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## UNDP IN UGANDA

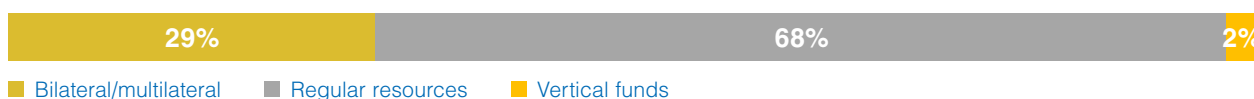
Uganda has made significant improvements in social and economic development in the past two decades. Regions affected by conflict are transitioning to recovery. There has been progress towards achieving the Millennium Development Goals (MDGs). Yet Uganda also faces numerous challenges, which include tackling regional disparities in poverty, high population growth, strengthening the capacities of public management institutions

and minimizing the effects of climate change.

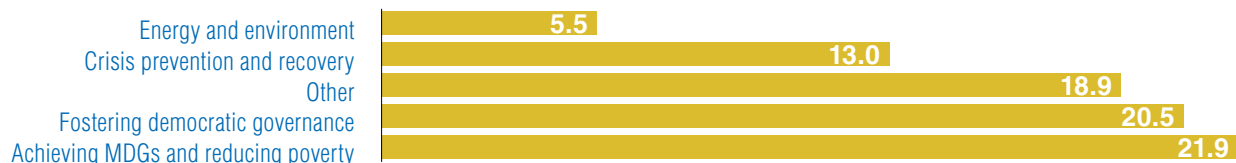
UNDP assistance has covered the areas of poverty reduction, sustainable environment, democratic governance, and crisis prevention and recovery in a post-conflict and human development context. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered UNDP work from 2001 to 2009.

### TOTAL PROGRAMME EXPENDITURE, 2004-2009: \$79.9 MILLION

#### FUNDING SOURCES, 2004-2009



#### PROGRAMME EXPENDITURE BY PRACTICE AREA, 2004-2009 (\$ MILLIONS)



## FINDINGS AND CONCLUSIONS

UNDP contributions to national development results varied in Uganda. Programmes, implemented largely through government agencies, responded to various requests for support from the Government, and supported implementation of the Poverty Eradication Action Plan and policies on post-conflict recovery and human security. While achievements were significant in some areas, there were also missed opportunities.

In supporting governance, there was no comprehensive strategy, although some important interventions were provided. A large component of support was aimed at furthering transparency and accountability in government institutions. The increased visibility of institutions for transparency and accountability, the growing demand for accountability, action against law breakers at all levels and the increase in public utilization of the Inspector General of Government services indicated a positive change in institutional and societal values, ethics and attitudes towards rights. In more than one case, UNDP support to institutions was used as seed money, with other donors brought on board to widen support.

UNDP assisted Parliament in training administrative staff in management, and orientated parliamentarians to procedures and management issues. Training was also provided to enhance parliamentarians' understanding of

cross-cutting development issues, harmonize working relationships across political parties and ensure participatory democracy. These interventions were perceived as timely by the Government, fostering a more tolerant and cooperative working environment.

Post-conflict recovery programmes saw mixed results. Assistance helped in operationalizing the policy for internally displaced persons and facilitating their safe return. There were promising reductions of small arms and light weapons in some areas. Engagement in northern Uganda policy discussions was not at the desired level, however. Links between post-conflict recovery and longer-term national development objectives were not effectively forged.

Uganda was one of the pilots for the humanitarian cluster approach; UNDP had the challenging task of leading the early recovery cluster, but was not effective in providing leadership. It did not achieve sufficient ownership or participation.

With few exceptions, UNDP appeared to place more emphasis on programmes than policy support in work on poverty reduction, although it did back the drafting of the Micro-Finance Deposit Taking Act, approved in 2003. MDG assistance was a key focus, aimed in large part at increasing national government capacities to

monitor progress. There was limited evidence to suggest that monitoring informed government decision-making, however. Some district MDG reports were developed, but UNDP did not adequately use other district-level programmes to enhance understanding of the MDGs. Further piloting of regional MDG reporting could have informed regional development and recovery plans, and the broader recovery and reconstruction processes.

Issues related to the environment and climate change did not receive adequate attention; links with poverty reduction and sustainable livelihoods were weak. The integration of cross-cutting issues was modest. While different projects took measures to include women, the programme lacked a systematic framework to carry out gender analysis in order to guide programme design, and to implement or to monitor progress in gender relations.

Uganda's significant budget support from the donor community comes with an expectation of capacity development. This was a clearly recognized UNDP programme priority, but with no common understanding of the parameters. Capacity development was not mainstreamed into programmes. There were no benchmarks for the gradual disengagement of UNDP support.

UNDP programme support would have made better contributions to results had strategic partnerships been developed with other agencies or had interventions been based on a careful analysis of ongoing support to the government from other agencies. In a context where 71 percent of development cooperation involves budget support, clearly thought-out interventions and partnerships directed at addressing critical gaps were lacking.

Programme management was constrained by several critical factors, including lack of adequately qualified staff, weak synergies among different areas of the programme, and poor reporting and monitoring. An evolving and complex humanitarian situation created additional responsibilities, and at critical junctures, UNDP lacked capacities to respond to evolving demands. Programme efficiency was undermined by spreading funds across a wide range of activities.

UNDP should continue to engage in priority areas where enhanced national capacity and ownership can produce significant strides. The organization needs to become more strategic in its focus. All programme interventions should be oriented towards informing policy formulation and providing technical support.

## RECOMMENDATIONS

- UNDP interventions should support policy formulation and coordination in development and post-conflict recovery. There should be a systematic approach to engaging in policy and technical support for implementation.
- UNDP should enhance its support to attaining the MDGs in order to address regional disparities in poverty. UNDP should make a stronger commitment to address cross-cutting issues, particularly the MDGs, HIV/AIDS and gender. UNDP should consider supporting regional MDG reports.
- UNDP should take specific measures to integrate environment and climate change adaptation as a cross-cutting issue, particularly in poverty reduction and disaster management interventions.
- To make meaningful contributions to development results, UNDP should be strategic in using its resources and reduce the number of interventions. UNDP should develop a fund mobilization strategy to support programmes in critical areas. This strategy should include areas where UNDP would engage on a long-term basis.
- UNDP should no longer work on intervention-specific pilot projects. The pilot approach should only be used for integrated approaches at the district level and with interventions that are both mutually reinforcing across practice areas, and are linked by measurable and common objectives.
- UNDP should clarify what is intended by capacity development and outline support parameters. There should be a clear framework for implementing and monitoring capacity development activities.
- UNDP should define the role it can play in coordination and systematically engage in coordination mechanisms.
- UNDP should be more proactive in advocating the human development dimensions of growth and poverty reduction. UNDP should extend continuous support to advocacy tools such as Human Development Reports.
- UNDP should strengthen its partnerships with NGOs and civil society. It should facilitate linkages among the government, the private sector and NGOs in engaging in post-conflict and development issues.
- UNDP should strengthen its presence at the local level, including through greater capacities in area offices.
- UNDP should substantially strengthen the results focus of the country programme.

## ABOUT THE ICPEs

Independent country programme evaluations (ICPEs) are the backbone of the work of the Independent Evaluation Office. They capture evidence of UNDP's contributions to development results and the effectiveness of strategies supporting national development. They enable continued improvement in UNDP programmes, contribute to strengthened national ownership and evaluation capacity, and underpin accountability to national stakeholders and UNDP's Executive Board. To date, over 100 ICPEs have been conducted worldwide.

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