

Mt. Elgon Disaster Risk Reduction Programme (Mt. Elgon DRR Program) FINAL REPORT

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Review

Mt. Elgon Disaster Risk Reduction Programme (Mt. Elgon DRR Program)

Norwegian Embassy Project number UGA-13/0013



FINAL REPORT

12. December 2016

Preface

NORAD has been approached by the Norwegian Embassy in Kampala to carry out a review of the project *UGA-13/0013 Mt. Elgon Disaster Risk Reduction Programme*.

An independent review is part of the normal project cycle in Norwegian-supported projects and is also embedded in the Grant letter signed between the Norwegian Embassy in Kampala and Uganda Red Cross Society (URCS). According to the Grant letter, the review was to be held by the end of 2015, anyhow the parties agreed to delay the review to 2016.

The Review Team consisted of the following members:

- Ms Helle Biseth, NORAD (Team leader)
- Mr Steve Nsita, Havilah Co. Ltd. (National consultant)

The Review Team also had support from Jón Geir Pétursson providing some input to the report and also acting as a peer-reviewer.

The field work was undertaken in November 2016. A draft report was submitted to the Norwegian Embassy and URCS for comments on 30. November 2016. Comments were received from URCS; these comments are reflected in the final text of this report.

The review Team wish to thank all respondents for sharing their experiences with the Team. We also want to thank the URCS for facilitating the field trip – and the communities we visited in Mbale, Bududa and Bukedea for guiding us around and sharing challenges and achievements with us.

The views and interpretations in this report are those of the authors and do not necessarily represent those of the Norwegian Agency for Development Cooperation (NORAD).

Oslo, 12. December 2016
Helle Biseth,
Team leader



Front page photo: Saku Saku in Bududa district CBDRR members. The steep hillside is planted with elephant grass to stabilise the soil and reduce the risk of landslides.

List of acronyms and abbreviations

BM	=	Branch Manager
CBDRR	=	Community Based Disaster Risk Reduction
DRR	=	Disaster Risk Reduction
EAC	=	East African Community
Elgon DRR project	=	The project under review
EWEA	=	Early Warning Early Action
FP	=	Focal Point/Focal Person
GCF	=	Green Climate Fund
GDP	=	Gross Domestic Product
IFRC	=	International Federation of Red Cross
IGA	=	Income Generating Activity
IUCN	=	International Union for the Conservation of Nature
LG	=	Local Government
LVBC	=	Lake Victoria Basin Commission (under EAC)
MERECOP	=	Mount Elgon Regional Ecosystem Conservation Programme
MFA	=	Ministry of Foreign Affairs (Norway)
NFA	=	National Forestry Authority
NFI	=	Non-food Items
NOK	=	Norwegian kroner
NORAD	=	Norwegian Agency for Development Cooperation
OPM	=	Office of the Prime Minister
PHAST	=	Participatory Hygiene and Sanitation Transformation
RNE Kampala	=	Royal Norwegian Embassy, Kampala
SG	=	Secretary General
SIDA	=	Swedish International Development Agency
TOTs	=	Training of Trainers
URCS	=	Uganda Red Cross Society
UWA	=	Uganda Wildlife Authority
VCA	=	Vulnerability Capability Assessment

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Executive summary

The Norwegian Embassy in Kampala has requested a Review of the project **UGA-13/0013 Mt. Elgon Disaster Risk Reduction Programme**. Based on a ToR drafted by the embassy, the Review Team has assessed the relevance, design, progress, management issues, efficiency, and sustainability including cross-cutting elements of the project.

Uganda Red Cross Society (URCS) is the agreement partner as well as the implementing partner of the project. The financial frame is NOK 14 mill for the period 2013-2016. The project activities are implemented in selected parishes in the following districts: Mbale, Sironko, Bududa, Kapchorwa, Bukwo and Bukedea. The project had a delayed start, and recently a no-cost extension was granted up to 30. June 2017.

The Team has assessed activities and deliverables under the four outputs. Overall, the outputs have been achieved or are on track. Community members have increased knowledge of hazards and risks facing their community (output 1). Community members are also better prepared to respond on their own to disaster events (output 2). Output 3 includes various mitigation projects and income generating activities. Investments in water and sanitation form a major part of this output together with tree-planting and establishment of woodlots. The deliveries on water and sanitation are impressive, but sustainability after the closure of the project is an issue URCS must be aware of. With regard to tree planting and woodlots more emphasis should be put on the use of the trees – and where to plant which type of trees. Output 4 deals with URCS and their capacity in disaster reduction and preparedness. The competence building activities have been useful. One major investment has been included under this output; construction of the storage building planned to be the first phase of proposed new Emergency Coordination Centre. URCS awaits a formal approval from the Embassy for the use of project funds.

Environment and climate, gender, human rights and anti-corruption are seen as the main cross-cutting issues. The project has integrated *environment and climate* as well as *gender* actively in the project. *Human rights* lies as a foundation in all Red Cross interventions. With regard to *anti-corruption*; URCS has faced major challenges under the previous leadership. The top management was dismissed in 2013 based on serious mismanagement issues, and the Board was also changed. The URCS today has new management and updated routines and protocols and put great emphasis on a zero tolerance policy.

The efficiency of the project is deemed as very good. URCS has a decentralised structure in place and has committed staff in place on all levels. URCS has also a network of volunteers including youth groups and women groups.

The main recommendations can be found in the last chapter. The recommendations made by the Review team have been divided in (i) Priorities for the last 6 months; (ii) A non-continuation of the project; what will be the issues; and (iii) Recommendations for a possible continuation.

As a whole the project is well on track in the opinion of the Review Team.

1. Introduction

1.1 Project Relevance

Uganda is vulnerable to environmental hazards compounded by climate change such as floods, land and mudslides, drought, hailstorm, and high rainfall variability. The Mt. Elgon Region in East Uganda is especially vulnerable to such environmental hazards due to multiple reasons. As an example, in 2010, floods as a result of River Manafwa overflowing its banks as well as landslides in Bududa District in the Mt. Elgon Region left 5,000 individuals displaced and over 300 killed.

1.1.1 Government of Uganda and environmental hazards

Uganda has issued a *National Policy for Disaster Preparedness and Management* which recognizes that losses and damage of life and property due to disasters are on the rise in Uganda (*Department of Disaster Preparedness, Office of the Prime Minister, 2011*). The Policy further notes that the consequences of disasters are compounded by, among others, changing demographics, environmental degradation, climate variability and climate change. The Policy further recognises the need for development of practices for reduced vulnerabilities and disaster risks in order to avoid or limit the adverse impacts on human wellbeing. The primary responsibility for disaster risk management in Uganda however rests with the citizens of Uganda themselves. The ***Mt. Elgon Disaster Risk Reduction Programme*** (later in this report referred to as *Mt. Elgon DRR Program*) supports the National Policy for Disaster Preparedness and Management in the way it has mobilized communities to take the responsibility of disaster risk management. This has been evident through community acceptance and ownership of the project and involvement in the DRR initiatives.

In its *Second National Development Plan*, Government of Uganda recognises that disasters disrupt productive capacities of the population, destroy infrastructural and productive investments, divert resources meant for economic growth programs, and retard the pace of GDP growth rate (*National Planning Authority, 2015*). The Plan also notes that Local Governments (LGs) did not have sufficient capacity to respond to disasters and the adverse effects of climate change. The Plan therefore concluded that there was need for robust early warning systems and disaster preparedness plans to build resilience capacities. Accordingly, under the Section on Governance one of the objectives is to “*Coordinate the development of capacities for mitigation, preparedness and response to natural and human induced disasters*”. One of the interventions under this objective is “*Coordinate regular disaster vulnerability assessment at community level, hazard forecasting, and dissemination of early warning messages*”. The Mt Elgon DRR Program fits particularly well in this niche.

1.1.2 The Mt. Elgon/Teso sub-region

The Mt. Elgon/Teso Sub-regions has been particularly prone to natural disasters, especially landslides/mudslides, and flooding, interspersed with prolonged drought. The project targets six administrative districts in the Eastern region of Uganda. Five districts are in the Mount Elgon sub-region (Mbale, Sironko, Bududa, Bukwo and Kapchorwa) and one, Bukedea, is in the Teso sub-region.

1.2 Description of the Project Area

There are considerable social and environmental related differences between the six districts covered by the project..

The five districts in the Mount Elgon sub-region circle the mountain massive, their high-elevation landscapes are part of the large Mount Elgon National Park, while at lower elevations are densely populated agricultural areas. Mbale town, in the same district is the administrative and commercial regional centre for Eastern Uganda and the region's largest town. Mbale district used to be much larger, but during the decentralization efforts in recent years, Sironko and later Bududa Districts were crafted out of Mbale to become district local governments (LGs). These three districts are further dominated by the Bagisu ethnic group, being traditionally agricultural people cultivating the steep, humid and fertile slopes of the South and Western parts of the mountain. These districts are densely populated where most people derive their livelihoods from subsistence farming; growing a diversity of crops, and high quality coffee is the key cash-crop. People in Mbale District are comparably better connected to multiple service delivery, like health, education and markets; Sironko enjoys however partly the proximity to Mable and relatively good connections, while Bududa suffers from being more isolated and disconnected.

Similar to Mbale District, Kapchorwa used to be a larger district encompassing the whole region settled by the Sebei ethnic group, agro-pastoral people that traditionally occupied the dryer Northern parts of Mount Elgon. During later decentralization efforts, Bukwo District was crafted out of Kapchorwa. Bukwo suffers from bad connections to the rest of Uganda via the rough road north of Mount Elgon, but enjoys the proximity to the Kenyan border and good connections to the neighbouring country. The livelihood strategies and related agricultural landscapes in Kapchorwa and Bukwo are dominated by maize cultivation that in some parts operates on a large commercial scale.

Bukedea is both socially and environmentally distinct from the other project districts being a lowland district in the culturally different Teso sub-region. It is also relatively recently established district, crafted out of Kumi District. In general, people in the Teso sub-region derive their livelihood from mixed farming, both crop production and livestock keeping.

The World Bank has recently published a major report on poverty and its reduction in Uganda (WB, 2016). The report identifies Uganda's progress in reducing poverty, however in 2013, more than a third of the country's citizens live below the international extreme poverty line of US\$1.90 a day. And poverty has also become increasingly concentrated in the Northern and Eastern regions of the country. The Eastern Region, where all the six project districts are found, has the poverty rate of 24,5%, compared to 4,7% in the Central, 43,7% in Northern and 8,7% in Western.

Some basic population and production data, and human development indicators for the target districts is provided in *Table 1*.

Table 1. Basic population and production data and some human development indicators for the project target districts.

District	Population		Education		Health			Production		
	Number (000)	Density (nr./ km2)	Pupil/ teacher ratio primary	Primary net enrollment rate	Health clinics (nr.)	Deliveries in health clinics (%)	Overall services (rank)	Cattle (000 nr.)	Maize (000 tn.)	Banana (000 tn.)
Mbale	506	943	45	116	47	46	Nr. 8	64	43	99
Sironko	251	601	50	121	28	34	Nr. 61	93	19	29
Bududa	220	662	46	116	16	26	Nr 34	51	11	60
Bukwo	93	170	50	194	16	21	Nr. 72	23	46	4
Kapchorwa	107	297	40	105	20	35	Nr. 46	96	50	27
Bukedea	195	197	43	132	20	48	Nr. 63	86	28	0,1
National			46	96			Kampala nr 1			

Sources: Uganda Ministry of Health, *Statistical Abstract 2010*; Uganda Bureau of Statistics, *Uganda National Housing and Census 2014*; Uganda Bureau of Statistics, *Statistical Abstract 2015*.

DRR interventions are clearly relevant for the community level because it enables people to adapt to the disaster prone environment in which they live. DRR investments will also benefit women specifically since investments is done in for example water and sanitation.

1.3 Background for the project – and main facts and figures

Norwegian support to the Mt Elgon ecosystem and the local communities living around the mountain on both the Ugandan and Kenyan side, has a long history. From 1995-2004, Norway supported a major conservation and development project on the Ugandan side of Elgon, Mount Elgon Community Development Programme (MECDP). Between 2004 and 2015, the Mount Elgon Regional Ecosystem Conservation Programme (MERECP) was supported through three separate agreements with the East African Community (EAC). Initially IUCN was chosen as the implementing partner, later the Lake Victoria Basin Commission (LVBC), one of the commissions under EAC, took over as the implementing partner. The total financial frame was NOK 33,9 mill NOK. Additional to this, the programme also received some funding from SIDA. A MERECP phase II was planned, but not supported both because of lack of funds but also because of weaknesses in the project itself. One weakness in the MERECP programme both when IUCN and LVBC were implementing partners were the lack of impact on the community level.

Uganda Red Cross Society (URCS) has a well-developed local organisation and is also a trusted partner for the local communities since they have been in the first line of response after several disasters (landslides, floods, cholera) that have hit the districts around Mt Elgon. The Norwegian Embassy and URCS initiated a dialogue in 2013. The original Proposal from URCS covered 8 districts and had a financial frame of USD 2.495.170. The Grant letter from RNE Kampala was issued on 19. September 2013 and accepted by URCS on 3. October 2013 with a total budget of NOK 14 mill for the period 2013-2016. It was agreed between URCS and RNE Kampala that the project should cover 5 districts (Mbale, Sironko, Bududa, Kapchorwa, Bukwo), but later extended to include one more district (Bukedea). A no-cost extension up to 30. June 2017 was granted by RNE Kampala in early November 2016. NOK 12.500.000 has been disbursed to date (end November 2016); NOK 1.500.000 tentatively to

be disbursed before the end of the year.

1.4 Methodology

The Norwegian Embassy in Kampala (RNE Kampala) prepared the Terms of Reference (ToR) with input from Uganda Red Cross Society (URCS) and NORAD.

The Review Team would like to point out that the Result Framework in the various project documents differ, and therefore the Result Framework this report is based on is different from the one in the ToR. The challenges with different result frameworks used in the various documents is further explained in *Chapter 2*. The ToR is enclosed as *Annex I*.

The review is based on interviews with URCS management and staff, Board members and volunteers at all levels in URCS. The Team also met with the Office of the Prime Minister. The Team visited three out of the six districts the project covers; Lusenta, Bunaboli and Bubyangu Parishes in Mbale District; Saku Saku Parish in Bududa District and Kolir Sub-County in Bukedea District. The Team met with local government officials, school teachers as well as community members. The list of people met is enclosed as *Annex II*.

The team had the opportunity to inspect a great variety of the physical investments under the project. The Team has also done document studies of the most important documents; these are listed in *Annex III*.

The review report has the following outline: The Project description and the Review Team's assessment on project design can be found in *Chapter 2*. The qualitative and quantitative assessment of the achievements can be found in *Chapter 3*. *Chapter 4* deals with project management and *Chapter 5* with cross-cutting elements and sustainability issues. In *Chapter 6* the team's recommendations can be found.

2 Project description and comments on project design

2.1 Project design

The project related documents (proposal, logframe, budgets, grant letter, monitoring plan, annual reports etc.) have result frameworks that differ from each other. One reason for this is the application form used by the Norwegian Ministry of Foreign Affairs (MFA) that does not fit the result framework used by the URCS. But URCS has also changed the wording – and the outputs – in its internal documents. This has created some challenges for the Review Team when assessing the achievements compared to the plans.

In the report we have chosen to use the Result Framework from the logframe.

2.2 Logical framework (logframe)

2.2.1 Development Goal

The Development Goal of the project is: “Improved safety and resilience to natural disaster risks in the target Communities, and reduced economic losses resulting from exposure to natural disasters, thus contributing to less human suffering, poverty”

Comment: The project has a wider scope, ref output 4 which is directed towards strengthening the URCS and also covers URCS ability to respond to disasters. Apart from that, the Development goal is a logical part of the result framework.

2.2.2 Purpose

Purpose (also called project goal) is: Building community resilience and institutional capacity to deliver comprehensive disaster management to reduce the impact of disasters through prevention and preparedness measures.

Review team’s comments: The purpose differs between the various documents as stated in the introduction. The purpose is quite similar to the development goal, but includes “institutional capacity”. Anyhow, the purpose is complicated to understand (long sentence). We will advise for future projects – if there are two separate purposes like community resilience and building institutional capacity to actually state that the project has two purposes.

2.2.3 Outputs

The project has seven or eight *results* according to the project proposal and Grant Letter, in the ToR for this review they are listed the following way:

- i. DRR is a priority at the level of the districts/ Local Governments in the Program area, with a strong institutional basis for implementation.
- ii. Identification, assessment and monitoring of disaster risks in the Program areas; and early warning mechanisms enhanced.
- iii. Use knowledge, innovation and education to build a culture of safety and resilience at the level of communities affected/ Program area.
- iv. Reduce the underlying risk factors.
- v. Disaster preparedness at local government level, community level and household level strengthened for effective response.
- vi. Develop and implement appropriate disaster risk reduction interventions for the vulnerable communities and households, including food security and environment management
- vii. Design effective risk mapping for timely and appropriate response to man-made and natural disasters

These *results* are a combination of outputs and activities. However, the project proposal has also a logframe which gives a much clearer logical framework for the project. The Project reporting is done based on this logframe. The Review Team have therefore based our assessment on the outputs with underlying activities included in the logframe.

The logframe has the following four outputs:

- > Output 1 Community members have increased knowledge of hazards and risks facing their community;
- > Output 2 Communities are better prepared to respond on their own to disaster events;
- > Output 3 Community vulnerabilities are addressed through the implementation of mitigation projects;
- > Output 4 URCS has strengthened staff and volunteer capacity in disaster preparedness and disaster risk reduction methodologies and practices

Review teams comments: Organising the activities under four major outputs is in our view useful and makes the project easier to understand.

3 Project status assessment

3.1 Assessment of Project Progress and Status

The information presented under this section is based on the annual reports (April – December 2014 and January – December 2015), interviews with stakeholders (*ref Annex II*) and the Review Team’s field observations.

More details of the achievements under the four outputs are presented in *Annex IV*.

3.1.1 Output 1: Community members have increased knowledge of hazards and risks facing their community

The main interventions under this output included establishment of community radios, conducting radio talk shows and awareness campaigns, production and distribution of posters, conducting simulation exercises, and establishment of Drama Groups.

The main purpose of the community radios is to address issues of DRR. However, the radios have also come to be used for other community needs like announcements of deaths, lost and found property, and community celebrations among others. No information of a political nature is allowed.

The radios are located at the homes of trusted community members, who take the responsibility to broadcast the programs. Community Based Disaster Risk Reduction (CBDRR) Sub-committees oversee the radio operations. Each radio covers a radius of about 5km, and the annual reports indicate that the radios in total are reaching out to more than 57,000 people. The radios are run on solar energy; a solar panel and a battery is installed.

Interviews with the radio operators revealed that they needed training, not only in organizing and producing programs, but also in carrying out minor maintenance. However, it was unclear how the expenses for running the radios will be met after the project closes. The Review Team was told that the radio committees do charge a small amount of money (about UGX 500) for people to charge their phones. This money if well managed, could cater for some repairs of the radios and supporting equipment. The community members as well as the CBDRR groups in Bubyangu and one in Kolir Sub counties have taken responsibility and collected funds and repaired some of the radios with minor faults.

Face to face awareness campaigns on DRR have reached more than 8,700 community members. Nearly 40% of these are women. The campaigns cover a range of issues, including, hygiene & sanitation, community action planning and feedback sessions on progress of the project. The other part of awareness raising involves exercises to simulate particular incidences of disaster. The exercises are carried out within the communities by the CBDRR members and the URCS Volunteers who have been trained in community managed DRR. The simulation exercises have so far involved 1,940 community members, 38% of whom are women.

3.1.2 Output 2: Communities are better prepared to respond on their own to disaster events

This output very much rests on the CBDRR Groups which have been formed with the encouragement of URCS. The groups are important community structures because they transcend party politics, religion, and tribe (e.g. in Kolor Sub-county where both Bagisu and Iteso live in the same area). 30 Groups have been formed in the six districts where the project operates. The total membership is 600; 34% of these are women.

However, these groups are not yet registered as community based organisations. By law, registration can be done at Sub-county or District levels. The Groups have no articles of association/ constitutions, and therefore they do not have clear operating mechanisms. Without clear articles of association or constitutions, it is difficult to tell with confidence what they can or cannot do, who is eligible to join, and whether the Groups represent the interests of all the people in the parish. Information from the project staff and the Sub-County Community Development Officers indicated that they will soon embark on the exercise of registering the groups. URCS has elaborate ToRs for CBDRR Groups which will be helpful in drafting the constitutions.

A total of 560 community members and local leaders (35% are women) have been trained in the following areas:

Area of Training	No. Trained
Vulnerability and Capacity Assessment (VCA) methods	260
Early Warning and Early Action (EWEA)	151
Contingency Planning	108
Training of Trainers in Participatory Hygiene and Sanitation Transformation (PHAST)	41
Total	560

Because of the knowledge gained through these trainings, CBDRR Groups in hard-to-reach areas were able to regularly give URCS updates of what was happening during the 2015 floods in Bukedea. The groups have been empowered through knowledge and skills to lobby for support beyond what URCS can contribute towards their action plans. As a result, they have been able to reach out to their LGs to repair the damaged roads in their areas. The continuous lobbying attracted the interest and support of Japan International Cooperation Agency (JICA) to help in repairing some of their roads.

One area in which skills learned were demonstrated was seen in Bubyangu Sub-county where a storm water diversion drain was constructed by the community members. However, this

drain proved too small to contain the storm water when high intensity rains came. This shows that while the people can do the digging and maintenance work, they need help with the engineering specifications, including location path of the drains and the drain dimensions.

3.1.3 Output 3: Community vulnerabilities are addressed through the implementation of mitigation projects

VCAs were carried out in 21 parishes with the purpose of identifying risks in the respective parishes, and raising awareness of the risks among community members. In connection with this training, 59 hazard resource maps were produced by the community members and printed with support of URCS for ease of reference. These maps need to be digitized so that they can be more easily updated from time to time. The hazard maps led to preparation of Community Action Plans to guide preparedness and response actions at community and household levels.

Technical water surveys have been conducted covering all the six districts in which the project operates to establish water and sanitation coverage and the associated community needs. Access to safe water has been enhanced through construction of boreholes and protected springs. Five boreholes have been constructed and one is still under construction. 22 springs have been protected and 4 more are under construction in Bulucheke Sub-county in Bududa District. In Kapchorwa and Bukwo Districts, the existing gravity flow schemes are planned for upgrade and extension before the project ends. The boreholes and protected springs visited by the Review Team were working well. Some of the protected springs were still under construction (e.g. in the hills of Saku Saku Village in Bududa District). These sources of safe water have helped the people to move away from use of stagnant and dirty water in pools. Some community members indicated that they had noticed a decrease in diarrhea related diseases.

However, it was not clear how these sources of safe water would be maintained after the project had closed. The community members interviewed said that they would contribute money for the maintenance work, but experience elsewhere in Uganda shows that the communities are struggling with the boreholes drilled by government or NGOs even when Water User Committees were in place.

As part of water and sanitation intervention, 60 sanitation kits were distributed to facilitate construction of pit latrines. The kits are kept at the home of trusted community members from where others can borrow them. The Review Team saw some of the latrines that had been constructed. They are pretty basic structures, but they constitute an important step taken from a baseline where less than 50% of the households had no latrines at all (*Mt. Elgon DRR Project: Vulnerability Capacity Assessment (VCA) for Bududa, Bukwo, Kapchorwa, Mbale and Sironko Districts; URCS 2014*). Construction of the latrines in Bukedea was challenging because of loose soil structures which dissolve into liquid mud when it rains heavily and persistently. Because of this, the latrines were shallow and would only have a life-span of 2-4 years.

The project had targeted 35 schools (primary & secondary) to plant woodlots with the concept of “one child two trees”. Under this scheme, one tree is planted at school and the other at home. The species which were asked for by the people and which were distributed included *Antiaris toxicaria* (false mvule), *Eucalyptus spp*, *Persea americana* (avocado pear), *Grevillea robusta* (silky oak). A total of 224,000 seedlings were distributed to 34 schools and 28 religious institutions in 2014 and an additional 60,000 seedlings (mainly fruit trees)

distributed in 2016 in two districts, particularly in Bubyangu sub-county in Mbale District and Kolir sub-county in Bukedea District.

The Eucalyptus woodlots the reviews team visited were growing well but the owners did not have a clear view of the use of the wood products nor did they have a clear management strategy for the woodlots. It is important that the woodlot owners (mainly primary schools) are helped to prepare simple management plans to guide them in what to do in order to produce the desired product (e.g. timber, transmission poles, firewood) at the end of the rotation.

Another reason behind the tree growing component was soil conservation on the hillsides. Together with elephant grass planted on terraces, the trees would contribute towards stabilization of the steep hillsides. The trees would also provide additional income.

3.1.4 Output 4: URCS has strengthened staff and volunteer capacity in disaster preparedness and disaster risk reduction methodologies and practices

The project has recruited six Focal Persons (FPs), one in each district, who are responsible for the project activities. The Branch Managers (BMs), the FPs, and the Volunteers who are stationed in the project parishes have formed an effective network that is reaching the local communities on a regular basis. Their work has been facilitated by procurement of a vehicle for the Mt. Elgon/Teso Sub-region stationed in Mbale Town, and a motorcycle for each Focal Person. The motorcycles are property of the URCS, under the custody of the BMs. However, due to the fact that they were procured by the project, the FPs use them for project implementation although the BMs can use them as well for URCS work. The bicycles were distributed to the CBDRR Groups to support project activity implementation. The volunteers based at the Sub-county use the motorcycles with the FPs. The Branch Offices have also been equipped with desktop computers and internet mobile modems to ease communication.

The URCS staff and Volunteers said that as a result of training and subsequent practice, they had gained a better understanding of DRR. Nevertheless, a training needs assessment for field staff has recently been done, and training courses will soon be designed and offered on the basis of these training needs. Branch and Sub-Branch Board Members were given orientation training to enable them supervise implementation of the project effectively. A total of 137 members went through this training.

As a result of heightened activity from this project in the area, Bukedea and Bukwo Districts donated land to URCS for the construction of buildings to host their offices and, possibly, some rooms to spare for income generation. The plots are located within easy reach of the district offices.

At Mbale Branch Headquarters, plans were in advanced stages to start on the construction of the first phase of a Regional Emergency Coordination Centre which will contain storage facilities. URCS awaits the approval by the Norwegian Embassy to use project funds allocated for this purpose. In subsequent phases to be financed through other sources, accommodation facilities and room for a communication hub will be added. *Annex V* shows the ground plan of the building (Phase 1 Storage).

3.2 Progress in Achieving the Project Purpose

The Project Purpose is to *'build community resilience and institutional capacity to deliver comprehensive disaster management to reduce the impact of disasters through prevention and preparedness measures'*. The project is targeting 9,000 households (about 63,000 people) in the six districts of Bududa, Bukwo, Kapchorwa, Mbale, Sironko and Bukedea. The logframe indicators for achievement of the Project Purpose were stated as follows:

- 90% of the DRR implementing communities are aware of the prevailing community risks
- 90% of DRR implementing communities are able to plan and implement resilience building interventions

When the number of people who were involved in different activities (excluding the community radios and the formal radio talk shows) is added, a total of 11,685 people were reached by the Project. 38% of these were women. Radio talk shows on the local FM radio stations reached more than 57,000 people. However, it must also be said that these numbers do not show the absolute number of individuals reached, because many of these people participated in more than one project activity. Nevertheless, it is pertinent to state these numbers, especially for the first indicator, because these individuals were reached many times, but for different purposes. For the second indicator, it is not possible to say with any degree of certainty that 90% of the communities (presumably meaning individual community members) are able to plan and implement resilience building interventions. This requires a more elaborate study.

Based on the achievements made on the specific outputs, the project in general has made good progress in spite of a delayed start and delayed disbursement of funds from the Embassy. Interviews with some of the CBDRR Group members showed that they have a good understanding of the issues at stake. The concept and practice of the model home is being embraced by many, thus attesting to the heightened consciousness of living in a healthy and hygienic domestic environment. The model home typically has a well maintained house (even if it is constructed using local materials), a kitchen with an energy saving cook stove, a pit latrine, a urinal, a tip-toe for hand washing, a line for drying clothes, and a drying rack for utensils. Observations by the Review Team showed that not many had had this type of home before the project.

The songs composed by drama groups, both in the communities and in schools, reveal a good understanding of the issues of DRR. The drama and songs speak of what had been happening before the project and the changes that had been ushered in by the project. The Review Team was told that the community drama groups move from place to place staging their shows to educate their contemporaries in the villages. In combination with the community radios, the message on DRR is indeed being spread.

Adaptation and livelihood projects are beginning to take root. Trees are being planted for income generation and domestic use (timber, firewood and fruits). However, as has been stated earlier in this report, progress needs to be made on clear directions for management of the woodlots and trees in order to secure the desired tree products in future.

Village Savings and Loan Groups are being spawned by the CBDRR Groups, but URCS does not give them financial support. In some cases, the groups were there before the project came in, but these groups are increasing membership and the associated savings as a result of

project activities. Where such groups are new, more work needs to be done to nurture them into community institutions that will stand on their own.

LG officials appreciate URCS for the work they have done. The LGs are aware of their inability to expand the project activities to other areas in their jurisdictions, but discussions with some of them showed that, should resources become available in future, they will be able to pick up from where the project will stop, since they now have the knowledge they need to act. This ability to act was demonstrated at Bubyangu Sub-county where the administrators have budgeted for tree seedlings as a result of being involved in project activities.

There is a dedicated URCS Team at field level that is also supported by Head Office staff. The field level staff has received adequate training and has gained experience with DRR at community and sub-national levels. They will support the activities through the remaining time of the project period, but after that the URCS will most likely not be able to employ the FPs.

3.3 Progress in Contributing Towards the Development Goal

The Development Goal of the project is *‘improved safety and resilience to natural disaster risks in the target communities, and reduced economic losses resulting from exposure to natural disasters, thus contributing to less human suffering, poverty’*. The development goal can be broken down into the following components:

- Improved safety and resilience to natural disaster risks – capability to withstand the shock of disasters and recover from them without irrevocable damage to life and property
- Reduced economic losses – especially in terms of livelihood options at household level
- Less human suffering, poverty – especially in terms of maintaining a healthy society that has the capacity to maintain the wellbeing of its members.

With regard to improved safety and resilience to natural disaster risks, it is too early to tell in concrete terms how the project has contributed. Anyhow, local people have acquired knowledge, they have mapped the risk prone areas, and have participated in some simulation exercises. How the people will use the knowledge and skills gained to withstand the shocks and recover from disasters remains to be seen.

The Mt. Elgon/Teso Sub-region is a fertile area with volcanic soils on the slopes of the mountain range, and good grazing lands in the plains. Therefore, reduced economic losses will be reflected most visibly in terms of agriculture and livestock stability. Trees and grasses planted on steep slopes to stabilise soils should reduce losses in agricultural production at farm level, but this needs more of agroforestry than pure stands of Eucalyptus woodlots. Going through Bubyangu Sub-county, the Review Team observed that the agroforestry practices introduced in the 1980s and 1990s are showing good results. Home gardens interspersed with zero grazing are flourishing. However, it is also possible that growing Eucalyptus woodlots as an income-generating activity (IGA) can contribute to reduction in economic losses, but the woodlots would have to be well managed with an end product like timber or transmission poles in mind right from the beginning.

The interventions on water and sanitation within the concept of model homes should eventually contribute to reduction in diseases like diarrhea, cholera, dysentery, and malaria which are killer diseases, especially in times of disasters like landslides and flooding. In fact, some community members in Bubyangu Sub-county indicated that the incidences of malaria

had observably reduced since the project came in. The components associated with water and sanitation have been successful, but the question of sustainability has not yet been settled. URCS has prepositioned the BMs to continue with the linkages with the District Water Officers in an attempt to sustain the water sources.

The project has less emphasis on IGAs for poverty reduction than on water and sanitation. Trees have been planted, but it is early days yet to tell if they will indeed generate income at a level that will contribute towards poverty reduction. Village Savings and Loan Groups which have either been formed through project intervention, or existing groups have been strengthened. What needs to be examined carefully are the governance aspects of those Groups with a view to helping them develop into micro-finance institutions that can avail low cost capital to the community members.

An increased focus on income generation is planned for the last six months of the project (the no-cost extension period). However, six months may not be enough for the project to carry out community consultations to establish which IGAs will be prioritized, how they will be funded (for example seed money for project start up), conduct training of the IGA promoters, and the extent of incubation of the IGAs before the owners can be left on their own.

Conclusion: In the opinion of the review team, many of the interventions under the project have resulted in more resilient communities. Anyhow, the issue of sustainability is seen as a challenge.

4 Project management

4.1 Uganda Red Cross Society

Uganda Red Cross Society (URCS) is both the agreement partner to RNE Kampala and the implementing organisation of the project under review.

URCS as a humanitarian organisation is incorporated by an Act of Parliament as a voluntary aid society, and an auxiliary to public authorities.

Among the general objectives and tasks in its Constitutions, URCS seeks to

- Improve health, prevent disease and mitigate suffering
- Contribute to the improvement of the conditions of the weak and the vulnerable, including health, prevention of diseases, responding to health emergencies, and the alleviation of suffering
- Educate the public on disaster preparedness and how to respond to disasters, whatever the cause is
- Ensuring that gender analysis, as appropriate, is part of the programs and planning

The Constitutional mandate described above has been translated into strategic plans, the latest being the one covering the period 2017 – 2020, currently in an advanced draft form. This draft Strategic Plan recognizes that DRR is a key element in attaining community resilience, livelihoods, and addressing problems caused or increased by climate change. Accordingly, Strategic Objective No. 4 provides for the following interventions which are directly related to the DRR Project:

Intervention	Selected Activities
Strengthen community resilience and institutional capacity to predict, respond and reduce the impact of disasters through a comprehensive disaster risk management system	<ul style="list-style-type: none"> • Enhance community capacity to predict, prepare for, and effectively respond disasters and other crisis events • Enhance appropriate DRR interventions for high risk communities • Strengthen food security initiatives and sustainable community livelihoods
Improve social and health status of vulnerable communities and response to health emergencies	<ul style="list-style-type: none"> • Increase access to safe water supply, improved sanitation, hygiene and catchment conservation practices • Enhance institutional and community capacity to advocate for health issues

4.2 Project Management arrangement

The project is managed from the URCS Disaster Risk Management Directorate. The Director Disaster Risk Management (Mr. Robert Akankwasa) is overall in charge while the day to day follow up is done by the DRR Manager (Ms. Irene Amuron) and the Project Officer (Ms. Proscovia Namugugu). The project has also one dedicated Finance Officer at headquarter level.

The project is implemented in 6 district. In each of these districts, the URCS has a District Branch with a Branch Manager. For project implementation, project Focal Persons (6) has been employed to oversee the actual project activities. These FPs work in close collaboration with District, Sub-county and Parish local LG officials as well as local volunteers. The project also employs one Water Engineer and one driver (for further details, pls refer to 4.3.1 ii).

4.3 Financial issues

4.3.1 Project budget

The project budget is allocated according to the four outputs. Expenses not linked directly to one specific output is budgeted under the following budget lines:

i) *Budget line 5 Running costs for implementing project activities:*

This budget line covers expenses like Mileage costs and other vehicle costs; Office equipment, stationary etc for 5 local offices as well as other local costs, communication, national level travel costs; staff development costs and bank charges.

Review Teams' comments: Budget line 5.7 is supposed to be "Contribution to DRR Day commemoration, Red Cross Week, Staff Retreat and Board Retreat". In the view of Review Team, these types of costs should not be project specific costs, but financed from the URCS Core funds. We understand that this has been pointed out by the embassy also.

ii) *Budget Line 6 Personnel Costs :*

The project is financing some positions fully and some partly – and which positions being

financed have changed slightly during the implementation of the project. According to the project management team, the following positions are being financed in 2015/16:

DRR Manager – 1 position at 50%

Finance Officer – 1 position at 50%

Project Officer – 1 Position at 100%

Project Focal Persons – 6 positions at 100%

Driver – 1 position at 100 %

Project Water Engineer – 1 position at 100%

Branch Manager – 1 position at 50%

Costs to support the volunteer focal points are also charged to this budget line.

iii) Core

The project's contribution to core expenses is 10 % of total activity costs (= output 1-4 as well as running costs). The top management, costs related to the Board, expenses related to the headquarter premises as well as some other general expenses are financed from the core contribution of project. Apart from contribution from projects to core funding, the membership fee is also supporting core expenses.

Review Teams' comments: URCS is in a difficult economic situation. Increased emphasis on membership contribution should be sought as well as corporate memberships.

iv) Audit

Audit fee is 3 % (standard for all URCS projects), this covers both a specific project audit as well as contributing to general audit cost of the organization. The project is audited by PricewaterhouseCoopers (pwc).

4.3.2 Financial management

The project funds are kept in a dedicated bank account (Stanbic Bank). This is a "Current Account", there is no interest and a monthly management fee of UGX 35.000.

One issue that poses a challenge for URCS when budgeting is the three different currencies used – and the fluctuations in exchange rate. The agreement with RNE Kampala is in NOK, and the transfer of funds is done into a UGX-account. Anyhow, URCS make parallel budgets in USD and UGX. Over the project period, both UGX and NOK has lost in value towards the USD, but this should not pose a major challenge since most costs are based on local prices.

URCS has internal financial rules dictating routines, documentation necessary and signatures needed to draw funds. Fuel for vehicles is as a rule bought using fuel cards.

URCS has laid down tender procedures and has a Tender Board; all procurements above are referred to the Tender Board and procurement protocols shared with the embassy.

Fleet (vehicle) administration is done by a dedicated section. If vehicles financed under a project is handed over to URCS after the termination of the project, the normal routine is that this vehicle is allocated for general use of the organization. A vehicle is sold when reaching 200.000 km; the income from the sale is used to run other vehicles in the general pool.

Review Teams' comments: URCS has adequate financial management routines in place. Based on our discussions with staff at all levels we got a clear understanding of the routines being embedded in the organization and followed to the letter.

5 Cross-cutting Elements, Sustainability issues and Efficiency

5.1 Cross-cutting elements and risk factors

According to new guidelines from the MFA, all Norwegian projects are to be assessed based on four cross-cutting elements: (i) Environment and Climate; (ii) Gender; (iii) Human Rights and (iv) Anti-corruption. These elements do not necessarily need to be integrated in all projects, the minimum requirement is “do no harm”.

5.1.1 Environment and Climate

The project under review has a strong focus on adaption to climate change as many of the disasters and hazards in the region are related to climate change. The challenges experienced by the communities around Mt Elgon are enlarged by more extreme weather (more heavy rain, periods of draught like during the time this review was carried out). More extreme rain results in landslides and flooding in the hills (most of the area of intervention) and flooding on the plains (Bukedea district).

The project implements activities that have a strong environmental focus like for example

- Protection of water sources;
- Latrines (cholera a problem especially in Bukedea);
- Tree planting;
- Planting of elephant grass on steep slopes to bind the soil to prevent landslides;
- Introduction of energy saving stoves;
- Digging – or opening up of storm water diversion trenches.

The project can therefore be deemed as a project integrating both environment and climate change – not only “do no harm”.

Anyhow, the Review Team will raise one issue: There seems to be limited knowledge of selecting tree species to suitable planting sites, in general eucalyptus is planted on unfavourable sites (close to rivers/creeks) or sites where other tree-species would do better. From an environmental point of view, more indigenous species should be promoted.

URCS has Green Workplace Guidelines. These are from 2013 and needs update.

5.1.2 Gender

When assessing gender, both integration of gender aspects in the project itself as well as assessing URCS as a workplace is relevant.

In the Review team opinion, URCS has actively integrated gender perspective on all levels in

the project. Many activities have women as the main beneficiary (secure springs, drill wells, woodlots for firewood, model homes...) and women form the backbone of the many community groups formed or supported.

URCS as a workplace gives equal opportunities to men and women. In-house policies states this and also deals with issues like sexual harassment.

URCS Boards have specific women representation and youth representation.

5.1.3 Human rights

Respecting Human Rights lays as the core of the International Red Cross Movement as the movement builds on 7 principles: Humanity; Impartiality; Neutrality; Independence; Voluntarism; Unity; Universality. URCS so called core values build on these principles: Open-mindedness; Responsive; Integrity/transparency/stewardship; Responsible; Democracy; Value for people; Equity/equality; Respect for gender and other forms of diversity; Professionalism; Identity; Accountability.

The population of the project area consist of different ethnic groups as well as people with different customs and religions (Islam and various forms of Christianity). As far as the review team could assess, this was not a factor when deciding on beneficiaries; the most disaster prone parishes were chosen for intervention – and the most vulnerable people as direct beneficiaries.

One issue of special interest in this area is how URCS deal with local cultural practices. The URCS practice is to follow what they call the local – or community calendar. One example of this is to not plan any activities in relevant communities during (male) circumcision festivities which is a major bi-annual event among the Bagishu people. Female circumcision is however forbidden by law in Uganda, but is practised “underground” among the Sabiny in Kapchorwa and other northern Elgon districts. URCS’ take on this is that Government and other NGOs work on this issue with the community and that URCS should keep to their core activities. The various NGOs exchange information on their various interventions through the Mt Elgon forum.

5.1.4 Anti-Corruption

URCS has been through a challenging period with regard to mismanagement and corruption. In 2013, the former Secretary General (SG) was put under investigation and dismissed. The whole top management was also dismissed. URCS has taken the cases where the organisation has faced economic loss to the court, but these court cases are dragging out.

In order to get the organisation back on track there has been a close follow-up by the International Federation of the Red Cross (IFRC) and IFRC seconded an official to act as an interim SG from 2013 until a new SG was appointed in March 2015 (Robert Kwesiga). The whole top management as well as the Board is also new. When appointing new management – or staff members – thorough background checks are now carried out. This was not done

when a new Director Finance was appointed in August 2014, and later background checks revealed that this person had a history of mismanagement. The Finance Director was later dismissed from URCS because of mismanagement (December 2015).

After 2013, URCS has updated all its management and financial procedures in order to tighten loopholes. The organisation is also trying to embed an anti-corruption culture among staff members and has a zero acceptance policy for corrupt practices.

The DRR Elgon project has undergone a Special Purposes audit by PricewaterhouseCoopers (pwc). The audit covers the period from May 2014 to 31 December 2015. As said in the introduction, the Grant letter was issued in September 2013. But the payment was not effectuated before May 2014 because the corrupt practices of the former SG was uncovered just after. The audit gives a clean “opinion”. In the management letter a more detailed feedback is given. The auditors point to some specific weaknesses that needs attention (posting of transactions into accounting system; inconsistencies in supporting documents; Income tax and Social security tax deducted, but not remitted).

Review Teams' comments: URCS now has strong anti-corruption systems in place – and no acceptance for corrupt practises among staff. Based on experience from similar projects, procurements is where corruption most easily can happen (kick-backs) and should be followed closely. We expect that the issues pointed out in the 2015 audit are dealt with accordingly, and that should be stated specifically in the 2016 audit.

5.2 Sustainability

The project under review has a combination of physical investments and competence building components.

In general, the sustainability of physical investments like boreholes with hand pumps has widely proven to be a great challenge. There are many examples elsewhere of non-functional pumps with only minor parts broken. Many hand-pumps function perfectly for the first couple of years, after that parts need to be changed and sometimes larger repairs are necessary. This often coincides with the project closing down. Water committees sometimes also stop functioning when projects end and there can be quarrel over money, general distrust, no-one takes initiatives etc.

Sustainability of the protected water sources might be an issue also. These installations do not have any moving parts and are therefore less prone to fault. But siltation may in the long run reduce the output of the water source.

Some of the same sustainability issues are also relevant for other investments like the community radios. Apart from the radio equipment there are also solar panels and batteries that might need maintenance and repair.

Review team advise: Experience from similar project shows that frequent visits (3 times/year?) of project personnel – or LG officials - is necessary after the end of the project

period.

Sustainability of the Gravity Water Schemes rehabilitated is another issue. The project will – together with the LG - repair/refurbish/improve/extend an old Gravity Water Scheme not functioning. How to secure that the new investment will continue to be operational after the end of the project lays primarily with the LG, but they might expect URCS to assist. As for the boreholes, frequent inspections are necessary – and pressure must be put on the LGs if maintenance and repairs are not carried out.

The ‘*model homes*’ are private homes with no-cost or low-cost interventions. In the opinion of the Review Team, these will be sustainable if found useful by community members.

Apart from the physical investments, a lot of training and competence building has been carried out among the local communities, LG staff and with the URCS itself. One question is if people will start to act differently because of new knowledge and sensitisation on DRR issues. The CBDRR-groups that are formed – and the URCS volunteers – are vital to the sustainability of the training. Also here, frequent visits by the URCS after the end of the project is essential.

5.3 Local Government involvement

This project is particularly relevant to the LGs because it addresses their capacity to deal with issues that fall within their constitutional responsibilities as decentralized government entities. District and lower LGs (County; Sub-County; Parish; Village) exercise their mandates directly among the local communities. After the local community structures, lower LGs are normally the first line of reference in cases of disasters. Therefore, it is important that the District and lower LGs are equipped with resources (personnel and funds) to enable them deal with DRR and management. The LGs in the Mt. Elgon/Teso Sub-region have formed Disaster Management Committees down to the Sub-county level, and URCS is a member of these Committees. Anyhow, the resources for DRR are limited. For example, discussions with the technical officials at district level in Mbale pointed to the lack of conditional grants from the Central Government to support the work of forestry activities at LG level. Other sectors (e.g. Roads, Water, Health, and Education) have funds coming from the Central Government clearly earmarked for these sectors. Forestry does not have this grant, and Wetlands have a grant, but little money.

From the feedback the team got, we can confirm that LG personnel has taken active part in project activities as well as training, and feel ownership to the work done. We found also some few examples of lower LGs supplying funds to add on to the URCS funds (like procure more seedlings). However, one major challenge is the Ugandan system of transfer of government staff; this results in very committed staff replaced by new staff with no ownership to previous investments.

5.4 Project Efficiency

Efficiency is a measure of productivity, meaning comparing inputs against outputs; a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to

results/outputs

URCS has an organisation at local government level (District and sub-county) that was in place before the start of the project so there was no need to establish a local presence. Anyhow, when there are no projects, there are hardly any financial resources at local level. The Branch offices are encouraged to establish Income Generating Activities (IGA) to fund their offices. In Mbale this was done, and the local branch had an income of 77 mill UGX in 2015, 20 % of this is paid to the central level, the branch can keep 80%.

URCS has committed staff at all levels. BMs are employed on full time basis. URCS also has volunteers on all levels who contribute their time, and the organisation has youth groups and women groups also.

The DSA paid to the staff is approximately on the same level as for civil servants (95.000 UGX for lower level staff – 120.000 UGX for middle and higher level staff – 300.000 UGX for Top Management and Board).

Review teams opinion: The strong local organisation of the URCS is seen as a major strength, and this combined with volunteers at all levels as well as committed staff is in our view resulting in high efficiency. The Review team has in-depth knowledge of the MERECAP programme, and we are of the opinion that URCS through the project under review has achieved more at local level for less funds than MERECAP did.

6 Recommendations

6.1 Recommendations – priorities for the last 6 months

RNE Kampala has agreed to a no-cost extension to 30. June 2017. The Review team has been asked to give advice to what should be prioritised in the last period of the project.

(i) The main outstanding delivery is the Regional Disaster Management Centre -> Storage building under output 4. RNE Kampala and URCS has discussed this investment and formal approval has so far not been given by the embassy. The adjusted proposal from URCS is for a scaled down structure mainly providing a safe storage for non-food-items (NFI) and other equipment. The present storage building is a tent type of structure which experiences frequent break-ins (ref the *Annex VII* picture showing how the tent structure is repaired after being cut by thieves). The drawings are finalised and the structure can be complete within the project period and available budget.

Review Team Recommendation: Recommended. If the Embassy agrees, they must give their acceptance immediately so tender can go out before Christmas.

In the opinion of the Review team other priorities should be:

(ii) Physical investments already started (or committed) must be completed:
- wells;

- protection of water sources;
- refurbish gravity scheme in Kapchorwa
- extra batteries for solar panels for community radios (community radios have no power if there are several days with bad weather);
- other physical investments?

(iii) Digitalise maps. Risk maps have been produced in all parishes and these maps should be digitalised.

(iv) Advise community members on income generating activities (IGAs). One IGA that has started is tree growing. Support should be given to schools and religious institutions with woodlots to prepare forest management plans. The plans should be done in participatory way so that parents of school children and parishioners of the religious institutions can take part and in the process acquire the skills themselves. LG Forest officers should be involved in this work.

(v) Financing for the necessary staff at local and headquarter level as well as project running costs must be included. The overheads (core and audit) will be calculated as a percentage.

The Review Team advises on some flexibility in the budget and suggests that URCS is allowed 10 % reallocation between budget lines without specific approval from the embassy.

6.2 A non-continuation of the project – what will be the issues?

The ToR raises the specific issue of consequences of a continuation/non-continuation of the project. Above, the sustainability of physical investments like wells with hand-pumps, protected water sources and community radios are discussed and also the challenge of keeping community groups alive and operational.

Follow up of the tree planting is another issue. People will normally look after their private trees and woodlots, but as said earlier the knowledge of forest management issues is low. For larger woodlots such as serving schools, churches and mosques, there are no management plan in place and this will result in a low crop yield, and being useless for other purposes than firewood.

The advice from the team is frequent visits to the project sites by the URCS or LG personnel after the end of the project. Anyhow, the financing of these visits will be a challenge. The LG has often no funds and no transport and the local branches of the URCS will be squeezed for resources. URCS has however a solid network of volunteers that could be mobilized.

Another consequence of non-continuation is that the contracts of personnel financed by the project (mainly focal points in the districts) will end and the URCS will lose skilled staff. The project also contributes to URCS' general expenses through the overhead payments. URCS is currently in a squeezed financial situation and relies much on project overhead to keep the central organisation afloat.

In the agreement letter it is said that Project equipment (most importantly the Toyota Land-cruiser and the 6 motorbikes) belongs to the donor after the end of the project. The Team advises that the vehicle, motorbikes and other equipment are handed over to the URCS after the end of the project. We advise that the motorbikes are handed over to the Branch Offices in the 6 districts. With regard to the vehicle it will, according to the URCS, be included in the general car pool.

6.3 Recommendations for a possible continuation

The Review Team is aware that RNE Kampala has limited funds for development projects and might not be able to support a continuation of the Mt. Elgon DRR Program. Anyhow, the Review Team would like to come with some recommendations that can also be used by the URCS in discussions with other donors. We will especially advise URCS to link up with UNDP who is presently seeking funding from the Green Climate Fund (GCF) for a project called “*Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda*”. Mbale and Bukedea districts are included under the proposed UNDP/GCF project.

The Review Team would like to highlight the following issues and priorities:

- URCS should concentrate on what they do best (Water and sanitation; disaster prevention/preparedness, monitoring of possible threats, early warning and alert programs, awareness raising ; organise the community both with regard to DRR and to respond to various disasters). Water harvesting should also be emphasised, both private houses and public buildings. Some private houses have corrugated iron roofs, and therefore water harvesting is feasible;
- Forestry/tree planting requires individuals with specialised knowledge and technical capacity, which we did not find within the project. If tree planting/forestry should be included as a major activity in a new project, stronger involvement of the district forestry officials must be sought and partnership with other NGOs with this as their core competence could also be sought. Possibilities to expand on-farm forestry/agroforestry should be explored. Such more specialized NGOs are operating in the Mt Elgon area; one example is Ecotrust. The Elgon Forum should be reactivated/used more strategically;
- Monitoring physical investments done in the present project to secure sustainability (ref discussion above on sustainability water investments);
- There is continuing and increased pressure on land in most parts of the Mount Elgon area, the communities farm the fertile, but steep – hills between the plains and the protected areas. The protected areas are both the Mt Elgon National Park under Uganda Wildlife Authority (UWA) and Forest Reserve under National Forestry Authority (NFA). The increased pressure on land pressures people both to construct their houses and to farm on steeper hillsides – and higher up – simultaneously putting more pressure on their access to natural resources within the protected areas. It is important find ways to reduce local communities’ dependence on parks resources (like suggested above with physical investments; on-farm forestry; agroforestry) and how their access to essential resources can be governed in a sustainable

manner in collaboration with UWA/NFA.

-The number of children a woman gives birth to in the rural areas around Mt Elgon is high, also by Ugandan standards. Can family planning be linked to the general sensitisation on DRR and adaption strategies? URCS is trusted by the communities – and active community groups are already in place. The URCS youth groups could play an important role in sensitisation of young people on this issue;

-Another question is if URCS should continue in the same areas or go into new districts/sub-counties/villages? If family planning issues are introduced, this should be done as a follow up on sensitisation already done on DRR and climate change in well-established communities. Anyhow, the water and sanitation component including model homes could easily be replicated to new areas.

- Can some of the URCS interventions on the Ugandan side of Elgon be copied by Kenya Red Cross? The Norwegian embassy in Nairobi has received a request from a local NGO arguing for a MERECP phase II. The chances for a continuation of the MERECP programme are slim, but interventions supporting the local communities could be picked up by an NGO like Kenya Red Cross.

Annexes

Annex I Terms of Reference

Annex II List of people consulted

Annex III List of Documents reviewed by the Team

Annex IV Details of achievements per output

Annex V Mbale Regional Emergency Coordination Centre; phase I

Annex VI Photos - Community based activities

Annex VII Other photos (storage, vehicle, motorbike, bicycles)

Annex I ToR

Terms of Reference (ToR)

Review of the Mt. Elgon Disaster Risk Reduction Programme (Mt. Elgon DRR Program) (UGA-13/0013)

1. Background

The Royal Norwegian Embassy (RNE) committed to provide up to NOK 14,000,000 to the Uganda Red Cross Society (URCS) for the DRR Program for Mt. Elgon Region for the period 2013 – 2016.

The purpose of this project is to strengthen community resilience and institutional capacity to ensure disaster risk reduction, response and impact reduction.

The goal of the Program is improved safety and resilience to natural disaster risks in the target Communities, and reduced economic losses resulting from exposure to natural disasters, thus contributing to less human suffering, poverty.

The project has seven expected **results**:

- viii. DRR is a priority at the level of the districts/ Local Governments in the Program area, with a strong institutional basis for implementation.
- ix. Identification, assessment and monitoring of disaster risks in the Program areas; and early warning mechanisms enhanced.
- x. Use knowledge, innovation and education to build a culture of safety and resilience at the level of communities affected/ Program area.
- xi. Reduce the underlying risk factors.
- xii. Disaster preparedness at local government level, community level and household level strengthened for effective response.
- xiii. Develop and implement appropriate disaster risk reduction interventions for the vulnerable communities and households, including food security and environment management
- xiv. Design effective risk mapping for timely and appropriate response to man-made and natural disasters

The proposed Project Review is part of the follow-up measures agreed to, and the Embassy has made a request to Norad to provide expert support in this regard.

2. Purpose (Objectives) of the Review

- a) To assess progress to date and effectiveness of the Programme, i.e. to what extent the purpose as defined in the Grant Letter is being achieved.

In particular the assessment shall seek to answer:

- To what extent the planned targets and results in the Mt. Elgon DRR Program have been fulfilled; Relevant questions to be asked include:
 - ✓ How has the project taken into consideration issues of gender equality and social inclusion
 - ✓ The effects of the project on environment and climate change
- An assessment of the organisational structures of the recipient in relation to implementation of the Project. Relevant questions to be asked include:
 - ✓ How effective is the organisational structure of the recipient in delivery of the result?
 - ✓ How engaged and responsive are the project beneficiaries, other relevant actors and stakeholders, particularly the target local governments and communities?

b) Assess the impact of the Programme to the degree possible.

Briefly assess the impact of the Programme as compared to the set of goals, objectives, inputs, outputs and outcomes. Relevant questions include:

- ✓ How has the programme impacted on the targeted local government DRR structures?

c) Assess the management processes to check whether Uganda Red Cross Society's institutional set-up and capacity to implement the project is sufficient to deliver the expected results

d) *Assess the possible consequences/risks of a continuation/non-continuation of the programme after the end of the Programme Agreement (sustainability elements)*

The assessment shall consider implications with regards to:

- The overall goal of the Programme as stated in the Grant Letter
- The purpose of the Programme as stated in the Grant Letter

e) The review should provide some recommendation highlighting cross cutting issues regarding transparency, possible anti-corruption initiatives, mandates and responsibilities.

3. Implementation of the Review

The review shall be carried out through studies of relevant documentation as listed in Annex 2, but not limited to these documents. Focus should be on "output" (what has been produced/delivered) and "outcomes" (effect for the user) and possible impacts. In addition, the Review Team shall at their own discretion and judgement, obtain any additional information necessary to deliver on the requirement as specified in this ToR.

Further, interview shall be conducted with relevant actors who have been involved in the implementation of the Programme Agreement, and all other relevant stakeholders. See Annex 1 for a list of relevant institutions/ actors.

The time spent in Uganda should be approximately one week with approximately 3 days allocated for field work in the Elgon region.

The Norwegian Embassy will be the main point of contact.

4. Composition of the review Team

The review team will consist of

- Ms Helle Biseth; Norad Team Leader
- Mr Steve Nsita; Ugandan national consultant

5. Reporting Requirement and Time Frame

A debriefing will be held with the review Team, the Embassy and Uganda Red Cross. A draft report will be due approximately one week after the end of the mission. Deadlines for the draft report, comments to the draft report and Final Report will be agreed between the Team Leader and the embassy.

The report should be written in English and not exceed 20 pages plus an executive summary and attachments.

Main contacts:

Royal Norwegian Embassy in Kampala
P.O. Box 22770, Kampala
Uganda

Att: Samuel Kajoba
e-mail: samk@mfa.no

Annex1. Documents

Key Documents

- Project Document
- Decision Document, 29 September 2013
- Grant Letter, 3rd October 2013
- Annual Reports

Other Documents

- Baseline Survey Report – Disaster Risk Reduction in Mt. Elgon zone districts of Mbale, Sironko, Bududa, Kapchorwa and Bukwo – prepared for URCS.
- Mt. Elgon DRR Project Vulnerability Capacity Assessment (VCA) Bududa, Bukwo, Kapchorwa, Mbale and Sironko

Annex 2. List of Institutions and people to Meet

- Uganda Red Cross Society, (HQ and relevant branch offices)
- Office of the Prime Minister
- Two or three relevant Local Governments to be decided between the Team, Embassy and URCS

Annex II

DRR Project Mid-Term Review- People Met

Name	Title	Tel	Email
Embassy			
1. Annlaug Rønneberg	Minister Counsellor/ Deputy Head of Mission	+47 23953018 0772 711 705	anr@mfa.no
2. Samuel Kajoba	Senior Advisor, RNE	0772 746 757	samk@mfa.no
URCS			
3. Robert Kwesiga	Secretary General	0772 638 890/ 0704 546543	rkwesiga@redcrossug.org
4. Akankwasa Robert	Director, Disaster Risk Management	0776 007 108	bakankwasa@redcrossug.org
5. Irene Amuron	Disaster Risk Reduction Manager	0772 329 341	iamuron@redcrossug.org
6. Proscovia Namugugu	Project Officer	0774 245 646	pnaumugugu@redcrossug.org
7. Baguma Napthal	Coordinator, Supply Chain Management	0782 976 433	nbaguma@redcrossug.org
8. Nicholas Muramira	Finance Officer	0772 590 844	
9. Mukoya Agnes	Clustre Manager, Sironko and Bubulo	0704 111 615/ 0773 175 506	agmukoya2000@yahoo.com
10. Mass Donus Chelawdi	Project Focal Person, Kapchorwa		massdonus@gmail.com
11. Welikhe Alex	Branch Manager, Kapchorwa	0782 852334/ 0702 852 334	watuwaalex@yahoo.com
12. Watte Carol	Project Focal Person, Mbale	0782 834 506/ 0702 617571	carolwatte@gmail.com
13. Odongo Andrew Julius	Clustre Manager, Soroti, Katakwi, and Kumi (Bukedea)	0702 540 598/ 0772 540 598	andrewjodongo@yahoo.com
14. Odoch John Vincent	Cluster Manager, Mbale & Pallisa	0772 608 006/ 0702 608 006	vodoct@redcrossug.org vincentodoch@gmail.com
15. Imamut Martha	Project Focal Person, Bukedea (Kumi Branch)	0773 822 614/ 0700 531 014	imartha@redcrossug.org marthaimamut@gmail.com
16. Ajoba James	WATSAN Project Engineer	0777 316 196/ 0702 222 672	jamesajoba@yahoo.com
17. Magombe Kassim	Project Focal Person, Bududa	0782 209 922/ 0701 205547	kassimm2099@gmail.com
18. Masuba Rashid	Bubyangu Subcounty Project Volunteer	0775 162 744/ 0706 060321	
19. Wanyonyi Simon	Volunteer, Kolir Subcounty		
20. Nelson Wamena	URCS Board Chair for Bududa-Bubulo Clustre		
21. Asire Jeremiah	EPR Focal Person	0700 891 050/ 0776 282 415	asirejeremiah@yahoo.com

Name	Title	Tel	Email
OPM			
22. Martin Owor	Commissioner, Relief, Disaster Preparedness and Management	0772 647 632	martinjowor@yahoo.co.uk
Bubyangu Subcounty			
23. Lunyolo Betty	Health Assistant	0784 089 016	
24. Busito Abdul M	Chairman, LC3	0772 644 769	
25. Kasaka Kana	Community Development Officer	0785 272 698	
26. Nakadama Maimuna	Senior Assistant Secretary (Subcounty Chief)	0782 966 039	
27. Gudoi Esau	Head Teacher, Bukikoso Primary School	0783 040 464	
28. Nambagala Sadala	Patron, Bukikoso Primary School Red Cross Society	0786 709 329	
29. Masifa Rashid	Radio Operator, Bubyangu Parish		
30. Kissa Loaving	Chairman Bubyangu CBDRR Group	0782 871 447	
31. Mugoya Muzamiru	Vice Chairman, Bubyangu LC3	0772 879 494/ 0756 564 666	
32. Wilson Walufu	Bubyangu Church of Uganda	0772 063 944	
33. Masaba Hussein	Head Teacher, Bumadanda Primary School	0784 959 427	
34. Nagwere Fred	Deputy Headmaster, Bumadanda Primary School	0783 083 281	
35. Wazemba Patrick Massa	Patron, Bumadanda Primary School Red Cross Society	0774 469786	
36. Nankoma Sulaina	Bubyangu Weaver Birds Group		
Bulucheke Subcounty			
37. Khaukha Paul	Health Inspector, Bulucheke Subcounty	0779 967 926	
38. Namutosi Scovia	Senior Volunteer/Health	0773 900 741	
39. Nabulo Edison	Subcounty Focal Person	0774 015 880	
40. Wetanga Abdul	Chairperson, Bumwaluka CBDRR Group	0789 057 290	
41. Naswaki Yefusa	Chairperson, Saku Saku CBDRR Group	0774 364 084	
Mbale District Administration			
42. Paul Walakira	Chief Administrative Officer	0772 426 017	paulwalakira@gmail.com
43. Mwalye James	District Forestry Officer	0775 278 031	mwalyejames662@gmail.com

Name	Title	Tel	Email
44. Opusi Joseph	District Natural Resources Officer	0772 682 278	joseopus@yahoo.com
45. Wakube Charles	Environment Officer	0752 850 018	
46. Ddeme Fred	District Water Officer	0712 574 881	fred_maz@yahoo.co.uk
47. Nakayenze Anna	Senior Environment Officer	0772 555 387	nakayenzeanna@gmail.com
<i>Meeting of the Governing Board of Mbale Red Cross Branch</i>			
48. Geoffrey Nambafu	Branch Treasurer (meeting Chair)	0774 630 000	geoffreynambafu@yahoo.co.uk
49. Jennifer Wandera	Vice Chairperson	0782 134 325	jwandera7@yahoo.com
50. Nsimiya Sarah Beatrice	Women Representative	0782 982 255	
51. Majesi Mubarak	Branch Youth Representative	0703 776 898	majesimubarak@gmail.com
52. William Mafabi	Chairman, BNSB	0779 967819	
53. Mayevu Isaac	Chairperson Mbale Municipality Sub-Branch	0702 875 602	
54. F.G Sinyoli	Member, Governing Board	0702 464 953	sinyoli@elgonmillers.com
55. Stephen Mutenyo	Member, Governing Board	0777 913 420	smutenyo@yahoo.com
56. Mulyanyuma Aaron, A.	Chairperson, NSB	0782 514 563	
<i>Kolir Sucounty</i>			
57. Omuya Peter Francis	Senior Assistant Secretary (Outgoing Subcounty Chief)	0752 276 664	
58. Okuta David Ochom	Deputy Chairperson, LC3	0771 697 987	
59. Okurut Patrick	Senior Assistant Secretary (Incoming Subcounty Chief)	0772 372 852/ 0704 736 288	pokurut2004@yahoo.com
60. Watasa David Livingstone	CBDRR Chairperson	0787 525 300	
61. Aramis Masiret Moses	Chairperson, Aminit Drama Group	0788 633 4646	
62. Nandutu Sylvia	Composer, Aminit Drama Group	0778 160 887/ 0777443 412	
63. Okiror Stephen	Tree Management Committee, Aminit - Busano Primary School		
64. Oonyu Charles		0754 313 854/ 0777 463 919	
65. Watasa David	Bisano Village LC1 chairperson		

Annex III

List of documents reviewed by The Team

Documents directly related to the project

- Uganda Red Cross Society Programme Proposal (no date)
- Decision Document from the Norwegian Embassy (29. November 2013)
- Grant letter between RNE Kampala and URCS (19. Sept. 2013/ 3. October 2013)
- Project Annual Reports for April – December 2014 and January – December 2015
- Audit Report (Special purpose audit) ;1 May 2014 – 31 December 2015 (pwc)
- MFA project management system (PTA) and the project file at RNE Kampala
- Project budgets, project LFA, project monitoring plan received from URCS
- Mt. Elgon DRR Project: Vulnerability Capacity Assessment (VCA) for Bududa, Bukwo, Kapchorwa, Mbale and Sironko Districts; URCS 2014
- Uganda Red Cross Society, 2016. Water and Sanitation Survey Report, 2014
- Bazeyo W. Coping Strategies for Landslide and Flood Disasters: A Qualitative Study of Mt. Elgon Region, Uganda

Other URCS Documents

- Uganda Red Cross Society, 2010. The Constitution of the Uganda Red Cross Society
- Uganda Red Cross Society, 2016. Strategy 2020: Strategic Plan 2017 – 2020 (draft)
- Uganda Red Cross Society, 2016. The Constitution of Uganda Red Cross Society – Draft for Approval of the National Council
- URCS/Disaster management Directorate: Green Workplace Guidelines (2013?)
- URCS Oranogram
- Uganda Red Cross Society, xxx. Terms of Reference for community Risk Reduction Groups

Other background documents

- Government of Uganda. 2010. Uganda Ministry of Health, Statistical Abstract 2010.
- Government of Uganda. 2014. Uganda Bureau of Statistics, Uganda National Housing and Census 2014.
- Government of Uganda. 2015. Uganda Bureau of Statistics, Statistical Abstract 2015.
- World Bank 2016. The Uganda Poverty Assessment Report 2016 Farms, cities and good fortune : assessing poverty reduction in Uganda from 2006 to 2013. Washington, D.C. World Bank Group.
- Department of Disaster Preparedness, Office of the Prime Minister, 2011. National Policy for Disaster Preparedness and Management
- Kitutu Kimono Mary Goretti, 2010. Landslide Occurrences in the Hilly Areas of Bududa District in Eastern Uganda and Their Causes: A Thesis Submitted to the Graduate School for the Award of the Degree of Doctor of Philosophy of Makerere University
- National Planning Authority, 2015. Second National Development Plan (NDPII), 2015/16 – 2019/20
- Office of the Prime Minister, Department of Relief, Disaster Preparedness and Management (undated): National Policy and Implementation on Disaster Risk Reduction
- Republic of Uganda, 1964. Red Cross Act 1964
- Republic of Uganda, 1995. Constitution of the Republic Of Uganda: Amended by the Constitution (Amendment) Act, Act 11/2005 and the Constitution, (Amendment) (No.2) Act, 21/2005
- Uganda Parliamentary Forum on Disaster Risk Reduction, 2013. Strategic Plan: 2013 – 2017

Annex IV

Details of Achievements per output

Goal/Output	Activity	Unit	Achieved			Notes
			Male	Female	Total	
<p>Development Goal: Improved safety and resilience to natural disaster risks in the target communities, and reduced economic losses resulting from exposure to natural disasters, thus contributing to less human suffering, poverty</p>						
<p>Project Objective/Goal / Purpose: Building community resilience and institutional capacity to deliver comprehensive disaster management to reduce the impact of disasters through prevention and preparedness measures</p>	52,500 community members increase knowledge of hazards & risks and able to mitigate them					<ul style="list-style-type: none"> • Baseline info collected •
Project Outputs						
Community members have increased knowledge of	Community outreach using radio talk shows	No. of people	-	-	57,474	9 talk shows covering Sironko, Bududa,

Goal/Output	Activity	Unit	Achieved			Notes
			Male	Female	Total	
hazards and risks facing their community ¹						Mbale, and the Sebei Region. More would have been done but the last half of 2015 was politically charged and the talk shows were re-scheduled to 2016
	Radio spot messages	No.	-	-	300	
	Awareness campaigns	No. reached	5287	3422	8709	Covering a range of issues ² Some of the individuals may have been reached more than once but with different content
	Posters distributed	No.	-	-	32,500	Message focused on floods and landslide risk reduction
	Simulation exercises	No. participating	1209	731	1940	Conducted among the communities by those who had been trained in community managed disaster risk reduction (CMDRR)
	Formation of Drama Groups	No.	-	-	16	Purpose was to support

¹ Written in the annual reports as "Community outreach to increase awareness of what to do during, before, and after a disaster to reduce disaster risks

² Introducing the project, community feedback sessions, hygiene & sanitation, community action planning

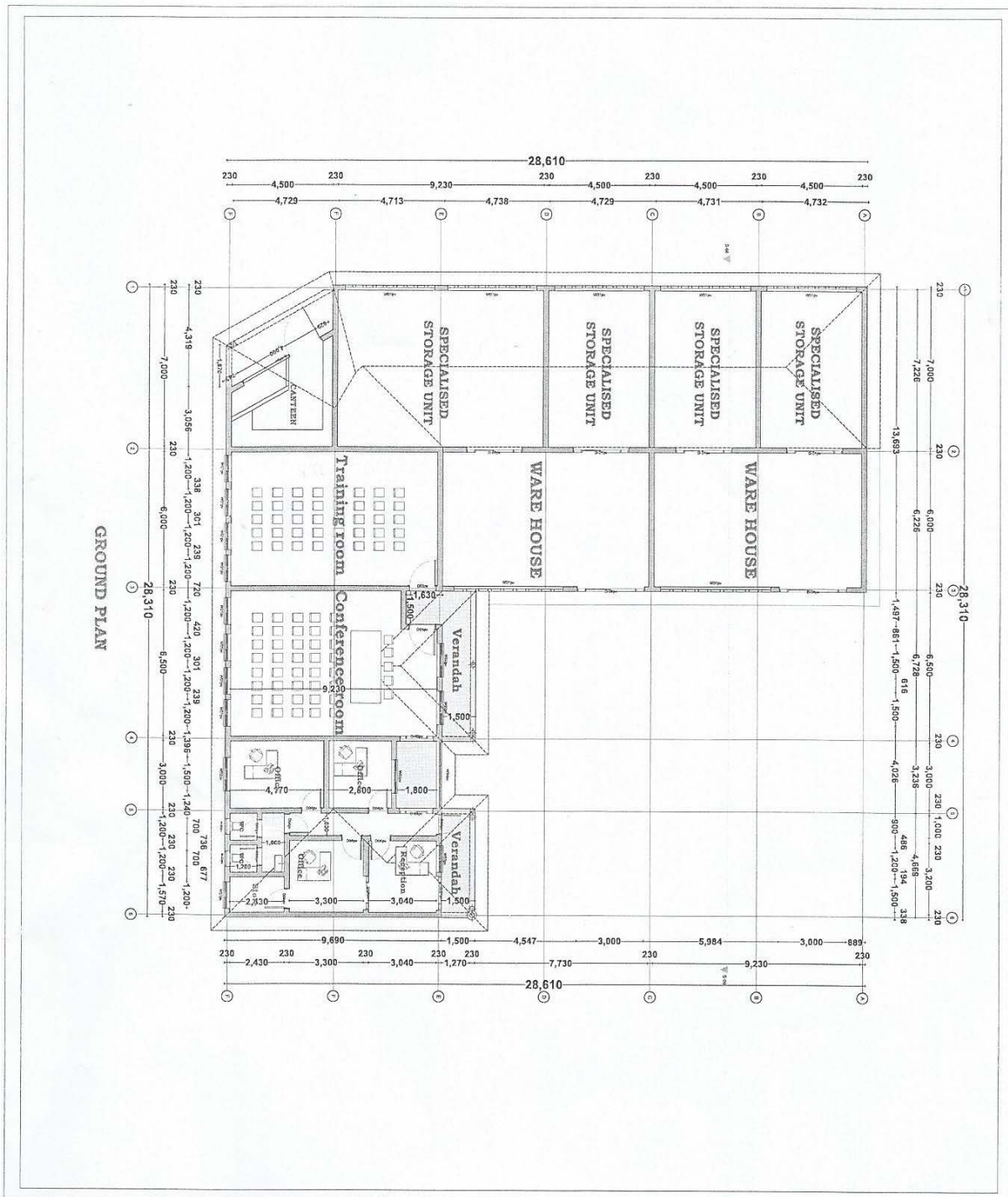
Goal/Output	Activity	Unit	Achieved			Notes
			Male	Female	Total	
						awareness campaigns
Community members are better prepared to respond on their own to disaster events	CBDRR Groups formed	No. of Groups	-	-	30	397 male & 202 female members. Each group comprises 20 members
	Community members (CMs) trained in vulnerability and capacity assessment (VCA) methods	No.	165	95	260	Including CBDRR members and local leaders
	Participation in VCA data collection		48	42	90	Including trained CBDRR members and volunteers
	Participated in simulation exercises as part of community managed disaster reduction (CMDRR)		-	-	162	Aimed at knowledge dissemination to the community by CBDRR members after they were trained
	Non-food items (NFI) kits ³ distributed		-	-	3522	Done as part of a larger exercise covering even other districts in Uganda covering 8,777 households (HHs)
	Training in Early Warning and Early Action	No. CMs	85	66	151	

³ Each kit included 2 blankets, 1 tarpaulin, 2 cooking pots, 3 pieces of soap, 5 plates, 5 cups, 2 mosquito nets

Goal/Output	Activity	Unit	Achieved			Notes
			Male	Female	Total	
	Training in contingency planning	No.	83	25	108	For District Technical Teams on Disaster Management
	Contingency plans prepared	No.	-	-	5	
	Training of trainers in Participatory Hygiene and Sanitation Transformation (PHAST)	No. CMs	31	10	41	The people trained have been certified as training of trainers for PHAST
	Establish PHAST Groups	No.	-	-	18	Purpose is to support hygiene awareness
	Procurement of PHAST tool kits	No.	-	-	25	
Community vulnerabilities are addressed through the implementation of mitigation projects	VCA conducted	No. parishes	-	-	21	Purpose was to identify risks and raise awareness among CMs
	Baseline survey conducted	No. of parishes	-	-	18	To facilitate project implementation and monitoring
	Tree seedlings distributed	No.	-	-	135,600	Mainly Muvule and Eucalyptus spp. Covered 34 schools and 28 religious institutions
	Technical water surveys	No. Districts	-	-	6	To establish water sanitation coverage and the associated community needs

Goal/Output	Activity	Unit	Achieved			Notes
			Male	Female	Total	
	Hazard resource maps produced	No.	-	-	59	Produced with participation of CMs
	Preparation of community action plans	No.	-	-	5	
	Boreholes constructed	No.	-	-	5	One is still under construction
	Springs protected	No.	-	-	22	
	Sanitation kits distributed	No.	-	-	30	
URCS has strengthened staff and volunteers capacity in disaster preparedness, response and DRR	Volunteers trained in DRR	No.	35	42	77	Subjects covered included profiling community risks/hazards, DRR, VCA
	URCS staff trained in DRR	No.	-	-	10	
	Orientation of URCS board members	No.	98	39	137	Focused on project orientation
	Procure office and field equipment	Assorted	-	-	-	Includes computers & associated equipment, vehicles, personal protection equipment, Red Cross wear, all located in the project areas

Annex V Mbale Regional Emergency Coordination Centre; Phase I Storage (ground plan)



Annex VI Photos Community based activities

(Photos Steve Nsita)



School woodlot: requires purpose driven management



Stormwater diversion ditches: the ditches are often overwhelmed during seasons of high rainfall



Mt. Elgon Sub-region: prone to landslide disasters



Grevillea robusta: Community members choose the species they want to grow



Disaster risk maps: Communities taking charge of their own destiny



Safe water for communities: managing the risk of disease outbreaks



Music Dance & Drama Groups:
spreading the message of DRR the



Model homes: Ensuring a healthy
home environment



Village savings & loan groups:
marshaling capital the community



Women participation:
engaging in spreading the
message



Training children: School
children are key stakeholders



Sanitation tool kits: ensuring safe
disposal of human waste

Annex VII Other photos (storage, vehicle, motorbike, bicycles)

(Photos Helle Biseth)



The Storage facility in Mbale has experienced many break-ins; the tent can easily be cut



Stored goods



Stored goods



6 motorbikes for Focal Points



Bicycles for Volunteers



The DRR Elgon Project Vehicle