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FINAL EVALUATION

STRENGTHENING DISASTER REDUCTION MANAGEMENT AND RESILIENCE BUILDING PROJECT



Commissioned by:
United Nations Development Programme (UNDP) in Uganda

Lead Consultant
Godfrey Bwanika

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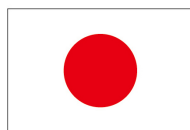
The authors of the evaluation are grateful for the inputs and assistance provided by officials from across the Government of Uganda, at both the national and district levels, and in particular from the Office of the Prime Minister and district local governments, and to partners and communities.

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List of Abbreviations

ACTED:	Agency for Technical Cooperation and Development
C&D:	Institute for Construction Training and Development
COBRA:	Community Based Resilience Analysis
CPD:	Country Programme Document
CRM:	Climate Risk Management
CSOs:	Civil Society Organisations
DDMCs:	District Disaster Management Committees
DDP:	District Development Plan
DECOC:	District Emergency Coordination and Operations Committee
DRR-CCA:	Disaster Risk Reduction –Climate Change Analysis
DRRM:	Disaster Risk Reduction and Management
GIS:	Geographical Information Systems
GoU:	Government of Uganda
HFA:	Hogyo Framework of Action
HRVA:	Hazards Risks Vulnerability Assessment
ICRM:	Integrated Climate Risk Management
IGAD:	Inter Governmental Agency on Drought
IIRR:	International Institute for Reconstruction and Rehabilitation
IGA:	Income Generating Activities
MDAs:	Ministries, Departments and Agencies
MoWE:	Ministry of Water and Environment
NDP:	National Development Plan
NECOC:	National Emergency Coordination and Operations Committee
NEWS:	National Early Warning Systems
NPA:	National Planning Authority
NPDPM:	National Policy on Disaster Preparedness and Management

ODK:	Open Data Kit
OPM:	Office of the Prime Minister
RAN:	Resilience Africa Network
SOPs:	Standard Operating Procedures
UNDAF:	United Nations Development Assistance Framework
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commissioner for Refugees
UNICEF:	United Nations Children’s Education Fund
UNMA:	Uganda National Meteorological Authority
UPF:	Uganda Police Force

1. Executive Summary

Introduction

Between 2013 and 2016, UNDP supported OPM, District Local Governments and communities through a project “Strengthening Capacities for Disaster Risk Management and Resilience Building” to manage and utilize the environment and natural resources for improved livelihoods and to cope with the impact of climate change. The project sought to strengthen the capacity for disaster risk reduction, preparedness and humanitarian response, including mitigation of, and adaptation to, climate change and building capacity for risk reduction, response and recovery among communities affected by disasters and climate-induced risks.

Two non-core projects supplemented the main component and were implemented in the Karamoja sub region and Oruchinga Settlement Camp in Isingiro District. The Karamoja project titled “Enhancing Food Security, Livelihoods and Resilience Building in Karamoja Region” was financed by the Japanese Government and was a response to the food crisis in the region. The Oruchinga project was funded by the Swedish Government and focused on integrated community risk management interventions.

The project aimed to strengthen the institutional capacity of the Government of Uganda through enhancing sectoral coordination and mainstream disaster risk reduction into national and sector-specific development policies and programmes; generate evidence base for disaster risk reduction and strengthen post-disaster recovery; enhance community resilience to disasters; and, build local capacity for comprehensive disaster risk reduction. The project had four Result Areas:

- i. Strengthened national disaster risk reduction institutions, enhanced sectoral coordination and disaster risk reduction mainstreamed into national and sector-specific development policies and projects.
- ii. Evidence base for disaster risk reduction generated and post-disaster recovery strengthened.
- iii. Enhanced community resilience to disaster.
- iv. Training and capacity building for comprehensive disaster risk reduction.

Relevance

The project was relevant because Uganda is susceptible to highly devastating disasters, including hydrological, geological, climatic and human-induced that exert a significant toll on its population and impose significant socio-economic costs which, to some extent, affect the country’s ability to maximize the benefits from its economic growth and social development.

Despite the high frequency and magnitude of disaster occurrences, the country had insufficient evidence-base for prioritizing geographical, sectoral and hazard-specific interventions. It was also faced with the following challenges: lacked real-time weather and climate monitoring and tracking as well as early warning generation capacity; had no plans for mainstreaming disaster and climatic risks in national, sub-national and sectoral development planning processes; and, lacked adequate post-disaster response and recovery mechanisms and planning, among others.

The project was also relevant because it was based on the United Nations Development Assistance Framework (UNDAF), the Hyogo Framework for Action, the UNDP Country Programme Document (CPD) (2010-2014), and Uganda’s National Policy on Disaster Preparedness and Management.

Effectiveness

The evaluation mission perceived effectiveness from two angles, i.e. programmatic effectiveness and operational effectiveness. Programmatic effectiveness was based on the four expected result areas and the ten specific outputs. Operational effectiveness focused on the extent to which project processes exploited and benefitted from existing systems; and on how partnership in the project added value to their respective operations.

Under programmatic effectiveness, activities under four result areas were executed and ten outputs expected:

- i. Strengthened national disaster risk reduction institutions, enhanced sectoral coordination and disaster risk reduction mainstreamed into national and sector-specific development policies and projects –all activities under this result area were implemented as planned. Only efforts to mainstream DRR in national and sector-specific policies and plans seemed to lag below expectations;
- ii. Evidence base for disaster risk reduction generated and post-disaster recovery strengthened – all planned activities were implemented as planned and expected;
- iii. Enhanced community resilience to disaster – all planned activities were implemented and outputs achieved as planned;
- iv. Training and capacity building for comprehensive disaster risk reduction – the training needs assessment did not follow standard procedures but the training programmes were handed down as planned despite some delays in a number of cases.

Operational effectiveness was realised in various areas:

UNDP was able to leverage her technical expertise and vast experience in working with governments and communities to establish and strengthen institutional, policy and legislative mechanisms, capacity building, risk assessments, community based approaches across different thematic areas including DRR and Climate Change.

The project aligned programmatic support with national development objectives and strategies which condition enhanced stakeholder compliance towards achieving shared goals and objectives.

One of the project strategies was to work within existing Government institutions and Systems -- the project focused on strengthening systems and structures that are spelt out in the National Policy for Disaster Preparedness. For example, the reactivation of the national platform for coordination and information sharing improved awareness on disaster issues in the country and increased appreciation of the linkages with different sectors.

The capacity development approach enhanced the management and technical capacities, systems and processes within GoU – building on existing capacities, systems and practices as well as complementing the support of development partners and donors to the Government.

The project's success was also realised because of focusing not only building the capacity of districts but also communities, which has led to reduction in disasters and has also speeded up response capacities at local administrations and community levels.

Building partnerships, networks and collaborations also enhanced project effectiveness. UNDP primarily partnered with the OPM at national level and with districts, specifically DDMCs, to implement the project. UNDP also partnered with UNHCR and UNICEF, as well as international NGOs and the private sector, to deliver project activities; and with Makerere University to implement specific project components like research and training. All these have enhanced the effectiveness of UNDP in delivering on her mandate.

Nonetheless, effectiveness was constrained by:

- a) Minimal role for local administrative structures in CDRM projects – only at identification of beneficiaries – the project limited the role of LG officials to identification of beneficiaries and ad hoc monitoring;
- b) Related to (a) above, there was limited technical supervision of especially construction of the physical infrastructure by UNDP and its Implementing Partners. This could be attributed to limited involvement of district-based technical officers, i.e. District Water Officer, District Engineer, Production Coordinator, District Natural Resources/Environment Officer. Nonetheless, this function improved later with projects implemented by C& D and HJIRA;
- c) Delayed release of funds based on UNDP stringent financial management policies and procedures.

Efficiency

The project was a three-year exercise that was implemented from 2013-14 to 2015-16. All planned activities under each result areas were implemented, apart from conducting trainings for NPA and mainstreaming DRR in the national and sector-specific development plans. Cage farming in Oruchinga was also still under HJIRA because of delayed funds disbursement.

The overall annual project budget was USD 4,386,340. The overall core resources (TRAC) amounted to USD 2,986,340 and non-core resources to USD 1,400,000 (Government of Japan: USD 900,000; and Government of Sweden (ICRMP) USD 500,000). The initial project budget approved during the project launch in 2013 was USD 3,739,061. This included a funded budget of USD 810,000 and an unfunded budget gap of USD 2,929,061. However, due to emerging issues and increasing levels of vulnerability, additional resources were obtained from the Government of Japan under supplementary funding and the Government of Sweden under the Integrated Climate Risk Management project to enhance communities' resilience to slow and fast onset disasters in the country.

There was an average annual delivery of 100% on the allocated resources. The minimal 93% in the first year of the project is common to project start-up, which is always compounded by procurement challenges, stakeholder identification and systems building. From the periodic reviews and lessons learning, the project was able to improve its annual total budget expenditure portfolios over the project period.

UNDP had stringent mechanisms for funds transfer which occasionally delayed disbursements; but these are part of the best practices for the Global Envoy Systems. For example, rather than the known system of paying DSA to participants at the venue, UNDP used the electronic funds transfer to pay DSA for participants which worked well to minimise “ghost” payments. Payments were effected for genuine participants which saved the project loss of funds through fictitious claims.

Payments to other IPs followed a transparent requisition procedure that UNDP shared with all stakeholders and is a good practice for all global envoys.

UNDP has vast experience in implementing community-based approaches across different thematic areas including DRR and Climate Change. The UNDP team had the experience and technical competencies to deliver on their mandate. The project was also able to engage other implementing partners to deliver project activities – RAN, the C& D led Consortium, HJIRA and IIRR were all experienced organisations that provided value-for-money services.

UNDP provided technical expertise to IPs as provided for in the project document and work plans. UNDP provided valuable input to RAN in the development of the CRM training manual; undertook onsite spot checks and routine field monitoring visits as it were. Nonetheless, UNDP had limited staff in the light of the activity schedule and thus did not effectively monitor implementation of some community-based DRR and climate change adaptation activities.

Gender Parity

- Special focus and attention was given to building capacities among women and to enable them play an active role in disaster preparedness and management at community level by adopting a gender-responsive and socially inclusive approach.
- The project specifically undertook a nationwide study to highlight gender issues in disasters and the findings of this study demonstrate that whereas women and men face multiple livelihood challenges and vulnerabilities, women, children, the elderly, people with disabilities and other vulnerable groups are most physically, economically and socially vulnerable to hazards/disasters.
- The evaluation also received testimonies of female participation in the cash-for-work project as a priority that aimed to promote women's empowerment and gender equality.
- The community climate risk assessment and adaptation planning process involved bringing together different local stakeholders among the vulnerable communities but with great emphasis on women-led groups to identify community hazards, their vulnerabilities and coping capacities, and through consensus generate community risk reduction measures.

Impact

The project was to strengthen national and sub-national platforms and coordination mechanisms on DRR-CCA to become fully operational. There is increased sharing of information, coordination and planning for disasters. There is improved coordination, systematic and harmonised response and post-disaster recovery mechanisms and practices.

On the whole, the capacity of the IATC has been strengthened which has increased regularity of the meetings, increased the number of participants, improved information sharing and planning for disasters. There is a paradigm shift in the worldview of relevant MDAs, UN agencies and CSOs from disaster response and recovery to coordinated planning and preparedness. There is more appreciation of the need to interface and share information and plan for disasters before they occur in order to reduce and mitigate effects.

There has been a significant change in awareness about disasters and their impact on livelihoods throughout the districts visited while conducting this exercise. There is also significant appreciation of early warning systems as well as knowledge of climate change adaptation strategies like water

harvesting technologies and strategies. Like at the national level, there is also more acceptance of the importance of preparedness rather than response and recovery.

With the establishment of the NECOC, Government confidence levels have increased since DRR institutional capacity has been elevated. Whereas the evaluation mission was able to confirm the capacity and facilities of the NECOC, its utilisation by other MDAs was still minimal.

There is now an authentic Country Hazard Atlas – an aggregated profile for the country, which has been used albeit in a limited scope so far, but with potential of facilitating evidence-based decision-making.

The mission also found out with the Country hazard Atlas, there is an authentic and aggregated database on DRR issues in place, which is a source of credible information to all deserving users. Nonetheless, the Country Hazard Atlas, which is hosted at the NECOC, is yet to be fully utilised by the relevant MDAs, humanitarian agencies, other members of the national platform and other stakeholders.

Through post-disaster support, both national and district officials have the capacity to carry out gender-sensitive assessment of disasters in their areas. However, the enhanced capacity to conduct post-disaster assessments as well as post-disaster response is still inadequate.

Communities now have access to water for domestic use and for their animals. There is mind-set change in the community towards adapting to new technologies. Community members are now flexible and adaptive; accept new ways of doing things unlike in the past when all external assistance was rejected; and are now committed and devoted to working and reducing the effects of dry spells and water shortages in their areas. Through the Cash-For-Work (CFW) strategy, community members used the money to buy household items, which enhanced their livelihoods.

The conceptual understanding of DRM for communities, local governments and other stakeholders at different levels of government has been greatly enhanced as a result of the project. Despite this increased conceptualisation of DRM issues, there are variations in the manner different communities prepare for and manage disasters.

The project was also able to produce a pool of human resources at both national and sub-national levels with knowledge in DRR themes, which was scanty before. This pool has been able to variably create awareness on DRR issues in their respective places of work. OPM officials are using the knowledge to enhance their performance.

Sustainability

- a) There are established and effective linkages between project components, especially capacity building, and institutional strengthening mechanisms which will ensure that without project support, the institutions are effective and the agencies and officers have the capacity to leverage resources and institutions to plan and implement functions;
- b) Adequate project flexibility has facilitated quick adaptation to changing circumstances;
- c) Response to new opportunities –for example, OPM and other MDAs will be able to utilise the amended Public Finance Management Act to respond to post-disaster recovery situations;
- d) Enhanced risk management capacity of the communities which are now in position to develop plans and implement them; and

- e) Integration of the priority functions of the programme into government systems, e.g. the national platform and the early warning systems (the NECOC).

Challenges

- The relevance of the project was challenged by lack of knowledge on project implementation structures by sections of stakeholders and beneficiaries.
- Relevance was also tested by limited participation of stakeholders in project design.
- Local Government officials, including technocrats and politicians, were not fully involved in CRM project management processes and limited their roles to identification of beneficiaries and ad hoc monitoring of progress.
- The evaluation established that the internal processes of disbursement of the respective funds to the IPs by UNDP in some cases took a considerable amount of time.
- Some functions required longer periods than planned to implement.
- In other instances, the consultants were also relatively expensive and quite often unreliable in delivery.
- Short period for project implementation makes it difficult to measure results at outcome and impact levels. By end of project, some activities were still being implemented and thus it was difficult to measure the changes realised as a result of the interventions.
- While UNDP uses a 'phase-down' strategy for national-level interventions at the NECOC and the IATC, at community level the project used a 'phase-over' strategy, which has caused constraints with regard to sustainability.

Recommendations

- UNDP should provide a bridging fund to complete priority areas not completed under the ended project;
- Future programmes should meaningfully involve all key stakeholders including beneficiary communities and local governments in the design and implementation planning processes;
- Future programming for DRR should explore options of utilising district-based technical staff that have the expertise and understand the local context;
- Such future projects should focus on strengthening institutional capacity of key stakeholders, more especially the NPA for mainstreaming purposes;
- A phase-down strategy for exit should always be preferred for government projects for purposes of sustaining the actions at project end;
- UNDP and OPM should develop and strengthen a multi-level integrated and coordinated approach to disaster preparedness, management, response and recovery; and,
- UNDP should move out of direct implementation and focus more on strategic management issues.

CHAPTER ONE: INTRODUCTION

1.1 INTRODUCTION

This is a report of the evaluation that was conducted for the, “Strengthening capacities for Disaster Risk Management and Resilience Building” project that was implemented by UNDP with support from the Office of the Prime Minister between 2013 and 2016. The evaluation mission was headed by Godfrey Bwanika and undertook the assignment in the months of February and March 2017 in selected places in the country. The report is structured under four chapters, i.e. Introduction; Methodology and approach to the evaluation; Findings; and, Conclusions and Recommendations.

1.2 DESCRIPTION OF THE INTERVENTION:

Uganda is susceptible to highly devastating disasters, including hydrological, geological, climatic and human-induced ones that exert a significant toll on its population and impose significant socio-economic costs which, to some extent, affect the country’s ability to maximize the benefits of economic growth and social development. Over the past decades, the incidence of devastating disasters has increased in frequency, intensity and geographical spread.

With impacts of climate variability and change becoming more pronounced, leading to increasing incidence of climate-induced disasters and wide-ranging impacts on the lives and livelihoods of people, the need to mainstream disaster risk reduction and climate change adaptation into the development planning process and build capacities for reducing and mitigating their impacts has been recognized by the Government of Uganda (GoU) in the National Development Plan (NDP) and other policy pronouncements. In the face of the challenges associated with the hazards, risks and vulnerabilities, the country is still constrained by: nascent institutional systems and frameworks; inadequate administrative capacities; overwhelming dependence of communities on natural resources for sustenance; low development status of economy; and, close interface between impacts of disasters and climate change with the social stability and preservation of socio-economic livelihood patterns. The project was developed against this background to contribute towards strengthening the disaster risk reduction and climate adaptation agenda in the country and building community resilience.

To address this situation, the GoU developed and passed the National Policy for Disaster Preparedness and Management with the purpose of creating and promoting a disaster preparedness and management system that safeguards the country against disasters and ensures the continued productive capacity of the people.

Based on the UNDAF and the UNDP CPD (2010-2014) and founded on the goals, objectives, principles and strategies of the National Policy for Disaster Preparedness and Management, the project, ‘Strengthening Capacities for Disaster Risk Management and Resilience Building’, was established in 2013 to support the Office of the Prime Minister in strengthening its capacity for disaster risk reduction, preparedness and humanitarian response, including mitigation of, and adaptation to, climate change; and, building capacity for risk reduction, response and recovery among communities affected by disasters and climate-induced risks.

The project focused on strengthening the capacity of institutions to enhance disaster risk reduction and establishing systems and mechanisms for disaster risk management. The project followed the strategic objectives and priority areas outlined in the National Policy for Disaster Preparedness and

Management and the Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters. The project had the following Result Areas:

- Strengthened national disaster risk reduction institutions, enhanced sectoral coordination and disaster risk reduction mainstreamed into national and sector-specific development policies and projects;
- Evidence base for disaster risk reduction generated and post-disaster recovery strengthened;
- Enhanced community resilience to disaster; and,
- Training and capacity building for comprehensive disaster risk reduction.

1.3 DEVELOPMENT CONTEXT OF THE PROJECT:

Following the adoption of the National Policy for Disaster Preparedness and Management in 2013 which shifts the focus and orientation of programmes and initiatives in the country from being reactive and response-oriented to being proactive and focused on the management of risks, the Government initiated the process of setting up the institutional mechanisms required for holistic disaster risk management at national and district levels. Efforts to develop national legislation also began in earnest.

1.4 PURPOSE OF THE EVALUATION:

The purpose of an independent terminal evaluation was to: assess the project's achievements against the set objectives; identify and document lessons learnt (including design issues, lessons and best practices that can be up-scaled or replicated); and quantify the project's contribution to the Government of Uganda's efforts vis-à-vis national and international commitments to disaster and climate risk reduction and the implementation of the National Policy for Disaster Preparedness and Management.

As an integral part of the project cycle, the evaluation analysed the effectiveness, efficiency, relevance, impact and potential for sustainability of the project. It also identified factors that affected project implementation and facilitated or impeded the achievement of the objectives and attainment of results. It is expected that findings from the evaluation will be used by UNDP, the Office of the Prime Minister, district local governments and local communities who are the main beneficiaries of the project.

1.5 OBJECTIVES AND SCOPE OF THE EVALUATION:

The main objective of the evaluation was to assess project implementation, including how the design of the project has impacted on implementation, results, relevance, effectiveness, efficiency, sustainability, unexpected effects, and lessons.

The subject of the evaluation was the project outcomes and outputs as well as the project processes by highlighting the results, challenges faced, lessons learnt, recommendations, and the impact on the targeted beneficiaries. The evaluation coverage included the logic and underlying assumptions upon which the strategy was originally developed, and the implementation strategy that has actually been adopted.

The findings from this evaluation will, where necessary, be used to improve on design, implementation and management of future projects and interventions. The evaluation covered Project beneficiaries namely: Office of the Prime Minister (Department for Relief, Disaster Preparedness and Management); district local governments; UN agencies; Donors -- Sweden

(Integrated Climate Risk Management Programme) and Japan (Enhancing Food Security, Livelihoods and Resilience Building in Karamoja Region).

1.6 EVALUATION QUESTIONS:

In order to achieve the purpose/objectives of this evaluation, the evaluation addressed the following issues and questions:

1. Assess the relevance and appropriateness of the project design to the achievement of project results as well as the National Policy for Disaster Preparedness and Management and UNDP's mandate and UNDAF/Country Programme Document.
2. To what extent have project key objectives, goal and project specific outputs and outcomes been achieved? What were the unintended consequences of this project?
3. What relationships and partnerships were most effective in terms of delivering expected results? Specifically, assess the strengths and weaknesses of direct and tangential partnership arrangements of the project with stakeholders in delivering project objectives.
4. To what extent were the project financial resources available and appropriately utilized? Appraise the value for money in the utilization of resources.
5. Assess the role of the project in contributing to gender concerns/equality and the empowerment of women.
6. What project sustainability measures were put in place and what factors are likely to affect project sustainability? How well has the project used the information generated by the performance indicators during project implementation to adapt and improve the project?

Overall, the evaluation analysed lessons and proposed recommendations on aspects that have contributed or hindered the attainment of project objectives, sustainability of project benefits, innovation, catalytic effect and replication, and project monitoring and evaluation. The evaluation also provided well-formulated lessons to inform future investment in disaster risk management in Uganda.

CHAPTER TWO: METHODOLOGY

2.1 INTRODUCTION:

This chapter introduces the evaluation approach, data sources and collection methods and procedures, the sample design and population, as well as data analysis methods.

2.2 EVALUATION APPROACH:

This evaluation has provided evidence-based information that is credible, reliable and useful. The lead consultant identified a support team that had wide experience on conducting and successfully executing similar assignments. The evaluation team reviewed all relevant sources of information, including documents prepared during the preparation phase, the project document, project reports including annual project reviews, project budget revisions, lesson learned /monitoring reports, national strategic and legal documents, and other materials that the team considered useful for this evidence-based review.

The evaluation followed a collaborative and participatory approach, ensuring close engagement with the project team, government officials, the UNDP Country Office, technical advisers, and other key stakeholders. Engagement of stakeholders was vital to a successful evaluation and included interviews with stakeholders who had project responsibilities, including but not limited to: executing agencies, senior officials and task team leaders, key experts and consultants in the subject area, project steering committee, project stakeholders, academia, local government officials and CSOs, etc. Additionally, the evaluation team conducted field missions to selected project target areas where the team interfaced with different project responsible parties and conducted site verifications.

The evaluation specifically assessed the following aspects of the project:

- 1) **Project Concept and Design:** The evaluation assessed the project concept and design, and the relevance of indicators and targets set for the project, insofar as they have impacted on the achievement of project targets. The evaluation reviewed the problems addressed by the project and the project strategy, encompassing an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to cost-effective alternatives.
- 2) **Implementation:** The evaluation was undertaken in a highly participatory manner using appropriate appraisal techniques - desk reviews, interviews with key informants, focus group discussions with primary and secondary beneficiaries of the project were conducted for validation of results and outcomes from the field. Implementation of the project in terms of quality, timeliness of inputs, efficiency and effectiveness of activities carried out was also evaluated. The effectiveness of management as well as the quality and timeliness of monitoring and backstopping by all parties to the project was evaluated. While assessing the project's results, the final evaluation sought to determine the extent of achievement and shortcomings in reaching the project's objectives as stated in the project document and also identify any alterations, if any, and whether or not those changes were approved and implemented.
- 3) **Project Outputs and Outcomes:** The evaluation assessed outputs, outcomes and impact achieved by the project, as well as the likely sustainability of project results. This encompassed an assessment of the achievement of the immediate objectives and the contribution to attaining the overall objective of the project. The evaluation also assessed

the extent to which implementation of the project had been inclusive in delivering to the intended or targeted beneficiaries, as well as examining any significant unexpected outcomes.

2.3 DATA SOURCES AND COLLECTION PROCEDURES:

Document Review:

During the preparatory phase, a review of documents was undertaken in order to build a strong theoretical framework for the evaluation. A list of the following documents was reviewed: Project document 2013, Project annual work-plans (2013, - 2016), National Development Plan (2014/15-2019/2020), National Policy on Disaster Preparedness and Management 2013, Training Manual in Disaster Preparedness and Management, Disaster studies (Kasese, Karamoja), Communications Plan, among others.

Key Informants:

Interviews were conducted with key respondents knowledgeable about the partnership between UNDP and OPM. Some of the respondents were from UNDP including the International DRRM Advisor and DRRM Analyst. Respondents from OPM DPM included the Commissioner DRRM, the Assistant and other Officers from the Department. From Implementing Partners, the evaluation mission interviewed RAN, MUK, UPDF, C& D, HJIRA and IIRR. Other key informants were from the districts, including the Chief Administrative Officers and other officers relevant to DRR and CRM matters. Key informant interviews were also conducted with some affected individuals/households to capture their voices and experiences on the project. These were purposively selected with the help of the community leaders and their proximity to the affected areas.

Focus Group Discussions:

Focus group discussions (FGD) were conducted to elicit respondents' impressions, interpretations, and opinions especially with affected and beneficiary communities.



A FGD discussing the effect of tsetse fly traps in Namalu

2.4 SAMPLE AND SAMPLING:

Respondents were identified through a process of clustering the evaluation area into regions. The regions included: Karamoja, Teso, Rwenzori, Oruchinga Camp, and Kampala. In addition, the different disaster categories were used to determine the specific areas to visit in order to establish the effect of the project in terms of strengthening disaster and risk reduction capacity of the OPM, district local governments, and the affected communities. Here below is detailed breakdown of the geographical regions, the corresponding disasters, and districts and sub counties visited. A justification of the proposed areas is also provided under column 1 of Table 1 below.

Table 1: Categorization of Respondents

Disaster Category	Region	District	Sub county	Respondents
Drought	Karamoja	Amudat, Nakapiripirit	Amudat	CAO, DAO, LCV, SC Chief, LC III, LC I, CM
Floods	Teso	Kaberamaido	Alwa	CAO, DWO, LCV, SC Chief, LC III, LC I, CM
Land slides	Mbale	Bududa	Bushiya	CAO, DE, LCV, SC Chief, LC III, LC I, CM
Flash Floods	Rwenzori	Kasese	River Nyamwamba	CAO, DWO, LCV, SC Chief, LC III, LC I, CM
Epidemics	Central	OPM/Masaka	Kimanya, Bukakata	CAO, DVO, LCV, SC Chiefs, LC III, LC I, CM
People displacement	Mbarara	Isingiro	Oruchinga Settlement	RDC, CAO, LCV, SC Chiefs, LC III, LC I Camp leaders, (10)
Earthquakes	Central	OPM/Rakai		RDC, CAO, LCV, SC Chiefs, LC III, LC I (7)

2.5 DATA ANALYSIS:

The evaluation process largely collected qualitative data as the nature of the project demanded detailed engagement of project participants. The evaluation mission identified themes from the data collected and grouped it according to the evaluation parameters. This was integrated with views and opinions from focus group discussions and the evidence triangulated.

3. CHAPTER THREE: FINDINGS

3.1 INTRODUCTION:

This section presents findings on the five analytical themes of relevance, effectiveness, efficiency, impact and sustainability. It also includes Lessons learned, best practices as well as challenges.

3.2 RELEVANCE:

Evaluation Questions and Issues:

Assess the relevance and appropriateness of the project design to the achievement of project results as well as the National Policy for Disaster Preparedness and Management and UNDP's mandate and UNDAF/Country Programme Document.

Uganda has witnessed highly devastating disasters, both climate and human-induced, that have exacted a significant toll on its population and which, to some extent, have affected the country's economic growth and social development achievements. The country is still constrained by a number of issues including: insufficient evidence-base for prioritizing geographical, sectoral and hazard-specific interventions; lack of real-time weather and climate monitoring and tracking as well as early warning generation capacity; lack of mainstreaming of disaster and climatic risks in national, sub-national and sectoral development planning processes; lack of awareness and preparedness at community level; absence of post-disaster response and recovery mechanisms and planning; inadequate capacity at national and sub-national levels; and, lack of DRM legislation to support implementation of the National Policy.

UNDP, under the UNDAF 2010-2014 for Uganda through the project, "Strengthening Capacities for Disaster Risk Management and Resilience Building", supported GoU (particularly the Office of the Prime Minister, Local Governments and vulnerable communities) to manage and utilise the environment and natural resources for improved livelihoods and to cope with the impact of climate change. UNDP supported GoU to achieve national development goals enshrined in the Vision 2040 and commitments towards the realisation of the Millennium Development Goals. UNDP, in close partnership with the OPM, contributed towards Outcome 2 of the UNDAF by strengthening the capacity of institutions to enhance DRR, both at national and district levels. The UNDAF, the Country Programme Document, and the National Policy on Disaster Preparedness and Management contributed significantly towards operationalizing the priorities set in the Hyogo Framework for Action. The project was aligned with the overall strategic guidance for disaster risk reduction enshrined in the National Policy and the development objectives outlined in the National Development Plan II. Table 2 below illuminates the alignment further.

Table 2: Alignment of Project Objectives

UNDAF Outcome 2	UNDP Programme (2010-14)	Country	National Policy on DPM	Project (2013-2016)
<p>2. Vulnerable segments of the population increasingly benefit from sustainable livelihoods and in particular improved agricultural systems and employment opportunities to cope with the population dynamics, increasing economic disparities, economic impact of HIV&AIDS, environment shocks and recovery challenges by 2014.</p> <p>2.2 Vulnerable communities, government, civil society and the private sector are sustainably managing and utilizing the environment and natural resources for improved livelihoods and to cope with the impact of climate change.</p>	<p>Improved access to justice and strengthened capacity of institutions to enhance community security and disaster risk reduction particularly for women, in selected post-conflict districts.</p> <p>Outcome 2.3: To strengthen institutional capacity for the Government of Uganda (GoU) in climate change adaptation and mitigation and environment and natural resources and disaster risk management.</p> <p>2.3 Output: 2.3: Institutional frameworks and capacity for sustainable environment and natural resource management, climate change adaptation and mitigation and disaster risk management in place</p>		<ul style="list-style-type: none"> • Establish an integrated & multi sectoral approach to disaster management • Promote and build a culture of disaster risk reduction & climate risk management • Provide a basis for the formulation of a comprehensive disaster management legal framework • Establish an institutional framework for disaster preparedness & management • Establish an effective M&E system • Provide for an effective information management system 	<ol style="list-style-type: none"> 1. Strengthen national DRR institutions 2. Enhance sectoral coordination and mainstream DRR into national and sector-specific development policies & programmes 3. Generate evidence base for DRR & strengthen post-disaster recovery 4. Enhance community resilience to disasters 5. Training & Capacity building for comprehensive disaster risk reduction

The development of the “Strengthening of the Capacity for Disaster Risk Management and Resilience Building” project was based on the United Nations Development Assistance Framework (UNDAF), the Hyogo Framework for Action, the UNDP Country Programme Document (CPD) (2010-2014), and Uganda’s National Policy on Disaster Preparedness and Management. The project sought to strengthen the capacity for disaster risk reduction, preparedness and humanitarian response,

including mitigation of, and adaptation to, climate change and building capacity for risk reduction, response and recovery among communities affected by disasters and climate-induced risks. It aimed to: strengthen the institutional capacity of the Government of Uganda through enhancing sectoral coordination and mainstreaming disaster risk reduction into national and sector-specific development policies and programmes; generate evidence base for disaster risk reduction and strengthen post-disaster recovery; enhance community resilience to disasters; and, build local capacity for comprehensive disaster risk reduction.

3.3 EFFECTIVENESS:

Effectiveness was largely acknowledged and appreciated from the specific vantage point of the different stakeholder categories in the project. The evaluation mission perceived effectiveness from two angles, i.e. programmatic effectiveness and operational effectiveness. Programmatic effectiveness was based on the four expected result areas and the ten specific outputs. Operational effectiveness focused on the extent to which project processes exploited and benefitted from existing systems; and on how partnership in the project added value to their respective operations.

3.3.1 PROGRAMMATIC EFFECTIVENESS:

Table 3: Effectiveness of Strengthened National and Sub-National DRR Institutions

Result 1: Strengthened National DRR Institutions, Enhanced Sectoral Coordination and DRR mainstreamed into National and Sector-Specific Development Policies and Projects				
Intended Outputs	Indicative Activities	Ratings/Expectations		
		Above	As planned	Below
Output 1: National and Sub national platforms/coordination mechanisms on DRR-CCA fully operational - OPM, MoGLSD, DLGs, UNDP	1.1 Support to national platforms/IATC and DDMCs to activate a coordination mechanism and to strengthen coordination capacity; 1.2 Include participation of women in the national platform; 1.3 Facilitate protocols for information sharing and joint activities at national, district, and sub-districts; 1.4 Develop gender-sensitive strategic programme & investment framework for the DPM; 1.5 Strengthen coordination amongst members of UNCT Task Force on DRR; 1.6 Develop data base of on going activities; 1.7 Formulate DRR-CCA framework to integrate DRR into ongoing Climate Change programmes.		✓	
Output 2: Operationalise	2.1 Design and establish NECOC;		✓	

NECOC and strengthen early warning generation and dissemination - OPM, MoESTS, UNDP	2.2 Develop SOPs for NECOC; 2.3 Build capacity of staff manning NECOC and national hydro-met agency; 2.4 Develop SOPs for info sharing on early warning and climate info between national hydro-met agency and disaster management nodal departments; 2.5 Develop a national early warning system (EWS); 2.6 Revise EWS guidelines and reporting formats; 2.7 Develop interactive database on the EWS.			
Output 3: Mainstream DRR-CCA into national and sector specific development plans	3.1 Develop/review national planning guidelines from a disaster and climate-proofing perspective; 3.2 Build capacity of NPA and one specific agency; 3.3 Develop disaster and climate proofing code.			✓

Output 1: National and Sub-national platforms and coordination mechanisms on DRR-CCA fully operational:

The project supported the reactivation of the national platform as well as sub-national platforms for coordination and planning on DRR-CCA in the country. At national level, the project supported the meetings of the Inter Agency Technical Committee (IATC), which was erstwhile dormant. UNDP met the venue costs and also provided refreshments for participants. Most meetings took place at Golf Course Hotel every last Thursday of the month between 2.30 and 5.00 pm. The evaluation mission was able to ascertain that these meetings were taking place and recently a decision was taken on the venue and the monthly forum meets on the 6th floor of the OPM offices. UNDP is still providing refreshments for participants.

In addition, the project supported the development of a national early warning system by training 20 staff of OPM in the use of Open Data Kit (ODK) – a mobile phone software used for reporting disasters. Other support at national level towards strengthening the capacity of the DRR platform included: design of the national database for receiving, analysing and disseminating information to relevant agencies on disaster occurrences; strengthening the coordination among UNCT members on DRR issues; developing gender-sensitive Strategic Programme and Investment Framework for Disaster Preparedness and Management (SP/IF DPM); and formulating the DRR-CCA framework for integrating DRR issues into on-going climate change programmes. The evaluation mission established that the planned activities were implemented as planned, save for the development of the SP/IF DPM which remains in draft form because of delayed procurement of consultancy services.

At sub-national level, the project supported strengthening the capacity of district platforms for sharing information and planning for disasters in the respective districts. The trainings were conducted at ten centres in the country – Arua, Lira, Gulu, Mbale, Soroti, Mukono, Mbarara, Kabale, Masaka and Jinja. They took place between February 2015 and January 2016 and were facilitated by

technocrats from OPM, UNDP, UNMA, MoWE, MUK, among others. Under this initiative, selected members of the District Disaster Management Committees (DDMCs) were trained in DRR-relevant themes including, but not limited to, Early Warning Systems (EWS) and Climate Risk Management, mainstreaming DRR issues in plans and budgets, contingency planning, among others. They were also sensitised on the national policy on Disaster Preparedness and Management. They were also supported with mobile phones and trained on how to use them to do reporting. In addition, DDMC members were trained on the use of Open Data Kit (ODK) – a mobile phone software – and received 200 mobile phones for reporting disasters. The team established, however, that out of the 250 mobiles phones procured 50 pieces were still in store, yet to be issued out.

Conclusion: The evaluation mission is of the opinion that all activities under this output were implemented as planned and output achieved as expected.

Output 2: Operationalise NECOC and Strengthen Early Warning Generation and Dissemination:

The project supported Government in the design, establishment and operationalisation of the National Emergency Operations and Coordination Centre (NECOC). The NECOC is a central facility for coordination of national early warning systems (NEWS), disaster, climate modelling, coordination of emergencies, response and recovery activities. The project secured four rooms for the NECOC, each with a specialised role, i.e. (i) Situation Room where emergency reports are received and processed; (ii) Briefing Room where managers give updates on HRDs, which is also used in crisis management; (iii) Training and Operations Room where technocrats sit and plan during emergencies; and, (iv) Communications Room for communicating updates and early warning messages. The project also procured hard infrastructure – computers, screens, and other communication and electronic equipment. The five screens are used for (i) live feeds especially from UNMA and also inform integrated early warning systems; (ii) Spatial analysis including hydrological assessments; (iii) Disinventar for analysing data, among others.

Various trainings were conducted for staff of various agencies in relation to the functionality of the NECOC, i.e. (i) Trainings and simulations on technical and scientific aspects of DRR analysis for MDA staff – OPM, MoWTC, MoWE, UNMA and MUK conducted at the NECOC; (ii) Drills and simulations in spatial analysis, artificial intelligence for MDAs staff conducted by experts from the Atomic Energy Council and UN Volunteers from Canada; (iii) Training for 20 staff from OPM on use of mobile phones for reporting using ODK software; and (iv) Training 15 MDA staff in Geo-Net Cast (GIS) – a spatial analysis programme.

The project supported the development of Standard Operating Procedures (SOPs) for information sharing on early warning and climate information between UNMA and disaster management nodal departments; and, developed an interactive data base at the NECOC for reporting on and responding to disasters in the country as part of strengthening early warning generation and dissemination. However, guidelines and reporting formats were not revised as planned.

Conclusion: The Evaluation mission is of the opinion that activities for this output were largely implemented and planned output achieved.

Output 3: Mainstreaming DRR-CCA into National and Sector Specific Development Plans

The evaluation team was interested in getting respondents' opinions and views on output 3, i.e. mainstreaming DRR-CCA into national and sector-specific development plans. Respondents were aware of training conducted by RAN for OPM staff and other MDAs on mainstreaming DRR-CCA in

agency plans. Respondents were non-committal on any sector that had mainstreamed DRR-CCA issues in their investment plans. Also, there was no evidence of any effort to develop national planning guidelines from a disaster and climate-proof lens, nor evidence of disaster and climate proofing of the building code.

The evaluation mission established that at sub-national level, some districts were able to develop and complete contingency plans while the majority made initial attempts and got capacity challenges in completing them. Contingency plans were crucial as a stepwise effort to integrate and mainstream DRR-CCA in District Development Plans (DDPs).

Conclusion: It is the opinion of the evaluation team that several activities for this output were not implemented as planned and thus output achievement was below expectation.

Table 4: Effectiveness on Generation of Evidence Base for DRR

Result 2: Evidence Base for DRR Generated and Post-Disaster Recovery Strengthened				
Intended Outputs	Activities	Ratings/Expectations		
		Above	As Planned	Below
Output 4: Conduct national HRVA (OPM, DLGs, UBOS, UNDP)	4.1 Develop a methodology for gender-sensitive HRV assessment; 4.2 Conduct national hazard, risk and vulnerability assessment; 4.3 Upgrade existing hazard maps and make them available on the GIS platform; 4.4 Identify and prioritise vulnerable districts and prepare their disaster risk profiles.		✓	
Output 5: Support development of national disaster data base	5.1 Develop national disaster data base 5.2 Develop protocol for sharing weather/disaster data/information between ministries / agencies 5.3 Establish linkages with regional / international institutions/organisations		✓	
Output 6: Strengthen Post-Disaster recovery	6.1 Formulate gender-sensitive post-disaster needs assessment guidelines; 6.2 Build capacity for recovery and PDNA; 6.3 Establish a beneficiary tracking system including sex and age disaggregated data		✓	

Output 4: Conducted a National Hazard, Risk and Vulnerability Assessment:

The evaluation was interested in establishing respondents' awareness of whether the project conducted a national hazard, risk and vulnerability assessment. All respondents at both national and sub-national levels were aware of HRV assessment exercise for the 112 districts of the country. The exercise began with the development of the assessment methodology, followed by the assessment exercise that was participatory and conducted up to sub county level. The country now has a National Risk Atlas, which is an improvement from the earlier hazard maps that were devoid of risk assessments. The profiles have accordingly been upgraded on a national GIS platform housed at NECOC to enable easier online access for different stakeholders. The HRV assessment was able to establish disaster 'hotspots' in the country in the Mt Elgon, Rwenzori, Karamoja region and Teso regions with seven high vulnerability districts of Kasese, Bududa, Bulambuli, Kaberamaido, Ntoroko, Amudat and Nakapiripirit. Project support enabled these high HRV districts to develop and complete their respective contingency plans.

Conclusion: Activities under this output were implemented and thus the evaluation team is of the view that the output was achieved as planned.

Output 5: Development of National Disaster Database:

Output 5 of the project focused on development of national disaster database. The database was developed and established within the NECOC. Protocols for sharing weather and disaster data and information among MDAs were also developed by the NECOC DRR Data Analyst. Under this output, the project supported government officials to attend national, regional and global forums including the World Humanitarian Summit, UN World Conference on Disaster Risk Reduction, World Bank Understanding Risk Conference, among others.

Conclusion: Activities for this output were largely implemented and thus the output achieved as planned and expected.

Output 6: Strengthen Post-Disaster Recovery:

In order to strengthen post-disaster recovery, the project supported the formulation of gender-sensitive post-disaster needs assessment guidelines. However, it was only staff of OPM and UNDP project team who knew about these guidelines. Under this output, a beneficiary tracking system, including sex and age disaggregated data, was established as planned and was used in resettling migrants from Tanzania who were temporarily resettled in Rakai and finally in Kyegegwa. Training in Post Disaster Needs Assessment (PDNA) was conducted for 24 staff of the HRV districts and from MDAs. Other support included debris clearance at Kilembe Mines Hospital, where the Kasese flooding in 2013 directly affected one of the structures. The project also supported a number of efforts by OPM in strengthening of bridges and road clearance to make affected areas accessible to relief and recovery efforts – in Kasese focus was on reconstructing damaged bridges of Katiri in Kilembe, Kyanjuki in Kilembe; Mubuku in Hima; and Nyamwamba.

Conclusion: Activities under this output were implemented and the evaluation team is of the view that this output was achieved as planned and expected.

Table 5: Effectiveness of Enhanced Community Resilience to Disasters

Result 3: Enhanced Community Resilience to Disasters				
Intended Outputs	Activities	Ratings /Expectations		
		Above	As Planned	Below
Output 7: Community-based disaster and climate risk management OPM, DLGs, UNDP	7.1 Identify community level DRR - CA and contingency planning in districts;		✓	
	7.2 Build capacity of communities especially women on DRR, CCA, contingency planning, response / recovery;			
	7.3 Develop capacity of representative institutions (to include at least one women's group).			
Output 8:	8.1 Develop a knowledge management/communication		✓	

Knowledge Management and Awareness Generation - OPM, MUK, MoGLSD, UNDP	plan and media strategy;			
	8.2 Develop gender-sensitive DRM communication materials;			
	8.3 Observe special days/events on DRR;			
	8.4 Manage knowledge through practice building approach;			
	8.5 Establish partnership with MUK through collaboration with the ADPC and initiatives like on knowledge management.			

Output 7: Community-Based Disaster and Climate Risk Management:

In an effort to enhance community-based disaster and climate risk management good practices, the evaluation confirmed that innovative community risk reduction and climate adaptation approaches were piloted in six districts of Bududa, Amuria, Kasese, Bulambuli, Bundibugyo and Katakwi. This intervention was premised on leveraging local resources and indigenous knowledge to develop comprehensive community disaster risk management planning systems. The evaluation mission was able to find such structures in Bududa and Kasese districts as selected samples. The mission also got evidence of support to establish early warning systems – bicycles, megaphones, mobile phones, and 4 motorcycles for 2 districts. All respondents who included district officials and beneficiary community members were aware of these community-based disaster risk reduction strategies.

A training Manual for CRM was developed and incorporated into the National Early Warning System (NEWS) training, specifically to facilitate LG institutions to adapt to climate change and manage associated risks. The evaluation team ascertained the 144-page manual that was available in soft copy to most districts and other stakeholders. RAN developed the manual with close technical support from UNDP and OPM.

Through outsourced services –a consortium of C&D, ACTED and ZOA in the Karamoja area, IIRR in Kasese and Bududa and HJIRA in Oruchinga, Isingiro district, a series of trainings were conducted at community level to enhance community-based CRM strategies. The communities were supported to develop conservation measures which included tree planting, watershed management, SMART agricultural technologies, water harvesting technologies and improved energy sources for cooking.

Conclusion: Most of the planned activities were implemented and the output achieved despite natural disasters including prolonged dry spells in the project areas.

The mission was of the considered opinion that the community-based interventions were appropriate and effectively implemented because of a number of factors: (i) blending social protection with productivity, thereby enhancing interventions that reconstructed livelihoods and improved food security; (ii) jointly promoting livelihoods diversification and risk reduction measures in order to improve coping mechanisms and adaptation strategies; and (iii) promoting the use of CFW and direct cash transfer schemes and in due course reinvigorating the local economy.

Output 8: Knowledge Management and Awareness:

As part of project support, a Knowledge Management and Awareness Generation Strategy was developed to create and disseminate knowledge on disaster risk reduction and climate change adaptation strategies. To strengthen the country's knowledge management platform, the project in partnership with Makerere University Department of Geography and Geo informatics published a book entitled, 'Disasters and Climate Resilience in Uganda: Processes, Knowledge and Practices'. A number of other project-supported studies were conducted including: 'Study of the Flooding in Rwenzori Mountains for Effective Disaster Risk Management'; 'Community Based Resilience Analysis (COBRA) in Karamoja Sub Region'; 'Disaster Risk Management and Climate Change Adaption Communication and Media Engagement strategy'. The project also supported four research studies of which three are already published. The project was also able to observe special days and events related to DRR since 2014 when the NECOC was launched at the OPM. However, the evaluation team did not find evidence in the development of gender-sensitive DRM communication materials for dissemination to all stakeholders.

Conclusion: Most activities for this output were implemented and the output realised as planned/expected.

Table 6: Effectiveness on Training and Capacity Building for Comprehensive DRR

Result 4: Training and Capacity Building for Comprehensive DRR				
Intended Outputs	Activities	Ratings/Expectations		
		Above	As	Below
Output 9: Training & Capacity Needs Assessment - OPM, MUK, UNDP	9.1 Conduct capacity needs assessment; 9.2 Pattern with training and academic institutions like MUK, ADPC, and ongoing UNDP initiatives like CADRI			✓
Output 10: Development of Training modules and conducting training programmes - OPM, MUK, UNDP	10.1 Develop targeted training modules and materials for different thematic areas; 10.2 Conduct DRM professional certification courses; 10.3 Establish linkages with regional and international training and academic institutions		✓	

Output 9: Training and Capacity Needs Assessment:

The need to build the capacity of key national and sub-national administrative departments, agencies and stakeholders was noted as one of the crucial elements and challenges during the inception of the project. The evaluation team established that OPM, UNDP and RAN identified key relevant offices at district level to benefit from the project and these were: the CAO's office in charge of DRR, the Production Officer and the Natural Resources Officer/Environment Officer. No holistic and countrywide assessment of training and capacity gaps was conducted.

Conclusion: This activity was not systematically executed since it did not follow known training needs and capacity assessment methodologies.

Output 10: Development of Training Modules and Conducting Training Programmes:

The project also focused on building capacity and skills on DRR and CRM within the national nodal MDAs and districts through the participation of technical staff. All planned trainings for national staff of OPM and other MDAs were conducted and staff acquired more knowledge and skills in DRR matters. Nonetheless staff would not know beforehand when the trainings would take place – i.e. there was no evidence on training schedule and for which themes that was issued out to beneficiary trainees. At other times, planned trainings were postponed over delays by UNDP to release funds to support the function.

3.3.1 OPERATIONAL EFFECTIVENESS:

In the judgment of the Evaluation mission and basing on overall responses, the following strategies enabled effective implementation of the project:

Table 7: Effectiveness of Project Operational Dynamics

Agency/Activity	Ratings/Expectations		
	Above	As Planned	Below
UNDP Experience and Technical Capacity		✓	
Working within Government Systems and Structures		✓	
Alignment of Programme Support with National Development Priorities		✓	
Community-Based Interventions		✓	
Partnerships	✓		

UNDP Experience and Technical Capacity: UNDP deployed vast experience in working with Governments and communities to establish and strengthen institutional, policy and legislative mechanisms, capacity building, risk assessments, community-based approaches across different thematic areas including DRR and Climate Change.

Alignment of programmatic support with National Development Vision and Strategy was another reason for programmatic effectiveness as it enhanced stakeholder compliance towards achieving shared goals and objectives.

Working within existing Government institutions and Systems: The project focused on strengthening systems and structures that are spelt out in the National Policy for Disaster Preparedness. The reactivation of the national platform for coordination and information sharing improved awareness on disaster issues in the country and increased appreciation of the linkages with different sectors.

Capacity Building: Capacity development approach which enhanced the management and technical capacities, systems and processes within GoU – building on existing capacities, systems and practices as well as complement development partners and donors support to the Government. For example, capacity was built and skills imparted on disaster and climate risk management themes within the national nodal MDAs and in the administrations of identified districts where technical staff of the Department of Relief, Disaster Preparedness and Management, Ministry of Water and Environment and key national departments, and district local governments participated in various trainings. The training improved knowledge and skills of the staff at both national and sub-national levels, which enhanced their effectiveness in managing disasters and climate information.

Decentralised and Community-Based DRR: The project's success was also realised because of focusing not only building the capacity of districts but also communities, which has led to reduction in disasters and has also speeded up response capacities at local administrations and community levels. The evaluation received overwhelming testimonies from beneficiaries in the Karamoja sub region who benefited from the “Enhancing Security, Livelihoods and Resilience Building Project” and others from Oruchinga who benefited from the ICRM project about their capacity to manage disasters. For example, community members from Nasonyoit A where a sub-surface dam was constructed by C&D attested that all community members and their animals had access to water all the year round and their water management committee ensured that the source was kept clean.

Partnerships and Collaborations: UNDP primarily partnered with the OPM at national level and with districts, specifically DDMCs, to implement the project. UNDP also partnered with UNHCR and UNICEF as well as international NGOs and the private sector to deliver project activities. UNDP also partnered with Makerere University to implement specific project components like research and training. All these have enhanced the effectiveness of UNDP in delivering on her mandate. Examples of successful partnerships include but are not limited to:

Partnership with Makerere University was a key success in offering a DRM post-graduate professional certification course. The course strengthened the knowledge and skills of both the national and district officials and facilitated the development of district contingency plans and the catalysed the current initiatives to mainstreaming of disaster risk management into national and local government planning processes.

UNDP also contracted the services of international NGOs, i.e. a Consortium of International Institute for Reconstruction and Development (C&D), ZOA and ACTED, to implement the Food Security, Economic Livelihoods and Resilience Building in Karamoja Region; International Institute for Reconstruction and Rehabilitation (IIRR) to implement CRM project in Kasese and Bududa; and HJIRA to implement ICRM in Oruchinga Refugee Settlement In Isingiro District. The mentioned INGOs had a lot of experience working on DRR-related projects and brought in complementary expertise for capacity development, risk assessment, and specialised adaptation innovations that have enhanced resilience amongst local governments and communities. For example, HJIRA's experience working with UNHCR was translated into good practices in implementing the ICRM in the host-refugee communities in Oruchinga. Therefore, the partnership leveraged technical expertise, and knowledge of implementing community DRR activities. Nonetheless, the evaluation learnt that some of these partnerships were relatively expensive compared to using district technical staff; and did not develop and implement exit strategies. Other disadvantages of UNDP/INGO partnerships noted by the evaluation mission were:

Variations in engagement of district specialised staff in project implementation, which in many cases restricted the role of the district to only monitoring progress of implementation. District officials from Amudat expressed concern over the Consortium's reluctance to involve them in project implementation in the area. Interaction with ZOA project management officials confirmed that the role of district officials was limited to only monitoring and the resources for doing so were also very limited. Yet in Nakapiripirit, the evaluation mission found out that district officials were more engaged in identification of beneficiaries and in technical supervision of construction of facilities.

Final ownership of the projects was also debatable because of poor exit mechanisms. In fact, apart from the ZOA project area of Amudat, most beneficiaries elsewhere were not aware the project had ended by the time of evaluation and this was noticed across all interventions – IIRR in Bududa and Kasese, C & D in Nakapiripirit, ZOA in Amudat and OPM trainings for district staff. For the constructed facilities, it was difficult to ascertain responsibility for operation and maintenance over and above user management committees.

The partnership between UNDP and other bilateral agencies, specifically Government of Japan and Government of Sweden, provided all the financial resources for the project. The initial project budget approved during the project launch in 2013 was USD 3,739,061. This included a funded budget of USD 810,000 and un-funded budget gap of USD 2,929,061. However due to emerging issues and increasing levels of vulnerability, additional resources were obtained from the Government of Japan under supplementary funding and Government of Sweden under the Integrated Climate Risk Management project to enhance communities' resilience to slow and fast onset disasters in the country.

However, effectiveness was constrained by:

- a) Minimal role for local administrative structures in CDRM projects – only at identification of beneficiaries – the project limited the role of LG officials to identification of beneficiaries and ad hoc monitoring.
- b) Related to a) above, there was insufficient technical supervision of especially construction of the physical infrastructure by UNDP and its Implementing Partners. This could be attributed to limited involvement of district-based technical officers, i.e. District Water Officer, District Engineer, Production Coordinator, District Natural Resources/Environment Officer. Nonetheless, this function improved later with projects implemented by C& D and HJIRA.

3.4. EFFICIENCY:

Evaluation Questions:

To what extent were the project financial resources available and appropriately utilized? Appraise the value for money in the utilization of resources.

The evaluation conducted efficiency analysis to ascertain the extent to which programme outputs were justified by the inputs and to establish whether at the design stage efficiency measures were embedded in the programme. Areas examined included: Budget realization and cost, programme investments per thematic area, factors that facilitated or constrained efficiency attainment in the course of UNDP implementation, and proposed ways for improvement in financial reporting

3.4.1 Project Implementation Duration:

The project was a three-year exercise that was implemented from 2013-14 to 2015-16. All planned activities under each result areas were implemented, apart from conducting trainings for NPA and

mainstreaming DRR in the national and sector-specific development plans. Cage farming in Oruchinga was also still under HJIRA because of delayed funds disbursement.

3.4.2 Project performance:

The overall annual project delivery was very good as Table 8 below highlights.

Table 8: Overall Annual Total Budget Realisation

Annual Total Budget				
Year	2013	2014	2015	2016 (Q1&2)
Budget	USD 789,755	USD 1,376,245	USD 1,637,208	USD 583,132
Total Annual Delivery	93%	94%	97%	106%

Table 8 shows an average annual delivery of 100% on the allocated resources. The minimal 93% in the first year of the project is common to project start-up, which is always compounded by procurement challenges and stakeholder identification and systems building. From the periodic reviews and lessons learning, the project was able to improve its annual total budget expenditure portfolios over the project period.

3.4.2 Project Costs:

The overall annual project budget was USD 4,386,340. The overall core resources (TRAC) amounted to USD 2,986,340 and non-core resources of USD 1,400,000 (Government of Japan: USD 900,000; and Government of Sweden (ICRMP) was USD 500,000). The initial project budget approved during the project launch in 2013 was USD 3,739,061. This included a funded budget of USD 810,000 and unfunded budget gap of USD 2,929,061. However, due to emerging issues and increasing levels of vulnerability, additional resources were obtained from the Government of Japan under supplementary funding and Government of Sweden under the Integrated Climate Risk Management project to enhance communities' resilience to slow and fast onset disasters in the country. The project annual delivery improved over the years based on annual reviews and improvements made thereof, i.e. from 93% in the first year of implementation to 106% in the first two quarters of the last year of implementation (2016). The detailed delivery on the annual basis was as follows (Table 9):

Table 9: Annual Budget Performance

Project Resource	Annual Delivery			
	2013	2014	2015	2016
UNDP/TRAC	97%	100%	98%	106%
Sweden	20%	83%	81%	97%

Japan	90%	99%	100%
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3.4.3 Financial Management:

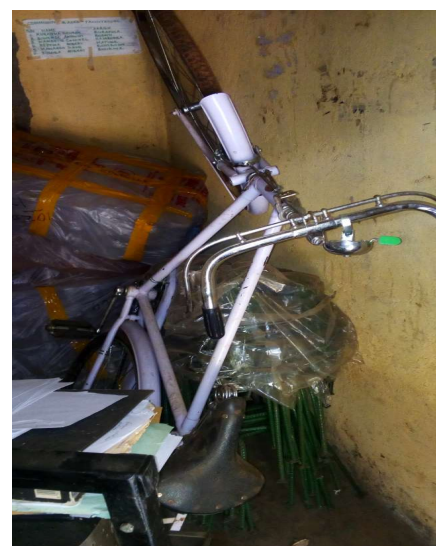
UNDP has stringent mechanisms for funds transfer - occasionally delayed disbursements but these are part of the best practices for the Global Envoy Systems. For example, rather than the known system of paying DSA to participants at the venue, UNDP used the electronic file transfer to pay DSA for participants which worked well to minimise “ghost” payments, i.e. payments were effected for genuine participants, which saved the project loss of funds through fictitious payments. Payments to other IPs followed a transparent requisition procedure which UNDP shared with all stakeholders and is a good practice for all global envoys. These procedures were strictly followed to minimise loss of funds to unplanned activities and the evaluation mission was of the opinion that there was equity and efficiency in funds disbursement and therefore the project attained value for money. It was only in a few cases where funds approval through the UN system delayed disbursements; but on the whole, the project attained value for money.

3.4.4 Human Resources for Implementing the Project:

UNDP has vast experience in implementing community-based approaches across different thematic areas including DRR and Climate Change. The UNDP team had the experience and technical competences to deliver on their mandate. The project was also able to engage other implementing partners to deliver project activities – RAN, the C& D led Consortium, HJIRA and IIRR were all experienced organisations that provided value-for-money services.

3.4.5 Technical Support:

UNDP provided technical expertise to IPs as provided for in the project document and work plans. UNDP provided valuable input to RAN in the development of the CRM training manual; undertook onsite spot checks and routine field monitoring visits as it were. Nonetheless, UNDP had limited staff in the light of the activity schedule and thus did not effectively monitor implementation of some community-based DRR and climate change adaptation activities. This is in part evidenced by UNDP and C&D’s inability to realise the collapse of the low-cost latrines that were constructed in Ajokolup community in Lorachat Sub County. UNDP and IIRR were also not able to realise that the bicycle given to Bushiyi Sub County for early warning was not appropriate for a hilly terrain and hence its continued storage without use.



A brand new unused bicycle lying in the stores of Bushiyi sub-county offices

3.4.6 Value for Money:

Value for money is a term used in different ways, including as a synonym for cost-effectiveness, and as systematic approach to considering these issues throughout planning and implementation, not only in evaluation. The evaluation mission adopted non-monetary methods in determining effectiveness of programmes. The key areas identified where VfM was established included working in collaboration with other IPs, sharing expertise, experiences and innovations, the cash for work strategy and, equity and economic approach adopted by the project.

Working in Collaboration with other Partners

The evaluation mission established that, UNDP worked with government ministries, departments, agencies, private sector, CSOs and beneficiary communities to implement project activities. The IPs enriched project implementation with various resources and expertise (office infrastructure, personnel, vehicles, community committees, etc.) and thus saved resources that would have otherwise been spent to implement the project.

Sharing expertise, innovations and experiences

Sharing experiences, expertise and innovations assisted in reducing time and resources that would otherwise have been spent on activities. For instance the Construction of the Rock Water Catchment area and the Sub Surface Water Dam in Nakapiripirit district were considered by the evaluation mission as great innovations and thus attained value for money. The SSD at Nasenyoit A is a water facility in the region that now provides water for surrounding communities throughout the year. Also the module developed by RAN in partnership with UNDP and OPM was another model for CRM capacity strengthening in the country.

Cash For Work and Local Economic Development

The Cash For Work (CFW) strategy involved engagement of community beneficiaries in providing labour for project activities. For instance, in the construction of water and sanitation facilities, each head within the community was paid 4,000/= per day. The evaluation mission established that members used the proceeds from CFW to meet their immediate needs that included investing in income generating activities recapitalized their businesses and buying household items. In summary the CFW mechanism led to local economic development.

Equity and Economic Concerns in VfM:

The evaluation also established that selection of project beneficiaries targeted the most vulnerable including children, youth and women in most at risk communities. It was also established that the procedures for selecting beneficiaries involved local government officials (both political and technical), IPs representatives and communities themselves. Community plans were also developed in a more inclusive manner. All these testimonies highlight economic and equity concerns were taken care of and led to realisation of value for money.

3.5 IMPACT:

The evaluation mission was also interested in establishing the long-term results that were achieved and are likely to be achieved in the future, measuring the positive and negative, foreseen and

unforeseen changes as well as effects on the society caused by the programme as well as the programme catalytic effects.

3.5.1 Strengthening National Platform:

Output 1 for the project was to strengthen National and sub-national platforms and coordination mechanisms on DRR-CCA to become fully operational. This output was planned against a baseline that the IATC and DDMCs existed but were not operating effectively, i.e. they were not holding regular meetings necessary for sharing information and planning for DRR issues. The evaluation established from all key respondents that for the previous two years, the IATC had met every last Thursday of the month and attendance had increased from an average of 20 to over 120 members drawn from government and civil society organizations, UN agencies, disaster risk reduction practitioners and academia, among others, whose average attendance stood at 40 every meeting.

There is increased sharing of information, coordination and planning for disasters. For example, in a number of IATC meetings, members agreed to fast-track the legislative processes for enacting the law on disaster preparedness and management and, as a result, the draft bill is ready for submission to the First Parliamentary Counsel – this came as a result of joint planning and information sharing. Members have also been able to discuss the “*National Peace Building and Conflict Resolution Policy*” and have given the green light for its adoption after giving input to the OPM as the lead agency.

Because of improved functionality of the national platform, there is improved coordination, systematic and harmonised response and post-disaster recovery mechanisms and practices. Evidence of this change was noted during the Kasese floods of 2016 when all stakeholder agencies used the NECOC to plan and respond to the disaster. Another scenario attributed to the project is when a building under construction collapsed in Wandegaya, a Kampala suburb. Relevant agencies including OPM, Presidents Office, Ministry of Works, Kampala Capital City Authority (KCCA) jointly planned for a harmonised response.

On the whole, the capacity of the IATC has been strengthened which has increased regularity of the meetings; increased the number of participants; improved information sharing and planning for disasters. There is a paradigm shift in the worldview of relevant MDAs, UN agencies and CSOs from disaster response and recovery to coordinated planning and preparedness. There is more appreciation of the need to interface and share information and plan for disasters before they occur in order to reduce and mitigate effects.

3.5.2 District Disaster Management Committees:

With regard to DDMCs, the evaluation found out that the number of DDMCs meeting regularly (at least once every quarter) had increased to almost a half of the total districts in the country – some DDMCs were still not able to meet due to lack of resources to cater for members’ allowances. Those that held meetings as planned felt that it was their responsibility to plan for their districts irrespective of resource constraints. The Deputy CAO from Kasese echoed these sentiments:

“Does the District Technical Planning Committee get sitting allowances? They do not get. Why is then an issue that the DDMC will not sit because there is no money to pay for allowances when its membership is drawn from the DTPC? For us we have agreed as a district and the DDMC meets regularly to share information and plan for disasters that befall our people.”

The evaluation observed that the DDMCs of the high HRV districts were more active than the rest of the committees in the country. They had completed the contingency plans, conducted risk

assessments at community level and highly appreciated and utilised early warning systems and created awareness exercises at community level. Two factors explained their effective functionality – the high frequency, intensity and magnitude of disasters in their areas that pose higher chances of occurrence and force them to take action. On the other hand, key members of the active DDMCs underwent the rigorous training that was facilitated by Resilience Africa Network (RAN) under the project. In this case, the effectiveness of DDMCs’ operations is attributed to the training and strengthened capacity for DRM on the part of beneficiary officers. Kasese District Senior Environment Officer observed that:

“We have been able to sit as a district and integrate disaster issues in our plans – the district now has a Disaster Management Plan following assessment of disasters by all sub counties that submitted reports to me against which the DDMTC drafted the Disaster Management Plan. The plan was submitted to the Sectoral Committee on Production, Marketing and Natural Resources which made comments and also got input from other non-state actors including URCS, SCU, FURA, St John Ambulance and Kilima Foods for improvements before presenting it to Council and approved on 8th February 2017.”

In other cases, however, DDMCs were not meeting regularly. The evaluation mission established that many districts that had minimal disaster occurrences in the last couple of years did not have any motivation to hold meetings; in fact, some of them did not recall ever sitting. For such districts, in the event of occurrence, individual relevant technical officers were called upon to respond, rather than the committee. For example, during the prolonged dry spell in Isingiro district, which affected water sources, food security and the environment, the Environment and Production Officers collaborated with the CAO’s office and the District Chairperson to engage Sub County Chiefs to conduct risk and vulnerability assessments. Nonetheless, the evaluation mission found all the vulnerability and risk assessment reports in a file named “DDMCs” and kept in the ACAO’s office.

In the judgment of the evaluation team, there has been a significant change in awareness about disasters and their impact on livelihoods throughout the districts visited while conducting this exercise. There is also significant appreciation of early warning systems as well as knowledge of climate change adaptation strategies like water harvesting technologies and strategies. Like at the national level, there is also more acceptance of the importance of preparedness rather than response and recovery.

3.5.3 The NECOC:

The evaluation was interested in finding out the changes realised as a result of establishing the NECOC. A number of changes were illuminated by respondents mainly at the national level and they included: establishment of an effective national early warning system where messages are received in very short time via ODK or calling the toll-free line. As Roy Mugoya, a Disaster Preparedness Officer attached to the NECOC observed, there are more reports coming in from the local governments now than before although the reporting is still below expectations. There is also a national database that has been created and is a one-stop centre for all information needs for potential users regarding DRR. The facilities are also able to model and analyse spatial phenomena and provide information for decision-making.

With the establishment of the NECOC, Government confidence levels have increased since DRR institutional capacity has been elevated. Respondents at national level were quick to recall how the NECOC was used by UPDF and other agencies of Government to evacuate Ugandans who were trapped in South Sudan during the 2015. They also relived the management of the Kasese floods of

2016, which would have destroyed a lot of property, with possible loss of lives. As one staff of the department observed, “Those days before establishing the NECOC, the department was not doing much in terms of disasters of this magnitude.”

Whereas the evaluation mission was able to confirm the capacity and facilities of the NECOC, its utilisation by other MDAs was still minimal. This is partly attributed to the fact that most MDAs and districts are not aware that they had a right to use the facility; they still think it is a UNDP facility that can be used by the UNDP and OPM only. The OPM may use the national platform meetings and DDMCs to popularise the NECOC services available to all stakeholders.

3.5.4 Conducting the Hazard, Risk and Vulnerability Assessments:

The project developed a methodology for conducting HRV assessments, which was used to conduct the countrywide profiles of all districts. This methodology is already being used by some districts like Bududa to conduct trainings on awareness and risk assessments. Bududa DDMC, for example, had already conducted risk assessments in Bushiyi and Bukalasi sub counties using the developed methodology.

After the trainings in mainstreaming disaster preparedness and management by Resilience Africa Network (RAN) for national DRR institutions and the consequent training of district staff, there is increased appreciation, by government officials at both national and district levels, to integrate and mainstream DRR issues in the development plans and budgets. The evaluation found ample evidence of enthusiasm by district officials to mainstream DRR issues in their District Development Plans only that by the time they developed contingency plans they already had rolling DDPs. But Kaberamaido district stood out as a good example of district leadership that is fully committed to DPM when there is organised training for all sub county leaders on DPM and contingency planning. This implies that even in situations of scarcity, a district may find a way of implementing an activity within its jurisdiction if it finds it worth doing. The evaluation mission is of considered view that the Kaberamaido case should be replicated by other districts to create awareness and build the capacity of their officials with limited resources. On the other hand, the evaluation mission found out that most districts have not yet appreciated the need to shoulder the responsibilities to prepare for disasters rather than responding to them. Through observation, some officials look at the interventions as a project “thing” that will also end, like many others that have come before it.

The evaluation mission was also able to establish that there is now an authentic Country Hazard Atlas – an aggregated profile for the country – which has been used, albeit on a limited scope so far, but with potential of facilitating evidence-based decision-making. The HRVA reports were distributed to the respective districts and uploaded on the NECOC website. These profiles are yet to be effectively utilised by the respective local governments in the planning and budgeting processes. The evaluation mission is of the opinion that OPM should design a refresher programme for all DDMCs on bi-annual basis and work with the Uganda Local Governments Association and other members of the IATC to advocate for the inclusion of DRR-CCA in the assessment criteria for the performance indicators for Local Governments.

3.5.5 Establishing the National Disaster Database:

The mission also found out that after the action, there is in place an authentic and aggregated database on DRR issues, which is a source of credible information to all deserving users. Nonetheless, the database, which is hosted at the NECOC, is yet to be fully utilised by the relevant MDAs, humanitarian agencies and other members of the national platform and other stakeholders. It

is important that UNDP, OPM and other stakeholders develop frameworks through which the database can be utilised.

3.5.6 Post-Disaster Recovery:

Through post-disaster support, both national and district officials have the capacity to carry out gender-sensitive assessment of disasters in their areas. The evaluation mission was able to ascertain from the Isingiro DDMC file that various technical officers including the Senior Environment Officer, the Production Officer, the ACAO in charge of DDMCs and all Sub County Chiefs were able to conduct assessments of drought in their respective areas. It was also established by the mission that Rakai district officials also conducted assessment of the earthquake disaster of 2016 and provided a report to OPM. There was no evidence of the district direct support to the victims, which begs a question: what is the capacity of districts to manage post-disaster recovery?

Notwithstanding the enhanced capacity to conduct post-disaster assessments, post-disaster response is still wanting, e.g. in Rakai, different agencies including OPM, MAAIF, development partners, among others, responded independently to the earthquake disaster of 2016. As a house head in the affected area recounted to the evaluation team:

“So many government officials came here and asked us about what we had lost. We were able to tell them what we lost especially our houses and household items. The Office of the Prime Minister brought us beans and maize flour but we had our food in the gardens which were not affected by the earthquake, we wanted to be supported on where to sleep and what to use to cover our bodies”.

The evaluation learnt from victims of the earthquake that as a result of the several government agencies and NGOs flocking the place to do independent assessments, people's expectations were significantly raised and yet response has been slower. In fact, some of them were reluctant to talk to the evaluation mission when they learnt that it had not taken any assistance.

But the case of Masaka gives a brighter side because the district was able to establish beforehand that the bird flu that beleaguered their animals in 2016 was not contagious to human beings. But the district was again accused of negligence in utilising information beforehand when signs of swine fever were reported – the swine fever later became a serious epidemic in the district.

3.5.7 Community-Based Disaster Risk Management:

With UNDP support to enhance community DRR and Resilience Building, the evaluation mission gathered knowledge that communities now have access to water for domestic use and for giving their animals. In Amudat, for example, the mission visited a dam that had water estimated by the locals to last one month despite the unexpected prolonged dry spell. The mission learnt that some of the herdsmen who brought their cows for watering travelled from as far as six miles on the border with Kenya. It was also established in Nabokotom community in Amudat Sub County that after developing Community Action Plans that was facilitated by ZOA, the Community started a community garden and requested FAO to give them assistance to extend water to their gardens. FAO in response gave the community solarised water irrigation equipment which has increased community resilience to the drought disaster. In Nakapiripirit district, the mission found sufficient evidence on increased access to water by communities in various locations where C&D constructed water facilities. The sub-surface dam in Nasanyoit A and the Kasoleo Rock Catchment Facility in Lorachat Sub County were evidently providing more water to the surrounding communities. The Nasanyoit A community had water throughout the year without walking long distances and excavating deep into the earth's crust to get some water, and had excess to irrigate their gardens near home. It is an all-season facility – a community beneficiary - confirmed that the facility availed water throughout the year and has never dried - since it was constructed.



A water source emanating from a dried river in Karamoja
(in the back ground is the river)

“People used to dig deep in the ground looking for water but now have a lot of water without labouring so much. Those who have planted vegetables around their homes, come and collect water from the well and irrigate their crops- the popular ones include Nangiro Paul and Longok Samuel” –Loger Moses

This means that access to water had improved their food basket as well as household livelihoods. A parish chief in Amudat Sub County noted the outcomes:

- Community change in the mind-set towards adapting to new technologies – community members are now flexible and adaptive - accept new ways of doing things unlike in the past when all external assistance was rejected; they are now committed and devoted to work and reduce the effects of dry spells and water shortages in their areas. Using the plans which were developed, communities are now able to demand for more and better services from the Local Governments e.g. when a borehole became faulty in Loborokocha village, Loro Sub County, community members mobilised 1.2 million Shs. and approached the District for a replacement which was done.
- They have been able to diversify their incomes – 3 years ago, there was no single Pokot woman selling household items, but now because of the change in attitude, Pokot women possess the majority of small scale businesses; beekeeping in Nakasepu; traddle pumps are enabling irrigation of vegetables off season periods, etc. This has also improved production.

They also have increased capacity to respond to emergencies when they occur, e.g. floods are a common occurrence in Namalu and the sub county has initiated a process of planning to avert disasters related to floods – contacting partners about constructing trenches – e.g. the Sub County has reduced on the budget for construction of latrines and committed it to construction of trenches to reduce flood-related risks and, as a result, the floods that used to ravage Namalu Primary School have greatly reduced.

Although UNDP supported construction of low cost and affordable latrines in Ajokolup Community, Lorachat Sub County, when the evaluation mission visited one of the beneficiary communities, they found out that all the eight latrines had collapsed due to invasion of termites. Whereas the locals appreciated the privacy they had enjoyed while using the latrines, it was not convincing why the user committee comprising 15 members did not mobilise community members to replace destroyed logs. Although the chairman of one user committee, Loduk John (50 years), attributed failure to reconstruct the latrines to the CFW syndrome, the evaluation mission attributed this lapse to the attitudes, which local communities still hold towards the use of latrines and human waste disposal.



Key informant – Chairman standing beside a pit

The evaluation mission was able to learn that through the Cash For Work (CFW) strategy, households used the income therefrom to buy household items, which enhanced their livelihoods. As recounted by a shopkeeper, the merchants targeted a market day in the area so that trucks, which brought merchandise, would profitably carry agricultural items back to Mbale and other areas. This was possible because the CFW modality increased money in circulation amongst communities, a scenario that concomitantly increased their purchasing power. However, CFW has since posed challenges to the erstwhile voluntary participation by members in community projects. It was a big challenge after the CFW tried to mobilise communities for any activity without any payment attached. For example, efforts by the Water User Committee to de-silt a water pond in Amudat fell on deaf ears as members demanded to be paid.

In Kabasandara Sub County, Kasese district, where communities were prone to flash floods before the project, they are now able to stay safe in their homes with their properties secure. After the training conducted by IIRR, communities were able to contact Save the Children Uganda, which agreed and supported construction of gabions on river Sebwe. This river used to burst during heavy rains and community members would lose household property while running away from the floods. They attested that for over a year since the gabions were constructed, they have not been affected by the floods and have even gone ahead to plant bamboo trees in areas they consider a potential hazard.

One of the remarkable changes reported by the ICRM project implemented by HJIRA in Oruchinga host-refugee community was drone mapping whose output is now used by the Settlement management for evidence-based decision-making. With the map, it is now easy to identify unutilised spaces, geographical features and other information regarding refugee issues. As such settling refugees has become a quick process, which has also reduced conflicts between the refugees and host communities. On the dark side, however, the map was able to clearly show that host communities had already encroached on refugee settlement land and efforts to push them out of the encroached land escalated tension between the two sides, which dragged local and national politicians into a conflict.

Another noticeable change attributed to the project is that conceptualisation of DRR has generally been enhanced for the different institutions and members. In other words, the conceptual understanding of DRM for communities, local governments and other stakeholders at different levels of government has been greatly enhanced with the project. Despite this increased conceptualisation of DRM issues, there are variations in the manner different communities prepare and manage disasters. It is imperative that UNDP and OPM consider developing standard planning frameworks at different levels of intervention – district, sub counties and communities.

3.5.8 Knowledge Management and Awareness Creation on DRR:

Community members and local government officials alike now appreciate the fact that DRR has a policy framework for enhancing DRM in the country. There is a change in attitude and methods of work from a response to a preparedness strategy, i.e. most respondents observed that disaster is a core issue which can no longer be taken lightly as it had been in the past. Government officials are now convinced that mainstreaming DPM in the development planning and budgeting processes is vital for all agencies and sectors.

3.5.9 Training and Capacity Building:

The project was also able to produce a pool of human resources based at both national and sub national levels with knowledge in DRR themes, which was scanty before. This pool has been able to variably create awareness on DRR issues in their respective places of work. OPM officials are using the knowledge to enhance their performance in and outside office – Ms. Rose Nakabugo, the Assistant Commissioner DPM Department is coordinating the IGAD Drought Disaster Risk Initiative and is using the knowledge and skills acquired during the training to execute her assignment, e.g. she has been writing papers for Ministers for presentation at various official events.

Resilience Africa Network (RAN), which was contracted to deliver the training, has already secured a contract with the Humanitarian Leadership Academy to train 120 people after learning of the successful partnership with UNDP – Roy Mayega, RAN, was also assigned to facilitate a high policy dialogue on DRR on 26th November 2015 by UNDP.

3.6 GENDER CONCERNS:

The evaluation team was interested in establishing gender participation in the national platforms for discussing and sharing information on DRR. Table 10 below highlights the results.

Table 10: IATC Meetings attendance according to Gender

Meeting Date	Gender Composition	Female Composition %	Total

	Female	Male		
4 th August 2016	12	16	43	28
29 th September 2016	09	21	30	30
8 th December 2016	10	18	36	28
23 rd February 2017	10	30	25	40

The evaluation team is of the judgment that the project complied with the national framework on affirmative action of at least 30% women participation in development interventions.

The evaluation team was also able to establish that the NECOC staff trained under the project comprised ten males and five females – females constituting 33% of the beneficiaries – which also speaks to the 30% legal requirement.

The project specifically undertook a nationwide study to highlight gender issues in disasters and the findings of this study demonstrate that whereas women and men face multiple livelihood challenges and vulnerabilities, women, children, the elderly, people with disabilities and other vulnerable groups are most physically, economically and socially vulnerable to hazards/disasters.

Under output 6, the project team developed gender-sensitive disaster assessment guidelines, which have been issued to key stakeholders for use. These guidelines will go a long way to facilitate inclusion of gender issues in disaster-stricken areas.

Special focus and attention was given to build capacities among women and to enable them play active role in disaster preparedness and management at community level by adopting a gender responsive and socially-inclusive approach. This is largely due to patriarchal norms, traditional beliefs, and stereotypes, among others, that combine to limit women's ownership and control of livelihood assets, restrict their movement, and increase their domestic gender roles before, during and after hazards have occurred and a total of 49,418,000/= was spent on this activity.

The evaluation also received testimonies of female participation in the cash-for-work project as a priority that aimed to promote women's empowerment and gender equality. The ability of women to earn income has increased their status both within their households and community, and provided greater decision-making authority over household spending decisions. For example, ZOA support to CFW benefitted 224 females compared to 76 males.

The community climate risk assessment and adaptation planning process involved bringing together different local stakeholders among the vulnerable communities but with great emphasis on women-led groups to identify community hazards, their vulnerabilities and coping capacities, and through consensus generate community risk-reduction measures. In Amudat, for example, in an effort to improve the incomes and diversify livelihood opportunities of the communities and women specifically, ZOA supported women groups with cereal banking to a tune of UGX 12, 810,000 for the two sub counties of Amudat and Karita. The evaluation team also learnt that in formation of piggy projects in Oruchinga Settlement, out of 30 members there were 12 women.

Trainings conducted by RAN for district staff comprised 29% females and 71% males, which complies with the national expectations. However, no female showed any interest in the four research opportunities that were available under the project.

The evaluation team also evaluated other learning events that involved travelling to other countries for benchmarking and attending conferences. The Sendai Conference was attended by one female and two males; the South Korea delegation to benchmark early warning systems was attended by two males and two females; and the exchange visit to Rwanda for sharing the development of the Country Disaster Atlas was attended by one female and two males. The evaluation team confirmed that these activities were conducted in a gender-sensitive manner.

3.7 SUSTAINABILITY:

Evaluation Questions:

What project sustainability measures were put in place and what factors are likely to affect project sustainability? How well has the project used the information generated by the performance indicators during project implementation to adapt and improve the project?

Sustainability ensures that functions and components supported by the programme, the resulting benefits and deliverables are maintained and continue to operate as the programme phases down and ends. Sustainability requires more work to be done during project implementation planning with active participation of all key stakeholders. There are a number of factors and conditions in place, which allude to high chances of sustainability in the foreseeable future if UNDP supports the “bridging period”:

- a) The established and effective linkages between project components especially capacity building and institutional strengthening mechanisms which will ensure that without project support, the institutions are effective and the agencies and officers have the capacity to leverage resources and institutions to plan and implement functions;
- b) Adequate project flexibility which will facilitate quick adaptation to changing circumstances, e.g. the strengthened national platform has now shifted meetings to the 6th floor of OPM offices and will be able to meet regularly as planned;
- c) Response to new opportunities – for example OPM and other MDAs will be able to utilise the amended Public Finance Management Act to respond to post-disaster recovery situations; districts are committed to mainstreaming DRR in DDPs as was done by Kaberamaido;
- d) Enhanced risk management capacity of the communities, which are now in position to develop plans and implement them. A case in point are the Village Disaster Management Committees established in Kabasandara and Kilembe sub counties of Kasese District which have continued to plan and implement activities to mitigate disasters; and
- e) Integration of the priority functions of the programme into government systems, e.g. the national platform and the early warning systems (the NECOC).

Other sustainability enabling factors identified were: the planned integration of DRR knowledge in school curricula at all levels; the improved and strengthened networks and dialogues and

collaborations among stakeholders; the use of indigenous knowledge and local resources; and, the enhanced knowledge on DRR which has shifted the mindset from response to preparedness.

Sustainability was also evaluated based on the project-specific interventions, i.e. (i) functionality of national and Local DRR institutions; (ii) mainstreaming DRR in agency and sector-specific policies and programmes; (iii) periodic update of the national disaster data-base and management of post-disaster recovery; (iv) systematic development and implementation of community contingency plans; (v) Implementation of the Knowledge Management and Awareness Strategy; and (vi) conducting TCNAs on DRR, development of training modules and materials and conducting training programmes.

The Table below presents judgments of the Evaluation Mission on Sustainability of project actions and Benefits:

Table 10: Respondents Opinions on Sustainability

INSTITUTION & ACTION	RESPONSIBLE INSTITUTION	RATING			
		Most Likely	Likely	Less Likely	Not at All
National DRRM Platform	OPM	✓			
DDMCs	District Councils	✓			
NECOC	OPM		✓		
Mainstreaming DRR in MDAs	OPM/NPA		✓		
Periodic assessment of HRVs	OPM/LGs		✓		
Update of National Data base	OPM/LGs			✓	
Management of PD Recovery	OPM/MDAs/LGs	✓			
Community DRM plans	LLGs/Communities			✓	
KM & Awareness creation	OPM/Districts		✓		
CNAs & conducting trainings	OPM/Districts				
Totals		03	04	12	00

3.7.1 National Platform:

In the opinion of the evaluation mission, the reactivated IATC was “most likely” to continue functioning because of its strong mandate in DRRM and the achievements so far. The platform has strong membership comprising MDAs, UN Agencies, International Humanitarian Agencies, and national associations, among others. The quality of the membership provides high chances of guiding and supporting the forum to continue operating after UNDP support. However, sustainability of the platform’s actions in the next few years may meet challenges of financing the

meetings (coordination, allowances, stationery, etc.) if DRR is not integrated into Agency and Sector-specific plans and budgets. It is imperative that UNDP establishes a ‘bridging fund’ to support OPM to fully mainstream DRR-CC in the National Development Plan, agency and sector-specific plans and programmes.

3.7.2 Operations of District Disaster Management Committees:

With this capacity built, the DDMCs will most likely continue to play the mandated roles after the project. Sustainability of DDMCs’ functions will also be supported by the fact that members are full-time employees of the district who may sit without allowances. However, most DDMCs did not acquire sufficient skills in developing contingency plans, which they would later use to integrate DRR issues in the District Development Plans (DDPs) –this anomaly came out clearly in the action planning process after the training. It was also found out by the evaluation mission that most DDMC members do not know the main provisions of the national policy on DPM. It was also noted that the training and capacity building focused more on technocrats and less so on politicians who approve plans and budgets. Above all, most members still feel strongly that whenever they sit, an allowance should be given to them as an extra responsibility over and above their statutory duties. It is therefore important that the OPM continues as a matter of urgency to build the capacity of the DDMCs in identified areas including facilitating them to complete and use contingency plans, widen the scope of target beneficiaries in capacity building for DRR issues including key political officers, popularise the National Policy on DPM not only at district but also sub county levels, and strengthen technical supervision of the actions. It is also possible to pilot the establishment of DECOCs in high HRV districts as a learning event to determine its plausibility and cost implications. In order to reduce costs of DDMCs’ operations, districts may use the Bududa and Kasese districts’ good practice of incorporating DECOC members in DDMCs. Districts through OPM in conjunction with MoLG and Uganda Local Governments Association (ULGA) may also advocate for inclusion of DRR issues as a condition in the District Discretionary Equalisation Grant (DDEG) and make it an indicator and criterion for annual assessment of Local Government performance.

3.7.3 Functionality of the National Emergency and Coordination Committee:

One of the most visible hardware achievements of the project was the establishment and operationalisation of the NECOC – the equipment and training of the human resources to manage the facility. The NECOC will “likely” continue to function because the equipment is already in place and several staff have been trained to use the equipment in various ways, for example modelling, forecasting and mapping, among others. For example, Jimmy Ogwang, a Disaster Preparedness Officer, was mentioned as an expert in using the Disinventar. Since he is an employee of Government, his services will enable the operation of that particular equipment. However, very few staff from OPM and other MDAs were consciously involved and trained in the use of the NECOC – it largely depended on UNDP-hired technical experts including the DRM Advisor and the DRR Data Analyst who will continue to provide technical assistance even after project ends. It was also established that other agencies have not fully utilised the NECOC which they still think is a facility of UNDP and OPM only. It was also established that the NECOC is not being fully used by the districts in reporting on disasters. These are some of the factors that may inhibit the sustainability of the NECOC operations once UNDP support ends. The evaluation mission is of the opinion that it is very challenging for the NECOC to operate in the next few years without support from UNDP, considering the magnitude of investments made, the state-of-the-art technology and the technical expertise needed to use the equipment. Sustainability of the NECOC may be achieved once all stakeholder MDAs have been fully equipped and facilitated to execute their mandates. In the meantime, OPM

may start meeting costs of the support function like toll-free lines, modelling, and internet services, while UNDP supports technical assistance including the training of experts from within Government.

3.7.4 Mainstreaming DRR in MDA's sectoral Plans and Programmes:

The project supported capacity building of staff at both national and sub-national level in mainstreaming of DRR in development planning processes. At national level, RAN trained staff of the OPM in undertaking the task. The trained OPM staff in turn trained the districts' staff in mainstreaming. Through the training and capacity building interventions, staff have been able to develop contingency plans to be integrated into the development plans of their MDAs. Based on the knowledge and skills acquired and the attendant change in the mindset towards preparedness, mainstreaming intervention is likely to be rolled out in all MDAs and sector-specific plans and programmes. However, this intervention is costly and will require UNDP to support OPM and the National Planning Authority to roll it out in all MDAs. It will also require UNDP to continue supporting ongoing initiatives like mainstreaming DRR in the primary school curriculum and the DPM legislative process underway. In other words, UNDP should continue to support policy implementation frameworks and legislation that is ready for submission to the First Parliamentary Counsel. It is also recommended that OPM should lobby and network with other MDAs and like-minded international agencies and national CSOs to advocate for MoFPED to earmark a fund to mainstream DRR.

3.7.5 Periodic Assessment of HRVs:

The periodic assessments of the HRVs in the country are likely to be sustained after the project end, based on the realisation by all stakeholders that vulnerability assessment is key to understanding the magnitude, frequency and severity of the disaster which in turn inform contingency planning and preparedness. According to the Government planning and budgeting cycle, all agencies are required to undertake a situational analysis of the identified development challenges in their jurisdictions. This framework is already in place to facilitate annual assessment of HRVs at both district and national levels. The enabling frameworks notwithstanding, sustainability of this action will largely depend on extent to which DRR issues are taken seriously and prioritised within the planning frameworks of the respective MDAs and also the extent to which the planning function is cultured in evidence-based decision-making.

3.7.6 Periodic Update of the National Disaster Database:

Profiling data associated with natural and man-made disasters and consolidating it in one central place is paramount for preparedness and management. There were noted benefits of this action and the evaluation mission believes it is likely to continue after the project. One of the key NECOC functions is to receive reports and messages on disasters, analyse the messages and generate a database to inform decision-making. Some OPM and other MDAs staff have already been trained in this area and, as such, data collection and analysis is ongoing. However, sustainability will also depend on how much information is coming through and the ability of the NECOC to give feedback to the senders. It will also depend on how well NECOC relays the information to relevant agencies so that beneficiaries establish a link between reporting and response. Above all, there are mandated MDAs for data collection and analysis – the Uganda Bureau of Statistics, Uganda National Meteorological Authority – that will play a key role in providing authentic data to augment the database generated at the NECOC.

3.7.7 Management of Post-Disaster Recovery:

There are a number of factors that militate for continued functioning of the post disaster intervention. First is the mandate of OPM to coordinate and prepare for post disaster recovery and the OPM capacity in this area has been strengthened. Second, the Public Finance Act (2015) has a

statutory provision of 3% for the contingency fund for all MDAs – a factor for financing emergencies in the country based on the MDAs respective mandates. Other factors are: the project trained first responders from the UPDF and UPF, information management has greatly improved in terms of speed and accuracy and the NECOC capacity to respond to disasters has been greatly enhanced. Despite the professed optimism, the intervention may require improved coordination by the national platform, delayed mainstreaming of DRR in development and investment plans and increased efficiency of the OPM as lead agency.

3.7.8 Development of Community Based HRV Plans:

Several interventions were implemented under the Food Security and Economic Livelihoods project in Karamoja, the Climate Risk Management Project in other seven high HRV districts and the ICRM pilot in Oruchinga –all intended to strengthen community capacities for resilience. It is the judgment of the evaluation mission that most of these community-based interventions will continue to be practiced at community level. There are a number of reasons for sustainability of such actions including:

- a. Their relevance and continued benefits to households and communities, i.e. they have been able to increase food security, improve household incomes and livelihoods and build community capacities for resilience to climate-induced disasters;
- b. Some of the adaptation strategies are a source of income and the experience of the evaluation mission is that such business-leaning interventions like tree-planting and SMART agriculture are usually sustained after formal support ends;
- c. For the constructed facilities, user management committees were put in place that continue to ensure sustainable use of the facilities;
- d. Community members were trained and have the capacity to develop contingency plans; advocate for and demand for better services from Government;
- e. The interventions were based on indigenous knowledge and local resources which communities are in position to leverage to sustain activities after the project;
- f. Some of the innovations were long-lasting implying utilisation and benefits for the next foreseeable future.

Nonetheless, sustainability of community-based DRR actions will continue to be challenged by lack of technical support and monitoring by local government officials who were not adequately involved in project planning and implementation. An SSD or a rock catchment facility requires continuous technical supervision by the District Water Engineer on technical aspects and a Community Development Officer on user management matters.

The other challenges relates to the Cash For Work Model that was used in the Karamoja region. CFW model has led to a CFW syndrome where community members are now unwilling to work without pay –they will actively participate in a programme that gives them income, so its difficult now to call community members to volunteer in expediting a public service, which will affect sustainability. The community-based groups are not formally registered and may find it difficult to attract support from other agencies.

The international NGOs that implemented the projects, i.e. C&D, IIRR, ACTED, among others, have since wound up business and relocated without a sound exit strategy, yet for some of these activities, the implementing agencies did not build the capacity of communities and local governments in managing them after they have exited. The evaluation mission believes that

sustainability of future community-based interventions will require adoption of a multi-stakeholder participation approach at different levels of the project phases. Community groups will need to be transformed into formally registered associations in order to operate legally and benefit from other government support. Such community-based projects should utilise district-based technical expertise, which may be much cheaper and also available for technical assistance after the project ends.

3.7.9 Sustained knowledge Management and Awareness Creation:

The intervention included development of the Knowledge Management and Awareness Generation strategy, which OPM is likely to roll out to other MDAs and stakeholder agencies represented at the national platform. Most studies and research conducted were still not effectively disseminated to potential users. Future actions in this area will require more engagement with the media, which was not adequately involved. It will also necessitate OPM to maintain close collaboration with research and higher education institutions to keep generating new knowledge on theories, good practices, lessons, etc, on DRR and Resilience building. It will also be vital for OPM to consciously continue to offer refresher courses on DRR issues and where possible design a capacity building programme for use of old and emerging technologies.

3.7.10 Conducting Capacity and Training Needs for Future DRR projects:

The project was not able to undertake a capacity and training needs assessment at its beginning. As such, UNDP did not have a detailed analysis of the capacity gaps and training needs status. Nonetheless, with close collaboration with the OPM which was an implementing partner, key relevant offices at district level were identified including the ACAO in charge of DDMCs, the Natural Resources Office, and the Production Office, as being key offices that need capacity building. Whereas, for a start, this was good enough, future projects should undertake TCNAs before training interventions are planned. The evaluation mission realised that for better results in terms of contingency planning and mainstreaming efforts, District Planners should have been part of the capacity building beneficiaries. This is because in districts where planners were deeply involved (e.g. Bududa), DDMCs and DRR issues were high on the district agenda while, on the other hand, where planners were not adequately engaged (e.g. in Amudat) there was no conviction on prioritisation of DRR issues.

3.7.11 Developing Training Modules and Conducting Training Programmes:

For all trainings, it is crucial to develop training materials and modules before conducting the training. The multi-sectoral approach which RAN used to enlist facilitators for the various topics and, again, which OPM used to identify facilitators for the district-based trainings, was found to be appropriate for future engagements. Development of modules was a partnership between RAN, OPM and UNDP and the training manual is available to be used for future trainings in DRR. This implies that future development of training materials and modules and conducting trainings will depend on the extent to which OPM engages other stakeholder institutions within and outside the region.

Factors that may inhibit Sustainability identified by the Evaluation mission included:

- a) Although the project had a planned exit strategy, some IPs did not implement it -- in fact in some project areas, stakeholders including districts were not aware of the project's end. In Bududa, district and sub county staff were not aware that IIRR had exited and had not even held any meeting to that effect.
- b) In a related manner, the project used a 'phase-over' strategy at local and community levels, which transfers full responsibility for programmatic interventions to government entities, communities and individuals. The mission noticed that at national level, UNDP still supports the NECOC activities until such a time when OPM's capacity to manage the facility is ensured – this 'phase down' strategy should have been planned for some other key interventions at local level.
- c) Direct implementation Modality by UNDP meant that OPM and other MDAs were not directly involved which should have been a great opportunity for learning and capacity building for future programme management. UNDP should gradually move out of direct implementation towards indirect implementation, i.e. provide technical assistance and supervision; national implementation can be slower but it builds the capacity of national institutions.

3.8 CHALLENGES:

The relevance of the project was challenged by lack of knowledge on project implementation structures by sections of stakeholders and beneficiaries. For example, in the CRM project areas of Kasese and Bududa, beneficiary local governments and communities referred to IIRR as the development and financing partner. Even for the district-based trainings, the differentiated roles and responsibilities between UNDP, OPM and other MDAs whose officials participated in the activity were clear to participants.

Relevance was also tested by limited participation of stakeholders in project design. For example, in the design of training programmes, districts did not participate in the development of the training curriculum or in the choice of beneficiary officers. As such, the evaluation found out that a district planner should have been one of the key training beneficiaries, which was not the case. Again, the design of community-based disaster risk management strategies was done devoid of community beneficiaries. There could have been better, affordable and appreciated strategies for communities – the low-cost and affordable sanitation facilities strategy in Lorachat is an illustration of limited participation of beneficiaries in project design.

Local Government officials, including technocrats and politicians, were not fully involved in CRM project management processes and limited their roles to identification of beneficiaries and ad hoc monitoring of progress. This was evident in areas where consultants were engaged as implementing Partners for the non-core funding activities. For example, in the restocking exercise implemented by ZOA, there was no structured process for the IP to involve the Amudat Production Officer. This in one way limited the quality of the result, and it constrained the image of the project within the local government establishment.

The evaluation established that the internal processes of disbursement of the respective funds to the IPs by UNDP in some cases took a considerable amount of time. This is so because of the need

for the UN to adhere to the stringent financial systems and controls, while exuding high respect for contributor funds.

Some functions required longer periods than had been planned to implement them. The common scenarios revolved around procurement of services, both soft and hard ware. The procurement of consultants with relevant technical expertise posed challenges in some instances, like a consultant for the development of Strategic Investment Frameworks for DRR was delayed due to the difficulty in identifying experts. As such, the developed frameworks remained in draft form by end of the project.

In other instances, the consultants were also relatively expensive and quite often unreliable in delivery. Experiences from HJIRA indicate that the cage fish farming project required consultants to travel to Isingiro quite often, which increased project costs, while engagement of the District Fisheries Officer would have been cheaper and more sustainable.

Short period for project implementation makes it difficult to measure results at outcome and impact levels. By end of the project, some activities were still being implemented and it was thus difficult to measure the changes realised as a result of the interventions. This is more difficult especially where the interventions include capacity building and institutional development and strengthening. Future project designers may consider planning for a longer project implementation period in order to measure impact.

Apart from national-level interventions at the NECOC and the IATC where UNDP is using a 'phase-down' strategy, at community level, the project used a 'phase-over' strategy, which has caused constraints for sustainability. There was no clear preparation for handover where future ownership and responsibility of project functions and facilities would be clarified. In many project areas, beneficiaries were not aware of project's termination. Future projects should consider developing an effective exit strategy.

3.9 LESSONS LEARNED AND GOOD PRACTICES:

Lessons:

- a) Planning, preparedness and management of disasters should be undertaken at all levels and using a multi-sectoral approach, i.e. from the village to national levels and should involve all relevant stakeholders and sectors.
- b) Awareness creation and sensitisation is an effective strategy for early warning and thus all stakeholders (including the media, communities, CSOs) play an active role in awareness campaigns, knowledge and skills transfer on issues of disaster risk reduction and management.
- c) All efforts for DRM will be effective only when they begin with community engagement if holistic DRR is to be successful –communities once supported are capable of undertaking and successfully implementing their own DRR plans.
- d) One of the most effective strategies for addressing DRR challenges involves promoting and building a culture of Disaster Risk Reduction and Climate Risk Management.
- e) DRM requires an effective information management system for collection, storage, analysis and dissemination of disaster management information – effective communication is a key activity in successful disaster preparedness and management operations.
- f) Disaster preparedness and risk management require the blending of technical expertise, indigenous knowledge and modern scientific skills to leverage cost-effective technologies and approaches for mitigation, preparedness, adaptation and recovery.
- g) Accurate analysis and mapping of hazards, risks and vulnerabilities at community level is a key and crucial step for planning and management of hazards and risks.
- h) Climate change is the main cause of disasters in the country and therefore interventions to reduce the causes and negative impacts of climate change is a strategy in effective DRM.
- i) All sectors of government, development partners, UN agencies, CSOs, the private sector and communities have the collective responsibility of integrating and coordinating their functions for DRR and CRM.
- j) In order to fully implement DRM and CRM interventions, it is important to establish regional and international linkages, networks and collaborations by participating in regional and international forums to learn about initiatives at those higher levels for effective implementation in a local context.

Good Practices:

- a) Building the capacity of the relevant and key MDAs and sector-specific agencies on DRR and climate adaptation strategies in areas of early warning and CRM has ensured sustainability of the DRR agenda at the end of the project.
- b) In a similar manner, the project strengthened the institutional capacity of the systems and structures in Uganda at both national and local government levels which has improved coordination and information sharing between sectors and agencies.
- c) Conducting risk assessment for both disasters and climate helped to identify the hazards, risks, and vulnerabilities for the different districts, regions and communities which information was used to prioritise districts and interventions for focused attention.
- d) Involvement in international conferences and exchange visits including Sendai, South Korea, Rwanda, among others, as well as forming partnerships with academic and other technically specialised institutions enabled exchange of information and expertise for DRR.
- e) Creating structures and systems for knowledge management and awareness creation has connected the nodal MDAs and sectors to latest international good practices on DRR.
- f) The participation of local governments and communities has minimised disaster risks and improved response and recovery efforts.
- g) Gender-sensitive practices through project implementation have enabled women to play an active role in DRR and CRM.
- h) Aligning the project with overall strategic objectives of DRR enshrined in the national policy and the development objectives outlined in the National Development Plan has focused effort and created compliance of all stakeholders.
- i) Adopting a multi-sectoral and multi-stakeholder approach creates synergy, which has led to realisation of planned outputs and the desired changes.

CHAPTER FOUR: CONCLUSIONS LESSONS, AND RECOMMENDATIONS:

4.1 CONCLUSIONS AND LESSONS:

Relevance: Overall, the UNDP project and other interventions were very relevant to the needs of the country, the beneficiary agencies and populations because of its alignment to the national and international goals and plans, as well as the focus of its interventions on the increased frequency, magnitude and severity of disasters in the country.

As a lesson for future interventions, projects succeed when they are aligned to global, national, and local and community, development plans and programmes.

Effectiveness: The programme largely achieved the planned interventions and objectives and hence realized the intended outputs in establishing the DRR platforms, early warning systems, HRV assessment, national database, post-disaster recovery mechanisms, and community-based disaster risk management capacities, knowledge management platforms, and capacity of staff. However, the mainstreaming of DRR in plans and programmes of MDAs was an unmet need.

As a lesson from implementation of the project, availability of adequate resources in form or finances, technical back stocking, experienced partners, facilitate the effective implementation and realization of results.

Efficiency: The UNDP Direct implementation model which minimized bureaucratic delays and resource wastage brought considerable results with relatively moderate input. The joint and coordinated activities harnessed synergies of different agencies, and ensured that each agency focuses on its niche. However, delayed disbursement of funds to respective implementing partners tended to compromise efficiency.

For efficient implementation of projects that involve state agencies and communities, the lead agency should have a wealth of experience in working with governments and communities

Impact: The project delivered positive changes under all the four targeted result areas but more so the significant impact was realized at community level.

As a lesson for future projects, it comes out clearly that community involvement at all levels of project implementation processes is a precursor to sustained project benefits.

Sustainability: The project has a strong element of continuity through alignment of programme interventions with national priorities; integration of functions into existing government systems and structures and utilising established networks and collaborations, among other priorities. Above all, inculcating a culture of community based income generating activities is an assured strategy of sustaining benefits.

Integrating a business model in community-based interventions enhances sustainability of project benefits.

4.2 RECOMMENDATIONS AND NEXT STEPS:

1. Future programmes should meaningfully involve all key stakeholders including beneficiary communities and local governments in the design and implementation planning processes so that they are able to appreciate their contribution as well as their roles and responsibilities in implementing the project. Adequate stakeholder involvement enhances the relevance of the project as stakeholders identify most appropriate interventions and strategies.
2. UNDP should constitute a pool of experts to technically supervise engineering projects and, where possible, utilise the district technical staff to support the function.
3. Future programming for DRR should explore options of utilising district-based technical staff that have the expertise and understand the local context, which is a primer to effective and efficient implementation, rather than hire remote consultants who are relatively expensive and unreliable in access.
4. The project focused on institutional strengthening and capacity building as strategies for achievement of results. Such strategies require more time to not only implement but also determine impact. Specifically, the project should strengthen the capacity of the national platform, DDMCs, sub county and village disaster management committees to function. It is important that such projects should be designed to last about five years or more depending on the focus of the project.
5. A phase down strategy for exit should always be preferred for government projects, which are always complex in nature with a wider coverage. In cases where a phase over strategy is opted for, a clear exit strategy should be well constructed to ensure that functions and benefits continue after project termination.
6. UNDP and OPM should develop and strengthen a multi-level integrated and coordinated approach to disaster preparedness, management, response and recovery.
7. UNDP should move out of Direct Implementation and focus more on strategic management issues.
8. There is need to develop a community of practice for stakeholders to meet at Regional Level to share information and experiences on DRR.

NEXT STEPS:

UNDP in collaboration with OPM should establish a ‘bridging fund’ to complete the uncompleted activities as well as enhance sustainability and future impacts. Specifically, the following actions should be supported:

1. Fast-track the finalisation of the DRR school curriculum development process and implement it in primary schools as part of the awareness campaign;
2. Fast-track the passing of the law on DRR which has been submitted to the First parliamentary Counsel to facilitate enforcement of DRR issues in the country. UNDP and OPM should also facilitate development of regulations and guidelines for operationalising the DRM Policy;
3. Continue to support mainstreaming DRR efforts in MDAs’ plans and programmes;
4. UNDP and OPM should support the operationalisation of the draft CRM-SIFs;

5. UNDP should continue to build the “software” capacity of the NECOC and other OPM staff in managing the NECOC.

Appendix One: Terms of Reference

National Consultant for Strengthening Capacities for Disaster Risk Management and Resilience Building Terminal Evaluation

Location :	Kampala, UGANDA
Application Deadline :	07-Oct-16 (Midnight New York, USA)
Type of Contract :	Individual Contract
Post Level :	National Consultant
Languages Required :	English
Duration of Initial Contract :	25 Working days
Expected Duration of Assignment :	25 Working Days

Uganda is susceptible to highly devastating disasters, including hydrological, geological, climatic and human-induced that exert a significant toll on its population and impose a significant socio-economic cost and which, to an extent, affect the country's ability to maximize the benefits from its economic growth and social development. Over the past decades, the incidence of devastating disasters has increased in frequency, intensity and geographical spread.

With impacts of climate variability and change become more pronounced leading to increasing incidence of climate-induced disasters and wide-ranging impacts on the lives and livelihoods of people, the need to mainstream disaster risk reduction and climate change adaptation into the development planning process and to build capacities for reducing and mitigating their impacts has been recognized by the Government of Uganda (GoU) in the National Development Plan (NDP) and other policy pronouncements.

To address this situation, the GoU led the development of and passed the National Policy for Disaster Preparedness and Management with the purpose of creating and promoting a disaster preparedness and management system that safeguards the country against disasters and ensures continued productive capacity of the people.

Based on the UNDAF and the UNDP CPD (2010-2014) and founded on the goals, objectives, principles and strategies of the National Policy for Disaster Preparedness and Management, the project, 'Strengthening Capacities for Disaster Risk Management and Resilience Building', was established in 2013 to support the Office of the Prime Minister strengthen its capacity for disaster risk reduction, preparedness and humanitarian response, including mitigation of, and adaptation to, climate change and building capacity for risk reduction, response and recovery among communities affected by disasters and climate-induced risks.

The project focused on strengthening the capacity of institutions to enhance disaster risk reduction and establishing systems and mechanisms for disaster risk management. The project followed the strategic objectives and priority areas outlined in the National Policy for Disaster Preparedness and Management and the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.

Project Summary:

- Output 1: Strengthened national disaster risk reduction institutions, enhanced sectoral coordination and disaster risk reduction mainstreamed into national and sector-specific development policies and projects.
- Output 2: Evidence base for disaster risk reduction generated and post-disaster recovery strengthened.
- Output 3: Enhanced community resilience to disaster.
- Output 4: Training and capacity building for comprehensive disaster risk reduction.

Development context of the project:

Following the adoption of the National Policy for Disaster Preparedness and Management in 2013, that shifts the focus and orientation of programmes and initiatives in the country from being reactive and response oriented to being proactive and focused on the management of risks, the Government initiated the process of setting-up the institutional mechanisms required for holistic disaster risk management at national and district levels. Efforts to develop national legislation also began in earnest.

Purpose of the evaluation:

The purpose of an independent terminal evaluation is to assess the project's achievements against the set objectives, identify and document lessons learnt (including design issues, lessons and best practices that can be up-scaled or replicated), and quantify the project's contribution to the Government of Uganda's efforts vis-à-vis national and international commitments to disaster and climate risk reduction and the implementation of the National Policy for Disaster Preparedness and Management.

As an integral part of the project cycle, the evaluation will analyze effectiveness, efficiency, relevance, impact and potential for sustainability of the project. It will also identify factors that have affected project implementation and facilitated or impeded the achievement of the objectives and attainment of results. Findings from the evaluation are expected to be used by UNDP, the Office of the Prime Minister, district local governments and local communities who are the main beneficiaries of the project.

Objective and scope of the evaluation:

The main objective of the evaluation is to assess project implementation, including how the design of the project has impacted on implementation, results, relevancy, effectiveness, efficiency, sustainability, unexpected effects, and lessons.

The subject of the evaluation is the project outcomes and outputs as well as the project processes by highlighting the results, challenges faced, lessons learnt, recommendations, and the impact on the targeted beneficiaries. The evaluation coverage will include the logic and underlying assumptions upon which the strategy was originally developed, and the implementation strategy that has actually been adopted.

The findings from this evaluation will be used where necessary to improve on design, implementation and management of future projects and interventions. The evaluation will cover:

- Project beneficiaries: Office of the Prime Minister (Department for Relief, Disaster Preparedness and Management); district local governments; and UN agencies;
- Geographical coverage: all 112 districts
- Donor contributions: Sweden (Integrated Climate Risk Management Programme) and Japan (Enhancing Food Security, Livelihoods and Resilience Building in Karamoja Region)

Duties and Responsibilities

The consultant will have overall responsibility for the work and operation of the evaluation. The consultant is responsible and accountable for the production of the agreed products including the following:

- Review of documentation to be provided by the project (implementation/evaluation reports);
- Conducting fieldwork and interviewing of stakeholders, national and local government officials, and the beneficiary communities to generate authentic information and opinions;
- Writing and compilation of the information and reports as needed;
- Presentation of key findings highlighting achievements and constraints, and making practical recommendations to decision makers and stakeholders;
- Finalization of the terminal evaluation report.

Approach and Methodology

The evaluation shall provide evidence based information that is credible, reliable and useful. The lead consultant will identify and/or work with a support team. The support team will be justified in the evaluation approach and methodology to be used. The consultant will ensure the deliverables are realized. The evaluation team will review all relevant sources of information including documents prepared during the preparation phase, the project document, project reports including annual project reviews, project budget revisions, lesson learned /monitoring reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review.

The evaluation is expected to follow a collaborative and participatory approach^[1] ensuring close engagement with the project team, government counterparts, the UNDP Country Office, technical advisers, and other key stakeholders. Engagement of stakeholders is vital to a successful evaluation. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to: executing agencies, senior officials and task team leaders, key experts and consultants in the subject area, project steering committee, project stakeholders, academia, local government and CSOs, etc. Additionally, the evaluation team is expected to conduct field missions to selected project target areas where the evaluation team should be able to meet the project responsible parties and conduct site verification.

The evaluation will specifically assess the following aspects of the project:

Project Concept and Design:

The evaluation will assess the project concept and design, and the relevance of indicators and targets set for the project, insofar as they have impacted on the achievement of project targets. The evaluation will review the problems addressed by the project and the project strategy,

encompassing an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to cost-effective alternatives. In the event the evaluators find that there were no clear baseline indicators for the project at the onset, the evaluators are required to estimate the baseline condition so that achievements and results could be established objectively.

Implementation:

The evaluation will be facilitated by UNDP and undertaken in a highly participatory manner using appropriate appraisal techniques. Desk reviews, interview with key informants, focus group discussions with primary and secondary beneficiaries of the project are recommended for validation of results and outcome in the field.

Implementation of the project in terms of quality, timeliness of inputs, efficiency and effectiveness of activities carried out will be evaluated. Also, the effectiveness of management as well as the quality and timeliness of monitoring and backstopping by all parties to the project should be evaluated.

While assessing a project's results, the final evaluation will seek to determine the extent of achievement and shortcomings in reaching the project's objectives as stated in the project document and also identify any alterations if any and whether or not those changes were approved and implemented.

Project Outputs and Outcomes:

The evaluation will assess the outputs, outcomes and impact achieved by the project as well as the likely sustainability of project results. This will encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the overall objective of the project. The evaluation will assess the extent to which implementation of the project has been inclusive in delivering to the intended or targeted beneficiaries, as well as examining any significant unexpected outcomes.

The evaluation and its findings are expected to be evidence-based. It is recommended that a ratings matrix be used to rank objectives according to the level of attainment of expected results and outputs, as well as rating of elements of project management.

Evaluation questions:

In order to achieve the purpose/objectives of this evaluation, the evaluation should address the following questions:

- Assess the relevance and appropriateness of the project design to the achievement of project results as well as the National Policy for Disaster Preparedness and Management and UNDP's mandate and UNDAF/Country Programme Document?
- To what extent have project key objectives, goal and project specific outputs and outcomes been achieved? What were the unintended consequences of this project?
- What relationships and partnerships were most effective in terms of delivering expected results? Specifically assess the strengths and weaknesses of direct and tangential partnership arrangements of the project with stakeholders in delivering project objectives?

- To what extent were the project financial resources available and appropriately utilized? Appraise the value for money in the utilization of resources?
- Assess the role of the project in contributing to gender concerns/equality and the empowerment of women?
- What project sustainability measures were put in place and what factors are likely to affect project sustainability? How well has the project used the information generated by the performance indicators during project implementation to adapt and improve the project?

Overall the evaluation should analyze lessons and propose recommendations on aspects that have contributed or hindered the attainment of project objectives, sustainability of project benefits, innovation, catalytic effect and replication, and project monitoring and evaluation.

The evaluation should provide well formulated lessons to inform future investment in disaster risk management in Uganda. The final evaluation report will include examples of good practices from other projects within the focal area, country and region.

Expected deliverables:

The following deliverables/products are expected from the evaluation team:

- Inception report including detailed methodology;
- Field work debriefing before draft report writing;
- Draft evaluation report;
- Presentation to UNDP and stakeholders;
- Final evaluation report.

Time-frame for the evaluation:

The evaluation will be carried out within 25 working days, including delivery of products as listed under section VI. above. The assignment will take effect from the date of signing of the contract, as follows:

- Submit a detailed inception report and meet UNDP team (2 days);
- Undertake field mission; Karamoja sub region; Teso sub region; Rwenzori sub region; Oruchinga (10 days field based);
- Undertake Kampala based interviews (5 days Kampala);
- Prepare and present draft report (6 days Kampala);
- Submit final report (2 days).

Responsibilities and logistics:

The consultant shall work under the supervision of UNDP's M&E Specialist and closely with UNDP's Disaster Risk Management Advisor.

The draft evaluation report shall be presented to UNDP and Government stakeholders no later than 23 days after start of the assignment. Comments and feedback from all stakeholders should be incorporated into the final version of the report.

The consultant shall submit the final evaluation report to the UNDP's M&E Specialist for certification of completion of work. The consultant will have the responsibility for the quality and timely submission of the deliverables to the UNDP Country office.

UNDP will provide logistical support to the consultant in the form of a vehicle for up-country project visits, and an accompanying project officer, if required.

The selected consultant will be expected to adhere to a code of conduct (Statement on Ethics), and

conduct him/herself according to the expected ethical standards.

- Excellent analytical skills and strong commitment to sharing expertise and experience in order to develop capacity of others, and work as a member/advisor of a team;
- Strong communication skills; able to communicate effectively with people and able to write concisely and make presentations in a simple non-technical manner;
- Excellent analytical, organizational and negotiation skills;
- Ability to demonstrate tact and diplomacy

Required Skills and Experience

Education:

Master's degree in development studies or related social science fields.

Experience:

- Minimum 8 year experience in project and programme evaluation;
- Familiarity with integrated/multi-sectoral development projects in the field of disaster and climate risk management in Uganda, either through managing or evaluating donor-funded projects;
- Substantive knowledge of participatory M&E processes is essential;
- Demonstrated expertise and experience on terminal evaluation of programmes/ projects and other strategic Programme documents;
- Experience in the evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors, is required;
- Demonstrated ability to assess complex situations in order to analyze critical issues succinctly and clearly and draw forward-looking conclusions.

Language skills:

- Excellent English writing and communication skills.

Application procedure:

Price Proposal and Schedule of Payments:

A lump sum payment, in three tranches, shall be made upon successful completion and certification of work done as indicated in this Terms of Reference.

- Upon submission of an Inception report, with detailed work plan for the assignment (20%);
- Upon submission of draft report and presentation (30%);
- Upon Submission of final report (50%)

Evaluation Method and Criteria:

Cumulative analysis:

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

- Responsive/compliant/acceptable, and;
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation:
- Technical criteria weight; - 70%;
- Financial criteria weight; - 30%.

Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation

Technical Criteria – Maximum 70 points:
Criteria

Relevant degree: 10;

- A minimum of 5 years relevant work experience: 15;
- Relevant experience in the evaluation of technical assistance projects: 30;
- Familiarity with integrated/multi-sectoral development projects in the field of disaster and climate risk management in Uganda: 15.

The candidate is required to submit an electronic application directly uploaded on the UNDP jobs website with all the requirements as listed here below. Annexes and further information may be downloaded on <http://procurement-notices.undp.org/>. (Reference #32797).

Interested individual consultants must submit the following documents/information to demonstrate their qualifications in one single PDF document to this website - <http://jobs.undp.org> (Ref no.68484).

Documents to be included when submitting the proposals:

- Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP (Annex II);
- Personal CV, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.

Technical proposal:

- Brief description of why the individual considers him/herself as the most suitable for the assignment;
- A methodology, on how they will approach and complete the assignment;
- Financial proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided (Annex II);
- Annexes 1 and II - may be downloaded from the UNDP Procurement Notices Website - <http://procurement-notices.undp.org/> - under reference #32797. For further clarifications, please contact; janet.anyango@undp.org; and moses.lutwama@undp.org

Interested applicants should submit applications through uploading of all their required documentation in one single pdf document on this website only.

Appendix Two: List of Evaluation Respondents:

S/N	Name	Designation	Organisation
1.	Dr. Kaziro	Production Officer	Amudat DLG
2.	Deborah	Natural Resources Officer	Amudat DLG
3.		Agricultural Officer	Amudat DLG
4.		Water Officer	Amudat DLG
5.	Eryama Charles	Planner	Amudat DLG
6.	Martin	Programme Manager	ZOA
7.	George Olima	Project Officer	ZOA
8.		Beneficiary	Alakas Water Pond
9.		Beneficiary	Nabokotom Solarised Irrigation
10.	Nangiro John	District Chairperson	Nakapiripirit DLG
11.	Dr. Ariyong Simon	Production Officer	Nakapiripirit DLG
12.		Water Engineer	Nakapiripirit DLG
13.	Lokut Joseph	Beneficiary, Tsetse fly Traps	Nakapiripirit DLG
14.	Okong Benson	Sub County Chief	Namalu SC/Nakapiripirit DLG
15.		Beneficiary, Sub Surface dam	Nakapiripirit DLG
16.	Odur John	Beneficiary, Low Cost Latrine	
17.	Olaboro Emmy Ejuku	Ag DCAO	Kaberamaido DLG
18.	Odela Nelson	District Community Development Officer	Kaberamaido DLG
19.	Eryau Joseph	Production Officer	Kaberamaido DLG
20.		CAO	Bududa DLG
21.	Nandutu Evelyn	Planner	Bududa DLG
22.		Natural Resources Officer	Bududa DLG
23.	Asaba Wilson	Ag DCAO	Kasese District LG

24.	Mwesige J.S	Production Officer	Kasese District LG
25.	Kooli Augustine	Environment Officer	Kasese District LG
26.	Tubehamwe	ACAO	Isingiro District LG
27.	Patrick Tumwesigye	District Agricultural Officer	Isingiro District LG
28.	Aloysius Karugaba	Production Officer	Isingiro District LG
29.	Emmanuel Bwengye	Natural Resources Officer	Isingiro District LG
30.	Aloysius Gumisiriza	SAS	Isingiro District LG
31.	Kamoga Abdu	Environment Officer	Isingiro District LG
32.	Amanyire Deo		Isingiro District LG
33.	Mukalazi Dickson		Isingiro District LG
34.	Mugabe Steven	Deputy Settlement Commandant	Oruchinga Settlement
35.	Turyatunga Joseph	Ag. Project Manager	HJIRA
36.	Atwiine Anne-Mary	Project Officer	HJIRA
37.	Bahati Kabori	Beneficiary Fish Farmer	HJIRA
38.	Musoke Solomon	CAO	Rakai District LG
39.	Kalungi	DAO,	Rakai District LG
40.	Nabbala Harriet	Chief, Kakuto Sub-county	Rakai District LG
41.	Kayondo Max	Speaker, Kakuto Sub-county council	Rakai District LG
42.	Nababala Harriet,	Chief Kakuto	Rakai District LG
43.	Nalongo Nteza,	Victim, Kakuto Sub-county	Rakai District LG
44.	Mr. Kazigo Joseph, 77 years	Victim, Kakuto Sub county	Rakai District LG
45.		ACAO /Chair, DDMC	Rakai District LG
46.	Dr Lawrence Mayiga	District Veterinary Officer	Rakai District LG
47.	Mr. Kanyesigye	CAO	Masaka District LG

	William		
48.	Ms Najjuma Juliet	ACAO/Chair, DDMC	Masaka District LG
49.		Planning officer	Masaka District LG
50.	Mr Kabango Fred	District Agricultural Officer	Masaka District LG
51.	Ms Rose Nakyejwgye	District Environment Officer	Masaka District LG
52.		District Education Officer	Masaka District LG
53.	Dr. Lawrence Mayiga	Production Coordinator	Masaka District LG
54.	Mrs. Kataama	Victim to Swine Fever	AGREPH ESTATES LTD Msk
55.	Ongom Alfred	Data Base Programmer	UNDP
56.	Goldfinch Stephen	DRM Advisor	UNDP
57.	Owor Martin	Commissioner, DRDPM	OPM
58.	Menhya Gerald	Asst. Commissioner, DRDPM	OPM
59.	Nakabugo Rose	Asst. Commissioner, DRDPM	OPM
60.	Okecho Emmanuel	Disaster Preparedness Officer	OPM
61.	Ogwang Jimmy	Disaster Preparedness Officer	OPM
62.	David Livingstone Okumu	Military Assistant to NECOC Director	OPM
63.	Goli Domitila	Inspector of Police Radio Communicator	OPM
64.	Sunday Deo Otim	Inspector of Police Radio Communicator	OPM
65.	Mr. Lappo	Country Director	C&D
66.	Dr. Roy Mayega	Director, Resilient Africa Network	Makerere School of Public Health
67.	Captain Masiwa Mukhama	Political Commissar, NCOA	Jinja (NCOA)
68.	Major Muhwezi		Jinja

69.	MajorMugasa		Jinja
70.	Nakimitte Hellen	Trainee	Jinja
71.	Miss Nyangoma	Disaster Preparedness Officer (& Secretary of National Platform)	OPM

Appendix Three: Interview Guide for OPM/UNDP:

- What was your role in the project?
- What did you do?
- How did you do it?

RELEVANCE:

- Did you conduct a needs /capacity gaps analysis/baseline survey before commencing project implementation?
- Do you think the interventions implemented addressed the problems and needs of the target beneficiaries? If yes, how? If no, why?
- Which interventions do you think significantly contributed to solving beneficiary DRR issues?
- Which interventions do you think were weak in solving beneficiary issues?
- Which interventions do you think should have been taken on but were not planned for? Why do you think so?
- What was the contribution of the different partners in implementing the interventions?

EFFECTIVENESS:

- Which activities were implemented by your organisation?
- Were they the planned activities or not? Explain
- Were all the planned activities implemented or some were not?
- Were all activities implemented in the planned time? If no, why?
- Did beneficiaries know before hand about your planned activities?

EFFICIENCY:

- How much money was involved?
- How was it mobilised /key funding agencies and their interests in the specific DRRM interventions?
- How were the funds transferred and the procedures and accounting processes?
- Was the funding adequate with regard to the planned activities or there were some shortfalls?
- Were all the funds planned for received and utilised by the Implementing agencies?
- Were these funds released in time?
- Did the IPs report any balances or did they complain about inadequacy?
- Did they utilise the funds as per the planned interventions or there were diversions and re-allocations, which you know of?
- Were the beneficiaries balanced in terms of gender? Did the beneficiaries also include the very poor, PWDs and other marginalised sections of the communities?
- Did the IPs have provisions for gender and equity in their strategies and policies?
- Were there variations or common trends in the way the funds were utilised?
- Did the IPs receive same amounts of funds or there were variations and why?
- Were the spent funds worth spending? Give reasons for your answer.

IMPACT/OUTCOMES:

- Do you think the project has created any change or there is no change at all? If yes, how? If No, Why?
- If there is any change, where and who has changed?
- Was this the planned change or it is different?
- Are there other changes that have been realised that were not intended?

SUSTAINABILITY:

- What planned interventions were in place to ensure actions are sustained at project end?
- Were these provisions taken care of while implementing the project?
- Were these provisions relevant to the target beneficiaries?
- Now that the project ended, are these actions on-going in project areas or they have ceased?
- Did you have a project planned project termination and exit strategy?
- What is the role of different stakeholders in ensuring that the project interventions continue?

PARTNERSHIPS:

- Which partners did you engage in implementing the DRRM project?
- Why did you choose to use this collaboration in delivering the project?
- Which partners played which roles and why?
- How did you engage the partners/processes for contracting?
- How did the different partners implement the assigned work –was it in anyway different or it was business as usual?
- Which partners impressed you most and why?
- Which partners did not do well and why?
- Did you have implementation mechanisms that enhanced effective performance of the partnership? Which ones?
- What were the main challenges of implementing the project through partnerships?
- How well did the partners promote the visibility of your organisation in the project area under their jurisdiction?

GENDER AND INCLUSIVENESS:

- Did the project take care of gender concerns?
- Were the various stakeholders sensitive to gender in implementing their work?
- Explain whether selection of beneficiaries took care of gender and other vulnerable persons needs?
- Are the benefits of the interventions shared by all sections of the communities? Explain with evidence.
- What do you think should have been done differently with regard to gender and inclusiveness?

IMPLEMENTATION AND OTHER CHALLENGES:

- What have been the major implementation challenges?
- Were most of the challenges a result of the environmental context or project design related?
- What could be done differently to avoid or address these challenges?
- To what extent did the different stakeholders contribute to occurrence of these challenges?

LESSONS LEARNT:

- What have you learnt from implementing this project - The good and the not good?

NEXT STEPS:

- What do you think UNDP and OPM should do after this project with regard to DRRM?
- What do you think the district should do after this project?
- What do you think the Sub County should do after this project?

Appendix Four: List of Documents Reviewed

1. Lumbroso Darren (2016) Building the Concept and Plan for the Uganda National Early Warning Systems (NEWS) Annex 1 - Stakeholder Survey
2. OPM, (2011) The National Policy For Disaster Preparedness And Management
3. RAN (2016) Uganda Resilience Dialogue Report
4. UNDP (August 2014), Abim Hazard, Risk And Vulnerability Profile
5. UNDP (August 2014), Amudat Hazard, Risk And Vulnerability Profile
6. UNDP (August 2014), Amuria Hazard, Risk And Vulnerability Profile
7. UNDP (August 2014), Abim Hazard, Risk And Vulnerability Profile
8. UNDP (June 2014), Bukedia Hazard, Risk And Vulnerability Profile
9. UNDP (August 2014), Kaabong Hazard, Risk And Vulnerability Profile
10. UNDP (June 2014), Kaberamaido Hazard, Risk And Vulnerability Profile
11. UNDP (June 2014), Katakwi Hazard, Risk And Vulnerability Profile
12. UNDP (August 2014), Kotido Hazard, Risk And Vulnerability Profile
13. UNDP (June 2014), Kumi Hazard, Risk And Vulnerability Profile
14. UNDP (August 2014), Moroto Hazard, Risk And Vulnerability Profile
15. UNDP (August 2014), Nakapiripirit Hazard, Risk And Vulnerability Profile
16. UNDP (August 2014), Napak Hazard, Risk And Vulnerability Profile
17. UNDP (June 2014), Serere Hazard, Risk And Vulnerability Profile
18. UNDP (June 2014), Soroti Hazard, Risk And Vulnerability Profile
19. UNDP (2017) Strengthening Capacities for Disaster Risk Management and Resilience Building Report
20. UNDP (2017) Strengthening Capacities for Disaster Risk Management and Resilience Building Report
21. UNDP (2013) Strengthening Capacities for Disaster Risk Management and Resilience Building Project Document
22. UNDP (2014) Enhancing Food Security, Livelihoods and Resilience Building in Karamoja, Project Document
23. UNDP (2014)
24. UNDP (2014) Strengthening Capacities for Disaster Risk Management and Resilience Building Annual Work Plans (2014-2016)
25. UNDP, 2014 Community Risk Reduction and Climate Adaptation Planning and Implementation Guide Book
26. UNDP Climate Risk Management Training Manual
27. UNDP Community Based Resilience Analysis (Cobra) Assessment Report for Kotido and Kabongo
28. UNDP, (2013) Study of the Flooding in Rwenzori Mountain for Effective Disaster Risk Management
29. ZOA (2016) Enhancing Food Security, Livelihoods and Resilience Building in Karamoja, Project Document, End of Project Report Summary Sheet

Appendix Five Beneficiary Stories:

Mousa Hatangimana, 46 Years, Chairperson Michinga II, Kazinga Zone:

Before cultivation, UNDP and Balton, constructed Green Houses, gave us seeds and we planted. However, along the way we got some challenges with sunshine, which affected our crops and also the tomato epidemic. But when the crops matured, we got 670,000/= from tomatoes, 480,000/= from cabbages, 970,000/= from spinach and 153,000/= from carrots. From the proceeds, we were able to pay of labour costs of 43,000/=, bought seedlings for the next season. We loaned out 640,000/= to members and kept 737,000/= with the treasurer. We did not have such money before the support and it is even keeping us together as brothers and sisters.

Now we have a ready garden for growing cabbages and tomatoes. We are finalizing a garden for planting beetroot. With an improved season we expect to significantly improve our livelihoods and we thank the project for doing us good.

Richard Niyomusabye, 40 years, Chairman of Imana Idufashe Group and Chairperson Fish Farmers Association:

We are looking after the fish and every day out of the five zones, there is a zone that goes to the cages to do surveillance so that our fish is not stolen or harmed in anyway. The project helped us to start VSLAs to supplement our income as we wait for the fish to mature. What is interesting is that most of us are already getting much more income from the VSLAs than we used to get from fishing. Our lives have somehow improved and with time, we hope to become rich.

Innocent Sekimonyo, 28 Years

I am one of the two people who ride the boat to feed the fish in the cages. We used to have a non-motorised boat at the start and we had wind challenges that would drift the boat away especially when feeding the fish. We are happy to have received a motorised boat which, makes our work easy and even surveillance is quiet easy and efficient.

Kabori Bahati, 35 Years, Chairman Busheka Green House:

We are happy because before we got Green Houses, diseases used to attack our children on account of poor feeding. With the project, our children have a balanced diet and their health has improved. We are also able to pay school fees for them. Our only challenge is that we need a second generator to facilitate irrigation during the dry spell. We got 850,000/= despite the floods that ravaged our gardens. We have paid bought cabbage and tomato seedlings at 52,000/= and the balance given out as loans.