



**EVALUATION
OF
COUNTRY PROGRAMME ACTION PLAN OUTCOMES
(2010-2015)**

EVALUATION REPORT PREPARED FOR UNDP

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Acronyms

ADG	Accountable Democratic Governance
ADR	Assessment of Development Results
ALD	Aid Liaison Department
APRM	African Peer Review Mechanism
AWP	Annual Work Plans
BEtA	Business Call to Action
CC	Climatic Change
CFP	Community Focal Persons
CNA	Capacity Needs Assessment
COBWEB	Community Based Conservation of Wetlands Biodiversity
CPAP	Country Programme Action Plan
CSOs	Civil Society Organisations
DGF	Democratic Governance Facility
DDP	District Development Plan III
DRC	Democratic Republic of Congo
EC	Electoral Commission
ENRM	Environment Natural Resources Management
EPRD	Economic Programme for Research and Development
ERWAA	Emergence Risk War Affected Areas
EU	European Union
FACE	Funds Authorization and Certificate of Expenditure
GDP	Gross Domestic Product
GPR	Growth Poverty Reduction
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HIV/AIDS	Human Immune Virus/Acquired Immune Deficiency Syndrome
HR	Human Resources
HURINET	Human Rights Network Uganda
IDP	Internally Displaced People
IGA	Income Generation Activities
IGG	Inspector General of Government
ILO	International Labour Organisation
IPs	Implementing Parties
IUCN	International Conservation Union
KI	Key Informant
LC	Local Council
LCF	Lango Cultural Foundation
LED	Local Economic Development
LGs	Local Governments
LRLF	Lango Religious Leaders Forum
MAMS	Maquette for MGDs Simulation
MDGs	Millennium Development Goals
MFI	Micro Finance Institution

MoH	Ministry of Health
MoLG	Ministry of Local Government
MoU	Memorandum of Understanding
MRE	Mine Risk Education
NDP	National Development Plan
NGOs	Non-Government Organisations
NPA	National Planning Authority
ODA	Official Development Assistance
OPM	Office of the Prime Minister
OVCs	Orphans and Vulnerable Children
PEAP	Poverty Eradication Action Plan
PLA	Platform for Labour
POPPs	Programme Operations Policy and Procedures
PPDA	Public Procurement and Disposal of Public Assets Authority
RP	Representative Parties
SME	Small and Medium Enterprise
SNA	Staff Needs Assessment
SWOT	Strengths Weaknesses Opportunities and Threats
TACs	Technical Advisory Committees
ToT	Trainers of Trainers
UBOS	Uganda Bureau of Statistics
UHRC	Uganda Human Rights Commission
ULS	Uganda Law Society
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department of Social Affairs
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UPDF	Uganda People's Defense Forces
UIDSS	Uganda Institute of Diplomacy and Strategic Studies
VSLA	Village Savings Loans Associations
VHT	Village Health Team
WFP	World Food Programme
WHO	World Health Organisation

Acknowledgements

Executive Summary

The United Nations Development Programme (UNDP) in Uganda designed a Country Programme Document (CPD) and associated Country Programme Action Plan (CPAP) to support the work of Government, civil society organisations and communities in Uganda on addressing pressing development issues related to accountable democratic governance, economic growth, and poverty reduction. The country programme seeks to contribute to the achievement of the goals and objectives of the National Development Plan (NDP) and the United Nations Development Assistance Framework (UNDAF) 2010-2014. At the time of this Final Evaluation, the Programme has completed four years of its five year period of implementation. UNDP and other development partners financed the CPAP with roughly US \$68 million.

The overall purpose of the CPAP is to promote livelihoods and employment, promote democratic governance and improve access to high quality social services. The Programme uses a rights based perspective and promotes the Paris Declaration, joint programming, and strategic partnership. Projects were implemented through largely National Implementation Modalities (NIM), with Government and/or civil society organisations as implementing partners.

The 35 projects associated with the CPAP are implemented through two thematic areas – Accountable Democratic Governance and Growth and Poverty Reduction – and focus on a wide variety of governance, policy development, crisis prevention, early recovery and peace building, disaster risk reduction, environment and energy, economic growth, and poverty reduction issues. All projects and associated interventions are location and context-specific and are largely implemented through the Government of Uganda and Ugandan civil society partners.

Main Findings

Accountable Democratic Governance (ADG)

As a result of the CPAP, people in Uganda are more aware of, and are speaking out on, governance issues. Civil society is influencing policy development, and government is improving its service delivery record. The CPAP is effectively supporting participating partners in fostering citizen empowerment by working together with the communities to help them better understand their role in local decision-making processes. Due to the passion exhibited by local government working together with community groups, poor and historically marginalised communities now have better access to basic services. As a result of the CPAP, citizens in the diaspora have become more engaged in issues of governance and more vocal in holding their leaders accountable. UNDP and its implementing partners have been able to proactively build alliances and participate in networks with other development actors to assert the responsibility of the state to reduce poverty, respect human rights and uphold the rule of law.

The governance sector is characterised by high political sensitivity and associated risk. It is an area of considerable complexity where local and institutional knowledge is critical as a basis for conceptualising and designing programming initiatives. There is a requirement for a substantial investment in front-end analysis as a means to facilitate a well-informed programme

with a strong monitoring system to measure whether interventions are actually having an impact on improving governance in a given context. It is our opinion that the CPAP programme has been able to position UNDP in Uganda as a credible voice on issues of governance and human rights and able to make a good contribution to building accountable democratic governance in the country, particularly with the Government of Uganda. The Programme demonstrates innovative approach to tackling governance issues in Uganda, allowing for decentralised, flexible programming, linkages to relevant issues through coordinated joint efforts, and emphasising the centrality of people and communities in policy dialogue and implementation. This innovation is holding true in that it has been an effective and efficient way to raise awareness and build capacity towards actions for better governance.

Growth and Poverty Reduction

There have been direct benefits derived from the interventions pursued under this component of the UNDP Uganda CPAP. Key among the achievements included the building of agronomy skills of various farmers, development of business linkages and scaling up of technologies to facilitate increased volumes of supply. Of the 12 agriculture commodities being championed under the NDP2, the CPAP programme. Value chain analysis studies were done for 5 commodities, namely rice, cassava, beans, honey and coffee and these studies have been critical in informing the NDP2 process. In addition, the CPAP programme has been instrumental in employment creation by largely focussing on vocational training particularly for the youth from the North. The programme has played a key role in supporting the Tourism sector and playing a catalytic role which has resulted into the sector being recognised as a top priority to contribute towards structural transformation for the NDP2.

In order to address challenges of environment and natural resources degradation which negatively impact on efforts to promote growth, wealth creation and poverty reduction, UNDP contributed to creating an enabling environment through policy reviews and pilot initiatives to inform policy. For instance under the CPAP, UNDP supported preparation and updating of policies and strategies for environment natural resources management as well as several innovative pilot initiatives for biodiversity conservation, sustainable land management, renewable energy technologies and climate change resilient development using the Small Grants modality. In addition, UNDP used track resources to attract significant track resources from the GEF and other global financial sources.

Under the CPAP, UNDP supported initiatives in energy and environment have generated significant outcomes (see attached meta-analysis report and outcome 3.2 indicators below for more details). The annual report of results (ROAR) for the year 2013 indicate that thirty seven (37) institutions (national and local) have integrated environment, Climate Change, DRR and energy access strategies in their development plans, 54 initiatives (100%) for energy and natural resource management and climate change adaptation and mitigation have been implemented, and 6 policies including 3 strategies for Biomass, E-waste, and DRM have been developed. The outcomes for 2012 were follows: 20 institutions had the capacity to develop and implement policies and strategies for ENRM and CCAM; 67% or 36 out of 54 initiatives had been completed; and 3 policies had been developed.

Specifically, Uganda prioritized the integration of climate change issues in the National Development Plan 2010/15. In 2012, the draft National Climate Change policy and its implementation strategy were completed (Joint Water and Environment Sector Performance Report 2012). During the policy development process, institutional framework for coordination

of interventions was established including the National Policy Committee, the Development Partners' thematic Group and an Inter- Ministerial Technical Committee on Climate Change.

In order to improve use and management of natural resources in the drylands, sustainable land management (SLM) issues were integrated in district development plans and conservation agriculture practices adopted to improve land productivity, enhance economic growth, and reduce poverty. Conservation agriculture has been adopted as an appropriate technology to address land degradation and adapt to climate change in the drylands (Joint Agricultural Annual Sector Review 2012).

UNDP supported the adoption of conservation agriculture practices for SLM among 400 farmers in these target districts. As a result, yields have increased by 200-300% for maize and beans among pilot communities. These practices are now being adopted by local authorities and farmer groups, and replicated by other farmers in these regions.

Under the SLM project, UNDP contributed to improving livelihoods of people in 6 districts namely Nakasongola, Lyantonde, Nakaseke, Kamuli, and Sembabule, Kaliro districts, totalling a population of 1.5 million, through interventions to integrate dryland issues in Local Government plans and budgets and replicated best practices in sustainable land management.

To inform regional Climate Change (CC) coping strategies, UNDP invested in raising awareness, supported the adoption of low-carbon and CC-resilient local development approaches, and promoted community level mitigation and adaption UNDP's small grants program has also enabled communities to plant 600,000 seedlings to in-crease forested area.

In the area of biodiversity, the area of natural forests and woodlands has continued to reduce as a result of change of land use to agriculture and grazing, high demand on timber, fuel wood and other land uses. To date, the decline in forest cover is estimated, at 92,000 hectares per annum, with 34% reduction in private forests compared to 12% in the protected areas (Water and Environment Annual Performance report- WESPR 2012).

In response to the rampant depletion of the country's forest resources, Government placed a national ban on the cutting of trees on 6th March 2012. As a result of the ban several measures were instituted to streamline timber, charcoal and log harvesting in the country. In a bid to address the increasing levels of deforestation particularly in the Biodiversity rich Albertine Rift, Government launched the Strategic Plan for the Northern Albertine in June 2012. The strategic plan provides a framework for addressing forest biodiversity loss; balancing oil and gas development; and biodiversity conservation. Some of the projects supported by UNDP to achieve biodiversity conservation: The Kidepo Conservation Project and the Conservation of the Biodiversity in the Albertine Rift Forests of Uganda.

Main Conclusions

Most of the CPAP 2010-2015 objectives are likely to be achieved within the scope of the project level parameters (key outputs) as the majority of projects have been successfully implemented or are likely to be successfully completed over the course of the next year. While this is a positive finding, we note that the CPAP was thinly spread, lacking cross linkages within the UNDP structure itself and externally with other relevant development programming.

Efficiency and Effectiveness:

Compared to what was originally envisioned, UNDP invested less than anticipated (\$67.8 million vs. \$40.8 million) of their own resources but notably, they were able to mobilize resources beyond what they had anticipated (\$37.4 million vs. \$34.8 million) towards the programme. Despite a slow start due to issues discussed further highlighted below, UNDP has been able to gain momentum in steadily increasing its delivery rate, thereby demonstrating efficiency in implementing what they committed to achieve.

The short life-span of most projects will not guarantee effectiveness of results because before an intervention takes root, it comes to its end. Project coverage is low, with poor visibility and the good effects felt by targeted beneficiaries are not at scale.

Accountability for the implementation and reporting on the results of the programme is clearly laid out within the CPAP's logframe and UNDP's Evaluation Policy which a good start in building a robust monitoring and evaluation framework for a programme the size of the CPAP. UNDP has an integrated on-line Atlas work plan system (IWP) supported by UN harmonized Approaches to Cash Transfer (HACT) M&E tools which aggregates data and tracks output/impact.

Monitoring, evaluation and learning have improved over time during the CPAP period, and have been informing programming processes. They have been a basis and/or informing of work planning and project development, and have been tracked over time.. Building a strong theory of change for the next programme period and inducting all partners on their place within it will help build a common purpose amongst UNDP, its partners, and beneficiaries. The use of annual and bi-annual review meetings is a good foundation. Peereer learning across the thematic units limited was limited in early 2010/11, but this has changed overtime and currently there are strategies in place that address the silos which include weekly programme level meetings to discuss the status of programme implementation. These are further complemented by annual/quarterly reviews, portfolio reviews, programme joint monitoring, and thematic evaluations. UNDP CO has annualised learning/plans/strategies in place which it adheres to and implements. The structure of learning reports, which tended to be too large in size, has been improved. CO now has well-structured learning reports with a maximum of 5 pages.

Sustainability of CPAP Outcomes:

Sustainability has been inbuilt for projects through building capacity across the projects and policy reviews, and supporting government, e.g. in the development of the Uganda strategic investment framework (USIF) and Tourism Policies. Programme monitoring reports, Result Oriented Annual Reports (ROARs), project evaluation reports and evaluation surveys by UNDP and Non-UNDP actors suggest that there is a high degree of project sustainability and ownership. However, some projects require more time to be fully sustainable as they started late and are supposed to be wind up by the end of the current CPAP.

The majority of projects, with exception of those under the Crisis Prevention and Recovery Unit (CPRU) and one other project within the Governance Unit, are executed nationally which is the appropriate mode of execution for Uganda. CPRU Projects from 2013 have been implemented directly by UNDP at the request of Government following the corruption scandals in Office of the Prime Minister the thought implementing partner for projects implemented in Northern Uganda. The projects are implemented in collaboration with the Office of Prime Minister through the districts local governments of Northern Uganda and selected CSOs. National execution, per se, enhances the sense of ownership. It was reiterated by the implementing partners that the ownership of the overall programme belongs to Ugandans.

The next one year remaining of the current Country Programme Document (CPD) should enable the Country Office (CO) to fully implement its country programme and achieve the results it had set itself to reach during the present programme cycle. This extension should also be able to compensate for the almost two-year delay experienced between the approval of the CPD, in September 2009, and the full operationalisation of the country programme, which occurred in late 2011, early 2012. More generally, this extension will enable UNDP to contribute to the implementation of the UNDAF Action Plan, which runs up to the end of 2015 under the already approved one year extension of the UNDAF 2010-2014.

Recommendations:

We recommend that:

1. The CPAP continues to promote livelihoods and employment, promote democratic governance and improve access to high quality social services. There is a need to increase the rate of development and implementation of services across Uganda, particularly focused on the priority sectors highlighted in the NDP one and Vision 2040.
2. UNDP Uganda can better address emerging issues in the next CPAP. Such issues include: governance and human rights, especially in the extractive sector and other priority sectors in the NDP2, and youth employment; upstream policy support targeted at the GoU for increased sustainability, transparency and accountability; implementation of the NDP2 at the national and district level; capacity building within the priority sectors to better monitor and evaluate effectiveness; downstream district / local government capacity building in identified gap areas; where necessary, pro poor service delivery at the local level.
3. To build a robust theory of change for the next CPAP and implement through a programmatic approach. A “Programmatic approach” means that UNDP CO should focus on building larger multi-year projects (2-5 years) with enhanced synergies across selected thematic areas. We suggest that for the upcoming programme period the Country office opts for a modality which can be best described as focused sectoral programmes. This approach links components and/or sub-projects in a coherent, coordinated fashion; a design that can be used when the government (and perhaps donors) are committed to a sectoral approach as components of an overall programme.
4. To enhance coordination and capacity building, building on local strengths and available assets, especially with respect to projects in Northern Uganda. We urge that, whenever possible, capacity building components of projects/programmes continue to be clearly spelt out, and that these components are monitored and evaluated independently.
5. To include gender mainstreaming. The gender mainstreaming elements include, but are not limited to: collecting sex - disaggregated data; examining this data using gender analysis; identifying gaps through gender analysis and consultations with both women and men; and raising awareness about gaps through policy dialogue and advocacy.
6. To strengthen communication for development elements of the CPAP. A strengthened more robust communications strategy anchored in modern technology should be developed that stretches across programming elements and links up results reporting.

7. To build and/or update UNDP's detailed partnership strategy that clearly defines why and how UNDP will diversify its partnerships in Uganda.
8. To increase the coverage of districts by developing other similar projects in different regions in Uganda and build in the design strategies for replication of good outputs, outcomes and impact in order to scale up the positive experience.

About this Final Evaluation

The main objective of the evaluation is to take stock of UNDP's contribution to the achievement of NDP objectives through the 10 CPAP 2010 – 2014/15 outcomes. The evaluation mission undertook a review of the design of the programme; evaluated the strategy and approaches taken in the implementation of the programme, and drew lessons and conclusions from the results generated so far, including how gender has been mainstreamed in the programme. The lessons and conclusions in this report will inform the UNDP future programming and its alignment to UNDP Strategic Plan 2014 -2017, national priorities and UNDP corporate mandate, especially with respect to identification of intervention areas; sharpening UNDP focus on MDGs and discussions around the Sustainable Development Goals; articulating the role of, partners in programme implementation. The full ToR are included as an Annex of this report.

1. Introduction

Background

- 1.1.1 Uganda's population is approximately 35 million (2014). Growing at 3.2 percent per year, averaged over the past decade¹, it currently has the third-highest population growth rate in the world and is predicted to take first place in the coming decades. More than 60% of the population is below 18 years. About 19.5 percent of the population lives below the national poverty line of \$30 per month, and food security is an issue for 62 percent of the population. Most Ugandans (85 percent) depend on the agriculture sector, which includes cash and food crops, livestock, forestry, and fishing. Low growth in agriculture relative to the population growth will increase the number of those living in poverty.
- 1.1.2 UNDP has been supporting development initiatives in Uganda since 1977. The first Country Programme was implemented in 1997 –2000 and had the overall objective of promoting democratic governance for poverty eradication. This coincides with the time when the UN system, other international agencies and national Organisations supported the Government of Uganda to formulate and revise the Poverty Eradication Action Plan (PEAP) and sector-wide policies and plans for health, education and agriculture. To complement institutional knowledge and resources, and to enhance contributions to national development results, the UN Country Team (UNCT) has implemented the UN Development Assistance Framework (UNDAF) since the period 2001–2005. The current UNDAF started in 2010 and expires in 2015.
- 1.1.3 Uganda's Country Programme Document (CPD) 2010-2014, was approved by the UNDP Executive Board in September 2009. The country programme supports the implementation of Uganda's National Development Plan (NDP) in line with two of the three outcome areas defined in the UNDAF 2010-2014. These are: (a) Promoting livelihoods and employment; and (b) Promoting democratic governance. UNDP decided not to contribute to the third UNDAF outcome area – Improving access to high-quality social services – as part of the Division of Labour exercise that was in place at the time, and based on an analysis of UNDP's perceived comparative advantages, vis-à-vis those of other UN agencies working in Uganda.
- 1.1.4 The current CPD programme is framed around contributions to ten different outcome areas, defined along three main programme components: (i) Accountable Governance, (ii) Growth and Poverty Reduction and (iii) Cross Cutting Issues. It uses a rights-based approach and promotes the Paris Declaration and Joint Programming principles, as well as the development of strategic partnerships. In addition, the country programme addresses the cross-cutting issues of: (a) gender equity and empowerment, (b) energy and environment, and (c) HIV/AIDS.
- 1.1.5 Based on the above foundation documents, UNDP developed the Uganda Country Programme Action Plan (CPAP) 2010 -2014 (since extended to 2015 to align with the NDP) with a regular resource commitment of \$67.8 million USD. An additional budget of \$34.8 million was expected to be mobilized through external sources. The arrangement between the Government of Uganda and UNDP encompasses the following:
 - Both are committed to the realisation of the MDGs and the UN conventions and summits to which the UoG and UNDP are committed;

¹ The data of the Uganda Bureau of Statistics is used as a reference throughout this paragraph. Concretely, this information is from the fiscal year 2012/13.

- They are building upon the experience gained and progress made during the implementation of previous country development programmes initiated and implemented together;
- They are aligned to current needs and emerging priorities directed by the Ugandan government and the people of Uganda; and
- They will continue to align to future, mutually agreeable areas of cooperation.

1.1.6 Like the NDP, the CPAP acknowledges the need for equitable economic growth to create jobs that generate additional employment opportunities for the population, increasing per capita income and providing the financial resources needed to continue to fund the pro-poor social policies.

1.1.7 Component 1 on accountable democratic governance envisions long term sustainable growth, employment and prosperity, which cannot be achieved without strong democratic processes and institutions that are participatory, functional, and inclusive to men and women. Services offered through these institutions need to be high quality and effective, meeting the needs of diverse groups of people. Public institutions should be able to re-establish themselves after any shocks to peaceful conditions for recovery and development purposes, and work to ensure the prevention and effective management for any future shocks. The component is specifically targeting enhanced capacity for accountability, peace building and conflict resolution, community security, and access to justice at various levels. The specific outcomes under this component are:

- An inclusive, people-centered electoral process is in place and the electoral commission has the capacity to administer credible elections that are perceived as such (1.4);
- Local governments in selected districts delivering accountable and inclusive social and economic services (1.5);
- Access to justice especially for women, in war-affected northern regions increased and justice systems and structures uphold human rights standards and principles (1.6);
- Conducive environment created for development activities (1.7); and
- Improved management and coordination of aid flows for achievement of development results (1.8).
- Gender and HIV/AIDS mainstreamed into budgets, policies, accountability, processes, and data (3.1);

1.1.8 Component 2 is contributing to national efforts to promote people-centred growth and prosperity by supporting interventions that ensure that economic growth is inclusive and equitable. UNDP is aligned to the NDP in this regard by focusing on improving productivity and enhancing capacity for sustainable income generating activities in selected sectors, particularly supporting those sectors that poor and vulnerable people are actively engaging in. For example, the NDP economic strategy seeks to support improved productivity in targeted sectors whilst ensuring that the workforce released by these productivity gains is effectively absorbed by newer, higher value, export-focused sectors of the economy. The CPAP is complementing this effort by addressing challenges to growth such as environmental and natural resource degradation, the challenges of ensuring human security and negative impacts of climate change and disaster risks at both national and local levels.

1.1.9 The NDP is explicit about maintaining macroeconomic stability: it is identified as critical to providing an appropriate environment within which private sector development can flourish. The main sources of economic growth are expected to come from 'primary growth sectors' which are stated as agricultural development, forestry,

tourism, mining, oil and gas, manufacturing, information and communications technology and housing development. Targeted complementary support is provided through the CPAP for baseline assessments, research, capacity development where needed, and participatory policy dialogue. The specific outcomes under component 2 are:

- National/local institutions are able to develop and implement pro-poor strategies for inclusive economic growth and poverty reduction (2.4);
- Improved productivity, competitiveness, and employment in selected sub sectors and districts, including the North (2.5);
- Coordinated, harmonised policies for inclusive growth and prosperity (2.6);
- and
- Natural and energy resources are used and managed in a manner that is sustainability and contributing to growth and poverty reduction (3.2).

1.1.10 The partnership arrangement for implementing the CPAP is grounded in UN and other global policies for effective aid coordination. The arrangements are in place to maximise development results of the CPAP, the UNDAF, and the NDP. Many of the projects under the various outcome areas are implementing jointly across UN agencies and relevant government ministries. Of particular relevance to the NDP, considering its focus on expanding the private sector, is the arrangement between UNDP and the Private Sector Division in which they are deepening engagement with the private sector into the development fold by developing pro-poor business models through the MDG Business Call to Action.

1.1.11 Arrangements for implementation also include engagements with Ugandan civil society, media, and elected representatives at national and local levels as well as internal arrangements of UNDP involving collaboration with the UN volunteers programme, utilization of rosters of technical experts available locally and globally to add value to the CPAP implementation.

1.1.12 The design of the CPAP was informed by a comprehensive Assessment of Development Results (ADR) exercise of September 2009, though its implementation was delayed up to 2011 due to various circumstances, including Country Office (CO) transformation process which resulted in a new staff structure being put in place. Similarly, many new Implementing Partners were selected under the CPAP who were new to UNDP programming policies, procedures and processes, a situation caused further delays.

1.2 Early Performance Issues of the CPAP (2010-2012)

1.2.1 In July 2010, only a few months after the approval of the CPD 2010-2014, the Uganda Country Office initiated the implementation of a 'transformation plan'. The transformation process was undertaken in three phases over a period of 18 months, from July 2010. The long duration of this transformation process was partly motivated by the negative reaction that, initially, this process generated among CO staff, which made it necessary for Senior Management to strengthen and extend sensitization and communication efforts within the Country Office throughout the whole process. The inherent challenges posed by having different UNDP bureaus and administrative levels within the Organisation involved in this process – from the Regional Bureau for Africa (RBA), to Bureau of Management (BOM), the Regional Services Centre (RSC) in Johannesburg and other COs in the region – also added to these delays. In the end, the office transformation plan was only completed in December 2011, with most new staff taking up their positions between November 2011 and January 2012.

- 1.2.2 The delays experienced in implementing the transformation process had a cascading effect on the operationalization of the office's 2010-2014 CPD programme. Thus, most projects that currently make up the country programme were only approved between September and December 2011, two years after the approval of the CPD (2010-2014) by the UNDP Executive Board. Adding to this, some new national counterparts as Implementing Partners or Responsible Parties had little or no experience of implementing UNDP projects under National Implementation Modality (NIM). In a similar way, the transformation process resulted in the recruitment of a large number of new CO staff which, although highly qualified, had little knowledge of UNDP's programme and operations policies and procedures. Altogether it was several months into 2012 before office staff and national counterparts had been trained and given the basic management tools to start full implementation of the programme.
- 1.2.3 Since late 2012, the Uganda CO has also had to confront an increasingly challenging aid environment in Uganda characterized by corruption and a deterioration of public financial management and accountability systems, resulting in several donors suspending budget support aid to the Government of Uganda. These challenges have put additional pressure on UNDP programme delivery due to the difficulties inherent to operating in such an environment under the NIM modality. For instance, an increasing number of processes, such as project procurement and recruitment activities, are now being implemented directly from the CO on behalf of implementing partners. At the same time the office has had to take extra measures to ensure the correct management and use of funds by programme counterparts, including more direct procurement and operational responsibilities in the implementation phase.

1.3 CPAP Review 2012

- 1.3.1 In 2012, the CO undertook a results-based mid-term review and assessment of programme implementation to ascertain the extent to which CPAP implementation is on track towards demonstrating evaluative evidence of UNDP's contributions to the UNDAF and NDP results. This gave an opportunity to critically examine opportunities and constraints to the ongoing CPAP implementation strategy and CO programming, and to provide recommendations to enhance programme delivery and overall development effectiveness.
- 1.3.2 The most important finding from the 2012 CPAP review is that the Action Plan was approximately 50% on track to meet its intended targets – and the targets could be met with some adjustments to the scope and scale of some of the projects and interventions. This is a substantive success considering the early implementation challenges faced by the country office. Specific guidance was given by the review team then to improve the effectiveness of CPAP interventions with the time remaining. The team noted that some projects, due to their short time frame, would not guarantee outcome-level results.
- 1.3.3 The 2012 review team suggested an increased engagement of civil society organisations as implementing partners to make it easy to attract more support from local counterparts and enhance chances of replication of activities and innovations and increase potential for sustainability of project outcomes. The study further recommended that a specific review take place of partnership guidelines in place since some partners were concerned with the way their needs and requests were managed. The review called for improved monitoring, evaluation, and an increased emphasis on downward accountability.

1.4 Description of the Terminal Evaluation Process

1.4.1 The main objective of this Evaluation² is to assess the extent to which progress towards the outcomes objectives have been achieved, assess the efficiency and cost-effectiveness of how the CPAP has moved towards its objectives and outcomes, identify strengths and weaknesses in the design and implementation, and provide recommendations on sustaining implementation of the activities, initiated within the two component areas, for the next programming cycle. In order to achieve the above, several specific issues are focused on:

- An assessment and analysis of the programme outcomes: to what extent have they been achieved or likely to be achieved; and whether any unexpected results or outcomes have occurred. An analysis of whether UNDP's interventions can be credibly linked to achievement of the outcomes
- An assessment of the relevance and appropriateness of the project design to the achievement of project results as well as the National goals and the UNDP mandate
- What relationships and partnerships were most effective in terms of delivering expected results? Specifically assess the strengths and weaknesses of relationships and partnership arrangements of the programme with stakeholders (government, civil society and public) in delivering programme objectives
- Sustainability and ownership of the programme results. What programme sustainability measures were put in place and what factors are likely to affect programme results sustainability?
- To what extent the programme financial resources were available and appropriately utilized?
- How effective was the Implementing/Executing Agency supervision and back-stopping?

1.4.2 The above listed issues are elucidated in sections 2 and 3 .The main thrust of these sections is to assess the achievements of the CPAP, and the perception of performance along the DAC criteria for evaluating development assistance³. The Report also pays special attention to the issue of sustainability, for it is utmost importance to assess the outputs and outcomes from the standpoint of their sustainability in order to make recommendations, which are realistic and implementable. The last section presents the conclusions reached, makes recommendations on implementation of remaining activities, initiated within the framework of the CPAP, for the next programming cycle.

1.5 Methodology

1.5.1 The methodology used in this assignment is essentially the same one used in programme assessment developed by UNDP⁴. In essence it is simultaneous use of perception, validation and documentation in order to assess why and how the outcomes have been achieved or are likely to be achieved, and to determine the contribution of UNDP given the development parameters. The inception report prepared for this assignment describes the methods employed and their rationale in detail but, in summary, the concrete steps included⁵:

² Terms of Reference is given in Annex A

³ <http://www.oecd.org/development/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁴ This Report follows the principles of evaluation elaborated in two major publications of UNDP/EO. See: *Handbook on Monitoring and Evaluating for Results*. New York, 2003 and *Guidelines for Outcome Evaluators*. New York 2006.

⁵ All evaluation matrix and all associated tools are annexed to this report.

- Review of all written documentation⁶. These documents include, but not limited to, UNDP Strategic Plan, UNDAF, CPD, CPAP, programme support documents, progress reports, ROARs, important meeting minutes etc;
- Meta-analysis of all related evaluations conducted during the CPAP timeframe on projects falling under the CPAP as well as those directly related to projects Government evaluations etc.);
- Briefing and interviews with UNDP/CO;
- Interviews with a number of key stakeholders, and partners, projects' personnel and other stakeholders. These interviews were based on an evaluation survey where quantifiable opinions were gathered along a 5 point rating scale, and qualitative issues were documented;
- Case studies were documented on a sample of 8 projects across the thematic areas (selected through a criteria of having not been evaluated before and are TRAC funded);
- Preparation of the draft report with special emphasis on results, relevance, effectiveness, efficiency, value for money, ownership and sustainability. Sustainability will be scrutinized especially to assess if perceived positive changes/outcomes in the development situation will be of enduring nature.
- Presentation of major findings and conclusions/debriefing with UNDP and other concerned entities, and key stakeholders.
- Finalisation of the draft report based upon feedback received during the debriefing session.

1.5.2 The evaluation was undertaken by Delta Partnership Ltd, a company registered in Uganda. We assembled a strong diverse team for this assignment. Kevina Power Njoroge was the team leader and also covered the crisis prevention and recovery, and disaster risk management thematic area. She is the head of the Delta regional office based in Nairobi and a former programme management and policy specialist for UNDP with a background in conflict management and governance assessments in Africa. The team included 2 Ugandan team members, both PhDs with extensive experience of working with government and development partners in Uganda. Dr. John Mary Matovu covered growth and poverty reduction; and Dr. Drake Kyalimpa covered energy and environment. Our fourth team member, covering accountable democratic governance, was Marko Tomicic, a governance, public sector, and civil society expert who is senior consultant with Delta Partnership.

1.5.3 Although there was a certain degree of division of labor among the consultants, the Report reflects their **unanimous** view, and they are solely responsible for the statements made and the views put forward. The team followed the *UNDP Norms for Evaluation* closely:

- Independent: Management did not impose restrictions on the scope, content, comments and recommendations of evaluation reports. Evaluators were free of conflict of interest.
- Intentional: The rationale for an evaluation and the decisions to be based on it was clear from the outset.
- Transparent: Meaningful consultation with stakeholders was essential for the credibility and utility of the evaluation.
- Ethical: The evaluation did not reflect personal or sectoral interests. Evaluators had professional integrity, respected the rights of institutions and individuals to provide

⁶ Annex C lists the documents reviewed and provides the meta analysis per thematic area..

information in confidence, and were sensitive to the beliefs and customs of local social and cultural environments.

- **Impartial:** Removing bias and maximizing objectivity are critical for the credibility of the evaluation and its contribution to knowledge.
- **Of high quality:** This evaluation meets minimum quality standards defined by the Evaluation Office
- **Timely:** The evaluation was designed and completed in a timely fashion so as to ensure the usefulness of the findings and recommendations into the current UNDAF and CPD development process in Uganda.
- **Used:** Evaluation is a management discipline that seeks to provide information to be used for evidence-based decision making. To enhance the usefulness of the findings and recommendations, the key stakeholders should use the findings in various ways in order for the evaluation exercise to be useful.

1.6 Limitations of the Evaluation

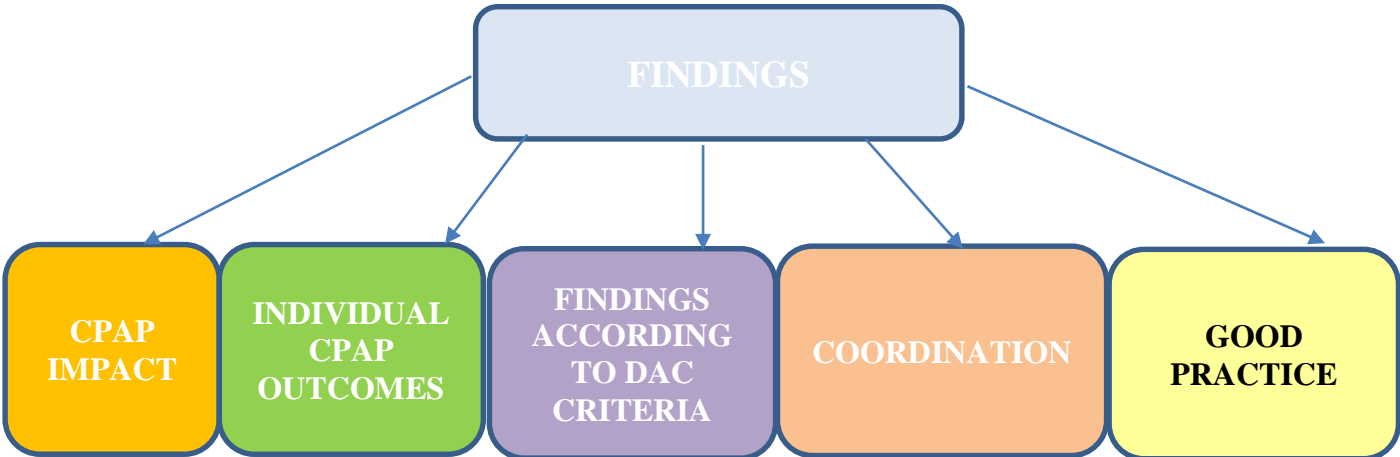
- 1.6.1 This process used a time limited evaluation approach which is designed to assist evaluators operating under limited turnaround time to conduct an effective evaluation that is as methodologically rigorous as possible. This includes that fact that there was not enough time or resources to travel to projects sites and interview project beneficiaries. This approach has responded to the continued greater need for evaluation processes that are more rapid and economical.
- 1.6.2 However, it is not always possible to design an evaluation to achieve the highest standards available. We salute the fact that in Uganda country office indicators and assumptions are regularly, i.e annually and bi-annually, updated in the Atlas system, but suggest additional flexibility of the main log frame for the country programme.

2. Findings

This section focuses on the major findings of the CPAP terminal evaluation. Since the evaluation is based on the principle of centrality of strategic and long-term objectives of CPAP (outcomes and impact), rather than assessment of individual CPAP projects and interventions, this section is organised to reflect this principle. Using a deductive method, it first speaks to the general impact of CPAP (overall progress against CPAP outcomes), and then focuses on specific outcomes, as laid out in the original CPAP log frame.

Following that, we analyse the implementation of CPAP based on the DAC Criteria for Evaluating Development Assistance – Relevance (with an overview of the linkage between the NDP, UNDAF, UNDP Global Strategic Plan, and the CPAP); Efficiency; Effectiveness and Sustainability. In the “Sustainability” section, we provide a *Sustainability probability matrix of the CPAP outcomes*, which should ease the decision on which outcomes to pursue in the next CPAP cycle.

We also provide a brief analysis of how different thematic areas and different - yet similar - development interventions are coordinated by UNDP in Uganda, as well as an overview of good practices that we have come to learn of through our data analysis, interviews with key informants and case studies prepared specifically for this evaluation.



Structure of Chapter 2

2.1 Impact/ Progress against CPAP Outcomes:

- 2.1.1 As previously indicated, there are two main components for which a series of outcomes and associated projects have been designed and implemented or being implemented. These outcome areas in fact constitute clusters in order to achieve two separate but interrelated objectives 1) Accountable Democratic Governance; and 2) Growth and Poverty Reduction.
- 2.1.2 This component has focused on supporting government efforts to enhance capacity for accountability, peace building and conflict resolution, community security and access to justice services at various levels. In particular, UNDP has targeted on improving productivity and enhancing capacity for sustainable income-generating activities in selected sectors, especially those sectors where the majority of the poor and vulnerable are actively engaged and those which provide potential and opportunities for improving the livelihoods of the returning populations in the conflict-affected areas of the North.
- 2.1.3 The programme is addressing key challenges to growth and poverty reduction such as environmental/ natural resources degradation, human security and negative impacts of climate change and disaster risks at both national and local levels. Furthermore, support is being provided for baseline assessment, research, capacity development and participatory policy dialogue to foster the development of pro-poor policies and strategies aimed at accelerating progress towards the MDGs. Particular emphasis is being concentrated on strengthening national capacity for macro- and micro-economic analysis, creating a knowledge base on the impact of climate change and options for adaptation and mitigation of impacts, and for growing inclusive markets. Interventions are being pursued at policy, institutional and community levels.
- 2.1.4 We highlight below specific findings and evidence of progress made against the outcome areas, and assessed against their respective indicators.

Table 1: Overview of CPAP Outcomes:

OUTCOME	THEMATIC UNIT
Outcome 1.4: An inclusive, people centered electoral process is in place and the electoral commission has the capacity to administer credible elections that are perceived as such;	Accountable Democratic Governance
Outcome 1.5: Local governments in selected districts delivering accountable and inclusive social and economic services;	Accountable Democratic Governance
Outcome 1.6: Access to justice especially for women, in war affected northern regions increased and justice systems and structures uphold human rights standards and principles;	Accountable Democratic Governance
Outcome 1.7: Conducive environment created for development activities;	Accountable Democratic Governance
Outcome 1.8: Improved management and coordination of aid flows for achievement of development results;	Accountable Democratic Governance
Outcome 2.4: National/local institutions are able to develop and implement pro-poor strategies for inclusive economic growth and poverty reduction;	Growth and Poverty Reduction
Outcome 2.5: Improved productivity, competitiveness, and employment in selected sub sectors and districts, including the North;	Growth and Poverty Reduction
Outcome 2.6: Coordinated, harmonized policies for inclusive growth and prosperity;	Growth and Poverty Reduction
Outcome 3.1: Gender and HIV/AIDS mainstreamed into budgets, policies, accountability, processes, and data;	Accountable Democratic Governance
Outcome 3.2: Natural and energy resources are used and managed in a manner that is sustainability and contributing to growth and poverty reduction.	Growth and Poverty Reduction

2.1.5 The majority of evaluation respondents were of the opinion that a most of the expected outcomes and key outputs of CPAP have been achieved while a small percentage were of the opinion that only some of the outcomes have been achieved.

Outcome 1.4: An inclusive, people centered electoral process is in place and the electoral commission has the capacity to administer credible elections that are perceived as such:

Outcome 1.4 indicators:

- *% of households who rate the last national election as free and fair*
- *% of citizens believing in country as a full democracy or democracy with minor problems;*
- *% increase in the use of alternate dispute resolution mechanisms;*

- 2.1.6 The UNDAF Uganda 2010-2014 midterm revealed that the UN has made a substantial contribution to a number of positive results towards more accountable governance. These included contribution to the production of an impressive array of key laws, policies and plans across many sectors to improve governance and human rights, reduce disparities, improve livelihoods and provide quality social services. In addition, there was a significant drop in child mortality and gains in gender parity in education, both evident in the results reported in the Uganda Demographic and Health Survey 2011.
- 2.1.7 Democratic Governance appears as a central component of UNDP's country programme. In this area, the CO succeeded in supporting the strengthening the oversight functions of Parliament and the demand side of accountability through outreach programmes on accountability and service delivery, especially at the local government level.
- 2.1.8 In addition, a national convention on corruption, including state and non-state actors, resulted in the first ever common anti-corruption advocacy platform.
- 2.1.9 UNDP is also providing support to selected dimensions of electoral cycle, with focus on political engagement, in anticipation of the 2016 Presidential and Parliamentary elections.
- 2.1.10 According to Democratic Governance Facility's (DGF) 2013 Baseline Study on Democracy, Justice, Human Rights and Accountability in Uganda, almost three-quarters (72%) of respondents in the study were able to provide at least one explanation on what they understood by "democracy", with the most common responses being: government by the people, for the people (24%); a system of government where people elect their leaders (18%); a system where people have the freedom to do what they want (15%); being free and fair to all people (11%); human rights (9%); elections (9%); and freedom of speech (9%). This shows us that a significant majority of Ugandans has a pretty clear perception of what democracy is or should be.
- 2.1.11 With regard to the people's perception of the state of democracy in Uganda, according to the findings of the Afrobarometer 2012, 74% of Ugandans think that the country is going in the wrong direction, which is a complete reversal of the Jan 2011 pre-election perception of the same. This shows the prevalence of national pessimism vis-à-vis domestic political trends. Further, this perception cuts across political party lines, region, urban-rural divide, and gender. This perception may be fueled largely by evaluations of prevailing economic conditions and government handling of economic related services. Other factors, however, include: continuing weaknesses of Uganda's institutions and practices, and a growing gap between rising support for democracy and lower ratings of the extent to which Uganda is a full democracy and how satisfied Ugandans are with the way democracy works in their country.
- 2.1.12 The majority of citizens rate previous elections as largely free and fair, but there are sharp partisan differences in how elections are evaluated. Trust in the Electoral Commission is low across partisan and demographic divides. Therefore, UNDP CO focus on the electoral process and the Electoral Commission is fully justified, and should be continued in the next country programme.

- 2.1.13 According to the 2012 Afrobarometer, Ugandans show a strong preference for the principles of separation of powers and checks and balances. For example, 89% disapprove of the army governing the country, 93% disapprove of the president dissolving Parliament and eliminating elections, 79% believe that the President should report regularly to Parliament on how government is spending money and 85% believe that Members of Parliament should make laws, rather than the President.
- 2.1.14 It is therefore, very important for UNDP in Uganda to continue with their efforts in fostering dialogue for more accountable governance; best represented through the Peace Architecture for Conflict Transformation Framework project (originally the one-year PIP support to strengthening national capacities for mediation, dialogue and negotiation), to bring together all major political actors in the country around one table to discuss the common national values for Uganda's socio-political future. In the same vein, UNDP successfully supported the development of mediation, dialogue and negotiation mechanisms at national levels and continues to provide the capacity building for members of the National Elders Forum in designing and processing aspects of dialogue and mediation as well continued to strengthen local conflict management capacities in specific regions.
- 2.1.15 At the local level, UNDP supported communities in using alternate dispute resolution mechanisms in resolving conflicts. The Northern Uganda Early Recovery Project (NUERP) was implemented jointly by three UN Agencies: UNDP/Lead Agency, the World Health Organisation (WHO) and the World Food Programme (WFP) and other partner agencies. The main goal of the project was to support the rapid and self-sustainable recovery of the conflict-affected returning population in the Lango sub-region through an integrated service delivery and community-based approach. It was implemented in the districts of Lira, Otuke, Alebtong and Oyam, over the period of 2009-2011, with a no-cost extension until 31st November, 2012 when the project phased out.
- 2.1.16 The evaluation of the NUERP noted that the project was relevant to the needs of the people and communities it targeted and was successful in building capacities for alternate dispute resolution at the community and individual level. The evaluators noted that the project demonstrated traction towards impact with beneficiaries reporting to be more food secure and increasing livelihood opportunities. The length of the project limited the ability to demonstrate sustainable impact however, with the evaluators noting the time frame as a design limitation. The project demonstrated other sustainability and ownership challenges, in that capacity building efforts did not prominently feature in the programmes design that adequately meet the beneficiaries' expectations.
- 2.1.17 In preparation for the 2016 elections, UNDP is providing capacity development support to the institutionalisation of the National Consultative Forum (NCF), the National Elders Forum and the Inter-Religious council of Uganda. These three entities are now functional and contributed to pacifying political tensions in 2013. In addition, with UNDP technical support, the NCF completed proposals on Electoral Reform and the Political Parties Code of Conduct, key building blocks for political reform.
- 2.1.18 According to the ROAR Reports, the outcome indicator is showing positive change but the major outcome has not yet been fully met. The indicator includes the number of institutions whose capacity has been built to contribute to the management and delivery of democratic processes (including management of elections, voter and civic education and monitoring elections and the electoral process), and the number of election observation reports positively rating the preparedness for the forthcoming elections.
- 2.1.19 The midterm review and this evaluation found that capacity development interventions were not adequate to ensure durability of results and recommends that further

concentration be placed on bridging capacity gaps. Sustainability is the biggest challenge to the continuing success of the programme, given the need for increased and sustained capacity building of local governments and community volunteers. The will and enthusiasm at the local level is high, but further support is needed to create and strengthen a climate of empowerment and sustainability. Noting this, the question remains whether the indicators of success associated with this outcome should actually be more tailored to empowering people to mitigate conflict rather than assessing only whether certain mechanisms in place. In particular, the team has found that UNDP needs to shape its indicators in a “more attributable” fashion, i.e. so that they serve as the basis for a more concrete evaluation of what has truly been achieved in the country as a result of UNDP’s intervention.

2.1.20 Nevertheless, the projects under this outcome are delivering good results and the people involved are happy with the results. We recommend that UNDP considers increasing the coverage of support in Northern Ugandan districts by developing other similar projects and building in participatory design strategies for replication of results to scale up the experience.

Outcome 1.5: Local governments in selected districts delivering accountable and inclusive social and economic services;

Outcome 1.5 indicators:

- *% of local governments meeting performance measures of service delivery (annual assessment of minimum conditions and performance measures for local governments);*
- *No. of LGs with revised capacity development plans;*
- *No. of monitoring reports on service delivery from the oversight entities;*
- *Service delivery monitoring tool for local communities in place.*

2.1.21 In 1992 Uganda adopted decentralization to improve service delivery. One of the main challenges this policy has faced has been the creation of new districts, from 39 in 1992 to 111 in 2013, which has reduced available resources per district and increased operation costs.

2.1.22 The recently conducted NDP midterm review offers valuable information regarding the performance of service delivery in Uganda thereby giving an indication of whether support in this area is gaining traction over time⁷. With regard to the performance of health services, the review mostly looked at the trend of change in the basic indicators of the coverage and quality of the health care services in the country as reported by the annual sector reporting system. Overall, health sector performance has been mixed. The annual sector reports show that there was positive progress towards achieving several key indicators. For example, the percentage of health facilities without stock-outs of any of the 6 tracer medicines increased from 43 per cent in 2010/11 to 70 per cent in 2011/12. Similarly, the percentage of approved posts filled also increased to 54 per cent from 52 per cent during the same period, although this was still far below the NDP target of 73.4 per cent for 2011/12.

2.1.23 On the other hand, the review observed a slight decline in the overall performance score on all the services parameters assessed in the health sector league table between 2010/11 and 2011/12 (from 58.4 points to 56.8 points). Some of the indicators that reflected negative performance have included deliveries in health facilities, latrine coverage, DPT3 coverage and TB success rate.

⁷ NDP Midterm Review Results Report 2013

- 2.1.24 Some remaining challenges with regard to delivery of quality health services at sub-national level had been observed by the NDP review. These include inadequate referral services; household poverty which limits mothers' attendance to professional antenatal and delivery services (mainly limiting timely reach to health facilities); a significant presence of negative beliefs and attitudes regarding delivery in health centres; and neglect by central government of other tropical diseases that are excluded in the primary health care packages yet they present peculiar health problems to the district.
- 2.1.25 With regard to education services, quality access is supposed to be acquired through increased enrolment and net completion rates in primary, secondary, and tertiary education as well as through adequacy of physical infrastructure and human capacities supporting these services. Regarding enrolment, the NDP review observed a slight improvement in relation to the situation at the NDP baseline in 2008/09. However, within the NDP period itself, both primary and secondary enrolment have been seen to decline and this has been a consistent trend since 2009/10 which puts into doubt the ability of the sector to achieve its 5-year overall enrolment targets. BTVET enrolment on the other hand has been improving and enrolment of female pupils and students has been on the rise.
- 2.1.26 The education sector report 2012 shows a remarkable growth in the numbers and proportion of female students in secondary schools moving from 36.7 per cent to 44 per cent in two years. The gender gap in secondary education subsector has, between 2006 and 2009, been oscillating around 45 per cent for girls and 55 per cent for boys. For primary education, the growth in female enrolment was 33 per cent between 2010 and 2012. Government commitment to universal primary and secondary education as well deliberate policy strategies to promote and facilitate girls education have been the leading factors influencing this success. Pupil teacher ratios in primary schools have also been improving consistently since 2010 and there are indications that the 5-year NDP target may be achieved. The situation is however less impressive in secondary education.
- 2.1.27 The annual Water Sector Report 2012 reveals an improvement in accessibility to water supplies in urban areas. Based on estimated total population served, in both large and small towns, the report indicates a 3 per cent increase in urban water accessibility (i.e. from 66 per cent to 69 per cent) between 2011 and 2012. There was a remarkable growth in the number of rural growth centres supplied with piped water from 183 to 247 representing a 35 per cent growth, but the NDP results framework does not carry a specific target for this indicator of social transformation, nor does the UNDP's indicator in this area. The midterm NDP sector report indicates that for two years (2011 and 2012) the percentage of urban population with access to improved sanitation was 81 per cent. In both years, the sector failed to reach the annual target of 85 per cent. The annual water sector report attributes this decline to the increasing urban population and the resultant unplanned settlements in urban areas.
- 2.1.28 Urban sanitation has remained static. The most recent sector report indicates that for two years (2011 and 2012) the percentage of urban population with access to improved sanitation was 81 per cent. In both years, the sector failed to reach the annual target of 85 per cent. The annual water sector report attributes this decline to the increasing urban population and the resultant unplanned settlements in urban areas.
- 2.1.29 Rural water supply has witnessed some declining tendencies on some indicators. Records on the sector indicators show that the percentage of people within 1 km of an improved water source has declined by 1 per cent from 85 per cent in 2010 and 2011 to 84 per cent in 2012, although functionality rate of the existing water sources was seen to be increasing (from 80 per cent to 83 per cent) during the same time. The Ministry has attributed the slight decline in the percentage of people served in 2011/12 to the

diversion of attention and some resources from service delivery to provision of administrative logistics to the new district water offices created by the sector (as a result of creation of new districts by government).

- 2.1.30 At the sub-national level, a number of constraints limiting the capacity of local governments to provide better access to water services have been reported, including lack of reliable sources of underground water making borehole drilling ineffective; limited operational capacity within local governments to service water sources; contracting challenges, in particular difficulties in acquiring competent contractors from the private sector; and geo-physical conditions in some local governments making drilling very expensive and at times non-yielding.
- 2.1.31 Interestingly however, the UNDP Uganda ROARs mentions that “this outcome has been achieved” and that this is “evidenced by positive change in the outcome indicator”. The baseline for this assessment was the 2011 National Assessment exercise carried out in 111 District Local Governments. Out of the 111 Districts assessed against the performance measures – 71(64%) got a reward, 24(22%), remained static and 15(14%) were penalised. The target was 80% of the 111 Districts meet the performance measures of service delivery, and the latest data from 2013 shows that 93(84%) districts met conditions, 18(16%) districts did not meet it. 67(60%) were rewarded, 19(17%) static and 25(23%) penalized.
- 2.1.32 In 2013, UNDP continued to provide finances, technical expertise and knowledge that influenced improvements in regard to the legal and policy frameworks of decentralization and its implementation. Selected recommendations emanating from analytical studies conducted in 2012 were implemented. To this end, an analytical review and updating of the Decentralisation Policy Strategic Framework (DPSF) was completed. This resulted in the alignment of the decentralisation policy with key developments and circumstances in the country such as the NDP, PRDP, revised policies, and laws. UNDP made technical contribution to the development of the Local Government Sector Strategic Plan (LGSSP); 2013-2023, ensuring response to emerging challenges and alignment with new policy reforms, notably the NDP and Vision 2040. The combination of these two, DPSF and LGSSP is envisaged to direct coordination and coherence in the implementation of decentralisation policy⁸.
- 2.1.33 Recommendations arising from the UNDP funded study to review the LG administrative set up and structure, were disseminated in various fora and utilised to guide a cabinet memorandum on a cost effective set up and structure. Henceforth, the Ministry of Local Government was able to halt the creation of an extra 27 districts that had been approved by Parliament in 2013. A Presidential moratorium was passed on further creation of districts; this inevitably controlled the impeding increase in public administration and expenditure. A study to inform coherence in relation with the Local Government Act, National Planning Authority (NPA) Act and Budget Act was funded by UNDP. Recommendations guided the NPA in developing the harmonized decentralized development planning guidelines. Results from governments’ assessment of minimum conditions and performance measures revealed 110 out of 111 districts were able to link the budget, development plan and budget frame work paper⁹.
- 2.1.34 UNDP invested in some capacity development initiatives over the course of the CPAP: The Civil Service College in Jinja was supported to prepare 10 generic training modules. This has guided training for Local Government personnel, therefore, addressing the problem of skills gaps. Anchoring on the training modules as well as other specialised courses, UNDP funded 15 District Chief Administrative Officers, 57 Deputy Chief

⁸ Local Government Sector Strategic Plan 2013-2023; Decentralisation Policy Strategic Framework 2013-2023

⁹ Report, National Annual Assessment of Minimum Conditions and Performance Measures for Local Governments for 2012, September 2013, Ministry of Local Government.

Administrative Officers and 4 municipal Town Clerks to obtain specialised orientation and training. This led to marked improvement in performance of the said officers, some of whom won performance awards and were recognized by the government for their contribution to improved service delivery in their localities¹⁰. UNDP also funded Anti-Corruption Coalition Uganda to train 40 community monitors with skills on awareness creation of anti-corruption and accountability issues in selected LGs. In 2013, the challenge of corruption and accountability are regularly aired on radio, and public debates are undertaken through public accountability forums.

- 2.1.35 Whereas 99 (89%) out of 112 districts met minimum conditions and there are provisional guidelines for local governments (LGs) development planning, the DDP3 project was; designed to end in 2012 as one of the projects from the previous CPAP. However, the institutional frameworks project is on course with all outputs implemented. .
- 2.1.36 Fundamentally, we want to highlight that the outcome indicators under this outcome area are not comprehensive (sufficient) to cover this outcome area given the differences of performance measures under the NDP for example and UNDP's own report on progress. However, some areas, such as percentage of satisfaction of the target group (services beneficiaries), number of engagement by LG with the target group and other stakeholders in planning and monitoring service provision, number of transparency reports on LG functioning (outside normal/ordinary audits, etc) have been captured in the assessment of minimum conditions and performance measures. The narrowness of the existing indicators may not have motivated implementers to work more and therefore affected the overall outcome. Hence, this outcome may not be realized to achieve the desired impact.
- 2.1.37 In conclusion, one of the most important objectives of the NDP has been improving the access to quality social services – health, education, and water and sanitation services – with higher life expectancy and effective literacy being some of the ultimate gains of this objective for Ugandan population if fully realised. The NDP and subsequently the CPAP therefore should continue to regard access to quality social services, to be intermediate indicators that would show the country's progress towards reaching higher quality of life for its citizens. This is to be achieved by better governance, and adequate political and financial support to the improvement of social services at all levels of government. Our evaluation interlocutors and key informants confirmed that there is a need to increase the rate of development and implementation of service delivery standards across Uganda particularly focused on the priority sectors highlighted in the NDP.
- 2.1.38 Notwithstanding our advice above, we want to highlight some key findings at the output level as suggested by the UNDP team. In the areas of 'Strengthening Institutional Frameworks for accountable service delivery' the following is noted:
- Contributed to improved LG planning through support to NPA (National Planning Authority) – that realised the completion and dissemination of the revised planning guidelines for LG and then dissemination to all districts.
 - Contributed to enhanced linkage of national and LG planning through the Localisation of NDP2, leading to a LG issues paper that has been integrated in the NDP2.
 - Capacity building for the Oversight reporting and M&E at NPA has been enhanced and has resulted into a team of trainers for Local Government and selected Ministries Department and Agencies (MDAs).

¹⁰ Report Chief Administrative Officers and Town Clerks Quarterly meeting November, 2013

- Awareness for the need for service and service delivery standards has been created which is the basis for achieving the middle income status
- Streamlined results framework for the National Development Plan is now in place, henceforth guiding the delivery on transformational development in Uganda.

2.1.39 Strengthening Oversight functions for accountable service delivery: Parliamentary Public Outreach has covered over 75 Districts while over 15 Committee field oversight visits have been conducted including deliberate effort to link parliamentary accountability committees and District Public Accountability Committee (DPAC), henceforth enabling improved monitoring and evaluation of government programmes beyond desk scrutiny of financial audit reports. Further, this approach raised awareness on the role of parliament and its interface with the District Councils, DPACs and the public in monitoring service provision. On another front, a first joint dialogue on democracy bringing together Parliament and non-state actors was convened, hence enabling a strategic reflection on the status democracy in Uganda and a collective discussion of entry point for improvement by the duty bearers and the rights holders.

2.1.40 Similarly, Civil Society Organizations through the Uganda Non-Government Organization Forum were supported to develop and implement a capacity development plan that has streamlined and enhanced their contribution to delivering on the oversight role. To this end the public was able to monitor and provide feedback on progress of selected sectors of the NDP 2. The CSO NDP monitoring reports have influenced improvements in parliamentary budget allocations in sectors such as health. Overall there has also been increased public and community conversation on service delivery as evidenced in the opinion survey on vision 2040.

2.1.41 Strengthening monitoring capacities for OPM included the following notable results:

- Government institutions have been strengthened in terms of M&E skills
- There is improved efficiency and quality reporting in MDAs (Quality Performance Reports and Ministerial Policy Statements)
- Training of planners in Local Governments has made them prepare their respective district/municipality scorecards
- For the first time LGs have been assessed & made an integral part of Government Annual Performance Reporting – this has been actualized in 2014.
- A change management, leadership and culture change process has re oriented doing business at OPM to enable more efficiency.
- The support to Civil Service College has resulted into:
 - 120 civil servants trained in M&E
 - 32 MPs from the oversight committee were trained
 - Trained 70 TOTs and this will sustain the efforts of the project in strengthening monitoring.
- CSU capacity development are fostering regional integration dimension already CSU are being extended invitations to train other EAC states next year

2.1.42 Strengthening transparency and accountability in the utilization of UPE resources: In a bid to promote transparency and accountability, 40 community monitors have been empowered with skills on awareness, creation of anti-corruption and accountability issues in selected Local Governments. This enhanced community member's awareness of their rights, role and responsibilities in ensuring proper utilization of Universal Primary Education resources in primary schools. The monitors have also influenced demand for accountability. Improvement in awareness is further evidenced by education related complaint/cases forwarded to the Anti-Corruption.

Outcome 1.6: Access to justice especially for women, in war affected northern regions increased and justice systems and structures uphold human rights standards and principles;

Outcome 1.6 indicators:

- *No. of institutions, LGs, CSOs delivering community security;*

2.1.43 UNDP continues to support post-conflict recovery and development efforts in Northern Uganda, and strengthening DRR capacities in the country through its Crisis Prevention and Recovery Unit. In recognition of its leading role in this area, UNDP has been co-chairing, along with USAID, the local development partners group for Northern Uganda (NURD), and is actively implementing activities aimed at improving livelihoods and value addition, strengthening security and the rule of law and community dialogue and reconciliation in the region, with a focus on women and the youth.

To compliment government's efforts towards reconstruction and redevelopment of Northern Uganda and to reinforce efforts already initiated by the Peace Recovery Development Plan (PRDP2), UNDP responded by developing the Local Development and Social Cohesion in Northern Uganda (LDSCNU) Project which commenced in July 2013. Some of the other major projects that UNDP supported within the context of the PRDP include the following: Strengthening recovery, reconciliation, peace building and development project which focused on social cohesion and livelihoods initiatives in Nwoya, Lamwo, Pader and Agago; the Karamoja Peacebuilding and Development project that provided livelihoods and governance support in Karamoja; the Civic and Political Participation project that promoted rights awareness in Amalator and Dokolo; the Gender Budget project that supported gender responsive budgeting for the PRDP; ; Poverty Reduction for former IDPs and Communities affected by conflict and drought and the Karamoja Youth Empowerment project that fostered livelihoods for youth in Karamoja.

2.1.44 UNDP also contributed to joint UN programmes supporting elements of the PRDP1 such as the Programme for Gender Equality; the Peacebuilding through justice for all and human rights in Acholi; the Livelihoods and Economic Recovery project in Acholi; the Resettlement, Recovery, Livelihoods and Peacebuilding project in Lango; and the Joint Northern Uganda Early Recovery Project (NUERP) in Oyam, Lira, Alebtong and Otuke Districts.

2.1.45 UNDP's implementing partners under this outcome area, including the Uganda Human Rights Commission (UHRC) and World Vision, reported success during the CPAP period. Notable results include the documentation of human rights standards in manuals, Information Education Communication (IEC) materials, and the police pocketbook as well as operationalization of Human rights desks at districts which are the first point of contact for access to Justice, the district human rights desks were inactive before the CPAP; Development of a handbook of best practices in conducting community public sensitisation meetings; The creation of community awareness about the causes of human rights abuses and violations and the available mechanisms for redress; Sensitisation and creation of legal awareness within the communities especially on land rights, land laws, children's rights and issues around domestic violence; Community empowerment due to an increased knowledge of their rights. Projects have also been instrumental in enhancing the promotion of peace, reconciliation and alternative dispute resolution especially in relation to land disputes.

2.1.46 If we look at the CPAP indicator associated with this outcome, UNDP has reported that 4 central government institutions, 8 local governments and 4 CSOs have been capacitated to deliver community security; 219 callers registered (182M, 37F) cases; 830 cases (56 M: 265F) handled with 40% completion; 480 (278F:201M) women/youth Community peace rings established.

2.1.47 The ROARs and project evaluations that have taken place under the CPRU indicate to us that positive change is being realized. Since 2011, UNDP has focused on strengthening peace and reconciliation initiatives in the conflict-affected region of Northern Uganda. It is working to enable formerly displaced communities to not only settle back safely into their homes, but also gain access to basic social services like health and education and the skills to be economically productive. The project outputs falling under this outcome are on track to be completed as planned. Some key results include:

- UNDP support helped the Government to establish the Uganda Mine Action Centre in 2006 to coordinate the de-activation and destruction of thousands of landmines and unexploded ordinance, resulting in the country being declared landmine free on 10 December 2012;
- 8,433 youth (3,576 of them female) in Acholi received training in business and entrepreneurship under the UN's peace building programme in Uganda. At least 60 percent of beneficiaries have gone on to successfully start their own businesses, enabling them to become self-employed and helping to revive the local economy;
- Assistance has been provided to 574 victims of the Lord's Resistance Army to undergo reconstructive surgery to repair or replace body parts that had been mutilated by the rebels, thus helping them to gain acceptance in their communities and lead normal lives;
- 6,000 farmer households in Lango sub-region – one of the regions affected by the Lord's Resistance Army conflict – have received seeds and cassava to boost food production, improve nutrition and household incomes under UNDP's Northern Uganda Early Recovery Project; Another 182 households have been trained on how to operate village savings and loan associations, with c annual savings obtained from 60 groups amounting to Shs47 (approximately US\$20,000);
- 300 police constables have been trained on human rights and peace building to reduce on complaints of rights violations under the UN's peace building programme in Uganda;
- In Karamoja, a US\$34,000 dam constructed by UNDP is providing pastoralists with a more sustainable source of water for their livestock, helping to curb violent conflicts arising from seasonal migrations in search of water and pasture;
- UNDP, in partnership with Safer Africa, supported the Government in establishing a national register for small arms and light weapons. Over 60,000 firearms and 300 tonnes of ammunition have been destroyed throughout the country.
- Districts Human Rights Desks as first point of contact for citizens to access justice were activated and operationalized, following a comprehensive capacity building assessment of DHRDs, specific actions to ensure functionality of the DHRD have been implements;
- UNDP in collaboration with Gulu University Institute of Peace and Strategic Studies supported established peace building structures in selected communities of Northern Uganda;
- Capacity of two traditional justice institutions from Northern Uganda, namely Ke Kwaro Acholi and Lango Cultural foundation have been strengthened. Traditional institutions support handling of cases as informal justice systems given that the Local Council courts are illegal. Capacity development efforts for traditional justice

institutions have been implemented following a comprehensive capacity needs assessment and development of a capacity development plan for the TJs in Northern Uganda with support from UNDP;

- 2.1.48 Despite these notable and impressive results, this outcome is not yet met nor is it likely to be easily met. Given the length of the projects and the demand for services in war affected Northern regions, this is not a surprising finding. Not to mention that the outcome statement is not specific enough to be able to measure the result achieved by UNDP interventions. In terms of measuring success of the CPAP, both the midterm reviewers and our team see a fundamental problem with this outcome indicator in that it is not sufficient to indicate the empowerment of people (in particular women) and community groups to be able to access justice systems nor does it capture the ability of institutions to effectively deliver community security and ensure the successful uptake of project initiatives. Furthermore it does not give evidence of a reduction and mitigation of conflict and onward reconciliation processes at the local level.
- 2.1.49 Going forward, based on the literature and views collected from key informants, we offer a number of recommendations for future support targeted in Northern Uganda. The evaluation data highlights the need for the Government of Uganda and their development partners to promote the principle of affirmative action for the new districts in the region and to enhance rehabilitation and development programmes specifically designed for the region. It is also recommended that projects should target the effective resettlement of IDPs who continue to reside in camps. More attention should be placed to the need to urgently develop a comprehensive development strategy in the region, particularly to avoid land disputes.
- 2.1.50 Key informants are advocating for increased remuneration for government workers in the region especially the health and education sectors as a measure to attract the necessary personnel for effective service delivery. They mentioned that UNDP can support special training in post-conflict management for government officials (police, teachers, and health workers) operating in post conflict regions and the need for Ministry of Justice and Constitutional Affairs to put in place a framework for reparations for the people in the sub-region so that war compensations can be paid and culpable parties can account. This is expected to achieve justice and effective reconciliation to enable healing of the wounds of the conflict.

Outcome 1.7: Conducive environment created for development activities;

Outcome 1.7 indicators:

- *A national diaspora policy for guiding participation and contribution to national development in place.*
- 2.1.51 Given the importance that the diaspora remittances have for Uganda's economy, the 'Capacity Building for Diaspora Resource Mobilization and Utilization' project has been the flagship project in the line of UNDP's interventions. According to ROAR 2013, the outcome indicator is showing positive change but the outcome is not yet fully met. This is justified by the fact that the Final Draft National Diaspora Policy was presented to the Parliamentary Committee on Foreign Affairs on May 21st 2013.
- 2.1.52 Institutional arrangements study for the National Institute for Diplomacy and International Affairs and short term National consultancy for the drafting of the Foreign Service Bill have been delayed. Since the procurement process at the Ministry was taking long, it was agreed during the 6th Project Board meeting that UNDP takes over

the procurement process which is shorter. The consultancy was advertised on the UNDP website, the selection done and interviews have just taken place.

- 2.1.53 The project had three main outputs: a) MFA information and management systems for greater coordination and strategic partnerships with diaspora developed and strengthened; b) developing policy and institutional arrangements for guiding diaspora participation and contribution to national development; c) enhancing incentives for diaspora investments and remittances enhanced as well as identifying opportunities for national development so as to guide diaspora investment.
- 2.1.54 All outputs have been implemented (for example, there is a draft National Diaspora policy in place) and there are only two pending items. One is endorsement of foreign policy review report i.e. by the President. Consultants were hired to carry out wide consultations to come up with a review of the country's foreign policy. The exercise was successful and the foreign policy review report is before the President awaiting his input. However, this political dimension is outside the scope of the project. The other is the bill for institute of diplomacy, but this consultancy is currently ongoing.

Outcome 1.8: Improved management and coordination of aid flows for achievement of development results;

Outcome 1.8 indicators:

- *Functional information management systems for aid coordination in place*

- 2.1.55 The New Aid management information system is in place and being piloted in government systems. However, many challenges remain. First of all, there is a need to establish more functional and faster channels of communication with potential donors and the government. With the current level of ad hoc solutions for individual projects funded by either UNDP or donor countries/ organisations, it will be difficult to achieve a coherent and far-reaching utilization policy for Uganda.
- 2.1.56 According to the Millennium Development Goals Report 2013 for Uganda on Development financing, public expenditure stands at around 20% of GDP, domestic tax revenue has stagnated at just 12% to 13% of GDP for almost a decade and is significantly below most other African countries. Although significant improvements have been made in tax administration, a narrow tax base, low compliance and generous investment incentives continue to undermine domestic resource mobilisation. The shortfall has traditionally been met by foreign aid inflows, but these have proven unreliable. In the 2012/13 fiscal year almost USD 300 million in general budget support was suspended by donors over fiduciary concerns, particularly the mismanagement of Peace Recovery and Development (PRDP) funds for Northern Uganda. While the short-run growth impact is expected to be relatively small, continued austerity measures make it increasingly likely that Uganda will have to rely on non-concessional loans, perhaps leveraging future oil revenues, to finance the investments required for the country's long-term development.
- 2.1.57 In addition, Government is developing and implementing a Public Private Partnership (PPP) framework and making use of Contractor-Facilitated Financing as a means of raising resources for infrastructure projects and minimising delays arising from reliance on treasury and donor cash flows. Government has also been encouraged to work with the private sector to diffuse new technologies and overcome coordination problems, as the global development agenda must re-align around this transformative vision.
- 2.1.58 UNDP has supported both technically and financially the coordination of Aid for Northern Uganda, Peace and Recovery Programme as co-chair of the Northern Uganda

Group (NUG), the largest and most active donor group, coordinating development efforts in 55 of the 111 districts in Uganda. As co-chair, UNDP has been instrumental in providing platform for re-engagement of donors with government to support Peace Recovery and Development (PRDP) Programme, specifically the Office of the Prime Minister (OPM) following the corruption scandal of 2012 in which several donors suspended Aid to northern Uganda. The NUG has provided a link between UNCT and the development partners and facilitated an Aid Modalities Round-table for development partners. Through this platform, donors have opted for alternatives to delivering development assistance from the traditional budget support to direct project support.

- 2.1.59 It also gave a position of donors in terms of a way forward. Through UNDP financial support, the Ministry of Finance, Planning and Economic Development launch the Public Investment Management Information System (PIMIS) for effective management of public investment programmes and projects¹¹. UNDP funded the testing of PIMIS and transfer of historical data from the old Development Management System to PIMIS and also facilitated training of ministry/government officials in i) use of PIMIS and ii) on Aid information Management and coordination, iii) training of development partners on aid reporting. To this end, more than 10 officials were supported to go for best practice visits to Nepal and Addis Ababa and they gained knowledge on Aid management Platform practices. This has been used to launch the Public Investment Management Information System (PIMIS) that will be fully operational next year. In addition, UNDP and other development partners provide data on Overseas Development Assistance (ODA) to Ministry of Finance on a quarterly basis. Using the ODA information and UNDP financial support, the Ministry of Finance has started conducting physical monitoring and reporting on donor funded projects. In this case, PIMIS also provides for effective management of public investment of programmes and projects.
- 2.1.60 UNDP also provided financial support to the Ministry of finance officials to acquire knowledge and skills in Aid information Management and coordination. To this end, more than 10 officials were supported to go for best practice visits to Nepal and Addis Ababa to train and they gained knowledge on Aid management Platform practices. This has been used to launch PIMIS which will be fully operational next year. In addition, UNDP as part of development partners has provided information on Official Development Assistance to the Ministry of Finance on a quarterly basis. This information is used by government to report and monitor on Grants. Through UNDP support, the Ministry of Finance is now able to monitor and report on donor funded projects.
- 2.1.61 In conclusion, a functional Information Management System for aid coordination is in place but is not yet fully operational. Uploading of data is ongoing.

Outcome 2.4: National/local institutions are able to develop and implement pro-poor strategies for inclusive economic growth and poverty reduction;

Outcome 2.4 indicators:

- *Linear average of World Banks 16 country policy and institutional assessment scores (CPIA) scores for Uganda;*

- 2.1.62 There was deterioration in the World Banks assessment score of for Uganda declining to 3.63 compared to the baseline of 3.78 at the inception of the CPAP. While the overall

¹¹ Annual Budget Monitoring Report Financial Year 2012/13

quality of institutions deteriorated, this does not necessarily imply that also CPAP projects, where UNDP has directly intervened, deteriorated as well. Indeed, there has been registered progress particularly on the projects in the NPA and MOFPED, where pro-poor policies and strategies continue to be pursued.

- 2.1.63 The key interventions where CPAP has directly contributed to the policy discourse include: (i) supporting the 2013 National MDG progress report under the MoFPED; (ii) supporting the Mid-term review process of the first NDP culminating into six reports which have been heavily used in the drafting process of the NDP2; (iii) supporting the drafting process of the NDP2 and streamlining crosscutting issues into the next plan; (iv) UNDP spearheaded efforts in Uganda on the Post 2015 International Development Agenda consultations. These efforts have served to raise awareness and initiate a policy debate in Uganda on the development challenges that remain to be addressed in Uganda and the new issues the country will have to contend with in future in promoting inclusive economic growth and poverty reduction.
- 2.1.64 In addition to these efforts, UNDP under the CPAP has been at the forefront of capacity building particularly under the MoFPED and other institutions such as NPA, EPRC, Ministry of Trade, Health and Education. This has been spearheaded under a collaborative project with UN-DESA to get Government and, in particular, the Ministry of Finance to adopt the Maquette for MDGs Simulation economy-wide modeling framework as a tool for policy analysis and strategic planning in government. As a direct benefit, the capacity built has been used in designing the macroeconomic framework for the NDP2 and writing short policy notes on emerging issues with a direct link to poverty reduction and social inclusion.

Outcome 2.5: Improved productivity, competitiveness, and employment in selected sub sectors and districts, including the North;

Outcome 2.5 indicators:

- % GDP growth in the agricultural sector (also growth of selected crops including rice, beans and cassava whose value chains were targeted).
- % GDP growth in the tourism sector.

- 2.1.65 In recognition of the growing importance awarded to growth as a key mechanism of reducing poverty, and in line with Uganda's ambitions for socioeconomic transformation, UNDP strengthened its support to private sector development and the productive sectors under its Growth and Poverty Reduction Portfolio over the CPAP period so far. Notably, UNDP catalyzed growth and is continuing to spearhead efforts to support Uganda's incipient tourism sector, identified in the National Development Plan as one of eight primary growth sectors.
- 2.1.66 For the high level indicators, the growth of agriculture has been limited over the period of implementing the CPA ranging between 0.8-1.5 percent annually much slower than other sectors including manufacturing and services. Growth of selected crops in particular rice, beans, and cassava whose chains were targeted has also stagnated over the period as shown in the Table 2 below:

Table 2: Production of Selected Crops ('000 tons):

	2010	2011	2012	2013
Rice	218	233	212	214
Beans	949	915	870	941
Cassava	3017	2712	2807	2980

2.1.67 These high level indicators were supposed to be realized under the CPAP programme through increasing the following: number of business linkages established/strengthened in the agricultural sector; number of micro, small and medium enterprises (MSME's) accessing productive assets; number of pro poor business innovations developed; number of households supported and whose production capacity has increased as a result of the project input.

2.1.68 Considerable achievements have been made of which these include:

- UNDP built agronomy skills of 12,578 farmers and 1,400 groups supported in Village Savings and Loans Associations (VSLAs);
- UNDP supported the development of business linkages which resulted into the signing of 32 Memoranda of Understanding between small holder farmer groups and market off-takers;
- There was also scaling up of technologies large producers to facilitate increased and sustained volumes of supply.
- Through UNDP support, 6,000 households (a total of 15,000 persons) are utilizing value additional equipment for agricultural production and are now benefiting from the established Village Saving and Loans Associations (VSLAs) schemes in their communities. Using the savings accumulated, the communities have set up small enterprises, this has enabled households meet their immediate basic needs and;
- UNDP also supported five studies to provide analytical information to upgrade commodity value chains. These studies have been very critical in informing the NDP2 process as well as addressing the knowledge gap in these commodity systems.
- Towards employment creation, the CPAP greatly contributed to visible transformation amongst the youth in terms of both formal and non-formal vocational skills and secondary school education. In particular UNDP supported vocational skills training for 842(209 female and 633 male) and 356 secondary school (187 female and 169 Male) youth across Northern Uganda.

2.1.69 Albeit these successes, there were also challenges in the implementation of the projects under this theme based on discussions with key informants (KIs). We propose that the partnerships under this thematic area be reviewed in light of issues raised by stakeholders such as lack of conceptual clarity of project design; inadequate mutually agreed approach; inadequate transparent selection of IPs; lack of clarity of roles by each party, etc. In particular, for projects under this theme the specific issues raised include the following: (i) lack of involvement of local partners at the design stage; (ii) short period allocated to each project exacerbated by delay in starting —while some projects have longer gestation periods for results to be realized, and; (iii) delays in disbursements of funds sometimes disrupting the operations of the projects.

Outcome 2.6: Coordinated, harmonized policies for inclusive growth and prosperity;

Outcome 2.6 indicators:

- *Number of policies and regulations to support development of markets in tourism sector reviewed/ developed.*

2.1.70 While the 2012 review had major concerns about this project, considerable progress has since been achieved and the project is on course to achieve its objectives. More importantly, resources provided to this project under the CPAP programme despite being limited, have played a catalytic role and other donors and government have since

picked interest in the sector. Indeed Tourism is now one of the key priorities under the NDP2 and the sector is expected to play a key role in the transformation of Uganda. Specific contributions included preparation of the final draft of the National Tourism Policy and a draft Tourism Master Plan were completed, endorsed and launched by Government in Sept 2014. This was also accompanied by technical support to establish a tourism sector coordination mechanism that offers a platform for coordinated consultative processes among different stakeholders at various levels.

- 2.1.71 Another significant achievement was support towards development of the tourism Value Chain Mapping and analysis study which informed key state actors, the private sector and development partners in making critical investment decisions for increased productivity and competitiveness of the sector. In addition business linkages in key tourism development areas were identified and these have been a conduit to integrate small enterprises and actors along the value chain.
- 2.1.72 However, consultations with the KI pointed out the following aspects which should be taken into consideration for future design of the CPAP. First, the project was restrictive in scope and resource provision and subsequently the reach and impact was not comprehensive. Secondly, the project came at a time when the industry was still nascent and had limited appreciation within the various institutional stakeholders and the public. It therefore required more resources on mobilization, sensitization and statistical development before full implementation.

Outcome 3.1: Gender and HIV/AIDS mainstreamed into budgets, policies, accountability, processes, and data;

Outcome 3.1 indicators:

- *Number of institutions responding to the different gender needs in their plans, budgets, and audits;*
- *% of HIV national composite audit index;*

- 2.1.73 Gender and HIV/AIDS have been in the focus of a number of UN agencies in Uganda, including UNDP. The pinnacle of this efforts has been the Joint HIV/AIDS Programme that was the result of a number of projects and consolidated efforts of UN/UNDP in the country. Firstly, in an effort to consolidate peace and security in the Northern region of Uganda, the government developed the PRDP. UNDP contributed to the national plan through the Gender-Responsive Budgeting project that was initiated at the Parliament in 2012. This project contributed to increased advocacy for gender mainstreaming in budgets and plans leading to an increase of 3% in resource allocation to gender issues like family planning, girls' education during the National Budget 2013/2014.
- 2.1.74 Parliamentarians had also developed a gender strategy to support gender mainstreaming in parliament. Further, it influenced Parliament of Uganda to launch the Gender Budget Programme (Source: A Terminal Evaluation Report for the Project 'Gender Budget for Northern Uganda, Recovery, Reconstruction and Development', 2013). The Uganda AIDS Indicator Survey (UAIS) of 2011 reported that the prevalence of HIV among adults in the country has increased from 6.4% in 2004/5 to 7.3% in 2011.
- 2.1.75 Against this, more women than men are infected, with the prevalence of 7.7% compared to men of 5.6 % (National HIV Action Plan 2011-2014). In order to address the high prevalence and new infections among women and men. UNDP re-engaged the top political leadership (President and the First Lady), parliamentarians, religious leaders, cultural and women leaders to advocate for HIV prevention through the roll-out of Option B+, HIV Counselling and Testing and change of negative sexual behaviours.

- 2.1.76 This high level engagement together with other interventions contributed to the slight reduction of new HIV infections by 20,000 in 2013 (Global AIDS response report 2013). The ability to address gender issues is central to the success of HIV programmes. While this fact is often well-known by programme planners and policymakers, it is less clear on how to address gender issues at the district level (Source: Ministry of gender labour and Social Development National Action Plan for Women, Girls, Gender equality and HIV2012).
- 2.1.77 UNDP funded a study on bottle necks for gender and HIV mainstreaming at the Local Government level which lead to the development of capacities for local governments at the district level. As a result, gender issues have been integrated in 24 district plans and budgets for 2013/2014¹². UNDP in collaboration with other UN agencies also funded and provided technical input to guide the set-up and launch of the African Queens and Cultural Leaders Network which now continues to address the livelihoods of women and girls in the African region. As a result of this launch, chapters were formed at the country level for proper coordination of women, girls' and boys' issues from a positive cultural and gender perspective in order to foster social-economic development.
- 2.1.78 In 2012, a National Action Plan for Women and Girls Gender Equality and HIV and AIDS (2011-2016) was developed, and in an effort to operationalize the plan, UNDP funded capacity building events, advocacy meetings, televisions and radios programmes to sensitize and train the judicial authorities, parliamentarians, civil society organisations, lawyers and women living with HIV and AIDS on the Law and its impact on HIV. As a result, a national HIV and the law reference group was formed to provide oversight on HIV laws and policies that impinge on human rights. This groups engaged parliamentarians to pass Uganda's Industrial Property Bill (2009) with inclusion of pro-access to medicine provisions. This has enabled Ugandans to access generic medicines at a cheaper cost.
- 2.1.79 The team also supported the revision of the HIV Prevention and AIDs Control Bill to remove clauses on mandatory HIV testing. A series of UNDP-supported studies have informed policy development and government higher level decision making. In an effort to contribute to the Crane Survey Report of High Risky Group in Kampala district (2008/2009), UNDP funded a Mapping and Size Estimation Study Among the Key Populations around Kampala City Authority which resulted in Kampala City Authority initiating HIV Prevention activities among Key Populations. As a result, a two-year Action Plan for Key Populations (2013- 2015) in Kampala City Authority has been developed to guide implementation of HIV Prevention activities.
- 2.1.80 In addition, a UNDP-supported study on Governance and Accountability Mechanisms in Uganda (2013) informed the development of a National Aids Accountability Score Card which assesses the degree to which government is fulfilling its commitments to respond to the HIV epidemic.
- 2.1.81 The UNDP Uganda ROARs mentions that “the outcome indicator is showing positive change but the outcome is not yet fully met”. This conclusion is derived from assessing the following elements: the number of institutions responding to the different gender needs in their plans, budgets and audits; integration of gender in plans, budgets and audits of national and local institutions; policies, programmes, plans and budgets of national and local institutions that are gender responsive, among others.
- 2.1.82 As for HIV National Composite Policy Index, there has been a progress from 70 out of 100 points in 2010 to 85 out of 100 points in 2014 (in 2013, the result was the same as in the beginning of UNDP’s intervention with other UN agencies in Uganda – 70 out of 100 points).

¹² National Gender mainstreaming report for Ministry of Gender Labour and Social Development 2013

- 2.1.83 According to the HIV and AIDS Uganda Country Progress Report of 2013, the HIV epidemic in Uganda continues to be generalized, and has not changed pattern in the last three decades. The 2011 AIDS Indicator Survey in Uganda reported HIV prevalence at a national average of 7.3% and important variations by sex and in specific regions. HIV prevalence in Uganda has consistently been higher among women compared to men since the early years of the epidemic. The total burden of HIV in Uganda, as represented by the number of persons in the country that are living with HIV, has continued to increase. This is a result of continuing spread of HIV, and increased longevity among persons living with HIV. Between 2007 and 2013, the estimated number of people living with HIV increased from 1.2 million to 1.6 million. In 2012, the PLHIV constituted 93% adults 15 years and above, women being 56% of these adults. The MOH projections based on Spectrum indicate a total of 1,618,233 people living with HIV in 2013; comprising of 1,441,285 adults, and 176,948 children below 15 years. The same source indicates a decline in AIDS-related deaths between 2011 and 2013; from 72,928 in 2011, 70,262 in 2012, and 61,298 in 2013.
- 2.1.84 UNDP contribution has mainly been in the areas of skills, knowledge and capacity building; institutional arrangements (e.g. coordination mechanism, clear roles and responsibilities, standardized business processes, and performance appraisal systems); leadership (e.g. visioning and communicating of vision, outreach mechanism for potential leaders, senior management transition plan). The evaluation team salutes the progress achieved under this indicator for UNDP. However, Uganda as a country has been performing ever more poorly when it comes to the general statistics on the newly infected and prevention-related issues. The team believes that other UN agencies in Uganda (in particular, UN Women and UNAids) would be better suited to handle this challenging issue.

Outcome 3.2: Natural and energy resources are used and managed in a manner that is sustainability and contributing to growth and poverty reduction.

Outcome 3.2 indicators:

- *No. of institutions integrating environment, climate change, and energy access in development plans;*
- *% of targeted ENRM and climate change adaptation/ mitigation pilot initiatives;*
- *No. of policies and strategies reviewed/ developed to draft stage.*

- 2.1.85 This outcome targeted 10 institutions integrating environment, climate change, DRR, and energy access in development plans. By the end of 2012, the capacity of 20 institutions (7 national, 11 Local Governments and 2 NGOs) was built (ROAR 2012). On the other hand, the UNDP Report of Annual Results for the year 2013 indicate that 37 institutions, (7 national, 30 district local governments have adopted integrated environment and climate change, disaster risk and reduction and energy use strategies in their development plans. Overall, the outcome rating of this outcome indicator from evaluations, UNDAF Reviews, UNDP and Non UNDP CPAP assessments is “significant progress”.
- 2.1.86 The second indicator for this outcome is to implement at least 50% of ENRM and Climate change adaptation/mitigation pilot initiatives. At the end of 2012, about 67% b (36 out of 54 initiatives had been completed, 18 others were ongoing (ROAR 2012). By the end of 2013, 100% (more than 54 initiatives for ENRM and Climate Change Adaptation and Mitigation had been completed. Overall, the outcome rating of this outcome indicator from evaluations, ROARs and UNDP and Non UNDP CPAP assessments is “*Target has been surpassed*”.

- 2.1.87 The third target for this outcome indicator is to develop to draft stage or review at least 2 of the 3 policies and 3 strategies. As of 2012, 3 policies (2 completed, 1 policy was under development) and 1 strategy had been completed and 1 initiated (ROAR 2012). At the end of 2013, 6 policies and strategies had been prepared or reviewed i.e. 1 policy has been finalised, 1 policy was under revision, 3 strategies had been developed (i.e. Biomass, E-waste, and Disaster Risk Reduction Framework, and 1 strategy is being developed. The overall rating for this outcome indicator from numerous CPAP assessments is " *Target has been reached or surpassed*".
- 2.1.88 The NDP recognizes the importance of adopting sustainable patterns of living that meet the needs of the present without compromising those of future generations. UNDP is collaborating with Government and other stakeholders to reduce land degradation, conserve biodiversity, minimize and adapt to climate change, and, promote safe use of chemicals and chemical waste and adoption of efficient technologies for energy production and use to improve livelihoods and contribute to poverty reduction in the country.
- 2.1.89 An important achievement of the CPAP implementation has been the creation of an entirely new unit to oversee the implementation of our growing Energy and Environment portfolio, which currently accounts for around 25% of the Country Programme. The creation of this unit has helped strengthen UNDP's position as a strategic partner in this area, with UNDP recently assuming the co-chair-ship of the Development Partners Working Group on Natural Resource Management.
- 2.1.90 UNDP has provided valuable support to environmental policy development, as well as to downstream needs in areas such as mainstreaming sustainable lands management, the adoption of conservation agriculture practices, and the introduction of ecosystem based approaches to climate change adaptation, conservation of biodiversity, and pilot initiatives for sustainable land management.
- 2.1.91 UNDP was able to use track resources and other partner in-kind and cash co-financing to leverage significant financial resources from the Global Environment Facility.
- 2.1.92 Specifically, UNDP contributed to improving livelihoods of people in 6 districts namely Nakasongola, Lyantonde, Nakaseke, Kamuli, Sembabule, Kaliro districts, total-ling a population of 1.5 million, through interventions to integrate dry land issues in Local Government plans and budgets and replicated best practices in sustainable land management (SLM).
UNDP further supported the adoption of conservation agriculture practices for SLM among 400 farmers in 6 districts. As a result, yields have increased by 200-300% for maize and beans among pilot communities. These practices are now being adopted by local authorities and farmer groups, and replicated by other farmers in these regions.
- 2.1.93 A few lessons were learnt under the Mainstreaming Sustainable Land Management activities in 6 cattle corridor districts of Uganda. The 2014 evaluation noted that preparedness is essential for science-focused and infrastructure activities; Co-financing demands for small grants might have been too low; the selection of grant beneficiaries should have considered human security criteria using parameters that allow vulnerable members of households to benefit and the evaluation input requirements improved livestock breeds under zero grazing were underestimated.
- 2.1.94 The project for the Promotion of Chemical Safety for Children in Rural Agricultural Communities of Uganda delivered its intended objectives and its overall performance was found to be satisfactory. The key lesson learnt is that participation of key stakeholders throughout the process was critical. This allowed for all available information to be collected, and ensured broad political support for the project. For future projects of this nature, there is a need to ensure increased coordination at the district level for better chemical management. The farmers' leaders, local council

- leaders, and district technical departments such as Agriculture, national agricultural advisory services (NAADS) require working closely.
- 2.1.95 The Conservation of biodiversity in the Albertine Rain Forest Project achieved its objectives but the 2012 review suggested that it would have been more effective if more time was allowed for completion of processes and put in place national regulations and or guidelines regarding LLUP given their vital importance in sustainability of the project investments. Both the COBWEB and Conservation of Biodiversity in the Albertine Rain Forest projects closed in 2012.
- 2.1.96 The Territorial Approach to Climate Change (TACC) project is aimed at assisting the Mbale region of Uganda comprising of three districts of Mbale, Manafwa, and Bududa to achieve low carbon and climate resilient development. The key outputs of this project are: the preparation and launching of a 20 year Integrated Territorial Climate Change Plan (ITCP) and a community voluntary carbon credit scheme in collaboration with ECOTRUST that incentivized selected communities in the Mount Elgon region to integrate tree growing in their coffee and banana agriculture system on their relatively small land holdings over a period of 40 years.
- 2.1.97 The Improving Policies and Strategies project made significant progress towards the putting in place of the National Environment Policy; National Biomass Strategy; and the Electronic Waste Management Strategy¹³.
- 2.1.98 By 2012, two policies had been completed, and 1 policy was being developed. One strategy had been completed. At the end of 2013, 1 policy was finalised (National Environment Policy), and another one was under revision. 3 strategies namely, the National Biomass Strategy; The Electronic Waste Strategy (E-waste), and the Disaster Risk Management Strategy were completed (Source: 2012 and 2013 ROARs). The project for Strengthening of Sustainable Environment and Natural Resource Management, Climate Change Adaptation, and Mitigation in Uganda has resulted into some achievements. These include: two demonstration nurseries in Kasese and Mitooma; two institutional biogas digesters have been constructed in Manafwa and Kasese districts; and four (4) community based organisations have been supported to produce charcoal briquettes.

2.2 Relevance

- 2.2.1 An overwhelming majority (97%) of key informants believe that the CPAP addressed genuine and very important development concern in Uganda. Two basic concepts are the guiding pillars for deciding the relevance of CPAP, namely what is the strategic positioning and focus of UNDP on key outcomes; and are the outcomes relevant to national priorities (as outlined in the National Development Plan), as well as being consistent with the achieving the Millennium Development Goals. These documents in which a broad range of development issues are discussed found their appropriate places in the CPAP document.
- 2.2.2 The strengthening capacity of key institutions is a recurrent theme of all the documents. The issues of MDG is in fact, a cross cutting theme that occurs throughout the documents. To track properly the advances made is of paramount importance, which requires no discussion. The enhanced capacity for local communities for participation in the MDG progress is also *sine qua non* and it is unalienable component of *good governance*.
- 2.2.3 The expected outcomes of the CPAP reflect the priorities of the Government and the overall mandate of UNDP. Hence all projects that fall under the outcomes reviewed in

¹³ UNDP Uganda Website 2014.

this Report are relevant and pertinent to the expected outcomes in the realm of enhanced capacity of designated institutions as well as contributors to Millennium Development goals. However, in so far as the strategic positioning of UNDP is concerned, relevance can also be attested by the support that UNDP received from the donor community, which can be improved in the next programming cycle. This may not be a question of lack of relevance however, but to a lack of focus on communicating alignment and UNDP's strategic position with donor plans. Nonetheless, the Evaluation Team found that the interventions were timely and relevant and consistent with the UNDP strategic goals.

Table 3: Linkage between the NDP, UNDAF, UNDP Global Strategic Plan, and the CPAP:

NDP I Development Objectives 2010-2015	UNDAF 2010-2014 Outcomes	UNDP Strategic Plan 2008-2013	CPAP 2010-2015 Outcome
Objective Seven: Strengthening good governance, defense and human security	Governance and Human Rights	<p>Democratic governance: Fostering inclusive participation; Strengthening accountable and responsive governing institutions; Grounding democratic governance in international principles</p> <p>Crisis prevention and recovery: Enhancing conflict prevention and disaster risk management capabilities; Ensuring improved governance functions post crisis; Restoring the foundations for local development.</p> <p>Gender equality and the empowerment of women.</p>	<p>An inclusive, people-centered electoral process is in place and the Electoral Commission (EC) has the capacity to administer credible elections that are perceived as such</p> <p>Local Governments in selected districts delivering accountable and inclusive social and economic services</p> <p>Access to justice especially for women, in war affected northern regions increased and justice systems and structures uphold human rights standards and principles</p> <p>Conducive environment created for development activities</p> <p>Improved management and coordination of aid flows for achievement of development results;</p> <p>Gender and HIV/AIDS mainstreamed into budgets, policies, accountability processes and data</p>

<p><i>Objective One:</i> Increased Household Income; <i>Objective Two:</i> Enhancing the quality and availability of gainful employment; <i>Objective Three:</i> Improving the stock and quality of economic and trade infrastructure; <i>Objective Five:</i> Promoting science, technology and innovation to enhance competitiveness; <i>Objective Six:</i> Harnessing natural resources and the environment for sustainable development; <i>Objective eight:</i> Promoting sustainable population and use of the environment and natural resources.</p>	<p>Sustainable Livelihoods</p>	<p>Poverty eradication and achievement of internationally agreed development goals, including the MDGs: Promoting inclusive growth, gender equality and achievement of internationally agreed development goals, including the MDGs; Fostering inclusive globalization; Mitigating the impact of HIV/AIDS, tuberculosis and malaria on human development.</p> <p>Environment and sustainable development: Mobilizing environmental financing; Promoting adaptation to climate change; Expanding access to environmental and energy services for the poor</p>	<p>National/local institutions able to develop and implement pro-poor/strategies for inclusive economic growth and poverty reduction;</p> <p>Improved productivity, competitiveness and employment in selected sub sectors and districts, including the north</p> <p>Coordinated, harmonized policies for inclusive growth and prosperity</p> <p>Natural and Energy resources are used and managed in a manner that is sustainable and contributing to growth and poverty reduction</p>
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- 2.2.4 A significant percentage of the respondents (79%) believed that UNDP support is fully aligned to the objectives in NDP and responding to the national priorities. 21% believed that the UNDP support is somewhat or marginally aligned to Uganda’s development needs.
- 2.2.5 Despite the clear relevance UNDP has established within the UN system and with the Government of Uganda, this evaluation has highlighted the need for UNDP to build up strategic partnership. Strategic engagement with donor partner programmes would allow synergistic delivery on UNDP programmes and leverage opportunities for resource mobilisation.
- 2.2.6 There is also the issue of the rise of private aid flows in Uganda’s development. “Creative capitalism”, a concept launched by Bill Gates at the recent World Economic Forum by which corporations include considerations of the public good as part of their business model, is gaining interest. So are social enterprises and social entrepreneurship. With the NDP’s ambitious agendas being matched by the need for large resources, the private sector and foundations are transforming the development landscape in the country. Foundations and external funding are becoming more and more available for

innovative and large-scale development activities. If UNDP in Uganda, with its global reach and convening capacity, is to remain a preferred multilateral partner in this dynamic and challenging environment, it must adapt to the new thinking and forge the kind of creative alliances needed to fulfill its human development mission.

2.3 Efficiency

2.3.1 According to CPAP budget documents, UNDP planned to commit US\$ 67.8 million from UNDP's regular resources as base funding for the CPAP. They also planned to intensify its resource mobilization efforts with a view to raising additional funds worth US\$ 34.8 million from other sources, subject to donor interest. After review of the budget information provided to the evaluation team (2011-2014 to date only), the following observations have been noted:

Table 4: CPAP Utilisation and Delivery 2010-2014:

Total BUD	2010	2011	2012	2013	2014	Overall
Regular	5,449,296	4,659,940	10,371,743	11,990,745	8,294,210	40,765,934
Non-regular	10,171,813	11,011,726	7,331,649	3,878,844	5,034,315	37,428,347
Combined	15,621,110	15,671,666	17,703,392	15,869,589	13,328,525	78,194,281
Total EXP						
Regular	3,796,759	4,450,027	7,330,054.00	10,301,383	7,673,014	33,551,237
Non-regular	6,358,002	4,163,662	6,230,100.00	3,263,117	4,065,217	24,080,098
Combined	10,154,760	8,613,689	13,560,154.00	13,564,500	11,738,231	57,631,335
Delivery Rate:	65%	56%	77%	85%	88%	74%

2.3.2 The Country Programme budgeted for projects amounting to approximately \$78.1 million USD. In terms of delivery, the country offices together with their implementing partners were able to successfully deliver \$57.6 million of the total envelope available or approximately 74%. Of the \$78.1 million, approximately \$40.8 million came from regular (TRAC) funding with \$37.4 million mobilized from other sources.

2.3.3 Compared to what was originally envisioned, UNDP invested less than what they had anticipated (\$67.8 million vs. \$40.8 million) of their own resources but notably, they were able to mobilize resources beyond what they had anticipated (\$34.8 million vs. \$37.4 million) towards the programme. Despite a slow start due to issues discussed below, UNDP has been able to gain momentum in steadily increasing its delivery rate, thereby demonstrating efficiency in implementing what they committed to achieve.

2.3.4 Given the limited resources of UNDP, resource mobilization in the country offices has acquired great deal importance during the last decade or so. Over the course of the CPAP, the implementation benefitted from a number of partnerships. Additional resources were mobilized from DFID, Denmark and Japan, as well as from various global and regional UNDP partnership funds and programmes. In addition to these resource mobilization efforts, the delivery of the CO's programme has benefitted from strategic partnerships with other UNCT agencies working in Uganda, through six Joint UN Programmes – Gender, HIV-AIDS; Northern Uganda Early Recovery; Peace

building through Justice for all and Human Rights; Peace Building through Livelihoods and Economic Recovery and Climate change– as well as with non-resident agencies such as UNEP, UNWTO and UN-DESA.

- 2.3.5 Within UNDP’s role in early recovery, and its service provision to the United Nations specialized agencies, funds and programmes, we would have expected more expansion. Substantial growth should be expected in these areas should concentrated resource mobilization strategies be adopted and implemented.
- 2.3.6 Startup issues (transformation agenda, new staffing) was previously discussed in this report and these issues seemingly had a substantial impact of the efficiency of the CO to deliver on its annual targets early on. New partnerships that were established with Organisations unfamiliar with UNDP and its operational policies and procedures also inhibited the rate of delivery. Understandably so, given the seriousness UNDP puts into assessing capacity of its IPs to manage funds and implement projects effectively. The learning curve for some new Organisations is therefore high.
- 2.3.7 There is nothing significant looking in the Audits associated with the CPAP projects. However, based on the management letter findings, there was some issues related to efficiency including some findings on minimal guidance/oversight support. Lack of such support leads to poor asset management/documentation, non-compliance to essential guidelines and in the worst case, increased risk of misallocation of expenditure.

Table 5: NGO/NIM Audit rating of the Country Office from 2010-Todate

YEAR	RATING
2010	Satisfactory
2011	Satisfactory
2012	Satisfactory
2013	Satisfactory
2014	To be done 2015

- 2.3.8 The tables below show overall performance by end and thematic performance by year:

Table 6: CPAP Unit Based Performance (2010-to date)

THEMATIC AREA	2010 Bud		2010 Exp		2011 Bud		2011 Exp		2012 Bud		2012 Exp		2013 Bud		2013 Exp		2014 Bud		2014 Exp	
Crisis Prevention and Recovery	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR
	1,188,968	1,584,777	1,069,837	1,094,668	1,523,346	4,010,680	1,166,395	1,644,030	1,736,528	2,554,604	1,592,113	2,480,799	1,613,155	1,436,755	1,425,919	1,276,877	1,458,968	2,281,954	1,415,679	2,063,272
Delivery Rate	78%				51%				95%				89%				93%			
Energy and Environment Programme	1,286,255	2,372,399	1,102,735	1,460,809	649,787	2,600,903	272,517	1,424,754	1,023,939	3,421,174	723,583	2,590,271	2,035,426	2,057,925	1,739,088	1,679,045	1,490,689	2,631,027	1,269,114	1,839,129
Delivery Rate	70%				52%				75%				84%				75%			
Democratic Governance Programme	3,030,485	182,196	2,695,289	116,888	649,787	2,600,903	1,732,127	547,439	5,246,917	1,355,871	3,459,706	1,159,030	5,454,162	384,164	4,726,351	307,195	4,070,401	162,800	3,797,028	150,839
Delivery Rate	88%				70%				70%				86%				93%			
Growth and Poverty Reduction Programme	2,788,502	96,962	2,466,653	15,386	1,837,020	1,799,240	1,278,988	547,439	2,364,359	N/A	1,554,652	N/A	2,888,002	N/A	2,410,025	N/A	3,130,510	227,469	2,978,543	211,956
Delivery Rate	86%				50%				66%				83%				95%			
CPAP TOTAL	8,294,210	4,236,334	7,334,514	2,687,751	4,659,940	11,011,726	4,450,027	4,163,662	10,371,743	7,331,649	7,330,054	6,230,100	11,990,745	3,878,844	10,301,383	3,263,117	10,150,568	5,303,250	9,460,364	4,265,196
Delivery Rate for Thematic Units	80%				55%				77%				85%				89%			

NOTES

- All currency is USD
- R= Regular Resource
- NR=Non-Regular Resources

2.3.9 UNDP’s strategic plan (2008-2013) called for a move to strengthen a more comprehensive accountability framework to guide all aspects of its operations. This is consistent with its largely decentralized operational mandate and essential for rapid delivery in response to country demand. The framework entails enhanced reporting to the organisation’s Executive Board and partners; internal monitoring of performance against plans and budgets; and compliance with UNDP operational policies and procedures (adherence to a ‘POPP’ framework). It builds on a dynamic cycle of planning, performance monitoring and results reporting that reflects principles of ethics, risk management and learning. Key components of the accountability framework for the CPAP include:

- Use of the UNDP strategic plan as the basis of the accountability framework;
- An annual timeline for communications with UNDP HQ and other partners on the results of: (i) internal and external audit; (ii) independent evaluations; and (iii) UNDP management response on implementation of recommendations;
- Use of an enhanced Atlas system that incorporates unit-level work plans, budgeting and risk management;
- An enhanced integrated performance monitoring system to provide information on the status of UNDP’s work in various areas and progress on achieving targets set in the strategic plan; and
- An annual cycle quality review of accountability in UNDP, identifying the improvements required.

2.3.10 The Evaluation team found that the UNDP Uganda Office is using the accountability framework as outlined in the UNDP strategic plan and is largely compliant. In fact, over the course of the CPAP period, the Uganda CO went from sitting at 45th in UNDP’s Business Intelligence Dashboard (BID) to its current 11th position of the RBA composite ranking. The CO moved from 45th in 2012; 37th in 2013 and 11th as of October 2014. The rank will hold until at least April 2015 and is updated annually. The CO has been able to deal with emerging operational issues consistently over the course of the CPAP as outlined below. Notably, they have not had any red issues since 2011:

Table 6: Balance Scorecard ‘Red Issues’:

Year	Emerging issues (Red Scores)	Actions taken
2010	<ul style="list-style-type: none"> • Gender balance in Professional Levels • Multi-Year Planning – Red because this indicator was ‘under construction’ and thus not recording accurate data. • NEX-NIM Audit Management • Programme Expenditure in Line with the Annual Work Plan (AWP) • Business Continuity Plan • Achievement of AWP targets 	<ul style="list-style-type: none"> • Increase in hire of female Professionals and currently the level is 50%. • All multi-year resources are now fully budgeted for and this is tracked through ATLAS. • Increased performance in the NEX/NIM audit results from partially satisfactory rating in 2010 to 2011, 2012 and 2013 satisfactory. • Expenditure against Annual Work Plans have increased steadily from 69% and 59% in 2010 and 2011 respectively to 77% in 2012 and 88% by the end of 2013.

		<ul style="list-style-type: none"> • Whereas there was no BCP in 2010/2011, it is now in place and is tested annually. • Achievement of targets goes hand-in-hand with expenditure and as such targets have also improved.
2011	<ul style="list-style-type: none"> • Business Continuity Plan • Programme Expenditure in Line with the Annual Work Plan (AWP) • Multi-Year Planning – Red because this indicator was ‘under construction’ and thus not recording accurate data. • GMS compliance 	<ul style="list-style-type: none"> • Whereas there was no BCP in 2010/2011, it is now in place and is tested annually. • Expenditure against Annual Work Plans have increased steadily and was at 88% by the end of 2013. • All multi-year resources are now fully budgeted for and this is tracked through ATLAS. • All projects in ATLAS were reviewed in 2012/2013 and correct GMS rates recorded, also GMS collection was automated and centralized at HQ level. This has greatly improved compliance.

- 2.3.11 Atlas was consistently used and updated with relevant project documents, annual work plans, quarterly reports, and issues arising. Annual ROARs were prepared which were comprehensive in scope and depth of analysis although they were not consistent year to year in terms of content, design, and scope. This made it difficult to compare year to year. Independent evaluations were conducted on various projects within the thematic areas, largely those who were non-TRAC with multi-partners. Audits were conducted and action plans developed and implemented. Committees were struck to deal with emerging issues related to technical and operational issues in a comprehensive way. Annual and regular reviews with partners took place in formal and informal ways.
- 2.3.12 To enhance delivery and effectiveness, human resources have to be aligned with the needs of the organisation. Since 2010 where the staffing number was approximately 91 people, the current structure has over 133. The CO has focused on encouraging more qualified women to apply for open position and now the gender ratio within the country office staffing is 1:1.
- 2.3.13 Some respondents noted during interviews that there needs to be more focus on building staff competencies to successfully lead outcome areas as ‘thought leaders’ or the recruitment process needs to be targeted and ‘fit for purpose’ thereby hiring the right people for the jobs available. The office should strengthen strategic human resource management so that the skills mix and staff capacity mirror corporate requirements as well as the unique contextual needs of the country. The present makeup of UNDP Uganda indicates a relatively new team: so building capacity and learning plans may warrant special attention. It was also suggested that UNDP could look strategically at how the country office is structured insofar as how support to given to the project implementation. Special consideration could be given to the Northern region given that it lags behind all other regions in the country in terms of development and social welfare.
- 2.3.14 In view of the need to institutionalize accountability and performance management in the human resources management system, an ethics office function and ethics training are being introduced. Strengthened learning, especially in the substantive programmatic areas and in leadership and management skills, will enhance staff capacities to implement the strategic plan effectively.

2.3.15 From the evaluation respondent point of view, 73% were of the opinion the important project management elements noted above have to a great extent been strong facilitating factors for the realisation of CPAP results. 24% however were of a different opinion noting that UNDP's bureaucracy inhibited their work and that they wished the time taken to make decisions, disburse funds, and conduct critical procurements would minimize in order for them to take action quicker once agreements have been signed.

2.4 Effectiveness:

2.4.1 While the majority of the evaluation respondents were of the opinion that the CPAP has to a large extent contributed to improving the quality and affordability of public services provided across the country. a significant number (39%) of the respondents reported that the programme has somewhat or only marginally contributed to the quality and affordability of public services provided across the country.

2.4.2 We asked key informants about their opinions on whether the CPAP was designed to meet the expected outcome. This specific question had divergent views. Only 15% said that the programme was sufficiently well designed to deliver the expected outcomes. 82% reported that the programme was adequately well designed, but some elements were missing. 3% of the respondents felt that the programme was not sufficiently designed. The main cause for concern with the design of the CPAP was that the process was not as participatory as many partners would have hoped. They noted that they were brought in once the CPAP was already crafted and was asked to respond to the programme as it was, rather than provided adequate time to reflect on the programme as a whole. They also suggested more focus on some specific areas of importance for Uganda, such as youth employment, entrepreneurship, and extractive industries.

2.4.3 Notwithstanding these issues, UNDP has worked to address emerging issues in such a way that they can build a response going forward. The evaluation learned that the office is participating in three convergence groups within the UNCT dealing with gender, maternal health, and youth (where UNDP is convening).

2.4.4 An overwhelming majority of the evaluation respondents (82%) noted that the targeted groups were reached to a great extent through the programme. This demonstrates UNDP's particular effectiveness in identifying the right people and institutions to target as beneficiaries of their interventions. Respondents overwhelmingly noted that UNDP uses a thorough approach to properly identify appropriate targets and entry points for its various projects and this is also evidenced in the project evaluations that have been conducted.

2.5 Sustainability

2.5.1 Since the early 90's UNDP adopted a 'National Implementation Modality' (NIM) as the norm. The underlying assumption was that NIM was much more conducive to national ownership of the programmes and projects of UNDP¹⁴.

2.5.2 The majority of projects falling under the CPAP, with the exception of those falling under the CPRU and one project under the DG Unit, have been implemented or being implemented through this modality. Ministry of Finance is the designated coordinator of all external assistance. In the past, NIM has faced difficulties due to accounting, disbursement problems, and corruption. (Conflict, political sensitivity, changing donor landscapes)

¹⁴ An evaluation carried out by UNDP/EO showed that NEX is conducive to create a sense of national ownership provided that minimum human and institutional capacities are in place. See: Fuat Andic and Richard Huntington, *National Execution: Challenges and Promises*. UNDP/EO, New York 1955.

- 2.5.3 The evaluation team concludes that the sense of ownership is present. Subsequent discussions with the national implementing entities (Government agencies, NGOs, CSOs and universities) also revealed that the sense of ownership is indeed present.
- 2.5.4 NIM is an appropriate modality for Uganda. Compared to many African countries, Uganda has a reasonably well formed civil service cadre, as well as a number of well-developed NGOs, private sector, and universities. Therefore the opted modality of implementation is appropriate for Uganda and conducive to create the sense of national ownership. It is understandable where a direct implementation modality (DIM) has been chosen (in the case of the CPRU projects and one governance project), given the political sensitivity attached to post conflict settings, and where corruption has been found.
- 2.5.5 A majority of the respondents (67%) said that the country programme has been a significant factor in supporting partners and the beneficiaries in developing and establishing mechanisms to ensure their ownership and durability of results. They noted targeted capacity building embedded in projects, technical assistance with implementation, and evidence led policy making support.
- 2.5.6 Many respondents offered some advice for strengthening sustainability by building longer programmes addressing a number of issues within a particular community or within a particular institution. They noted UNDP should support the development of policies and programmes that give poor communities more control over these resources and a stronger voice in decision making on land use and development. A stronger focus on capacity building at the district and local authority level, paying attention to the development plans they have crafted, and offering technical assistance for the full implementation of the good policies already in place. A focus of efforts on poor rural communities, marginalised peoples, ethnic minorities and women, in particular.

Table 7: Sustainability probability matrix of the CPAP outcomes:

Outcome	High	Med	Low	Comments
Outcome 1.4: An inclusive, people centered electoral process is in place and the electoral commission has the capacity to administer credible elections that are perceived as such		X		Given the fragility of Uganda's political system, the absence of tradition in organizing free and fair elections, as well as the significant resources needed for the electoral commission to fulfil its mandate adequately, Uganda has succeeded in making a significant progress in the areas of national dialogue and reconciliation. The general election foreseen for 2016 will be the true test of whether this ambitious UNDP goal was realistic from the very beginning.
Outcome 1.5: Local governments in selected districts delivering accountable and inclusive social and economic services		X		Uganda's population is on average still very poor (appr. 20 percent of Ugandan's live under the nationally accepted poverty limit of up to \$30 per month). In the socio-political context dominated by that fact, as well as the presence of corruption and absence of accountability, it is very difficult to expect that things will change quickly. However, one needs to acknowledge the first-ever annual report on the functioning of the government that includes information at all levels, incl. at the district level. This could significantly improve the functioning of the national as well as the local governments.
Outcome 1.6: Access to justice especially for women, in war affected northern regions increased and justice systems and structures uphold human rights standards and principles;		X		While results have been documented, sustainability and durability in this outcome area is questionable. Projects need to be designed and implemented more effectively across the number of actors operating in the region. Particular attention must be made in a Do No Harm approach during the design phase and exit strategies must be sufficiently developed. We also note that capacity assessments of lead agencies destined for handover upon the completion of projects are also not conducted comprehensively.
Outcome 1.7: Create a conducive, environment for implementing development activities in Uganda	X			With the adoption of the comprehensive diaspora policy, this will certainly be an outcome within reach. However, what needs to be changed is the perception that involving diaspora is the only constitutive (or even most important, for that sake) element of development work in the country.
Outcome 1.8: Improved management and coordination of aid flows for achievement of development results		X		A system is already in place and is currently being filled with relevant data. As experience around the world shows, this can be a cumbersome process, very much like maintaining the database. One of the biggest challenges is duplication of efforts in the same areas. This requires careful coordination with the recipient country, but also among the donors and UNDP themselves.

Outcome 2.4: National/local institutions are able to develop and implement pro-poor strategies for inclusive economic growth and poverty reduction	X			This project has had significant contributions towards building capacity within government. The beneficiaries who are still working with government continue to use acquired technologies/capacity for planning purposes with minimal guidance from UNDP.
Outcome 2.5: Improved productivity, competitiveness, and employment in selected sub sectors and districts, including the North		X		To fully realize the benefits and sustainability of this programme required a longer gestation period beyond the CPAP five year time horizon.
Outcome 2.6: Coordinated, harmonized policies for inclusive growth and prosperity	X			These policies have been developed and already adopted by key stakeholders. The value chains developed for the sector have been streamlined in the next five years NDP 2 (2015/16-2019/20)
Outcome 3.1: Gender and HIV/AIDS mainstreamed into budgets, policies, accountability, processes, and data			X	Our team believes that there are too many actors involved in this field and don't see the added value from UNDP's contribution to it. Likewise, other UN agencies in Uganda could do this job better. Eventually, the outcome may be achieved, but it will be difficult to attribute it to UNDP's efforts in Uganda.
Outcome 3.2: Natural and energy resources are used and managed in a manner that is sustainability and contributing to growth and poverty reduction	X			The projects under the energy and environment unit have generated significant results and the extension of the CPAP by one year will enable the realization of more. The projects under these outcomes have helped the government and local governments to build capacities. There is a satisfactory level of sustainability as the beneficiary institutions continue to use the developed infrastructures and technologies without guidance from UNDP. Relevant policies and strategies have been developed and some have already been adopted by key stakeholders indicating a high degree of ownership. The next step should be to support the full implementation of these policies to guide government programmes as stipulated in the NDP and Vision 2040.

2.6 Coordination

- 2.6.1 Two types of synergy exist in the CPAP context. One is the synergy among the thematic components within the CPAP itself. Another is between the CPAP and other similar, relevant programmes operating in the same environment. A key question here is whether all projects are designed to attain accountable democratic governance, growth, and poverty reduction?
- 2.6.2 While project staff and partners report good coordination during implementation *within* their projects, it was less apparent during project design phases or between projects across the thematic units. Often, a lack of coordination across programming perpetuates the fragmentation of delivery, cost inefficiency, and poor development outcomes. Coordination is an essential element needed to organise effective services around target beneficiaries. Respondents explicitly stated that consistent coordination is needed to improve the quality and sustainability of outcomes.
- 2.6.3 61% of key informants believe that the UNDP coordinate well with other UN agencies in the country. They also mentioned that UNDP is a trusted partner of the Government of Uganda in particular, noting success in the peace architecture with the Office of the Prime Minister. Respondents noted that UNDP can improve coordination outside the UN fraternity however, by linking into similar programmes of other development actors. This can be done based on a comprehensive mapping of the development actors in relation to the UNDP programme.
- 2.6.4 The UNCT in Uganda, ably led by UNDP, is ensuring inter-agency coordination and decision-making at the country level. The main purpose of the Country Team is for individual agencies to plan and work together, as part of the Resident Coordinator (RC) system, to ensure the delivery of tangible results in support of the development agenda of the Government. The UNCT membership, roles and responsibilities are clearly laid out within the UNCT, ensuring accountability to each other and the RC, taking responsibility for elements of the RC/UNCT work plan, particularly in oversight of ‘convergence’ groups on emerging issues, mobilisation of resources for the UNDAF and UNCT plans, and taking part in mutual assessments.
- 2.6.5 Notwithstanding the apparent overall strength of the UNCT coordination, the 2012 UNDAF midterm review as well as some respondents noted some internal challenges such as working in silos, fragmented projects, low harmonization of similar IPs working across thematic units, high work load levels related to staff functions, and in some cases duplication of activities on the ground.
- 2.6.6 Improving coordination will enhance management for results. We propose developing a framework for inter-thematic coordination. It includes building a common definition of coordination; outlining principal characteristics, competencies, and functions; and sets forth a detailed process for its delivery. It also describes a model to implement coordination across all programme settings and related disciplines.

2.7 Good Practice

- 2.7.1 This report does not purport to cover all good practices achieved through the CPAP 2010-2015, but intends to highlight some models that could be replicated and built upon in the next CPAP period based on discussions with UNDP staff and key informants. Our team would like to highlight a sample of projects selected from the over 35 interventions

implemented through the CPAP that respondents viewed as highly successful or innovative.

2.7.2 *Improving Policies and Regulations to Support the Development of Markets in Tourism:*

- The design of this particular project was informed by national level consultations and consultations with stakeholders. The design of this project was undertaken with the support of national and international consultants recruited particularly to identify programmatic interventions that would contribute to the achievement of project outputs, establish the baseline information for outcome area on productivity, competitiveness and employment. The consultants were technically backstopped by UNDP programme staff. The project strategy and approach was aligned to the government's approach and the staff of the department of Tourism Development heavily involved in the design of the project interventions.
- Project management was established within government structures which enhanced ownership and made coordination easier. The active participation by all beneficiaries led to the achievement of desirable results with strategic partnerships established at the District Local Governments, making monitoring and technical backstopping more effective and efficient. A sub granting mechanism boosted project relevance to local contextual issues and increased donor and stakeholder support for the project. Proper planning, procurement and effective communication with stakeholders was key in delivering project outputs and made a big contribution to the success of the project.

2.7.3 *National Peace Architecture in Uganda:*

- To sustain peace and stability and to develop institutions that can take forward the gains of the country, development of multi-partisan spaces for dialogue and consensus building that can facilitate societal – political - state (policy makers) leadership in developing common positions is critical. Consultative spaces in Uganda are acting as architecture for peace by acting as preventive strategies for conflict/crisis and deepening of democratic systems and practices. Institutional mechanisms of this nature are becoming instruments for peace and stability. In this regard, three essential entry-points have been identified and are working well:
 - *National Elders Forum*: Developing impartial & neutral spaces (incl. capacities) that can facilitate dialogue and consensus building;
 - *National Consultative Forum*: Strengthening dialogue and consensus building efforts within the domain of political reform and effectively supplemented/supported by impartial and neutral spaces of dialogue and vice versa (partnerships);
 - *Inter-Religious Council of Uganda*: Strengthening capacities at regional (traditional regions within country) level on a parallel track (along with the national level) to ensure that national level actions are informed by local level aspirations.

2.7.4 *Building Capacities for Disaster Risk Management and Resilience Building:*

- UNDP partnered with the OPM in developing and in facilitating the passage of the National Policy for Disaster Preparedness and Management. Through the Crisis Management and Recovery Programme, UNDP supported the OPM and the District Disaster Management Technical Committees (DDMTCs) in northern Uganda (then

known as District Disaster Management Committees - DDMCs) by bolstering the capacity of these institutions to coordinate emergency and disaster risk reduction measures. DDMCs/DDMTCs in eleven (11) districts in Acholi, Lango and Teso sub-regions were successfully revitalized or supported in the process of formulation of Sub-County Disaster Management Committees (SCDMC) to ensure that disaster preparedness, response, and mitigation reach the lowest level of governance/government. The SCDMCs were trained on DRR and Early Warning Systems and the said committees remain fully functional. Several SCDMCs in Acholi, Lango and Teso sub-regions were also supported on data collection which contributed to the production of resource maps.

- UNDP also supported the conduct of the hazard, risk and vulnerability assessments for Teso, Lango and Acholi sub-regions, to provide pre- and post-disaster baseline information required in the planning and design of preparedness and management strategies and in the development of contingency plans. 10 District Contingency Plans were developed and approved by the District Councils laying the groundwork for enhancing disaster preparedness. The programme went further down into the local government structure by supporting sub-counties in the formulation of sub-county disaster management plans in order to address vulnerability of the communities and strengthen the preparedness and response mechanisms. At national level, the Northern Uganda Data Centre was strengthened to handle disaster risk mapping using GIS at district level.
- UNDP facilitated the inclusion of DRR Issues in the National Development Plan (NDP) by producing a thematic paper that advocated for the reduction in natural and elimination of human-induced disaster risks in the country; mainstreaming of disaster risk reduction in sectoral and sub-national development programs and budgets; and increase in resources for relief and rehabilitation assistance to disaster-affected people. In partnership with the World Bank, a national training for key line ministry officials, district planners, DDPRC, UN/NGO partners on Post Disaster Damage, Loss and Rehabilitation Needs Assessments using the ECLAS methodology was conducted. A DRR mainstreaming workshop was also undertaken and which led to a roadmap towards the full mainstreaming of DRR in the plans, programmes, and activities of the national government.

2.7.5 Capacity building for Diaspora Resource Mobilisation and Utilisation:

- The Diaspora Services Department of the Ministry of Foreign Affairs has been implementing the “Capacity Building for Strengthening Diaspora Resource Mobilisation and Utilisation Project” since October 2011 with an estimated annualised budget of 250,000 USD. The Project has had three main outputs, namely: a) MFA information and management systems for greater coordination and strategic partnerships with Diaspora developed and strengthened; b) developing policy and institutional arrangements for guiding diaspora participation and contribution to national development; and c) enhancing incentives for Diaspora investments and remittances enhanced as well as identifying opportunities for national development so as to guide diaspora investment. As mentioned previously, these outputs have been achieved.
- The best results were achieved in the implementation phase through 3 pillars: i) provision of tailor-made information for the diaspora through Uganda Diaspora Information Portal; ii) Compendium of Investment and Business Opportunities, which provided comprehensive information on key investment and business opportunities for

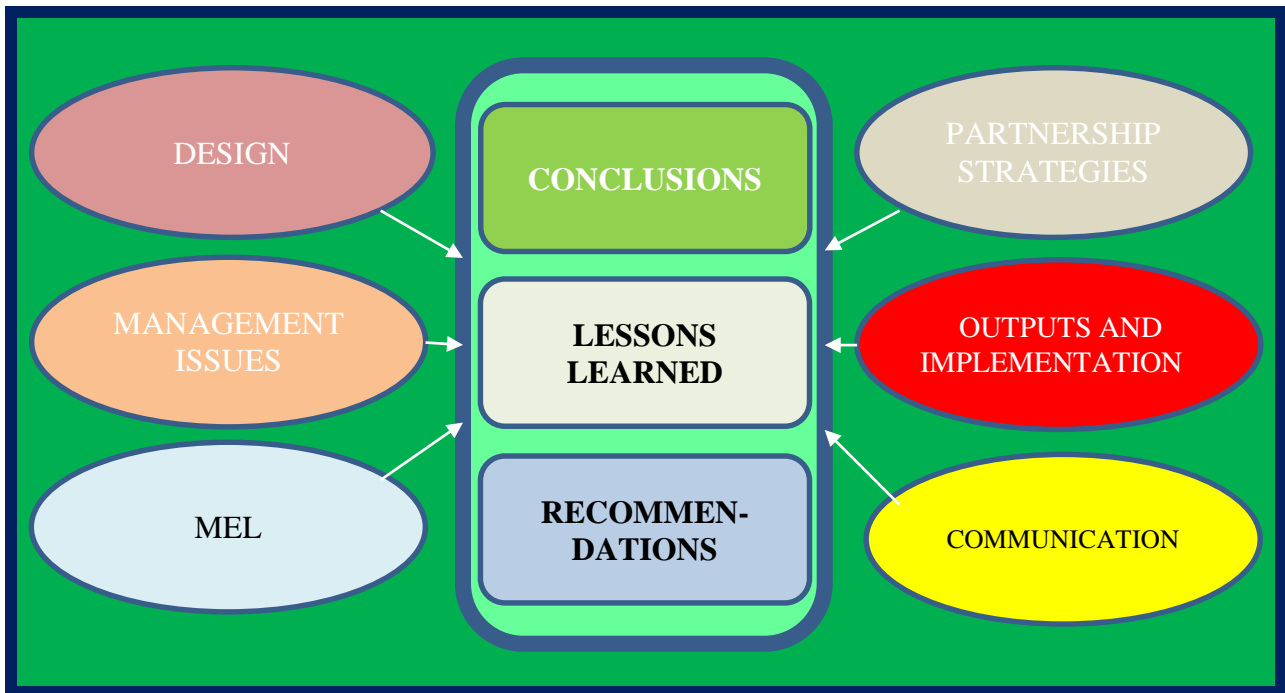
Ugandan diaspora (printed and distributed to Uganda's Missions abroad); and iii) Primary Dealer Shared Gateway (information on how Ugandans in the diaspora can invest in Uganda through Government securities). As such, this project can serve as good example for how to best address the implementation issues when confronted with the problem of limited resources.

2.7.6 *Strengthening of Institutional Frameworks for Service Delivery:*

- The Government of Uganda (GoU) with support from Development Partners undertook a number of initiatives to support implementation of the Decentralisation Policy. Despite the various initiatives, there still existed challenges. The Strengthening of Institutional Frameworks for Service Delivery Project set out to address these challenges whilst balancing the interventions at the national and LG levels, avoiding duplication, exploring synergies and focusing on UNDP's niche in the areas of institutional strengthening and capacity development.
- The top 3 major results achieved include the following: i) the recommendations on the study of the LG set up resulted into a moratorium on the creation of new LGs and administrative units in Uganda after it was realised that the costs of starting a new district was too high; the decision of government to regionalise the services of the statutory bodies including district service commissions, district land boards and district local government public accounts committees will result into more efficient, affordable and independent institutions; and iii) the comprehensive review of the Local Government structures has resulted in rationalised and more cost-efficient structures.

3. Conclusions, Recommendations and Lessons Learned

In this section, we provide an overview of the most important conclusions, recommendations and lessons learned from this evaluation. The major issues raised concern the project design, internal management arrangements and UNDP strategies for partnership with other actors, quality of outputs and CPAP implementation, the M&E component as an integral part of the CPAP management structure (with a special focus on the most important individual M&E sub-components), as well as communication and related issues.



3.1 Design

- 3.1.1 The Team concludes that all Project Documents reviewed are, by and large, reasonably well prepared and most of them follow the logical framework methodology.
- 3.1.2 The Team however, wishes to call the attention to the fact that quite a number of them are small projects with modest budgets. There are synergies among the projects that have a common denominator, nevertheless one cannot help but wonder as to why these individual projects are not consolidated. That would have increased the consistency and efficiency, since the fixed cost of management (i.e transaction costs) would have been less.
- 3.1.3 Many respondents from the implementing partners mentioned that in most cases the projects came to them already designed and they were requested to prepare interventions that fit within an already conceived programme.
- 3.1.4 Many of the projects reviewed were designed with short, tight time frames coupled with ambitious targets and outcomes. From the feedback given by the respondents, it would have been useful for them to be more involved in the design phase in order to better define the context for the implementation of projects, including risk assessment, contingency planning, etc.

- 3.1.5 From the projects reviewed, we note that in the design stage of projects, teasing out assumptions and assessing risks has been largely adequate (although some can be strengthened further like a more comprehensive linked up risk analysis). These essential analyses are important components of project development and management in the early CPAP period. We appreciate the existence of a risk assessment section appended on project documents, but find this add on approach does not comprehensive enough to cover essential overall programme wide risk areas such as effectiveness, efficiency, and sustainability.
- 3.1.6 UNDP has a strategy for working with civil society and civic engagement that was updated recently in 2012. The purpose of this strategy is to provide UNDP with a framework for both empowering and engaging with civil society and focuses on the need for reinvigorated efforts, as part of the agenda for organisational change, towards innovative relationships with the diversity of civil society actors. This diversification of partners has brought on board new partners across many country offices and Uganda is no different. There is pressure to demonstrate effectiveness through concrete results. Increased accountability and feedback/monitoring mechanisms lead to better quality basic services and thus to development effectiveness.
- 3.1.7 As such, the length of time taken to induct new partners has understandably increased since inducting new partners can take more time to understand the required policies and procedures than those who have worked with the organisation for some time. Some respondents also noted that they were not adequately inducted on any changes of procedures which caused them to experience delays.

3.2 Management arrangements and partnership strategy

- 3.2.1 Establishing an effective project management structure is crucial for successful programme implementation. Every project within the CPAP has a need for direction, management, control and communication, using a structure that differs from line management. As a project is normally cross functional and involves partnership, its structure requires flexibility, and requires a broad base of skills for the project duration. The UNDP Uganda CPAP project management structure in place consists of roles and responsibilities that bring together the various interests and skills involved in, and required by, the individual projects, including Government Cooperating Agency, the Implementing Partner, and the Project Board.
- 3.2.2 The Project Board has a strategic oversight role; one that connects with the target beneficiaries and provides the necessary contextual reality needed to manage risk. Project Board decisions should be made in accordance to standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition.
- 3.2.3 We recommend that the Project Boards currently play a substantial role in project evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning. There is tracking of use of evaluation/monitoring recommendations in ERC and field monitoring tools. Follow-up is done during field monitoring visits and/or during project reviews. The HACT monitoring tools have a section on status of implementation of evaluation/audit recommendations. We found some evidence demonstrating how project boards lead evaluative processes or track how evaluation lessons are used and implemented in practice. Management letters are formulated by them on how the recommendations will be implemented/tracked. Each evaluation undertaken under this

CPAP has completed these management letters. These management letters are posted and tracked in ERC (UNDP's Evaluation Resource Center). Updates are provided during quarterly/annual project reviews. Project reviews by this group at designated decision points during the running of the project is a critical element of a management for results approach.

- 3.2.4 As earlier mentioned, new partners were brought on board during the CPAP in an effort to diversify UNDP's partnerships in the County. Bringing on new partners inherently carry implementation risks such as low capacity issues, high learning curves, and implementation delays that affected the overall performance of the CPAP early on. Partners also reported having to take on risks when delays were experienced. For example, some delays in startup necessitated partners to absorb staffing costs even though they had yet to receive funds from UNDP. They reported that communication about the cause of delays was not always forthcoming or were vague at best.
- 3.2.5 We recommend building a targeted partnership strategy that clearly defines why and how UNDP will diversify its partnerships in Uganda. Some of the critical questions a partnership strategy can address: How do our new partnerships build on or dovetail with current structures/programs? Which partners are best placed to deal with our priorities? How will our target beneficiaries better benefit with these partners? What are the costs and risks? What will happen when the partnership or project ends? What is the plan for sustainability if the results of the partnership or project show positive results?

3.3 Implementation

- 3.3.1 Across most of the projects there were institutional and human resource gaps experienced by IPs. This was also compounded by the weak institutional framework and coordination arrangements to facilitate public-private sector dialogue and promote public-private partnerships. Some projects experienced inadequate capacity and skill sets to ensure full success. Projects sometimes require skills that demand more competencies from the IPs than they possess. For example, choosing an IP to implement livelihood development interventions in fragile conflict environment may demand a larger scope of skills than operating in a more peaceful environment.
- 3.3.2 Respondents perceived that the bureaucracy of UNDP has affected the smooth operation and implementation of some of the projects. In particular, IPs mentioned that resources are usually released late and in some cases this requires them to use their own resources or temporarily suspend the projects. A case in point is where capacity building was supposed to be done before harvest time for farmers and resources are being released after the harvest.
- 3.3.3 Currently, CPAP consists of a large number of projects organised into two major thematic units – accountable democratic governance and growth and poverty reduction. However, many of the projects do not seem to form organic unity, which is essential for achieving the programme's objectives. Instead of disparate projects, UNDP Uganda would achieve more with a programmatic approach, whereby the projects would be grouped into two or three programmatic units, but clearly feeding into the previously mentioned theory of change for the organisation. By doing so, CO could achieve much greater synergy between the projects within the larger programmatic units, as well as between the programmatic units themselves. Currently this synergy is missing and this can result in implementation and learning entropy.

3.4 Monitoring, learning, and evaluation

- 3.4.1 We note that the CPAP log frame has been changed since its inception in 2010 in the Atlas system but it remains to be seen how often the system is used by UNDP staff. If we focus on the principal document, CPAP itself, we can easily conclude that the log frame presented there does not correspond adequately to the changes in the socio-political context in which CPAP is being implemented. This goes in particular for the baseline component and the originally set indicators. We therefore urge more active work on popularisation of the Atlas system that has fresh information and is regularly updated.
- 3.4.2 A robust theory of change should be an indispensable part of the overall UNDP Uganda M&E framework. The theory of change points to where the organisation is going and, together with other M&E and project management tools, forms the solid foundation for the organisation's development interventions. We, therefore, recommend for UNDP in the next CPAP to clearly articulate a theory of change that would continue to guide its efforts.
- 3.4.3 With regard to the indicators, it is indeed important that they serve as the ideal objectives that UNDP is trying to achieve. We agree that, given the nature and role of UNDP, it is important that the indicators do not confine to the output-level achievements only, but try to capture the more strategic objectives that UNDP needs to achieve. The fact that the Atlas system has indicators at output, outcome and strategic levels is a very good managerial decision.
- 3.4.4 The ROAR appears to collect different and additional indicators that were not necessarily collected in previous years (i.e. number of jobs created). This maybe because new projects come on board and new indicators are included. Nevertheless, this makes a cross-year analysis of possible changes as a result of UNDP's intervention and other relevant elements difficult. As mentioned before, it is the CPAP baseline that should be more flexible in nature to reflect the new circumstances in which the country programme is being implemented, but the reports themselves should maintain the same structure and contents in order to allow for an analysis over time. For this reason, the evaluation team suggests that UNDP CO establishes a standard structure for all its reports, and in particular ROARs, and starts codifying key outcome indicators and their change over time.
- 3.4.5 UNDP CO has quarterly/annual/portfolio reviews which it has used to inform the programming component. However, currently, it seems that a number of activities are implemented without conclusions on the previously successful or unsuccessful interventions. The information exists, but we recommend that it be used more strategically and more often. We recommend that the UNDP CO continues to strengthen its learning strategy that will inform its staff and implementing partners on how best to use knowledge acquired in the course of implementation. This learning strategy should continue to make use of research and evidence collected during implementation and the consequent analyses and assessments.

3.5 Communication

- 3.5.1 Effective communication to and amongst all stakeholders involved or interested in UNDP projects is crucial for sustainability and durability of results. Partners reported during this evaluation that at times they were not adequately informed about challenges as well as successes that could benefit their performance. UNDP in Uganda needs to

strengthen its “strategic communication”, as a tool and a process for the effective delivery of its programme. This approach is espoused by UNDP globally as ‘Communication for Development’ (C4D) and describes a role for communication throughout the programme cycle, as opposed to exclusively as a dissemination function at the end of the programme.

- 3.5.2 We recommend that the CO better integrate communication as a management tool incorporating internal as well as external dimensions. Internally the emphasis is on harnessing communication as a tool for internal learning towards more joined-up action; and externally communication engages beneficiaries and other key stakeholders, including government officials and policy-makers.
- 3.5.3 We note that the Country Office has a communications unit who manages a functioning up to date website that is linked into UNDP’s global website. Here we found project information, news stories, annual reports, and other relevant information on the development context of Uganda. Since 2012, the office has tweeted over 1000 posts about issues important to their programme and they have other social media presence including Facebook and YouTube (although with modest follower levels). However, more can be done to really move and position UNDP Uganda with a more strategic communications approach.
- 3.5.4 With the advent of the Internet, changes are taking place to the way information is broadcast, found and consumed. These changes will move development organisations beyond the ‘report + media coverage’ model to deliver new outputs, outputs that bring projects, research and policy work to life for the intended audience more quickly and easily. Facebook, Twitter and the like are there to help make sense of information available. Social media has even started to play a role in influencing the media agenda. Twitter is a key source for journalists, notifying them of news stories or generating quotes and commentary from well-known people and the general public.
- 3.5.5 We found that the CO does not sufficiently use innovation and modern technologies in their work. A broader form of C4D is known as ‘Information and communication technologies for development (ICT4D)’ and it refers to the use of information and communication technologies (ICTs) in the fields of socioeconomic development, international development and human rights. The theory behind this is that more and better information and communication furthers the development of a society. This includes both the new ways to improve the organisation’s work like the use of smart technologies, but also making more effective use of the new, user-friendly software. UNDP’s programme can better build upon innovation if they harness the ICT4D approach. A comprehensive strategy is needed that will guide the organisation in making the right steps towards enhanced usage of ICT in their daily work.

3.6 Lessons learned

3.6.1 Capacity building related issues:

- Administrative structures and formal linkages. These must be built and strengthened so that the organisations and systems responsible for the implementation, integration, and oversight of programs have the capacity to carry out their functions effectively and responsively and to sustain them over time. Linkages that facilitate cooperation among diverse organizations also contribute to sustainability.
- Champion and leadership roles. Leadership buy-in and active promotion by multiple champions across partners help ensure success. Champions and leaders

with the ability to communicate their commitment, engage others, address barriers, and build system capacity are especially valuable.

- Resource development. Adequate and sustainable funding, staffing, technical assistance, and materials can help sustain innovations.
- Administrative policies and procedures that support programs, organisations, and systems also support adoption and sustainability of innovations. These help to assure that innovations remain part of the routine practice and send a clear message about the desirability and expectation for sustaining efforts.
- Community and practitioner expertise. Building and maintaining expertise in such areas as political economy, needs assessment, logic model construction, selection and implementation of evidence-based programs, fidelity and adaptation, evaluation, and cultural competence supports capacity building and sustainability.

3.6.2 Sustainability related issues:

- Alignment of program with stakeholder needs. Despite the capacity of partners to implement an innovation, it must meet the needs of intended users and other stakeholders if it is to be sustained. Less complexity, more compatibility, and a high degree of perceived benefit are associated with sustainability.
- Relationship among stakeholders. Establishing and maintaining positive relationships among stakeholders supports sustainability. Collaboration between program developers and implementers and supportive networks among implementers is helpful.
- Quality of program implementation. Commitment to quality of program implementation via process, fidelity, and outcome evaluation based on logic models helps sustain an innovation and ensure commitment by adopters.
- Effectiveness. Commitment to effectiveness is also critical to sustainability.
- Ownership among stakeholders. Strengthening ownership of an innovation among stakeholders and adopters increases its sustainability. Ownership has a stronger influence on sustainability than do regulative measures.

3.6.3 Design related issues:

- Projects should build in elements of small grants to community to allow for innovation and flexibility..
- Governance-related projects produce maximum result if coordinated by the various relevant actors in Ugandan society themselves (the sense of ownership). One such project is the tripartite architecture for peace.
- To improve on the design of the, it is advisable to engage both local consultants and potential implementing partners at the design stage, with the objective of tailoring the project to country or area specific needs.

3.2 Recommendations

3.2.1 Based on the evaluation findings and subsequent conclusions, we recommend that:

1. The CPAP continues to promote livelihoods and employment, promote democratic governance and improve access to high quality social services. There is a need to

increase the rate of development and implementation of services across Uganda, particularly focused on the priority sectors highlighted in the NDP one and Vision 2040.

2. UNDP Uganda can better address emerging issues in the next CPAP. Such issues include: governance and human rights, especially in the extractive sector and other priority sectors in the NDP2, and youth employment; upstream policy support targeted at the GoU for increased sustainability, transparency and accountability; implementation of the NDP2 at the national and district level; capacity building within the priority sectors to better monitor and evaluate effectiveness; downstream district / local government capacity building in identified gap areas; where necessary, pro poor service delivery at the local level.
3. To build a robust theory of change for the next CPAP and implement through a programmatic approach. A “Programmatic approach” means that UNDP CO should focus on building larger multi-year projects (2-5 years) with enhanced synergies across selected thematic areas. We suggest that for the upcoming programme period the Country office opts for a modality which can be best described as focused sectoral programmes. This approach links components and/or sub-projects in a coherent, coordinated fashion; a design that can be used when the government (and perhaps donors) are committed to a sectoral approach as components of an overall programme.
4. To enhance coordination and capacity building, building on local strengths and available assets, especially with respect to projects in Northern Uganda. We urge that, whenever possible, capacity building components of projects/programmes continue to be clearly spelt out, and that these components are monitored and evaluated independently.
5. To include gender mainstreaming. The gender mainstreaming elements include, but are not limited to: collecting sex - disaggregated data; examining this data using gender analysis; identifying gaps through gender analysis and consultations with both women and men; and raising awareness about gaps through policy dialogue and advocacy.
6. To strengthen communication for development elements of the CPAP. A strengthened more robust communications strategy anchored in modern technology should be developed that stretches across programming elements and links up results reporting.
7. To build and/or update UNDP’s detailed partnership strategy that clearly defines why and how UNDP will diversify its partnerships in Uganda.
8. To increase the coverage of districts by developing other similar projects in different regions in Uganda and build in the design strategies for replication of good outputs, outcomes and impact in order to scale up the positive experience.

4. Annexes

Annex A: Terms of Reference



Annex A - TOR.pdf

Annex B: Inception Report



Annex B -
Evaluation Inception

Annex C: Persons interviewed



Annex C - Persons
Interviewed.pdf

Annex D: Tools Used



Annex D - Tools
Used.pdf

Annex E: Meta-Analysis



Annex E -
Meta-Analysis.pdf

Annex F: Case Studies



Annex F - Case
Studies.pdf

Annex G: SPSS Evaluation Survey Analysis



Annex G - SPSS
Evaluation Survey Ar