visibility of gender expertise at diocesan level. Gender projects, with their strong expertise in gender sensitive participatory approaches, should take the lead with regards to strategies, assessments and community entries at the beginning of a project. It is to be avoided simply to attach them as components to SAPs and limit gender to some gender training and the introduction of sanitation and hygiene packages. MISEREOR should insist on a convincing gender mainstreaming strategy as a requirement for support. Regarding the pressure the projects are under to work with as many beneficiaries as possible, MISEREOR should reassure partners that integrated projects will not mean a decrease of resources allocated to partners.

The long term objective is the integration of SAP and GAD projects into Rural Development Projects.

#### Review MISEREOR gender support strategy

The current MISEREOR gender support strategy as outlined in the gender framework guidelines provide recommendations for partner recommendations without becoming obligatory. Furthermore recommendations are very broad and unspecific with regards to partner cooperation, so that almost all support rendered fits “somehow” into the framework.

MISEREOR should develop its support strategy further, so that it becomes more specific and binding. The Ugandan example shows that women specific interventions in a broader rural development set-up should be integrated and mainstreamed into a broader intervention framework. If women specific interventions are to be supported, they should target very specific interventions where it is clearly women who are in need of support, e.g. prevention of female circumcision in countries and regions where practised, support of victims of gender based violence (GBV), refuges for battered women or promotion of women political representatives.

Mainstreaming aspects have to be strengthened and become mandatory for all partner cooperation.

#### Dialogue on uptake of evaluation results

In order to avoid that issues and recommendations of evaluations are lost, MISEREOR should dialogue with partners on the uptake of evaluation results (Do partners agree with the

recommendations? What is the action they are planning to take based on the recommendations and what is the timeframe for action? Does it have implications for the ongoing projects? Do they need support in order to be able to implement recommendations? How will the partners feed back about the uptake of evaluation results?). It might be necessary to develop a simple tool to follow-up the actions related to recommendations. At MISEREOR a dialogue on the uptake of evaluation results regarding recommendations to MISEREOR might be required as well.

## **Annex 1: Terms of Reference**

### **Anlage I zur Vereinbarung zwischen MISEREOR und Frau Andrea Queiroz de Souza/AGEG vom**

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#### **1 Introduction**

##### **1.1 Origin, objectives, scope and phases of the evaluation**

The evaluation of MISEREOR financed gender projects in Uganda was initiated by the MISEREOR Africa Department with the main objective of the evaluation being the assessment of the relevance and effectiveness of the supported gender projects.

Further objectives of the evaluation are:

- To analyse strengths and weaknesses of current project intervention strategies and implementation.
- To identify the most successful intervention strategies.
- To give recommendations for a possible re-orientation of MISEREOR gender support in Uganda.

The evaluation results shall be used by the project partners to reflect on the effectiveness and relevance of their interventions and to develop their intervention strategies in a joint learning process.

The evaluation is to provide MISEREOR, its donors and the wider public, with an overall independent assessment of MISEREOR's support to gender projects in Uganda.

MISEREOR will draw on the key lessons in order to improve the current and future strategies of its gender support in Uganda. If appropriate, the evaluation findings should also be used for the dialogue on gender strategies in other East African countries.

##### **1.2 Scope of the evaluation**

The cross-section evaluation of MISEREOR financed Gender projects in Uganda evaluates almost all gender programmes / projects currently supported by MISEREOR in Uganda:

- Project for Adult Functional Literacy and Income Generating Activities in the Diocese of Kotido (Project number 140-016-1007 Z)
- Gender and Development Programme in the Diocese of Mbarara (Project number 140-004-1034 Z)
- Gender and Development Programme in the Diocese of Kasese (Project number 140-015-1023 Z)
- Gender and Development Programme in the Diocese of Hoima (Project number 140-010-1027 Z)
- Women Promotion Programme in the Diocese of Kabale (Project number 140-011-015 Z)

The evaluation will cover the two latest support periods (generally from 2006 to 2010).

##### **1.3 Overview of the evaluation process**

The evaluation comprises the following phases:

- An inception/preparatory phase to agree on objectives, scope and focus of the evaluation, specify evaluation questions and agree on the main lines of the methodological design. The results of the current status of preparation are documented in these ToR. Further preparatory activities include the review of existing data, telephone interviews with MISEREOR staff, the kick-off of the evaluation process through an introductory mail, the reconstruction and assessment of the hypothesis on outcomes and the preparation of interview and focus group guidelines for the field phase as well as the preparation of the start-up workshops.
- A field phase with interviews with stakeholders on national level (Kampala), field visits to all projects within the scope of the evaluation and start-up and wrap-up workshops for project staff at diocesan level (further details see 4.3 on evaluation methodology) and a final workshop of two days in Kampala.
- A desk phase for the in-depth analysis of evaluation results and the preparation of the evaluation report.
- A feedback and dissemination phase including a debriefing meeting at MISEREOR. The dissemination of the evaluation results will be carried out by MISEREOR as part of its follow up.

During the preparatory phase the German evaluator had two meetings (December 2009 and May 2010) with the responsible for evaluation and quality management and with the desk officer for Uganda to discuss the main focus of the evaluation and the Terms of Reference for the evaluation mission and to review available documentation. After comments of partners were received by the end of May 2010, a draft version of TOR was finalised. The inception report was submitted by the beginning of July to be agreed on by Mid-August, involving also the local evaluator. Further preparatory activities (see above) are to be carried out in August and September. These elaborated final TOR rely on major parts of the same aforementioned Inception Report.

The field phase mission will take place from mid-September to mid-October 2010 with a duration of approximately 36 days (for details see Annex 1: Work schedule for field phase). The deadline for the elaboration of the draft report is the 8<sup>th</sup> of November 2010. After comments of the partners to the draft have been received, the debriefing meeting will be scheduled for December. The evaluation team leader will be responsible for finalising the draft report and to deliver it to MISEREOR up to one week after the debriefing meeting.

#### **1.4 The team of consultants**

The evaluation will be conducted by a team of two evaluators, consisting of a German evaluator, Andrea Queiroz de Souza, commissioned by MISEREOR and a local evaluator, also to be commissioned by MISEREOR. A division of tasks within the team will be agreed on before starting the field phase of the evaluation.

Mrs Andrea Queiroz de Souza will act as the team leader taking over the overall responsibility for the achievements of the evaluation. She holds a university degree in agricultural economics and agricultural extension and has specialised on gender in development issues since 1992, working in gender projects and mainstreaming gender in resource management projects in East and Southern Africa. As a consultant she works mainly in the evaluation of rural development / food security / gender projects and programmes of implementing International Non-Governmental Organisations (INGOs) and for donor agencies and as a trainer on gender issues and results based management.

Mrs Rose Azuba, the local evaluator, holds university degrees in veterinary medicine, viral immunology and in development evaluation and management. She works as a senior lecturer at Makerere University as well as a free lance consultant. Mrs Azuba has many years of evaluation experience in rural development projects including gender issues for

INGOs and multilateral organisations. Further professional assignments include counselling on project / programme management, participatory training and workshop facilitation.

## **2 Some aspects of the broader evaluation context in Uganda**

The status of women in Uganda is highlighted by the Gender-related Development Index (GDI) and the Gender Empowerment Measure (GEM) which are part of the UNDP Human Development Reports and assess inequalities between women and men with regards to life expectancy, educational and income status and evaluate progress in advancing women's standing in political and economic forums. Uganda ranks 131 (out of 182 rated countries) in the GDI 2009 with major gender inequalities in adult literacy (65.5% female literates, 81.6% adult literates) and estimated yearly income (861 USD female income, 1,256 USD male income). Gross enrolment rates in education show progress towards a more balanced access to education (61.6% female enrolment, 62.9% male enrolment) and the GEM ranking of 49 (out of 109 rated countries) indicates a relatively strong participation of women in political forums (e.g. 31% of parliament seats are held by women).

The Millennium Development Goals Progress Report for Uganda (2007) gives an overview of progress on achieving more gender equity. Even though enrolment rate disparities had been tremendously reduced, there is social and cultural bias and considerations that put girls at a disadvantage. Poorer households often choose to send boys to school when money is not sufficient to cover school expenses for all the children in the family. Domestic chores, early marriage and pregnancy put girls at further disadvantage with regards to access to education. The policy of affirmative action has created some space for enhanced political participation of women. The Local Council system provides for at least one third of the posts for women. At national level the fact that every district has a woman Member of Parliament elected ensures a minimum of 79 women members of parliament with additional women having the opportunity to be voted in, by competing with men during elections.

Despite this progress, women in Uganda continue to be disadvantaged in relation to men. Traditional practices and laws continue to be the norm in Ugandan society, especially in the rural areas, mostly to the detriment of women's rights. A major cause of female poverty is the lack of control over key resources, especially land. Women's rights to own land are denied, even though they contribute 80% of the total labour for food crop production and 60% of labour in cash crop production.

Women's workloads are much higher than men's as they spend 14.6 hours / day working, out of which 6 hours are on productive activities and 8.6 hours with reproductive tasks. In comparison men only face a workload of 8.7 hours per day, out of which 7.3 hours with productive activities and 1.4 hours with reproductive activities.

"Many customary laws discriminate against women in the areas of adoption, marriage, divorce, and inheritance. In most areas, women may not own or inherit property, nor retain custody of their children under local customary law. Divorce law sets stricter evidentiary standards for women to prove adultery. Polygyny is legal under both customary and Islamic law, and a wife has no legal status to prevent her husband from marrying another woman. Men also may "inherit" the widows of their deceased brothers. Women do most of the agricultural work but own only 7 percent of the agricultural land. The marriage of young girls by parental arrangement is common, especially in rural areas." (AFROL Gender Profile Uganda)

Gender project proposals point out that in rural areas women cannot own property, are mostly illiterate and their participation in public life is limited and controlled by male family members and that they continue to be severely disadvantaged in comparison to men.

Within this context the promotion of gender equity is one of the areas of MISEREOR support to Ugandan partners.

### **3 Evaluation questions and methodology**

#### **3.1 Evaluation questions**

In order to focus the evaluation on the issues of special interest to MISEREOR and its partners, all relevant stakeholders (MISEREOR regional department desk officer, the Ugandan project partners, the advisor for MISEREOR project partners in Uganda and evaluation and quality management department) agreed on a set of evaluation questions that will provide the basis for reflection throughout the evaluation process. As five partners will be part of the evaluation, it is of crucial importance to use the same guiding questions to ensure a certain comparability of findings, conclusions and recommendations.

Evaluation questions follow the DAC criteria for evaluations, as the evaluation will report along these criteria, which are regarded as an agreed basis for sound evaluations. If the field phase should raise additional important issues, these should be taken up in a flexible manner and covered as well.

The key questions are to be as follows:

##### A) Relevance:

- Where does gender rank in the list of the partners' development priorities?
- Which are the most burning issues in family relations, position of men and women in the society, etc.? Do the projects tackle them?
- What is the main objective of the gender project in each diocese?
- Are gender projects still relevant for the present situation in Uganda? (Including an analysis of framework conditions)
- Do the interventions of the gender projects supported by MISEREOR accurately reflect the needs and priorities of the target groups?
- How are gender interventions supported by MISEREOR related to the gender and family policies of the Ugandan government?
- Do the objectives and activities of the projects reflect MISEREOR's gender support strategy?

##### B) Outcomes and Impacts:

- How successful were the strategies? (Impact on gender relations and gender equality)
- Which changes can be observed regarding income, food security, health, education and family relations and to what extent can these changes be attributed to project intervention?
- Have there been any unintended outcomes and impacts (positive or negative) due to project intervention?
- How many people have benefited from the project interventions?

##### C) Effectiveness:

- How is the target group identified and involved? Which strategies are used to identify the priorities of the target groups?
- To what extent were the objectives achieved or are likely to be achieved?
- How do the target groups perceive and participate in the project activities?
- To what extent are activities / innovations implemented by the target groups (use of output)? (also related to relevance)
- Are the technical innovations offered relevant / adequate / up-to-date?

- Which intervention strategies, approaches and methods have partners used and how successful have these been? What have been major factors influencing the achievement or non-achievement of the objectives? How do the partners cooperate with the local government and other stakeholders? (also related to efficiency)
- How do the partners cooperate with other diocesan departments? Do they aim at supporting gender mainstreaming in other diocesan departments? If yes, what are the activities and the impact that can be observed? If not, why not?

#### D) Efficiency:

- Have effective management and administration systems been in place and was there a suitable PME system?
- Are target groups simultaneously cooperating with other service providers? (also related to effectiveness) Or have they been supported by other service providers in the past?

#### E) Sustainability:

- How do the implementing partners perceive their cooperation with the target groups with regard to a long-term perspective? Do they have a phasing-out strategy?

### **3.2 Evaluation time frame and its implications for the evaluation methodology**

The field phase time frame for the evaluation is comparatively short with only five full working days per project. In order to safeguard evaluation findings, the evaluators will:

- Analyse all available project documentation thoroughly in order to develop already preliminary hypotheses to be validated during the field phase.
- Develop cause and effect correlations from planning documents prior to the field phase to assess hypotheses on impacts and outcomes and identify key indicators for evaluation questions.
- Analyse available monitoring data on the first day in the project and cross-check through observation.
- Concentrate on the main project objectives and interventions of relevance to the evaluation questions instead of covering all project activities. The main objectives and interventions will be jointly identified by the evaluation team after assessing the reconstructed cause and effect correlations and discussed with the project staff during the introductory workshops.
- Concentrate on few sample communities instead of covering all project intervention communities.
- Concentrate on qualitative evaluation methods instead of more time consuming quantitative methods.
- Use focus group discussions, in order to get a number of different opinions within a relatively short time frame.
- Division of labour within the evaluation team: instead of working together all the time, the evaluators will work on different tasks and with different groups and exchange their findings on a daily basis.
- Criteria for selecting the communities will be: distances to the communities to be reached by the respective staff, to include those near and far in distance, and the time/years of support by the projects. Whenever logistically possible the evaluators should spend nights within the communities to be able to extend observations and opportunities for interactions and discussions with the beneficiaries.

### 3.3 Evaluation methodology

To guarantee a high degree of stakeholder participation and emphasise the learning aspect, participatory methods should be given priority over purely inquisitive and extractive methods.

#### 3.3.1 Participatory approach / Ownership

The evaluation should be learning oriented and the methodology to be applied should be characterised by participation and process orientation rather than by control.

Partner organisations in Uganda are being fully involved into the evaluation process:

- Partners are involved in the design of the terms of reference, agree to MISEREOR's choice of the evaluation team leader by assessing the CV of the proposed expert and propose themselves qualified local evaluators.
- As an introduction to the evaluation a kick-off mail will state objectives, approach, etc. This is to replace a joint kick-off workshop that will not be carried out for logistical reasons. Nevertheless the evaluation team will conduct a half day introductory workshop for the project staff in each of the projects to be evaluated. This is to share objectives and approach and discuss the details of the field phase.
- Preliminary results will be discussed during a half day workshop in each project. A two day joint final workshop for all partners will be to share the overall preliminary results and discuss findings, conclusions and recommendations and to give space to partners to develop their own ideas on the perspectives for the gender portfolio.
- As additional contribution to the external analysis, any dissents between the evaluation team and the partners will be documented.
- The partners will take a decision on the anonymization of the final report (that will be published on the internet) during the final workshop.

#### 3.3.2 Method mix

In order to develop credible findings, the evaluation will use a triangulation of different methods of data collection methods and tools. The focus will be on qualitative methods.

##### *Reconstruction of cause and effect correlations*

The evaluation team will use the available project documentation to reconstruct cause and effect correlations in order to get to a deeper understanding of the underlying hypothesis of impacts and outcomes. The clarification of the objectives and strategies will sharpen the focus on key questions and observations. Another simplified reconstruction of a set of cause-and-effect correlations will be developed by the project staff during the introductory workshop to serve as a basis for the discussions on outcomes and impacts.

##### *Kick-off workshops*

Each project visit will begin with an introductory workshop. The evaluation team is to present the evaluation process including the objectives and leading questions of the evaluation. The project visit will be planned jointly and project staff will present their perception of project achievements, challenges, etc.

##### *Key informant interviews*

Key informant interviews will be semi-structured. This means that an outline of the issues and questions to be addressed will be drafted before the interviews. Questions are to follow a KAP (Knowledge, Attitude, Practices) outline in order to measure changes in human knowledge, attitudes and practices in response to project interventions. Key informants are project beneficiaries, project staff, local authorities, diocesan authorities and gender activists and government gender officials at national level.

### *Stakeholder focus groups*

The use of focus groups will allow to the exploration of a range of issues in depth, not only with individual beneficiaries, but also with small samples of the beneficiaries. Focus groups will be gender disaggregated to allow both sexes to express their opinions freely. If appropriate, the focus groups will target different beneficiary groups (e.g. loan and savings groups, students of literacy classes, etc.). Topic outlines will be prepared and focus groups minutes prepared. Different participatory tools for data collection and visualisation will be used, e.g. *tendency analysis* to assess changes over time and *influence matrix* to assess to what extent beneficiaries attribute changes to interventions.

### *Field visits and observations*

Field visits describe excursions to communities that serve the purpose of giving the evaluators first-hand impressions of on going operations, or the sustained benefit of past operations. When visiting project sites, the team will use focus groups and interviews to collect feedback from beneficiaries, but will also simply “observe” what the physical appearance of structures or the interactions between beneficiaries “say” about the quality of the programmes.

For example, the evaluators will observe:

- manifestation of changes in gender division of labour (by spending nights in the villages the gender division of labour practised becomes visible as people carry on with their daily tasks),
- existence and utilisation of improved stoves and basic sanitation facilities,
- existence of home gardens and diversification of vegetables.

The choice of villages to be visited and beneficiaries to be contacted will depend on simple random sampling (choice of villages) and stratified sampling (female / male beneficiaries) drawn from lists of intervention villages and beneficiary lists on the basis of the above mentioned criteria.

### *Further analysis of project documentation*

The evaluation team will analyse available project documentation to collect additional information and data. Especially the monitoring data might – depending on the quality of the monitoring system – generate some useful quantitative data on project realisation and on outcomes and impact.

### *Feedback workshop*

At the end of each project visit the evaluators will conduct a half day feedback workshop with the project team. The evaluation team will share the preliminary findings of the project visit with the participants, who will give their opinion about the correctness of the findings. Minutes on the workshop discussion will document consensus / dissent.

### *Joint final workshop*

At the end of the evaluation a two day joint final workshop for representatives of all evaluated projects will be carried out in Kampala to present and discuss the preliminary overall findings, conclusions and recommendations. It will be an opportunity to discuss best practices, relevance of interventions and future perspectives and visions for gender interventions.

## **3.4 Expected limitations**

### *Lack of quantitative data*

It has to be expected that partners' M&E systems are not developed to a degree to generate reliable quantitative data on outcomes and impact. It is likely the evaluation team will depend mainly on qualitative information. In order to validate findings as much as possible, cross-checking of information by triangulation will be emphasised.

### *The “attribution gap”*

As changes are generally not caused by a single intervention, but come from a sequence of events and depend on framework conditions, it is difficult to attribute impacts to partner interventions. This is particularly true for “gender impacts” regarding more gender equity. Often a causal relationship between project activities and impacts is not evident, because so many factors are involved.

In order to build credible cause-effect correlations, the evaluation team will carry out a cause-and-effect analysis by applying a contribution analysis to demonstrate whether or not an evaluated intervention is one of the causes of the observed change.

## **4. Reporting**

The products to be delivered by the evaluators are:

- Presentation of preliminary findings to the project teams and at the debriefing workshop in Kampala. Short minutes of these events should document participant's consensus or dissent on the evaluator's findings.
- A draft final report for discussion with MISEREOR.
- The final report.

As it is part of MISEREOR policy to make the final English report of any cross-sectional evaluation available via Internet (homepage of MISEREOR), partner organisations need to agree beforehand if they would like to make this version of the report anonymous before making it available on the net, or if they prefer to make use of the original version of the evaluation report. This should be discussed and a decision should be made during the final workshop.

The characteristics and more formal standards for the written report have been agreed upon orally prior to the finalisation of these Terms of Reference.

Andrea Queiroz de Souza/Lfc/Dz/6 September 2010

**Annex 2: Locations visited during the field phase of the evaluation (map)**



Source: www.maps.com

**Annex 3: Work schedule**

11.09.2010	Departure from Bielefeld to Amsterdam
12.09.2010	Travel from Amsterdam to Entebbe and Kampala
13.09.2010	Preparation of mission with co-evaluator, meeting with AGEH advisor for Organisational Development, Ms Gerlinde Vetter
14.09.2010	Travel to Mbarara, Preparation of interviews, field visits, etc.
15.09.2010	Interview with Head of WID-Desk, Anna Kwatampora, introductory workshop / kick-off meeting with project team
16.09.2010	Field visits to Rwera and Ngango villages (focus group discussions and household visits), interviews with GAD Programme Coordinator, Bernadine Atugabim, and GAD field staff, Caroline Nshemereinve
17.09.2010	Field visits to Akatooma and Kyanadali villages, interviews with Sub-County vice-chairman, John Bosco Bataringa, Diocesan treasurer and Caritas Board member Fr. Deus Bukenya and GAD field staff Nazarius Baguma
18.09.2010	Field visit to Rwenshe, discussion of preliminary results (evaluation team)
19.09.2010	Discussion and documentation of preliminary results (evaluation team), presentation of findings to project team Mbarara, discussion
20.09.2010	Trip to Kabale, introduction to project team, interview with Senior District Development Officer for Gender and Culture, Eddie Kyomuhangi, meeting with Bishop Callist Rubaramira, preparation of interviews, field visits, etc.
21.09.2010	Interview with Director of Caritas, Fr. Emmanuel Safari, introductory workshop / kick-off meeting with project team
22.09.2010	Field visits to Bwiranyi Tushome and Katenga Tukore
23.09.2010	Field visits to Hamuganda Tumanye and Kabimbiri
24.09.2010	Field visits to Butanda Tukwatanise and Kishaze Tukwatanise, discussion of preliminary results (evaluation team)
25.09.2010	Documentation of preliminary results, presentation of findings to project team Kabale, discussion, debriefing Bishop Rubaramira
26.09.2010	Travel to Kasese, Preparation of interviews, field visits, etc.
27.09.2010	Meeting with Bishop Egidio Nkaijanabwo, interview with Development Coordinator, Remigius Thembo and Financial Manager of Caritas, Matia Mugisa, introductory workshop / kick-off meeting with project team
28.09.2010	Field visits to Kasokero Thukulhakulhane and St. John Kinyabisiki Kabarere
29.09.2010	Field visits to Kamughobe and Kagandru
30.09.2010	Field visits to Kitswamba I Kyambogho and Nyakabale Thwanzane
1.10.2010	Documentation of preliminary results, presentation of findings to project team Kasese, discussion
2.10.2010	Trip to Hoima, Preparation of interviews, field visits, etc.
3.10.2010	Introductory workshop / kick-off meeting with project team
4.10.2010	Field visits to Isokooma, Kitonya, Tumukyangane and Abeesiga Mukama
5.10.2010	Interview with Executive Director Joseph Birungi and Project Officer Johnmary Mzee Kitembo of HOCADEO, field visits to Kyakabooga A and Kiriisa
6.10.2010	Documentation of preliminary results, presentation of findings to project team Hoima, discussion
7.10.2010	Travel to Kampala, meeting with Executive Secretary Uganda Catholic Women's Bureau Mary Theresa Mafumbo, Uganda Women's Network (UWONET) programme Assistant Networking and Capacity building Rita Dradrimiyi and Council for the Economic Empowerment of Women (CEEWA) board member and gender and development consultant Milly

	Mugenyi
8.10.2010	Flight to Kotido, introductory workshop / kick-off meeting with project team
9.10.2010	Field visits to Watakau B and C and Losilang
10.10.2010	Field visit to Kadocha
11.10.2010	Field visits to Lorburiangikalio and Nakaperimolu
12.10.2010	Documentation of preliminary results, presentation of findings to project team Kotido, discussion
13.10.2010	Interview with Bishop Filippi Gioseppe and Caritas Director James Wole, flight to Kampala
14.10.2010	Preparation of final joint workshop
15.10.2010	Joint final workshop with representatives of all project teams
16.10.2010	Joint final workshop with representatives of all project teams
17.10.2010	Wrap up of results (evaluation team), return to Europe
18.10.2010	Amsterdam - Bielefeld

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