



REPORT ON MONITORING & EVALUATION OF CABINET DECISIONS IN NORTHERN, EASTERN & WESTERN UGANDA ON:

- 1. PROHIBITION OF VENDING OF LOOSE MILK, AND**
- 2. ENSURING FACTORIES HAVE TWO LABORATORIES**

May, 2020

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FOREWORD

After Cabinet takes Decisions, they are sent to relevant Ministries, for relevant actions/ implementation to address identified social issues. In order to establish whether they were carried out and are addressing those issues, it is important that Monitoring and Evaluation of Cabinet Decisions is carried out to identify areas for compliance and better service delivery to the citizens. Monitoring and evaluation of implementation of Cabinet Decisions is also one of the Key Performance Indicators (KPIs) against which performance of Office of the President is measured.

In light of the above, two Cabinet Decisions were identified for monitoring and evaluation specifically in Northern, Eastern and Western Uganda. The Cabinet Decisions monitored and evaluated were: (a). Minute 317 (CT 2013) 3(1) where Cabinet directed that Minister of Agriculture, Animal Industry and Fisheries (MAAIF) to urgently issue an order *prohibiting vending of loose milk in the country*; and (b). Minute 317 (CT 2013) 3(2) where Cabinet directed that Minister of Trade, Industry and Cooperatives (MTIC) *to ensure that all factories had two laboratories to test raw materials and final products*.

The decisions were selected for monitoring and evaluation because of their wide impact on the population that consumes milk. The purpose of the monitoring and evaluation was to collect evidence on the implementation of the Cabinet directives and ascertain whether they had created the desired results.

The findings of the exercise revealed that Decisions had been implemented to some extent and there were a number of partners that contributed to implementation of these Cabinet decisions. These included Dairy Development Authority (DDA), Operation Wealth Creation, Uganda Police, Heifer International Uganda, and Send a Cow Uganda. This is a very important revelation for strengthening Public Private Partnerships (PPP) going forward therefore, it is important that as Cabinet continues to make more Decisions for improvement of the lives of the citizens in order to transform the country into middle income status, continuous monitoring and evaluation of implementation of Cabinet Decisions will be even more necessary.



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1.0 INTRODUCTION

This report is on monitoring and evaluation of implementation of two Cabinet Directives under: Minute 317 (CT 2013) 3(1). The Minister of Agriculture, Animal Industry and Fisheries was directed to urgently issue an order prohibiting vending of loose milk in the country; and Minute 317 (CT 2013) 3(2). The Minister of Trade, Industry and Cooperatives was directed to ensure that all factories had two laboratories to test raw materials and final products. The monitoring and evaluation took place in Northern, Eastern and Western Uganda in April, 2019 to assess the status of implementation of the Cabinet Directives.

This report is structured as follows: Introduction, Background, Problem Statement, Scope, Methodology, Findings, Lessons Learned, Conclusion and Recommendations.

2.0 BACKGROUND

The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) had abolished the trade in loose milk. The decision required that all the milk be taken through the factory processes to make it fit for human consumption. However, the decision met a lot of public resistance making it very difficult to implement hence resurfacing of the practice of vending loose milk which continued to put consumers at risk of contracting diseases once again. As a result, Cabinet in 2013 made Decisions to mitigate the problem as indicated under Minute 317 (CT 2013) 3(1) and Minute 317 (CT 2013) 3(2) since the passing of Directives in 2013, no information had been collected on the status of implementation of the Directives. Hence need for monitoring and evaluation to get information on their implementation.

3.0 PROBLEM STATEMENT

In a Cabinet meeting of 11th September, 2013, it was reported that the practice of vending loose milk had resurfaced putting consumers at risk of contracting diseases despite the fact that the Ministry of Agriculture Animal Industry and Fisheries had stopped the practice. During this meeting, Cabinet made directives under Minute 317 (CT 2013) to enforce the stoppage of the practice of vending loose milk so as not to put the lives of the citizens at risk. Since the enactment of the Cabinet Decision, there was however, no evidence on their implementation and as to whether they had created the desired results. There was therefore need to collect evidence on the status of implementation of the Cabinet directives and assess whether the two decisions had created the desired results.

4.0 PURPOSE

The purpose of the monitoring and evaluation was to collect evidence on the implementation of the two Cabinet Directives.

5.0 OBJECTIVES

The objectives of the Monitoring and evaluation were to:

- i. Ascertain the status of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other;
- ii. Determine the effects of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other; and
- iii. Ascertain the cross cutting issues in the implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other

6.0 SCOPE

The study was conducted in the period of April and May, 2019; and covered the districts of Amuru, Gulu, Lira, Oyam and Dokolo in Northern Region; Soroti, Kumi, Mbale, Iganga and Jinja in Eastern Region; and Mbarara, Isingiro, Ntungamo, Kiruhura and Bushenyi in the Western Region. All the districts were randomly selected.

The thematic areas of study were implementation, effects and cross cutting issues. Under *implementation*, the focus was on processes, costs, feasibility and acceptability; for *effects*, focused on change in prevalence of milk related diseases, number of milk venders, (else exhaust the list); and *cutting issues*, was mainly on sustainability/durability, partnerships and synergies.

7.0 METHODOLOGY

7.1 Sampling Method

The regions, districts and the respondents were purposively selected. According to Dairy Development Authority, Western region had 25% of milk production in the country, Eastern region had 21%, and Northern region had 11% (https://www.dda.or.ug/d_data.html). The districts sampled had the highest milk production in the region, whereas the stakeholders sampled were key in implementation of the Cabinet decision and therefore could easily provide the required information. The exercise used both qualitative and quantitative data collection methods.

7.2 Sample Size

The total number of respondents involved in the monitoring exercise was 110 (20 females and 90 males) and the sample size was obtained through purposive sampling.

7.3 Data Type

Both Primary data and Secondary data were used in the exercise. Primary data was collected on respondents' views on milk management and milk-related diseases while Secondary data was collected on variables monitored between 2008 and 2018 such as prevalence of milk related diseases.

7.4 Data Collection Methods

Data was collected through: self-administered questionnaires; consultation with experts such as the District Health Officers using the guiding questions; and focus group discussions with the District Leadership and other stakeholders such as representatives of milk collection centers.

7.5 Data Collection Tools

Data was collected by use of questionnaires, focus group discussion guides, interview guides and photographs.

7.6 Data Analysis

Data was analyzed using Microsoft excel. Presentation of findings was through tables, pictures and narrative for better outlay and understanding.

8.0 FINDINGS

This section provides findings on:

- i. The status of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other;
- ii. Effects of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other; and
- iii. Cross cutting issues in the implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other.

9.0 FINDINGS FROM NORTHERN REGION

9.1 Status of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this objective, district stakeholders were asked on the status of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The status focused on processes, costs, feasibility and acceptability. The responses provided were as follows:

9.1.1 Processes of Implementation of the Cabinet Decisions

9.1.1.1 Receipt of the Cabinet Decisions

District Stakeholders were asked whether they had ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district; and from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand. The following responses were provided:

Table 1: Summary of responses from district stakeholders

Question	Response	Dokolo	Lira	Oyam	Gulu	Amuru	Total	Percentage
Have you ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district?	Yes	1	2	6	3	1	13	45%
	No	5	2	2		7	16	55%
	Total						29	100%
Have you ever received an order from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand? N.B show evidence of receipt of the directive e.g. a letter	Yes	1	1	5	3	1	11	52%
	No	4	2	2		2	10	48%
	Total						21	100%

The above analysis is based on responses got from members of the District Technical Planning Committees (DTPCs), milk vendors and buyers. Of the total responses received, 45% had received the Directive whereas 55% had never

received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district.

52% of the respondents had received a communication of the Decision from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand while 48% did not.

However, respondents did not provide evidence of receipt of the communication on any of the Directives.

9.1.2 Costs of Implementing the Cabinet Decisions

Stakeholders were asked if there was any allocation of funds in the work plan for implementing the Cabinet decision from the time the decision was made to 2018 to ascertain whether the Cabinet Decisions were given priority in the District budget and work plans.

The district stakeholders mentioned that there was no specific budget for implementation of the Cabinet Decisions. This was mainly because most of the districts had not heard about the Cabinet Decisions and those that had heard about it reported that there was no specific budget for the activity, but was part of the overall activity of monitoring done by the district.

From the responses given, it can be concluded that Districts should give priority to implementation, monitoring and evaluation of Cabinet decisions in their budgets so as to realize the intended objectives of the decisions.

9.1.3 Feasibility of Implementing the Cabinet Decisions

The monitoring team wanted to know the required and available human, financial and technological resources for implementing the Cabinet Decisions in order to assess the feasibility of implementation of the Cabinet Decisions. The following responses were provided.

Table 2: *Summary of responses on resources needed*

DISTRICT	HUMAN RESOURCES			FINANCIAL RESOURCES			TECHNOLOGICAL RESOURCES		
	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized
Dokolo	Enforcement Officer	Vet Officers in all Sub-Counties					Testing kits	MTC testing kits(2)	
Lira	3 Veterinary Doctors, animal husbandry officer	2 Veterinary Doctors		Shs.16m/per per year	Shs.4.8per year		Testing kits, lactometer	MTC testing kits(2),one regional laboratory	

Oyam	Livestock extension Officers, scouts trained to village agents model, community enforcement Officers	Production Officer, extension officer, veterinary officers		Shs.8m/per year	Shs.3.5m per year		Testing kits, lactometer, strip cups, processors	MTC testing kits, one regional laboratory, one cooling machine	
Gulu	Quality control officers 3. Dairy Development Officers 3, Extension workers	Veterinary Officer					2 Labs, containers/ storage equipment at subsidized rates 2		
Amuru	2 lab technicians	0	0	Shs.65m (for establishment and operations)			labs		

The available budget was not specific to monitoring and evaluation of the Cabinet Decisions. Monitoring and evaluation of activities towards implementation of Cabinet Decisions was incorporated in the general monitoring exercise of the districts. In addition, the table above indicates that there was inadequate testing equipment and staff.

9.1.4 Acceptability of Implementing the Cabinet Decisions

Under this section, the monitoring team asked the stakeholders whether the Cabinet Decisions were acceptable and about actors affected by the Cabinet Decision. The responses given were as follows:

9.1.4.1 Stakeholders View of Acceptability of the Cabinet Decisions

District Stakeholders were asked to rate the Cabinet Decisions in terms of their acceptability. The rating used was Excellent, Very good, Good, Fair and Poor. The rating was given as indicated in the table below:

Table 3: Summary of responses on Rating of the Cabinet Decision

	Dokolo	Lira	Oyam	Gulu	Amuru	Total	Percentage
Excellent	-	2	2		3	7	18%
v. Good		5	11	8	3	27	71%
Good				1		1	3%
Fair					1	1	3%
Poor			2			2	5%
Total						38	100%

71% of the respondents in the Northern Region reported that the decisions were very good with more responses from Oyam district; while 18% reported that it was Excellent. This rating showed that the Cabinet Decision was relevant.

9.1.4.1.1 Reasons for Accepting the Cabinet Decisions

District Stakeholders were asked to give reasons for accepting the Cabinet decision as indicated in 7.3.8 above. The reasons were given as indicated in the table below.

Table 4: Summary of Responses on Reasons for Rating of the Cabinet Decision

Reasons	DOKOLO	LIRA	OYAM	GULU	AMURU	TOTAL	%tage
Promotes responsible handling of the milk		1	1		1	3	8%
It promotes the market of milk		1	1			2	6%
Improves the life of the people		1	1	3	1	6	17%
Ensures high quality milk (consumer protection)		1	1	6		8	22%
Reduces incidences of milk related illnesses/ diseases			1	6	2	9	25%
The decision not been received by many people			1			1	3%
Demonstration of high political commitment to protect the citizens				3		3	8%
Enhanced compliance				3		3	8%
Will stop milk vending					1	1	3%
Total						36	100%

The reasons for rating the Cabinet Decisions were all related to improving the lives of the people for example; 25% said that it would reduce incidence of milk related diseases, 22% responded that the Cabinet Decisions would ensure high quality milk, and 17% responded that the decisions would improve on the life of the people.

9.1.4.2 Actors Affected by the Cabinet Decision

Stakeholders were requested to show how the decision affected the buyers, vendors, processor, and any other stakeholders in the Region. The responses provided were as follows:

Table 5: Summary of responses on how the Decisions affected the stakeholders

Dokolo	Category	Effects
	Buyers	
	Vendors	
	Processors	

Lira	Buyers	-Limited Supply, -High prices of milk-Reduced quality of health due to low consumption of milk resulting from high prices;
	Vendors	-Loss of income
	Processors	
Oyam	Buyers	-Limited Supply; -Reduced quality of health; -High prices of milk
	Vendors	-Loss of income; -Limited quantity of milk; -Reduced demand for milk
	Processors	Ensures high quality milk supply to the processors
Gulu	Buyers	-Increased prices for products; -Less demand due to high prices; -improved quality of milk
	Vendors	-Go for cheaper milk since the buyers want cheap milk; -Low demand; -Loss of income
	Processors	-Increased costs of production; -Production below capacity; -Delayed diversification of products; -Unable to partner with out growers; -Loss of market share/ business closure
Amuru	Buyers	-Limited Supply; -Reduced quality of health; -High prices of milk
	Vendors	-Loss of income
	Processors	

Most respondents indicated that the buyers would procure good quality milk, but the price would be higher; that the vendors would lose income since there would be fewer people consuming unprocessed milk; that the processors would have to incur extra costs of production.

9.2 Effects of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this section, the monitoring team established the effects of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The results were as follows:

9.2.1 Quality Rating of Milk from 2008 to 2018

Districts stakeholders were requested to rate the quality of milk for the last 10 years. The rating used was Excellent (5), Very good (4), Good (3), Fair (2) and Poor (1). The rating was given as indicated in the table below.

Table 6: Summary of responses on quality rating of milk from 2008 to 2018

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Dokolo	-	1	2	-	-	-	-	-	-	-	-
Lira	-	-	-	-	-	-	-	-	-	-	-

Oyam	-	-	-	-	-	-	-	-	-	-	4	-
Gulu	-	-	-	-	-	4	4	4	4	4	4	4
Amuru	-	-	-	-	-	-	-	-	-	-	-	-

From the above table, it was observed that there was inadequate information on the quality of milk on the market with only Gulu District rating the quality of milk as very good from 2013 to 2018.

9.2.2 Number of Milk Vendors Before and After the Decision

Stakeholders were asked to provide statistics on the number of milk vendors before and after the Cabinet Decisions.

There was no information on the number of milk vendors before and after the Cabinet Decisions in the Northern Region.

From the information given above, it can be concluded that district officials should have a record of all the milk vendors in their districts. This would also help in planning for them.

9.2.3 Licensed (L) and Unlicensed (UL) Milk Vendors Before and After the Decision

Stakeholders were asked about the number of licensed and unlicensed milk vendors before and after the decision. The responses given were as follows:

Table 7: *Summary of responses on Licensed (L) and Unlicensed (UL) milk vendors before and after the Decision*

	2008		2009		2010		2011		2012		2013		2014		2015		2016		2017		2018		
	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	
Dokolo	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Lira	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8
Oyam	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8
Gulu	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8
Amuru	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8

In the Northern Region, there was no data on licensed and unlicensed milk vendors before and after the Cabinet Decisions. Only a few unlicensed vendors had been estimated for 2008 and 2018.

From the information above, the effect of the decisions on both licensed and unlicensed vendors couldn't be assessed due to lack of records in the districts.

9.2.4 Number of Factories Dealing in Milk that had No Laboratory (NL), One Laboratory (1L) or Two Laboratories (2L) from 2008 to 2018

District Stakeholders were asked about the number of factories processing milk and whether the factories had laboratories to test the milk. The responses given were, no milk processing factories and laboratories in the Region.

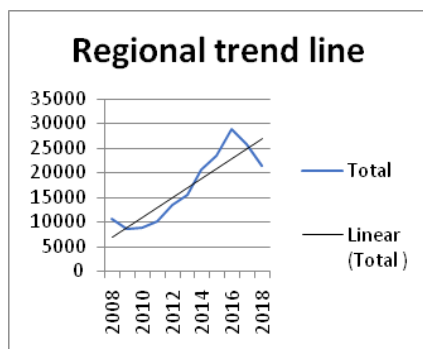
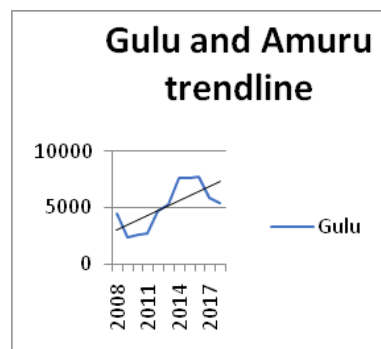
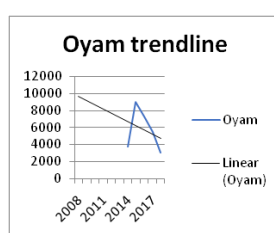
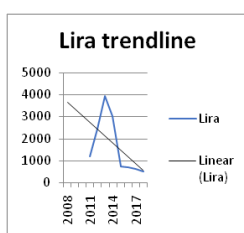
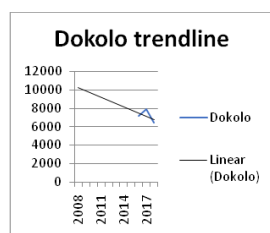
From the information given, Government should facilitate the establishment of factories and laboratories as required to ensure that quality milk is delivered on the market.

9.2.5 Patients Registered at Public Health Facilities with Contaminated Milk Related Diseases

Stakeholders were requested to provide the number of patients registered at public health facilities with contaminated milk related diseases. The responses given were as follows:

Table 8: Summary of responses on Average number of patients with contaminated milk related diseases

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Dokolo									7,088	7,847	6,388
Lira				1212	2449	3933	3034	759	705	620	520
Oyam							3782	8949	7301	5447	3059
Gulu	4474	2393	2646	2799	4762	5372	7640	7648	7774	5848	5484
Amuru											

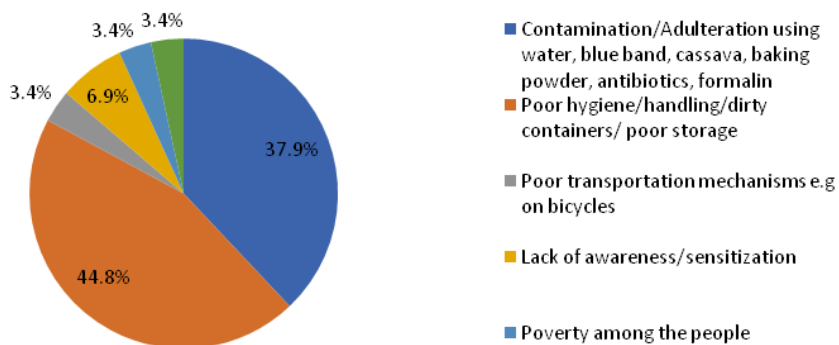


From the responses, there was an upward trend on reported cases related to consumption of contaminated milk. For the case of Amuru, there was no hospital capable of diagnosing milk related diseases. All cases were being referred to Lacor Hospital in Gulu district.

9.2.6 Factors Responsible for Contamination of Milk

Stakeholders were asked what the contributory factors were to the contamination of milk in their respective districts. The following responses were given:

Pie chart showing factors responsible for contamination of milk in the Northern region



From the responses, 44.8% of the respondents mentioned poor hygiene/handling/dirty containers/ poor storage as the major factor for contamination of milk. This was followed by adulteration of milk using water, blue band, cassava, baking powder, antibiotics, and formalin which was reported by 37.9% of the respondents.

9.2.6.1 Possible ways that can be used to Minimize Contamination of Milk

Stakeholders were requested to suggest possible ways to minimize contamination of milk. The responses given were as follows:

Table 9: *Summary of responses on ways to minimize contamination of milk*

Possible ways to minimize contamination of milk	Dokolo	Lira	Oyam	Gulu	Amuru	Total	%tage
Equip vendors with strip cups		1	1		1	3	13%
Provide testing kits/equipment		1	1	4	1	7	29%
Train farmers on proper milk hygiene practices		1	1	4	1	7	29%
Registering milk vendors			1			1	4%

Put in place standard milk processing centers			1			1	4%
Partnership of processors with enforcement bodies like DDA				3		3	13%
Provide field extension services				2		2	8%
Total						24	

From the responses, 29% of the respondents wanted to be provided with testing equipment and 29% emphasized the need to train farmers on milk handling.

9.2.7 Interference with the Cabinet Decision

District Stakeholders were asked if there were any interference with the Cabinet Decisions. The following responses were given:

Table 10: Summary of responses on interference with the Cabinet Decisions

	Response	Dokolo	Lira	Oyam	Gulu	Amuru	Total
Are there any citizens against the Cabinet decision?	YES		1	3	1	1	6
	NO	3	3	4	1	3	14
Do they interfere with the decision?	YES	1	1	2	1	1	6
	NO				1	1	2
What do they do to distract the implementation of the Cabinet decision?				-By giving wrong information to the people.	-Politicians against the government incite the public to defy it.	-Selling milk in dirty containers - Diluting milk.	

District Stakeholders indicated that there were some citizens who were against and interfered with the Cabinet Decisions. This was mainly through giving wrong information to the people.

9.3 Cross Cutting Issues

Under this section, the monitoring team wanted to establish the sustainability of the Cabinet Decisions and whether there were any partnerships and synergies created as a result of the Cabinet Decisions.

9.3.1 Sustainability/Duration

Under sustainability, the focus was on understanding the extent to which the capacities of stakeholders were enhanced, the bottlenecks/challenges faced, and proposals to address the challenges.

9.3.1.1 Extent to which the Capacities of Stakeholders had been Enhanced in the Implementation of the Cabinet Decisions

District Stakeholders were asked whether their capacity to implement the Cabinet Decisions had been enhanced. The following responses were given;

Table 11: *Summary of responses on extent to which capacities of stakeholders had been enhanced*

	Dokolo			Lira			Oyam			Gulu			Amuru		
	P	V	B	P	V	B	P	V	B	P	V	B	P	V	B
% of stakeholders sensitized		Carried out massive sensitization			Carried out massive sensitization			Carried out massive sensitization							Carried out massive sensitization
% of stakeholders given additional logistical and financial support															
% of stakeholders supported to establish alternative source of income															

P= Processors; V= Vendors; B= Buyers.

According to recorded responses, whereas it was expected that the capacities of processors, vendors and buyers would be enhanced, only vendors were sensitized through local radio stations using free government airtime.

9.3.1.2 Bottlenecks/Challenges faced in the Implementation of the Cabinet Decisions

Stakeholders were asked about the challenges faced in enforcing the Cabinet decisions. The following responses were provided:

Table 12: *Summary of responses on challenges faced*

Challenges	Dokolo	Lira	Oyam	Gulu	Amuru	Total	Percentage
Lack of legal and enforcement Officers	2	1	1	3	1	12	20%
Inadequate resources (Human, Financial etc)	1	1	1		1		
Lack of awareness of the decision			1			1	2%
Vendors use multiple routes hence difficulties in proper tracking	1					1	2%

Lack of power/ un stable power supply at the regional laboratory		1	1	2		4	7%
Lack of awareness of the decision		1				1	2%
Un regulated loose milk vending		1	1		1	3	5%
Lack of capacity to diagnose Tuberculosis, brucellosis		1	1		1	3	5%
Lack of knowledge and skills for value addition			1			1	2%
Resistance of the ban on reagents diagnosing salmonellosis		1	2		1	4	7%
Poor storage				2	1	3	5%
Competition within the market				1		1	2%
Contaminated milk				2	2	4	7%
High price of the equipment				4		4	7%
The reporting tool does not disintegrate diseases according to cause		1	1		1	9	15%
Lack of equipment/laboratories for testing				6			
Low levels of awareness/ sensitization				4		4	7%
Poor attitude/mindset about the directive				1		1	2%
Geo-political nature of the society (not pastoralists, have communal grazing areas)				3		3	5%
Poverty				1		1	2%
Poor coordination among stakeholders				1		1	2%
Total						61	100%

A number of challenges faced during implementation of the Cabinet Decision were raised by the different stakeholders in the Region. The most outstanding challenges included; lack of laboratory services to diagnose milk related diseases like brucellosis (15%), lack of capacity to diagnose milk related diseases (5%),and inadequate resources (financial and human) (20%).

9.3.1.2.1 Proposals to Address the Challenges

The stakeholders suggested the following proposals to address the challenges identified.

Table 13: Summary of responses on solutions to the challenges

Solutions	Dokolo	Lira	Oyam	Gulu	Amuru	Total	Percentage
Ensure timely dissemination of the information to relevant stakeholders		1	1			2	6%

Increase extension grant/ budgetary allocations		2	2		1	5	
Application of the ban on salmonellosis testing kits across the board		1	1			2	6%
MoH should do external quality controls especially in private hospitals		1	1			2	6%
Refresher training for the personnel		1	1		1	7	21%
Registering all milk vendors		1	1		1		
Build the capacity of vendors in milk value addition			1				
Provision of solar power/ standby generators as a remedy to power outages			1	1		2	6%
Provision of high capacity cans			1	1		4	12%
Partnering with local politicians for support			1				
Strengthen coordination with DDA and other government agencies				1			
Awareness creation/ sensitization of Farmers				1	1	2	6%
Provide enforcement officers at the district				1		1	3%
The tests for the diseases should go up to Health Centre IVs		1	1		1	6	18%
Subsidize the equipment				1			
Provision of testing equipment					1		
Extend lab services in the region				1			
Total						33	100%

Respondents proposed some solutions to the challenges they faced during implementation of the Cabinet Decisions. 21% suggested continuous sensitization across the entire value chain with emphasis on registering and training vendors,

15% of the stakeholders emphasized increasing on the extension grant to enable the extension workers reach out in all the sub counties, 18% mentioned establishing and equipping laboratories and 12% indicated the need to strengthen partnerships with other stakeholders such as DDA, Ministry of Health, and local politicians.

9.3.2 Partnerships and Synergies

The monitoring team wanted to establish whether there were any partnerships and synergies created as a result of the Cabinet Decisions, the roles played by each and how the roles complemented each other.

9.3.2.1 Synergies Created as a Result of the Cabinet Decision

District Stakeholders were asked if there were any synergies created as a result of the Cabinet Decisions.

The responses were that partnerships with the following stakeholders had been created; Dairy Development Authority (DDA), Operation Wealth Creation and Uganda Police.

For effective implementation of the Cabinet Decisions, there was need to continuously build synergies and partnerships in order to support Government in implementing the Cabinet Decisions.

9.3.2.2 Stakeholders and Roles Played

District Stakeholder were requested to give the roles of each partner in the implementation of the Cabinet decision. The following responses were given:

Table 14: Summary of responses on partners and roles played

District	Partner	Roles played
Dokolo	ATAS Project	Provision of milk cans
	DDA	Provision of coolers
Lira	ATAS Project	Provision of milk cans
	FAO	Funded laboratory setting up
	Police	Re-enforce operations
	Radio Stations	Free airtime
	Private sector	Provide coolers

Oyam	DDA	Logistical support, linking the general population to other agencies eg NARO
	OWC	Support with dairy animals
	DLG and DEO	Sensitization and training of farmers
	NUSAF 1	Provides agriculture inputs to farmers
	Youth Livelihood Program	Provides agriculture inputs to farmers
Gulu	Heifer CSO	Enhancement of milk production 2, provide improved breeds of cows 2
	OWC	Provided 2 in-calf cows
	NUSAF	Provided 2 of cows
	Send a cow	Provision of cows
Amuru	ATAS Project	Provision of milk cans
	FAO	Funded laboratory setting up
	Police	Re-enforce operations
	Radio Stations	Free airtime
	Private sector	Provide coolers

From the table above, a number of stakeholders were involved in the implementation of the Cabinet Decisions through playing numerous roles for example training farmers, providing farm inputs and equipment, among others.

There was need to continuously build synergies and partnerships in order to support Government in implementing the Cabinet Decisions.

10.0 FINDINGS FROM EASTERN REGION

10.1 Status of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this objective, district stakeholders were asked on the status of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The status focuses on processes, costs, feasibility and acceptability. The responses provided were as follows:

10.1.1 Processes of Implementation of the Cabinet Decisions

10.1.1.1 Receipt of the Cabinet Decisions

District Stakeholders were asked whether they had ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district; and from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand. The following responses were provided:

Table 15: Summary of responses from district stake holders

		Mbale	Kumi	Soroti	Iganga	Jinja
Have you ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district?	Yes					
	No					
Have you ever received an order from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand?	Yes					
	No					
N.B show evidence of receipt of the directive e.g. a letter						

The above analysis is based on responses got from members of the District Technical Planning Committees (DTPCs), milk vendors and buyers. Of the total responses received, 80% of the districts visited in the Eastern Region reported that they had never received a communication about the Cabinet Decision. The rest of the respondents reported that they had received the communication although they could not adduce documentary evidence.

10.1.2 Costs of Implementing the Cabinet Decisions

Stakeholders were asked if there was any allocation of funds in the work plan for implementing the Cabinet decision from the time the decision was made to 2018 to ascertain whether the Cabinet Decisions were given a priority in the District budget and work plans.

The district stakeholders mentioned that there was no specific budget for implementation of the Cabinet Decisions. This was mainly because most of the districts had not heard about the Cabinet Decisions and those that had heard about it reported that there was no specific budget for the activity, but was part of the overall activity of monitoring done by the district.

From the responses given, it can be concluded that Districts should give priority to implementation, monitoring and evaluation of Cabinet decisions in their budgets so as to realize the intended objectives of the decisions.

10.1.3 Feasibility of Implementing the Cabinet Decisions

The monitoring team wanted to know the required and available human, financial and technological resources for implementing the Cabinet Decisions in order to assess the feasibility of implementation of the Cabinet Decisions. The following responses were provided.

Table 16: *Summary of responses on resources needed*

	HUMAN RESOURCES			FINANCIAL RESOURCES			TECHNOLOGICAL RESOURCES		
	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized
Mbale	Create structure to incorporate a Dairy Development Officer in the District.	Animal Husbandry officer; 20 under veterinary	Animal Husbandry Officer & Assistant Animal Husbandry Officer.	Allocate wage bill and operational funds	Agricultural extension grant	Agricultural extension grant	Functional laboratory cooling plant, milk tanker truck	One milk processing unit which requires refurbishment, lactometer	Have a regional well equipped laboratory
Kumi	Public health workers, DDA, Police, Lab technician	Public health workers; DDA; Police	Police, DDA	8M for enforcement, surveillance, sensitization			Vehicles, cellphones, computers, motorcycles, lactometers, brucellosis test kits, reagents to test milk		
Soroti	Staffing under DDA	Understaffed	Available staff utilized	Ushs20m per annum			Lab equipment		Labs in milk collecting centers
Iganga	8 Staff (2 per sub-county)	10 staff		Ushs184m per year	Ushs92m	Ushs184m per year			
Jinja	24 Extension workers, 24 police officers	24 Extension workers, 24 police officers		Ushs86.4m			Vehicles	lactometer, motorcycles	Vehicles

From the table above response, there were staffing gaps due to lack of wage bill, and in some cases the structure does not allow recruitment of additional staff. Most of the districts operate at less than half the required financial resources. It was however noted that the Agriculture extension grant had boosted implementation of activities that would help in achieving the objectives of the decisions. The Technological resources are still lacking and Government needs to boost them up in the different districts for better operations to be undertaken.

10.1.4 Acceptability of Implementing the Cabinet Decisions

Under this section, the monitoring team asked the stakeholders whether the Cabinet Decisions were acceptable and about actors affected by the Cabinet Decision. The responses given were as follows:

10.1.4.1 Stakeholders view of Acceptability of the Cabinet Decisions

District Stakeholders were asked to rate the Cabinet Decisions in terms of their acceptability. The rating used was Excellent, Very good, Good, Fair and Poor. The rating was given as indicated in the table below:

Table 17: Summary of responses on Rating of the Cabinet Decision

	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Excellent						
v. Good	1					6%
Good	1	3	4	3	3	82%
Fair	2					12%
Poor						

82% of the respondents reported that the decisions were good, 12% reported that they were fair and 6% reported that they were very good.

10.1.4.1.1 Reasons for Accepting the Cabinet Decisions

District Stakeholders were asked to give reasons for accepting the Cabinet decision as indicated in 7.3.8 above. The reasons were given as indicated in the table below.

Table 18: Summary of Responses on Reasons for Rating of the Cabinet Decision

Reasons	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Protection of consumers	2		1	1	1	12%
Regulate players outside the boundary	1	6		1	1	21%
Improvement on quality	3	3	1	1	3	26%

Demonstration of high political commitment to protect citizens	1					2%
It will organise the marketing of milk and its products		4				9%
Reduces on the disease burden		4	1	2		16%
Government will get more revenue		3				7%
Should have looked and given more attention to other supporting policies especially on animal health. Note brucellosis control as an example is private and good and therefore individual responsibility			1			2%
Other supporting decisions should have accompanied it especially on how to implement (strategies, budgets etc)			1	1		5%

From the table above, 26% of the respondents in the region reported that the decisions would lead to improvement in quality of milk, 21% reported that the decisions would regulate players, 16% reported that the decisions would reduce on the disease burden, and 12% reported that the decisions would lead to protection of consumers.

10.1.4.2 Actors Affected by the Cabinet Decision

Stakeholders were requested to show how the decision affected the buyers, vendors, processor, and any other stakeholders in the Region. The responses provided were as follows:

Table 19: Summary of responses on how the Decisions affected the stakeholders

Category	Effects
Buyers	Some have bought clean milk cans, protects them from infection, consumption of quality milk; reduced accessibility of milk to the buyers ,Good quality milk ; positive quality assurance, Higher price .Good quality milk and better health, easy access
Vendors	Some have bought coolers, milk cans and organized into groups for group marketing, put up stationary locations which are inspected by DDA, loss of income, lack of proper market with good prices; Loss of income ,wider market share of business, loss of business for illegal businesses; High operational cost and reduction in profit, lost market, loss of market , loss of business, number of vendors decreased
Processors	Some opted to buy directly from farmers, reduced milk spoilage and ensured steady supply, expanded market, advertises the product, price increases; Increase in volume of milk supplied to them hence increased income; Low supply and increased cost of production business protected, widens market share improved quality and better business, more supply of good quality milk at lower price from cooling centers , more supply of good quality milk

Most respondents indicated that the buyers would procure good quality milk, but the price would be higher; that the vendors would lose income since there would be fewer people consuming unprocessed milk; that the processors would have to incur extra costs of production.

10.2 Effects of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this section, the monitoring team established the effects of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The results were as follows:

10.2.1 Quality Rating of Milk from 2008 to 2018

Districts stakeholders were requested to rate the quality of milk for the last 10 years. The rating used was Excellent (5), Very good (4), Good (3), Fair (2) and Poor (1). The rating was given as indicated in the table below.

Table 20: Summary of responses on quality rating of milk from 2008 to 2018

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Mbale	2	2	1	1	1	1	2	3	3	3	3
Kumi	2	2	2	2	2	2	3	3	3	3	3
Soroti	2	2	2	2	2	3	3	3	3	3	3
Iganga	2	2	2	2	2	2	2	3	3	3	3
Jinja	2	2	2	2	2	3	3	3	3	3	3
	2	2	1	1	1	1	1	3	3	3	3

From the table above, the quality of milk was rated as fair before 2013 and improved after 2013

10.2.2 Number of Milk Vendors Before and After the Decision

Stakeholders were asked to provide statistics on the number of milk vendors before and after the Cabinet Decisions.

Table 21: Summary of responses on number of milk vendors before and after the decisions

	2008		2009		2010		2011		2012		2013		2014		2015		2016		2017		2018	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Mbale	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Kumi	-	-	-	-	-	-	-	-	-	-	-	-	120	2	118	0	112	0	109	2	106	1

Soroti	51	6	53	17	55	9	51	9	46	18	53	15	52	11	50	12	51	12	55	12	54	11
Iganga	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Jinja	48	0	63	0	63	0	63	0	86	0	86	0	102	0	105	0	91	0	112	3	118	5

From the table above, evidence indicated that there was no information given on the number of milk vendors for the period under review in Mbale and Iganga districts, while information in Kumi was only available from 2014. Evidence above indicated that there are few females engaged in the vending activity as compared to the males in Soroti district. There were no female vendors in Jinja except in 2017 and 2018.

10.2.3 Licensed (L) and Unlicensed (UL) Milk Vendors Before and After the Decision

Stakeholders were asked about the number of licensed and unlicensed milk vendors before and after the decision. The responses given were as follows:

Table 22: Summary of responses on Licensed (L) and Unlicensed (UL) milk vendors before and after the Decision

	2008		2009		2010		2011		2012		2013		2014		2015		2016		2017		2018	
	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL
Mbale	-	10	-	11	-	10	-	12	1	12	2	13	4	14	6	14	7	17	8	18	8	18
Kumi	-	-	-	-	-	-	-	-	-	-	-	-	1	60	1	58	2	55	3	52	3	50
Soroti	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Iganga	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Jinja	3	12	3	13	3	13	3	13	5	15	5	15	5	15	5	15	7	20	9	20	9	20

From the table above, 40% of the districts had information on milk vendors for the period under review while 20% provided information after the year 2013. 40% of the districts had no information throughout the period under review. Of the districts that provided information for the period under review, it can be concluded that there were very few licensed vendors. The number of licensed vendors demonstrated a very slow rate of increase especially after the year 2013.

10.2.4 Number of Factories dealing in Milk that had No Laboratory (NL), One Laboratory (1L) or Two Laboratories (2L) from 2008 to 2018

District Stakeholders were asked about the number of factories processing milk and whether the factories had laboratories to test the milk. The following responses were given:

Table 23: Summary of responses on number of milk processing factories with or without laboratories

	2008			2009			2010			2011			2012			2013		
	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L
Mbale	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0
Kumi	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Soroti	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Iganga	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Jinja	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

	2014			2015			2016			2017			2018		
	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L
Mbale	1	0	1	1	0	1	2	0	1	2	0	1	2	0	1
Kumi	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Soroti	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Iganga	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Jinja	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

From the table above, all districts did not have milk processing factories except Mbale district where there was one factory in 2013. In 2014 Mbale district got a regional laboratory.

From the information given, Government should facilitate the establishment of factories and laboratories as required to ensure that quality milk is delivered on the market.

10.2.5 Patients Registered at Public Health Facilities with Contaminated Milk Related Diseases

Stakeholders were requested to provide the number of patients registered at public health facilities with contaminated milk related diseases. The responses given were as follows:

Table 24: Summary of responses on Average number of patients with contaminated milk related diseases

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Mbale	-	109	-	520	3040	5132	3543	2891	3934	2527	1147
Kumi	-	-	-	-	-	-	-	824	1367	977	864
Soroti	-	-	-	-	388	706	332	6258	12085	13564	9990

Iganga	-	-	-	541	1664	886	734	693	603	1417	2705
Jinja	-	-	-	-	-	-	259	15835	30492	56176	20916

From the responses, there was an upward trend of reported cases related to consumption of contaminated milk. Jinja District had the highest numbers registered from 2015 to 2018.

10.2.6 Factors Responsible for Contamination of Milk

Stakeholders were asked what the contributory factors were to the contamination of milk in their respective districts. The following responses were given:

Table 25: Summary of responses on factors responsible for contamination of milk

Factors	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Poor handling (storage or packaging)	7	6	3	3	3	22%
Poor equipment	3					3%%
Poor transportation e.g over long distances	5	3	3	2	2	15%
Production/processing environment	2					2%
Contamination/Adulteration using water, blue band, cassava, baking powder	6	10	2	3	2	23%
Milking animals under treatment	3					3%
Poor hygiene and sanitation of the milkmen	2	7	2	4	2	17%
Lack of proper producer and marketing cooperatives	2	3				5%
Lack of regular training and sensitization			1			1%
Poor animal health on farm			3	1		4%
Poisonous pathenium weed when eaten by animals contaminates milk	1			1		1%
High and fluctuating milk prices					2	2%
Infections in people and animals					2	2%

From the responses, 23% of the stakeholders mentioned Contamination/ Adulteration using water, blue band, cassava and baking powder as the major factor for contamination of milk, 22% mentioned poor handling (storage or packaging), 17% mentioned poor hygiene and sanitation of the milkmen and 15% mentioned poor transportation means over long distances.

10.2.6.1 Possible ways that can be used to Minimize Contamination of Milk

Stakeholders were requested to suggest possible ways to minimize contamination of milk. The responses given were as follows:

Table 26: *Summary of responses on ways to minimize contamination of milk*

Factors	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Subsidize equipment costs	2		1			5%
Awareness creation/training on how to handle milk in the value chain and associated health risks	2	8	4	2	1	26%
Prosecute those who sell adulterated milk/enforcement of policy	1					2%
Provision of milk tankers for transportation	2	6	4	2	2	24%
Formation of cooperatives to access support from DDA	4					6%
Reviewing policies to regulate the milk value chain	1					2%
Introducing milk permits	1					2%
Provide testing kits e.g lactometers	1		1	1		5%
Enforcement of dairy regulation to minimise contamination of the milk		6	2		1	14%
Provide incentives		2				3%
Reinstatement of dairy plants// stations		2				3%
Support and monitor animal health with control of diseases like brucellosis			2			3%
Routine monitoring			1			2%
Licensing of all dairies					1	2%
Regulation of the milk prices					2	3%
Treatment of sick people and animals					1	2%

From the table above, 26% of the respondents suggested that there was need for awareness creation/training on how to handle milk in the value chain and associated health risks, 24% suggested provision of milk tankers for transportation, and 14% suggested enforcement of existing dairy regulation to minimize contamination of the milk.

10.2.7 Interference with the Cabinet Decision

District Stakeholders were asked if there were any interference with the Cabinet Decisions. The following responses were given:

Table 27: *Summary of responses on interference with the Cabinet Decisions*

	Mbale	Kumi	Soroti	Iganga	Jinja	Total
Are there any citizens against the Cabinet decision?	Y=1 N=2	Y=3	N=1	N=1	N=1	

Do they interfere with the decision?	Y=1 N=2	Y=3	N=1	N=1	N=1	
What do they do to distract the implementation of the Cabinet decision?	Sale of loose milk in prohibited containers; Frustrating enforcement through; politicizing the matter; Defying the directive; Dodging or evading the animal check points	Mobilizing other citizens against following the cabinet directive				

From the above table, it can be concluded that interference with the Cabinet decision was in two districts of Mbale and Kumi. The ways through which the Cabinet Decisions were interfered with included; sale of loose milk in prohibited containers, frustrating enforcement through politicizing the matter, dodging or evading the animal check points and mobilizing other citizens against following the Cabinet Directive.

10.3 Cross Cutting Issues

Under this section, the monitoring team wanted to establish the sustainability of the Cabinet Decisions and whether there were any partnerships and synergies created as a result of the Cabinet Decisions.

10.3.1 Sustainability/Duration

Under sustainability, the focus was on understanding the extent to which the capacities of stakeholders were enhanced, the bottlenecks/challenges faced, and proposals to address the challenges.

10.3.1.1 Extent to which the Capacities of Stakeholders had been Enhanced in the Implementation of the Cabinet Decisions

District Stakeholders were asked whether their capacity to implement the Cabinet Decisions had been enhanced. The following responses were given”

Table 28: Summary of responses on extent to which capacities of stakeholders had been enhanced

	Mbale			Kumi			Soroti			Iganga			Jinja		
	P	V	B	P	V	B	P	V	B	P	V	B	P	V	B
% of stakeholders sensitized							80	70	70				60	60	

% of stakeholders given additional logistical and financial support							5	40					40	40	
% of stakeholders supported to establish alternative source of income															

P= Processors; V= Vendors; B= Buyers.

According to recorded responses, evidence indicates that in Soroti and Jinja stakeholders have been sensitized especially the processors and vendors and additional logistical and financial support has been given. The other districts didn't have any information on the same.

10.3.1.2 Bottlenecks/Challenges faced in the Implementation of the Cabinet Decisions

Stakeholders were asked about the challenges faced in enforcing the Cabinet decisions. The following responses were provided:

Table 29: Summary of responses on challenges faced

Challenges	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Inadequate capacity (human, financial etc) for implementation	4	5	1	1	1	16%
Lack of equipment e.g lactometers, reagents	3	6	1	3	1	18%
Inadequate sensitization of stakeholders		3	1	1	1	8%
Political interference		3			1	5%
Resistance from the milk sellers/ poor attitude	1	4	2	1	2	13%
Inadequate enforcement /Operations were not continuous and were done at night putting the enforcers at risk			2		1	4%
Farmers haven't formed cooperatives					1	1%
Lack/Insufficient of milk transporting vehicles			1		2	4%
Poor hygiene and sanitation of farmers				1		1%
Lack of coordination with different stake holders (DDA, MAAIF, And other stakeholders)	3			1		5%
Low supply during dry season			1			1%

Inadequate inspection/ DDA thin on the ground		2	1			4%
Mismanagement of available milk cooling plants			1			1%
Lack of factories for processing milk in the region		3				4%
False positives by private practitioners		2				3%
Vaccination is at the cost of the farmer which makes it expensive		1				1%
Poor breeds of dairy cattle	3					4%
Poor communication channels. Sometimes the directives are not received	4					5%

A number of challenges faced during implementation of the Cabinet Decision were raised by the different stakeholders in the Region. The most outstanding challenges included; lack of equipment such as lactometers and other technological resources (18%), inadequate capacity (human and financial) 16% and resistance from the milk sellers/ poor attitude (13%). For example Kumi district had a regional laboratory but there was no personnel or equipment to operationalize it.

10.3.1.2.1 Proposals to Address the Challenges

The stakeholders suggested the following proposals to address the challenges identified.

Table 30: *Summary of responses on solutions to the challenges*

Solutions	Mbale	Kumi	Soroti	Iganga	Jinja	%tage
Simplify the policy	1					2%
Strengthen coordination through information sharing	3				1	5%
Regular capacity building/ sensitization of the key players	5	8	1	1	2	28%
Provide the necessary equipment like tankers and kits to test the milk	3	2	1	1	2	15%
Form associations and cooperatives to organise marketing, value addition etc	3					5%
Cabinet secretariat should have direct communication with the CAO and other responsible officers	2					3%

Artificial insemination to improve the breeds	1					2%
Setting up factories for milk processing in the region		6			1	11%
Reviving the milk factory in Mbale to cater for the region		3				5%
Having specific budget allocation toward implementation of the cabinet decision		4		2		10%
Strengthen Enforcement		3	3			10%
Provide farmers with improved breeds			1			2%
Strengthen management of milk cooling centers eg Awoja plant			1			2%
Involve community leaders			1			2%

District Stakeholders proposed some solutions to the challenges they faced during implementation of the Cabinet Decisions. 28% suggested continuous sensitization/capacity building of the key players across the entire value chain, 15% of the stakeholders suggested provision of necessary equipment like milk tankers and kits for testing the milk, 11% suggested setting up milk processing factories in the region, and 10% suggested having specific budget allocation towards implementation of the Cabinet Decision and strengthening their enforcement.

10.3.2 Partnerships and Synergies

The monitoring team wanted to establish whether there were any partnerships and synergies created as a result of the Cabinet Decisions, the roles played by each and how the roles complemented each other.

10.3.2.1 Synergies Created as a Result of the Cabinet Decision

District Stakeholders were asked if there were any synergies created as a result of the Cabinet Decisions.

Partnerships and synergies were reported to have been created in all districts.

For effective implementation of the Cabinet Decisions, there was need to continuously build synergies and partnerships in order to support Government in implementing the Cabinet Decisions.

10.3.2.2 Stakeholders and Roles Played

District Stakeholder were requested to give the roles of each partner in the implementation of the Cabinet decision. The following responses were given:

Table 31: Summary of responses on partners and roles played

Stakeholder	Roles played
Operation Wealth Creation/ NAADS	Restocking cows; Provide milk cooler (Soroti)
Heifer International Uganda	Training and provision of heifers
Karin Foundation	Training and provision of heifers
Eastern dairies	Bulk buyer 3
DDA	Provision of coolers, milk cans at subsidized prices; Surveillance of the market, enforcement, inspection and training; Logistical support
MAAIF	
Defense Threat Reduction Agency & USSTRAT Centre for Combating WMD	Multi-stakeholder sensitization
NUSAF	Restocking cows and Constructed building (Soroti)
Police	Enforcement
CAIP	Provided milk cooler
Local government	Surveillance, training and inspection
Political leaders	Mobilization and sensitization of the community
Send a Cow Uganda	Give animals to farmers
Africa 2000 Network	Give animals to farmers and advisory services on management of animals

From the table above, a number of stakeholders were involved in the implementation of the Cabinet Decisions through playing numerous roles for example training farmers, providing farm inputs and equipment, among others.

There was need to continuously build synergies and partnerships in order to support Government in implementing the Cabinet Decisions.

11.0 FINDINGS FROM WESTERN REGION

11.1 Status of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this objective, district stakeholders were asked on the status of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The status focused on processes, costs, feasibility and acceptability. The responses provided were as follows:

11.1.1 Processes of Implementation of the Cabinet Decisions

11.1.1.1 Receipt of the Cabinet Decisions

District Stakeholders were asked whether they had ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district; and from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand. The following responses were provided:

Table 32: *Summary of responses from district stake holders*

		Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi
Have you ever received an order from Ministry of Agriculture, Animal Industry and Fisheries prohibiting vending of loose milk in the country/district?	Yes			✓	✓	✓
	No	✓	✓		✓	✓
Have you ever received an order from Ministry of Trade, Industry and Cooperatives directing all factories dealing in milk in the district to have two laboratories to test the raw materials on one hand and the final products on the other hand?	Yes					
	No	✓	✓	✓	✓	✓
N.B show evidence of receipt of the directive e.g. a letter						

The above analysis was based on responses got from members of the District Technical Planning Committees (DTPCs), milk vendors and buyers. Of the total responses received, 40% of the districts visited in the Western Region reported that they had received the communication although they could not adduce documentary evidence.

This indicated that majority of the stakeholders did not receive the communication of the Cabinet Decisions. There was therefore need to improve communication of Cabinet Decisions for better implementation.

11.1.2 Costs of Implementing the Cabinet Decisions

Stakeholders were asked if there was any allocation of funds in the work plan for implementing the Cabinet decision from the time the decision was made to 2018 to ascertain whether the Cabinet Decisions were given a priority in the District budget and work plans.

The district stakeholders mentioned that there was no specific budget for implementation of the Cabinet Decisions. This was mainly because most of the districts had not heard about the Cabinet Decisions and those that had heard about it reported that there was no specific budget for the activity, but was part of the overall activity of monitoring done by the district.

From the responses given, it can be concluded that Districts should give priority to implementation, monitoring and evaluation of Cabinet decisions in their budgets so as to realize the intended objectives of the decisions.

11.1.3 Feasibility of Implementing the Cabinet Decisions

The monitoring team wanted to know the required and available human, financial and technological resources for implementing the Cabinet Decisions in order to assess the feasibility of implementation of the Cabinet Decisions. The following responses were provided.

Table 33: Summary of responses on resources needed

	HUMAN RESOURCES			FINANCIAL RESOURCES			TECHNOLOGICAL RESOURCES		
	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized	Resources needed	Resources available	Actual resources utilized
Kiruhura	Create structure for In the District, 36 under veterinary	28 veterinary officers and 17 diploma holders	28 veterinary officers and 17 diploma holders	Additional funds on top of the Agricultural grant	Agricultural grant	Agricultural grant	22 motorcycles, 1 car for veterinary officer for field and 22 laptops	11 motorcycles	11 motorcycles
Mbarara	20 staff	16 staff at the municipality, veterinary doctors in 11 sub counties	16 staff at the municipality, veterinary doctors in 11 sub counties	Shs.320 Million for enforcement, surveillance, sensitization	Shs.120 million, 9 motorcycles	80 million per quarter	2 cars, 10 motorcycles	1 car and 12 motorcycles	11 motorcycles, 3 motor vehicles, testing equipment for milk
Ntungamo	Need for more veterinary staff			Shs.740 million	Shs.20 million	314 million, 30% district 70% sub county	20 motor cycles and 1 motor vehicle	20 motor cycles and 1 motor vehicle	Testing kits and 8 motorcycles

Isingiro	27 sub counties. 3 needed per district	15 veterinary officers	15 veterinary officers	369 million per year			27 computers, 2 motor vehicles, 15 motorcycles	2 motor vehicles and 13 motorcycles	2 motor vehicles and 13 motorcycles
Bushenyi		30 veterinary officers	30 veterinary officers		30 million			18 testing kits	18 testing kits

From the table above; District stakeholders had some resources to implement the Cabinet Decisions although they were inadequate. The resources used to implement the Cabinet Decisions were Human, Financial and Technological Resources. The Agriculture extension grant boosted implementation of the Decisions.

From the information above, there is need for the Government to provide the required resources for successful implementation of the Decisions.

11.1.4 Acceptability of Implementing the Cabinet Decisions

Under this section, the monitoring team asked the stakeholders whether the Cabinet Decisions were acceptable and about actors affected by the Cabinet Decision. The responses given were as follows

11.1.4.1 Stakeholders view of Acceptability of the Cabinet Decisions

District Stakeholders were asked to rate the Cabinet Decisions in terms of their acceptability. The rating used was Excellent, Very good, Good, Fair and Poor. The rating was given as indicated in the table below:

Table 34: *Summary of responses on Rating of the Cabinet Decision*

	Kiruhura	Mbarara	Ntungamo	Isingiro	Bushenyi	%tage
Excellent		1	2	2		28%
v. Good		1	2			12%
Good	2	1		2	4	36%
Fair					1	4%
Poor						
Total	11.1	16.7	22.2	22.2	27.7	

36% of the respondents reported that the decisions was good, 28% reported that it was excellent, 12% reported that it was very good and 4% reported that it was fair.

From the rating above, the Cabinet Decisions were acceptable among stakeholders because of the reasons given in table 7.3.8 below.

11.1.4.1.1 Reasons for Accepting the Cabinet Decisions

District Stakeholders were asked to give reasons for accepting the Cabinet decision as indicated in 7.3.8 above. The reasons were given as indicated in the table below.

Table 35: *Summary of Responses on Reasons for Rating of the Cabinet Decision*

Reasons	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	%tage
Protection of consumers from diseases		1	2	2	1	33%
Improvement on quality	2	2	2	2		44%
Other supporting decisions should have accompanied it especially on how to implement (strategies, budgets etc)					1	6%
It was timely and involved stakeholders			1			6%
Not all stakeholders were involved					2	1%

The reasons for accepting the Cabinet Decisions were; 44% noted that the Decisions would lead to improvement of quality of milk,; and 33% noted that it would reduce incidence of milk related diseases.

From the responses given in the table above, the stakeholders were aware of the dangers of vending loose milk that it was putting consumers at risk of contracting diseases.

11.1.4.2 Actors Affected by the Cabinet Decision

Stakeholders were requested to show how the decision affected the buyers, vendors, processors, and any other stakeholders in the Region. The responses provided were as follows:

Table 36: *Summary of responses on how the Decisions affected the stakeholders*

Category	Effects
Buyers	Good quality milk; increase in quantity of milk produced; Higher prices; loss of demand for the milk.
Vendors	Loss of business for illegal businesses; improved quality of milk; maintained standards.
Processors	Increase in volume of milk supplied; increased income; increased costs of production; improved quality

Most respondents indicated that the buyers would procure good quality milk, but the price would be higher; that the vendors would lose income since there would be fewer people consuming unprocessed milk; that the processors would have to incur extra costs of production in establishing the required two laboratories

In the long run however, implementing the Cabinet Decisions would benefit the buyers, vendors and processors.

11.2 Effects of Implementation of the Cabinet Decision Prohibiting Vending of Loose Milk in the Country and Ensuring that all Milk Factories have two Laboratories to test Raw Milk on one hand and Final Products on the other

Under this section, the monitoring team established the effects of implementation of the Cabinet Decision prohibiting vending of loose milk in the country and ensuring that all milk factories have two laboratories to test raw milk on one hand and final products on the other. The results were as follows:

11.2.1 Quality Rating of Milk from 2008 to 2018

Districts stakeholders were requested to rate the quality of milk for the last 10 years. The rating used was Excellent (5), Very good (4), Good (3), Fair (2) and Poor (1). The rating was given as indicated in the table below.

*Table 37: **Summary of responses on quality rating of milk from 2008 to 2018***

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Kiruhura	3	3	3	3	3	3	3	3	3	3	3
Mbarara	3	3	3	3	3	3	3	3	3	3	3
Ntungamo	4	4	4	4	4	4	4	4	4	4	4
Isingiro	4	4	4	4	4	4	4	4	4	4	4
Bushenyi	2	2	2	2	3	3	3	3	3	3	3

From the above table, it was observed that that the quality of milk was generally good in all districts over time.

The quality of milk on the market had improved which indicates progress in achieving the intended objectives of the Cabinet Decisions

11.2.2 Number of Milk Vendors Before and After the Decision

Stakeholders were asked to provide statistics on the number of milk vendors before and after the Cabinet Decisions.

There was no information on the number of milk vendors before and after the Cabinet Decisions in the Western Region.

From the information given above, it can be concluded that district officials should have a record of all the milk vendors in their districts. This would also help in planning for them.

11.2.3 Licensed (L) and Unlicensed (UL) Milk Vendors Before and After the Decision

Stakeholders were asked about the number of licensed and unlicensed milk vendors before and after the decision. The responses given were as follows:

Table 38: Summary of responses on Licensed (L) and Unlicensed (UL) milk vendors before and after the Decision

	2008		2009		2010		2011		2012		2013		2014		2015		2016		2017		2018	
	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL	L	UL
Kiruhura	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	50
Mbarara	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	50
Ntungamo	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Isingiro	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Bushenyi	-	-	-	-	-	-	-	-	-	-	-	-	-	-	14	-	13	-	13	-	13	-

L= Licensed; UL= Unlicensed

From the table above, Bushenyi District was the only district with licensed vendors from 2015 to 2018. The remaining districts in the region estimated unlicensed vendors in 2018.

From the information above, the effect of the decisions on both licensed and unlicensed vendors couldn't be assessed due to lack of records in the districts.

11.2.4 Number of factories dealing in Milk that had No Laboratory (NL), One Laboratory (1L) or Two Laboratories (2L) from 2008 to 2018

District Stakeholders were asked about the number of factories processing milk and whether the factories had laboratories to test the milk. The following responses were given:

Table 39: Summary of responses on number of milk processing factories with or without laboratories

	2008			2009			2010			2011			2012			2013		
	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L
Kiruhura	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Mbarara	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Ntungamo	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Isingiro	-	-	-	2	-	-	2	-	-	3	-	-	4	-	-	4	-	-
Bushenyi	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

	2014			2015			2016			2017			2018		
	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L	NL	1L	2L
Kiruhura	-	-	-	-	-	2	-	-	2	-	-	2	-	-	2
Mbarara	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Ntungamo	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
Isingiro	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Bushenyi	-	-	-	-	1	-	-	1	-	-	1	-	-	1	-

From the table above, all districts had milk processing factories except Mbarara which did not provide information to this regard; while Isingiro had no information on the number of milk processing factories after 2013.

From the information given above, Government should facilitate the establishment of laboratories as required to ensure that quality milk is delivered on the market

11.2.5 Patients Registered at Public Health Facilities with Contaminated Milk Related Diseases

Stakeholders were requested to provide the number of patients registered at public health facilities with contaminated milk related diseases. The responses given were as follows:

Table 40: Summary of responses on Average number of patients with contaminated milk related diseases

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Kiruhura											
Mbarara											
Ntungamo											
Isingiro											
Bushenyi								171	270	212	257

From the table above, it can be noted that information was not fully available for all the years in the period under review except for Bushenyi district that had an average of 227 patients between 2015 and 2018.

There was need for the District Health Department to develop data bases for different diseases in order to track the trend of the milk related diseases.

11.2.6 Factors Responsible for Contamination of Milk

Stakeholders were asked what the contributory factors were to the contamination of milk in their respective districts. The following responses were given:

Table 41: Summary of responses on factors responsible for contamination of milk

Factors	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	Total
Poor handling (storage or packaging)		2	4			9%
Poor equipment		2	4		1	11%
Poor transportation e.g over long distances		1				2%
Contamination/adulteration using water, blue band, cassava, baking powder	2	3	3	2	1	17%
Milking animals under treatment		4	4	3	3	21%
Poor hygiene and sanitation of the milkmen		4		1	4	14%
Lack of regular training and sensitization		1				2%
Poor animal health on farm	2	3				8%
Lack capacity to influence implementation of cabinet decisions	2				1	5%
Political influence	2	1				5%
Negligence by farmers			2	1		5%

From the responses, 21% of the stakeholders mentioned milking animals under treatment as the major factor for contamination of milk, 17% mentioned Contamination/Adulteration using water, blue band, cassava, baking powder, 14% mentioned poor hygiene and sanitation of the milkmen and 15% mentioned Poor equipment.

11.2.6.1 Possible ways that can be used to Minimize Contamination of Milk

Stakeholders were requested to suggest possible ways to minimize contamination of milk. The responses given were as follows:

Table 42: *Summary of responses on ways to minimize contamination of milk*

Factors	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	%tage
Subsidise equipment costs		2				4%
Awareness creation/training on how to handle milk in the value chain and associated health risks	2	5	4	4	2	36%
Prosecute those who sell adulterated milk/enforcement of policy		4				8%
Reviewing policies to regulate the milk value chain		1				2%
Introducing milk permits		1	1			4%
Provide testing kits e.g lactometers			1			2%
Enforcement of dairy regulation to minimise contamination of the milk		4			2	13%
Provide incentives		1				2%

Reinstatement of dairy plants// stations					2	4%
Routine monitoring		3			1	8%
Licensing of all dairies and sanctions for adulteration				1		2%
Put in place training programs for all stakeholders			2	2		8%
Treatment of sick people and animals					1	2%

From the table above a number of solutions were given that needed to be implemented for the consumption of milk not to be a danger to human life. These included 36% of the respondents suggested that there was need for awareness creation/training on how to handle milk in the value chain and associated health risks, 13% suggested enforcement of dairy regulations, and 8% suggested routine monitoring.

11.2.7 Interference with the Cabinet Decision

District Stakeholders were asked if there were any interference with the Cabinet Decisions. The following responses were given:

Table 43: Summary of responses on interference with the Cabinet Decisions

	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	Total
Are there any citizens against the Cabinet decision?	Y=2	Y=5	Y=0	Y=0	Y=2	Y=60
	N=0	N=0	N=4	N=2	N=0	N=40
Do they interfere with the decision?	Y=2	Y=5	Y=0	Y=0	Y=1	Y=30
	N=0	N=0	N=4	N=2	N=1	N=70
What do they do to distract the implementation of the Cabinet decision?	calling the district officials not to interfere with milk issues Defying the directive	They don't comply			They don't comply	

From the above table, it was observed that there were interferences with the Cabinet Decisions. The ways through which the Cabinet Decisions were interfered included continuous vending of loose milk

There was need for continuous sensitization of stakeholders on the benefits of consuming processed milk for them to appreciate.

11.3 Cross Cutting Issues

Under this section, the monitoring team wanted to establish the sustainability of the Cabinet Decisions and whether there were any partnerships and synergies created as a result of the Cabinet Decisions.

11.3.1 Sustainability/Duration

Under sustainability, the focus was on understanding the extent to which the capacities of stakeholders were enhanced, the bottlenecks/challenges faced, and proposals to address the challenges.

11.3.1.1 Extent to which the Capacities of Stakeholders had been Enhanced in the Implementation of the Cabinet Decisions

District Stakeholders were asked whether their capacity to implement the Cabinet Decisions had been enhanced. The following responses were given;

Table 44: *Summary of responses on extent to which capacities of stakeholders had been enhanced*

	Kirihura			Mbarara			Ntungamo			Isingiro			Bushenyi		
	P	V	B	P	V	B	P	V	B	P	V	B	P	V	B
% of stakeholders sensitized	-	-	-	-	-	-	-	-	-	-	-	-	-	-	70
% of stakeholders given additional logistical and financial support	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
% of stakeholders supported to establish alternative source of income	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

V-Vendors, P- Processors and B- Buyers

According to recorded responses, evidence indicated that milk buyers in Bushenyi district had been sensitized. The other districts didn't provide any information on the same.

There was need to sensitize stakeholders in the dairy value chain on how to manage milk so as improve the quality of milk delivered to the market.

11.3.1.2 Bottlenecks/Challenges faced in the Implementation of the Cabinet Decisions

Stakeholders were asked about the challenges faced in enforcing the Cabinet decisions. The following responses were provided:

Table 45: *Summary of responses on challenges faced*

Challenges	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	%tage

Inadequate capacity (human, financial etc) for implementation				2	3	8%
Lack of equipment e.g lactometers, reagents	1	3	4	2		17%
Political interference					2	3%
Resistance from the milk sellers/ poor attitude						
Inadequate enforcement /Operations were not continuous and were done at night putting the enforcers at risk	2	3			2	12%
Lack/Insufficient of milk transporting vehicles			2	2		7%
Poor hygiene and sanitation of farmers		1				2%
Lack of factories for processing milk in the region		2				3%
False positives by private practitioners			2	2		7%
Poor communication channels. Sometimes the directives are not received					4	7%
Tick resistance	1					2%
Inadequate funds		2		2		7%
Lack of information/knowledge gap		2			2	7%
Unregulated vendors		1			2	5%
Diseases such as brucellosis evasion		1				2%
					1	2%

A number of challenges faced during implementation of the Cabinet Decision were raised by the different stakeholders in the Region. The most outstanding challenges included; lack of equipment such as lactometers and other technological resources (17%), Inadequate enforcement /Operations were not continuous and were done at night putting the enforcers at risk (12%) and inadequate capacity (human and financial) (8%).

There was need for the Government to provide testing equipment e.g lactometers to the stakeholders and improve the capacity of district officers responsible for implementation of the Cabinet decision. In addition, the district stakeholders needed to sensitize the public on the dangers of vending loose milk so as not to defy the Directive by vending loose milk at night.

11.3.1.2.1 Proposals to Address the Challenges

The stakeholders suggested the following proposals to address the challenges identified.

Table 46: *Summary of responses on solutions to the challenges*

Solutions	Kirihura	Mbarara	Ntungamo	Isingiro	Bushenyi	%tage
Simplify the policy					1	3%
Strengthen coordination through information sharing						
Regular capacity building/sensitization of the key players	1	2	1	2	3	26%
Provide the necessary equipment like tankers and kits to test the milk		3	3	2	1	26%
Form associations and cooperatives to organise marketing, value addition etc			1			3%
Cabinet secretariat should have direct communication with the CAO and other responsible officers					3	9%
Having specific budget allocation toward implementation of the cabinet decision		1		2		9%
Strengthen Enforcement and regulation		4		2	2	23%
Involve community leaders			1			3%

26% suggested capacity building/sensitization of the key players, 26% suggested provision of the necessary equipment like milk tankers and kits to test the milk, and 23% suggested strengthening enforcement.

11.3.2 Partnerships and Synergies

The monitoring team wanted to establish whether there were any partnerships and synergies created as a result of the Cabinet Decisions, the roles played by each and how the roles complemented each other.

11.3.2.1 Synergies Created as a Result of the Cabinet Decision

District Stakeholders were asked if there were any synergies created as a result of the Cabinet Decisions.

Partnerships and synergies were reported to have been created in only two

districts i.e; Kiruhura and Mbarara which was not the case for Ntungamo, Isingiro and Bushenyi.

For effective implementation of the Cabinet Decisions, there was need to continuously build synergies and partnerships in order to support Government in implementing the Cabinet Decisions.

11.3.2.2 Stakeholders and Roles Played

District Stakeholder were requested to give the roles of each partner in the implementation of the Cabinet decision. The following responses were given:

Table 47: Summary of responses on partners and roles played

Stakeholder	Roles played
SNV	Strengthening cooperatives and how to manage them.; Sensitization and training
DDA	M&E; providing coolers at subsidized prices; Training and providing milk cans; gives incentives for better quality and variety; support corporative; quality regulation and sensitization; Surveillance of the market; enforcement; inspection and training; Logistical support
Processor (pearl)	Does training; giving out cans; Coolers and testing kits
Brookside	gives out coolers and cans under given conditions
OWC	Training and giving out livestock etc
ABI Trust Tides	provides coolers and testing, animal breeding
DFCO	gives drugs at a discount
NAGRIC	breeding programs and sensitization
HPI	Training

From the table above, a number of partnerships were created. These played numerous roles for example training farmers, providing farm inputs and equipment, among others.

It can be concluded that synergies and partnerships played a big role in supporting Government in implementing the Cabinet Decisions.

12.0 LESSONS LEARNED

- i. Both upward and downward information flow is important for better implementation of Cabinet decisions;
- ii. That there was need for coordination between/among the different partners in the Dairy value chain;

- iii. That record keeping was key in all operation of Government as it helps to know where there are gaps and develop solutions on how to address them;
- iv. That milk related diseases mainly originate from unhealthy animals;
- v. That most people didn't consume processed milk since it was more expensive than the raw milk;
- vi. That there was need to undertake sensitization of the public on the benefits of consuming processed milk; and
- vii. That strengthening enforcement of the Dairy Regulations would contribute to a sustainable, competitive and vibrant sector.

13.0 CONCLUSION

In conclusion, the Cabinet Decisions were not fully implemented as few stakeholders were aware of the Decisions. The little success registered was as a result of efforts from other partners such as DDA that were enforcing the Dairy Regulations. There was need for Cabinet to put in place mechanism for effective communication of such Decisions to relevant stakeholders and provide funding whenever a Decision to be implemented required funding. Continuously building synergies and partnerships contributes greatly to the success of implementation of Cabinet Decisions.

14.0 RECOMMENDATIONS

- i. That there was need to improve communication of Cabinet Decisions to different stakeholders to improve implementation;
- ii. That Government should always provide funds for implementation of the Cabinet Decisions that may require funding;
- iii. There is need for continuous monitoring and evaluation of implementation Cabinet decisions in order to determine what worked and what did not work to improve service delivery to the citizens;
- iv. That Government should strengthen enforcement of implementation of Cabinet Decisions and other policies; and
- v. That there was need to establish and equip the Regional laboratories; and
- vi. That there was need to put in place measures for implementing Cabinet Decisions.

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