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**THE REPUBLIC OF UGANDA**

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TERMINAL EVALUATION OF PEACE ARCHITECTURE FOR CONFLICT TRANSFORMATION FRAMEWORK PROJECT

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**FINAL DRAFT EVALUATION REPORT**

**Submitted by**

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**Abbreviations**

ARLPI Acholi Religious Leaders Peace Initiative

CPD Country Programme Document

CO Country Office

CSO Civil Society Organisation

DIM Direct Implementation Modality

EC Electoral Commission

FACE Funding Authorisation Expenditure Certificate

FHRI Foundation for Human Rights Initiative

IRCU Inter Religious Council of Uganda

KY Kabaka Yekka

LC Local Council

NCF National Consultative Forum

NCHRDs National Coalition of Human Rights Defenders

NDP National Development Plan

NIM National Implementation Modality

NRM National Resistance Movement

OECD/DAC Organisation of Economic Commission for Development/Development Assistance Committee

TEFU The Elders Forum of Uganda

ToR Terms of Reference

UHRC Uganda Human Rights Commission

UNDAF United Nations Development Assistance Framework

UNDP United National Development Programme

UNEG United Nations Evaluation Group

UPC Uganda Peoples Congress

UPDF Uganda Peoples Defend Forces

UPF Uganda Police Force

VAW-E Violence Against Women in Elections

WSR Women’s Situational Room

# Executive Summary

Dialogue and consensus building are critical building blocks for deepening democratic systems and practices particularly in the multi-party political dispensation. This calls for neutral and impartial spaces for dialogue and consensus building that would help to deepen democratic systems and practices on a continual basis. However, the results of the 2009 comprehensive self-assessment using the platform of African Peer Review Mechanism revealed that such spaces in Uganda were limited. Much as there was an institutional framework that would favour dialogue and consensus building, their functionality was bedevilled by glaring institutional and capacity gaps.

In response to the need for strengthening dialogue and consensus building, UNDP in partnership with Inter Religious Council of Uganda (IRCU), National Consultative Forum (NCF), The Elders’ Forum of Uganda(TEFU) and the Electoral Commission (EC) designed and implemented the “The Peace Architecture for Conflict Transformation Framework Project). The project was guided by three objectives namely;

1. Developing impartial and neutral spaces and capacities that could facilitate dialogue and consensus building;
2. Strengthening dialogue and consensus building efforts within the domain of political reform and effectively supplemented/supported by impartial and neutral spaces of dialogue and vice versa;
3. Strengthening capacities at regional level to ensure that national level actions are informed by local level aspirations.

Although the project focus was on peaceful and stable 2016 elections, the project contribution was envisaged to be felt even beyond the election agenda through strengthened institutional mechanisms with necessary capacities that could facilitate long term peace and stability in the country. Thus, the project devoted more efforts to ensure development of inclusive institutional mechanisms with explicit focus on women and youth.

Project implementation commenced in July 2014 and was ended in June 2016 but was amended to include the UN Electoral Support which caused the project to be extended up to December, 2017. The project was delivery under four tracks (IRCU, NCF, TEFU and EC) with clearly outputs and results (see figure 1).

As per the UNEG requirement a terminal evaluation is required for all UN funded projects. Thus, this evaluation was commissioned by UNDP Uganda country office to assess both process and results of the project. Thus the evaluation focus was on; assessing project implementation, including how the design of the project has impacted on implementation, results, relevancy, effectiveness, efficiency, sustainability. Therefore, using a systems analytical model, the evaluation draws and articulates vivid associations among all project variables (Inputs-Processes-Outputs-Outcomes-Impact-Sustainability). This facilitated the delineation of both intended and unintended changes caused by the project which in turn formed the basis of articulating the contribution of the project towards attainment of the observed changes hence laying a foundation for lesson learning, documentation of best practices and recommendations.

Using a mixed methods approach, 49 key informant interviews 3 Focus Group Discussions were conducted with key project stakeholders between June and July, 2018. The primary data generated from these sources were suplimented by desk review of the project documents. The results are presented in the light of OECD/DAC criteria as below.

**Relevance:** The project was consistent with the national development priorities of the country as enshrined in NDP II and Vision 2040. Besides, the evaluation found satisfactory alignment between the project outcomes and ouputs with the strategic direction of both UNDP and the wider UN development framework as articulated in CDP and UNDAF (2016/20). UN agencies have successfully aligned their programmes to national development framework and to this extent therefore, their supported projects are obviously in tandem with the national development priorities.

There is a notable internal coherence as the project strategies and activities were appropriate in supporting the realization of the desired results. However, the evaluation noted some gaps in the results framework and they include;

* The causal-effect relationship was not properly articulated in the project document to justify the project activities and strategies;
* Performance targets were not clearly define using a SMART lens
* The project time was short to allow the results of the project to settle.

Despite some gaps in the project design above, the project implementation arrangement was sound and it facilitated the achievement of enhanced results. In the first place, i)DIM was the most appropriate given the short project period vis-à-vis the bureaucracies in the public sector; ii) The project ably developed strong partnership which favoured experience sharing, networking and joint activity implementation; iii) levelaging the clout of the responsible parties given their mandate; iv) attaching experts to the responsible parties especially at EC.

The project well integrated gender with deliberate and sound strategies of involving women and youths in project implementation. Through the work of WSR, women and youths were accorded adequate platform to participate in national development especially during the elections.

**Effectiveness:** The project supported the development of impartial and neutral spaces for dialogue that ably facilitated a number of conflict resolution. The functionality of the Elder’s Forum was revitalised by addressing the key impediments that existed before. Furthermore, the visibility of NCF was strengthened through its increased engagements with key stakeholders that was supported by the project. IRCU interventions at regional level were strengthened through project supported regional engagements.

The project support production and dissemination of knowledge products that have been instrumental in building the capacity of the institutions of peace building and conflict transformation. With the support of the project, the functionality of these institutions has been strengthened and as such, they have mediated in a number of conflicts including inter alia; Kasese peace agreement, negotiations on a number of electoral reforms and processes.

The project support to the electoral commission was significant as it facilitated a number of processes and activities such as media engagements that helped to improve EC’s public relations. It is apparent that by strengthening the capacity of these institutions, their participation in national development especially in the arena of deepening democracy was enhanced.

The strengthened capacity of these institutions lays a strong foundation for continual engagements and advocacy for democratic processes in the country. Besides, the project partners have established partnerships that are likely to continue beyond the project period.

The regional peace structures were mobilized during the project and were equipped with skills for proper mediation and conflict resolution. It was noted that despite the closure of the project these structures have remained functional as evidenced by their continuous engagements even past the project period.

The success of presidential debates was notably the most outstanding achievement of the project. Several stakeholders consulted revealed the project ably redirected the politics of Uganda from personality-based to issues-based. The political debates, prayer breakfasts that were organised with the project support brought all key stakeholders on a same table to discuss the national development. As such, the spirit of tolerance was steadily cultivated in the political landscape of the country.

However, whereas great achievements are noticeable, the absence of the clear targets constrains full assessment the achievements in respect to these targets. Nevertheless, the project supported the rejuvenation of institutional engagement in dialogue and conflict transformation which is a key step towards democratic systems and practices.

**Efficiency:** Project resources were fairly availed on time and was appropriately utilized. Project expenditure was well aligned with the work plan and the budget. As such the project was implemented with positive variance. UNDP’s programming and financial management systems were vital in ensuring better alignment between the project outputs and expenditures. DIM was instrumental in ensuring timely project procurement. Although cases of delayed disbursement of funds were revealed by the implementing partners, their magnitude is less compared to what would have happened if NIM was used.

**Sustainability:** There is strong potential for sustainability of the project results. This is because; i) the project activities have been integrated in other running projects in accordance with the strategic plans of the implementing parties; ii)There is government commitment to supporting project initiated activities and processes especially the national dialogue; iii) There was great volunteerism spirit especially among the regional peace structures that they are willing to continue with the conflict transformation work even beyond the project period.

**Conclusion:** The project ably supported the creation of a peace architecture that provides great opportunities for conflict transformation. However, the responsible institutions still require more capacity strengthening for effective functionality. Much as the non-state actors have played a significant role in peace building and conflict transformation, their success depend on government commitment to dialogue and democratic values. It on the basis of the results presented in this report that the evaluation makes the following recommendations.

**Recommendations:**

**IRCU**

* Measures for enhanced impartiality of the peace committees should be step up in order to build public confidence in the committee.
* The secretariat need to enhance transparency in order to facilitate commitment and effective participation of their structures at various levels
* IRCU should strengthen its strategic management system in which a clear view about its strategic direction (Vision, Mission, strategic objectives and actions) is created among and appreciated by all its multi-layers structures in order to achieve enhanced alignment of their actions with the strategic direction of the entire organization.

**NCF**

* More support is required for institutional capacity strengthening especially for NCF. There is need for NCF to have its fully ledged secretariat with its own staff and equipment for enhanced institutional performance.

**Government**

* Finalization of the peace policy should be fast tracked in order to give a strong base to the peace initiatives in the country. It will form a strong basis and framework for mobilizing resources and other support for the peace processes in the country
* Equip the elected LC committees with conflict resolution and mediation skills. The government should take advantage of the LC system that has recently been revitalized by equipping them with kills mediate and resolve local level conflicts
* National dialogue processes should also be fast tracked with strong government support and ownership while ensuring effective participation of all key stakeholders. Government should be at the helm of national peace initiatives if they are to be effective and sustainable

**EC**

* Citizen education should be an on-going initiative not only being influenced by the upcoming election.
* EC and stakeholder engagements should continue to achieve improved EC public relations.
* Presidential debates should be planned long enough and include on the electoral road map.

**General**

* There is need for an update conflict mapping and analysis report to inform future programming more holistically.
* Quick responses to conflicts are needed in order to contain conflict escalation. This calls for putting in place early warning mechanisms
* Need for focused grassroots engagements on peace and conflict resolution
* The peace and conflict resolution through dialogue and mediation is still evolving in Uganda and still need combined effort both internally and externally.

# 1.0 INTRODUCTION

This report presents the findings of the terminal evaluation of the “Peace Architecture for Conflict Transformation Framework Project” that was implemented by UNDP in partnership with IRCU, NCF, TEFU and Electoral Commission between 2014 and 2016. This independent evaluation was undertaken by Cliff Bernard Nuwakora supported by Daniel Nimusiima under the auspices of UNDP Uganda Country Office between May and August, 2018. The report is structured in three sections with section one presenting the project background with particular emphasis on the design and results which form the basis of the evaluation whose objectives and methodology are also presented in the same section. Section two presents the evaluation findings in the framework of OECD/DAC evaluation criteria while adhering to the evaluation questions. The section covers relevance, effectiveness, efficiency, impact and sustainability which forms the foundation of lessons learnt, best practices and recommendations that are presented in section three.

# 1.1 Project Background and context

1. The need for deepening democratic governance is internationally recognized because of its centrality in promoting peace and security of the country which are in turn the backbone of the socio-economic and political sustainable transformation. As such, the role of the country’s political landscape in her socio-economic development cannot be overstated, hence the need for considerable investments in promoting and strengthening conducive political atmosphere in the country.
2. Peaceful conflict resolution built on consensus and dialogue is a key ingredient in the pursuit for national security and stability that would favour the deepening of democratic principles and practices. Structures and platforms for peaceful conflict resolution in Uganda have been limited and has had detrimental consequences on the fruits of the country’s democratization processes.
3. Uganda’s democracy has been evolving since her independence in 1962 which has made sections of the population to feel oppressed and marginalized hence bleeding recurring ideological and even physical conflicts overtime. The country’s democratic foundations were based on multi-parties with the post-independence government born out of an alliance between the Uganda People’s Congress (UPC) and Kabaka Yekka (KY). The mult-party political dispensation was however disbanded in 1966 following a power struggle between Milton Obote (Executive Prime Minister) and the Kabaka Edward Mutesa II who held the ceremonial position of presidency.
4. Since her independence, Uganda has not had peaceful transfer of power; a factor that has often discredited its democratization dividends. Political disgruntlements have been the overriding factor behind all the organized rebellions that have put the security and political stability of the country at stake leading to unconstitutional regime changes, bloodshed and displacement of people. All these events ushered in an era of political quagmire characterized by gross abuse of human rights, deteriorating institutionalized democracy and poor human development indices.
5. The hope for returning and entrenching democratic principles and practices was re-instated with the coming of National Resistance Movement Government to power in 1986. It was under the NRM regime that the national constitution was formulated through wide national consultations in 1995. The constitution has however undergone a number of amendments that have purportedly been intended to deepen democracy and harness political gains. However, the processes and outcomes of the constitutional amendments have often bred contention among different sections of the population. The potential of such disgruntlement in breeding more conflict cannot be overlooked.
6. Part of the constitutional amendments was the return to the political party democracy which was achieved through the 2005 national referendum. Uganda has registered some improvements in her political atmosphere that have continued to attract foreign investments and enhanced performance on a number of micro and macro-economic indicators. For example, the country’s ranking on Human Development has improved from 0.294 to 0.456 between 1985 and 2013 respectively.
7. Despite the impressive gains in the democratization processes, Uganda had seen prior to this project, spaces for dialogue and consensus building that would help to deepen democratic systems and practices on a continual basis were notably limited.. Much as there was an elaborate institutional framework[[1]](#footnote-2) for promoting dialogue and consensus building around key national issues, there were inherent gaps that hindered the effectiveness of such institutions. This was confirmed by the results of the 2009 comprehensive self-assessment using the platform of African Peer Review Mechanism that emphasized the need for building on the monumental gains made by establishing institutions that can afford all members of the society a meaningful stake in the political system and resolve their differences under democratic rules.
8. Reflecting on the lessons from the 2006 and 2011 general elections under the Multi-party political dispensation, growing differences among political spectrum over a common vision was more vivid characterized by political clashes between different political camps that existed before and after the elections. The political landscape of the country at the time was notably impacted by a number of factors including the following;[[2]](#footnote-3)

* Increasing disgruntlement surrounding regional inequalities, youth unemployment rates, role of traditional institutions,
* Conflicts between and within the major political parties stymied political consensus and coalitions
* Perceived controversial Bills/Acts that have an impact on Rights and Freedoms of the citizens
* Increased incidences of conflicts over land and natural resources
* Significant changes in the perceptions of citizens before and after elections
* Corruption scandals within public service
* Increased trends of confrontation between police and opposition politicians and CSO activities
* Strained donor relations on issues of corruption and controversial legislations.

1. Without appropriate redress measures, the above factors posed a threat to the long term peace and stability of the country. This made the need for multi-partisan spaces for dialogue and consensus building that could facilitate societal-political-state leadership in developing common positions more apparent. This called for the strengthening and nurturing of the constitutionally mandated institutions that promote peace and stability in the country which formed the locus of the project as further explained hereunder;

# 1.2 Project description

1. Building on great realization that dialogue and consensus building help deepening democratic systems and practices on a continual basis, the Peace Architecture for Conflict Transformation Framework Project, aimed at promoting an environment of internal dialogue and establishment of institutional mechanisms that promote, enhance and deepen democratic systems of governance. The project further sought to enhance the foundations of long-term sustainable development through open dialogue that fosters institutional reforms, political dialogue and adjustments/changes to governance practices that serve to deepen democratic systems of governance on a continual basis.
2. In the light of the evolving and systematic challenges that impacted governance and ultimately peace and development, the project strategy was to contribute to deepening of democratic governance systems and practices through;
3. Developing impartial and neutral spaces and capacities that could facilitate dialogue and consensus building;
4. Strengthening dialogue and consensus building efforts within the domain of political reform and effectively supplemented/supported by impartial and neutral spaces of dialogue and vice versa;
5. Strengthening capacities at regional level to ensure that national level actions are informed by local level aspirations.
6. Although the project focus was on peaceful and stable 2016 elections, the project contribution was envisaged to be felt even beyond the election agenda through strengthened institutional mechanisms with necessary capacities that could facilitate long term peace and stability in the country. Thus, the project devoted more efforts to ensure development of inclusive institutional mechanisms with explicit focus on women and youth.
7. The project was originally designed to be delivered through three parallel tracks of dialogue namely: National Leadership led political reform truck led by National Consultative Forum (NCF); Impartial Spaces for Dialogue and consensus building track led by The Elders Forum of Uganda (TEFU) and the Regional responses truck led by Inter-Religious Council of Uganda (IRCU). Six outputs were originally designed to be delivered under the three dialogue trucks until 2015 when an urgent need for strengthening electoral processes was also conceived and integrated in the project as the seventh output under the fourth track led by Electoral Commission. Figure 1 below summarizes the project design.

**Fig 1: Summary of the project design**

**Project problem**

Glaring Institutional Capacity gaps in the established dialogue and consensus building framework; NCF, TEFU, IRCU & Electoral Commission

**Dialogue Truck 1:** National Leadership led political reform truck led by National Consultative Forum (NCF)

* Skills & Capacities for internal dialogue & political settlements amongst members of NCF strengthened
* Key gender sensitive, national stakeholders mobilized by NCF to influence political reform agenda of the country

**Inclusive democratic governance systems and practices that promote peaceful conflict resolution through dialogue and consensus building**

**Dialogue Truck 2:**

Impartial Spaces for Dialogue and consensus building track led by The Elders Forum of Uganda (TEFU)

**Dialogue Truck 3:**

The Regional responses truck led by Inter-Religious Council of Uganda (IRCU)

* Mediation and dialogue capacities for The Elders Forum of Uganda to facilitate policy and governance settlements strengthened
* Dialogue and settlements on key policy and governance reforms facilitated by The Elders Forum of Uganda
* Regional level peace & conflict transformation forums & mgt capacities strengthened in specific regions
* Resources & capacities developed to support implementation of peace architecture initiative

**Dialogue Truck 4:** Electoral processes in Ugandastrengthened

* Enhanced technical capacity for electoral commission for a) confidence building among electoral stakeholders, b) Assurance of a smooth electoral process & C) equitable justice to justice.
* Strengthened technical capacities for relevant media entities to increase access to information & amplify citizen’s voice for participation in democratic processes
* Strengthened & coordinated capacities for conflict prevention/resolution of the electoral commission & selected CSOs before, during & after the elections
* Enhanced participation of women in the electoral process, as voters, candidates as well as officials at national & local gov’t levels
* process.

Project Outputs

**Child welfare promoted and household socio-economic status strengthened**

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1. Project implementation commenced in June 2014 and was expected to close in September 2017 at a total cost of USD 6015000. A direct implementation modality was adopted implying that the responsibility of project implementation rested upon UNDP but with active participation of partners that included inter alia; The Elders Forum of Uganda (TEFU), The Women Situation Room (WSR), The National Consultative Forum (NCF), The Inter-Religious Council of Uganda (IRCU), and the Electoral Commission.
2. Much as the project performance was systematically tracked through the routine monitoring exercises as provided for in the UNDP Monitoring and Evaluation guidelines, the need for the terminal evaluation cannot be overlooked. This is in tandem with the UNEG programming requirement that all UN related programmes/projects should be externally evaluated before they are fully decommissioned. It is against this backdrop that UNDP Uganda country office commissioned this evaluation with clearly articulated objectives as seen hereunder;

# 1.3 The Terminal evaluation

1. As given in the ToR, the purpose of the terminal evaluation was three fold: i) assess the project’s achievements against the set objectives; ii) identify and document lessons learnt and best practices that can be up-scaled or replicated; and iii) quantify the project’s contribution to the Government of Uganda’s efforts vis-à-vis national and international commitments to global peace and security.

**Child welfare promoted and household socio-economic status strengthened**

1. In the light of the evaluation purpose above, analysis of the project effectiveness, efficiency, relevance, impact and potential for sustainability of the project formed the central part of the evaluation. Leaning on both quantitative and qualitative evaluation techniques, the factors that affected project implementation and facilitated or impeded the achievement of the objectives and attainment of results were also assessed.
2. Thus, the evaluation was both process and results oriented with particular focus on; assessing project implementation, including how the design of the project has impacted on implementation, results, relevancy, effectiveness, efficiency, sustainability. Therefore, using a systems analytical model, the evaluation draws and articulates vivid associations among all project variables (Inputs-Processes-Outputs-Outcomes-Impact-Sustainability). This facilitated the delineation of both intended and unintended changes caused by the project which in turn formed the basis of articulating the contribution of the project towards attainment of the observed changes hence laying a foundation for lesson learning, documentation of best practices and recommendations.
3. In order to achieve the purpose/objectives of this evaluation, the following questions were addressed.
4. How relevant and appropriate was the project design to the achievement of project results as well as the contribution to peace efforts in the country as well as towards UNDAF and UNDP Country Programme document?
5. To what extent have project key objectives, goal and project specific outputs and outcomes been achieved? What were the unintended consequences of this project?
6. 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?
7. To what extent were the project financial resources available and appropriately utilized? Appraise the value for money in the utilization of resources?
8. Assess the role of the project in contributing to gender concerns/equality and the empowerment of youth and women?
9. 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?

# 1.4 Evaluation approach and methodology

1. The evaluation adopted a mixed methods approach (qualitative and quantitative) with a purpose of enhancing the validity of the findings. Qualitative data was captured through key informant interviews, group discussions involving key stakeholders at national and regional levels. A total of 38 key informant interviews and 3 group discussion[[3]](#footnote-4) were conducted both at national level and in the districts of Kasese, Tororo, Masaka and Gulu (see annex 4). Quantitative data on the other hand was primarily be extracted from secondary data to reflect output level performance of the project. Validation of the draft report was held in which more clarifications on several evaluation issues were obtained.
2. Triangulation of various logic models such as Theory of Change and Results Matrix was adopted to guide the overall analytical framework. This helped in drawing systematic associations linking project inputs, processes/activities, outputs and outcomes that were analyzed within framework of the OECD/DAC evaluation criteria.
3. The overall technical approach was based on the “Triple Results Focus Model” guided by the three universal evaluation questions namely; 1) Did project do the right things?; 2) Did the project do things right?; 3) What can be learnt from the implementation experience to inform future programming?.

# 2.0 Evaluation Findings

23. Presentation of the findings in this section follows the OECD/DAC evaluation criteria with emphasis on project relevance, effectiveness, impact and sustainability. The results form the basis of the lessons learnt, best practices and recommendations that are presented in section three. Premised on the findings, project performance is also ranked following the OECD/DAC evaluation criteria as seen in annex 1.

# 2.1 Project relevance

24. The internal and external consistence of the project was the key yardstick for measuring its relevance as required in the evaluation question 1[[4]](#footnote-5). Internally, the soundness of the overall project intervention logic focusing on the project concept and design in relation to the problem being addressed, project management structures and implementation arrangements, the quality of monitoring and evaluation as well as integration of UNDP programming principles of gender mainstreaming, Results based management and partnership building. Externally, the degree of alignment between the project and national priorities as well as those of the beneficiaries was also key in the analysis of the project relevance as seen in the next sub sections.

# 2.1.1 Project Concept and Design

25. The project concept was valid and relevant to the development needs and priorities of the country as enshrined in both the long and medium term development frameworks. The country’s Vision 2040 clearly identifies national peace and stability as key pillar for national transformation. Furthermore, following the violent episodes that marred the 2006 and 2011 elections, the need for a functional mechanism for conflict resolution was eminent. Thus, the project came at the time when efforts for achieving national cohesion and unity were most needed as a result of national elections that were in offing.

26. It is apparent that the problem which the project was designed to address was clearly identified and the project strategies were sound. Much as the baseline study was done much after the project had started, the design of the project strategies was well informed by empirical facts albeit were scattered in various documents. The conceptualization of the project was informed by the 2009 findings of the comprehensive assessment using the platform of African Peer Review Mechanism whose key message was need to establish institutions that can afford all members of society a meaningful stake in the political system for amicable conflict resolution under democratic rules.

27. The different tracks under which the project outputs were delivered were well thought through as they were strategically positioned (on the basis of their mandate) to bring their constituencies on board for national consensus building and conflict transformation. Although these spaces for dialogue had come into exist way before the project, their inherent capacity gaps hindered their functionality and therefore needed strengthening. Institutional capacity gaps were sufficiently identified and the designed project outputs were logical in addressing the identified gaps.

28. Internally, there was satisfactory logic in the project activities, outputs and the intended outcome which gave implementation a clear pathway. The project was designed to feed into a UNDP country outcome ***“By end 2020; Rule of Law, separation of power and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice.”*** Therefore, the Peace Architecture for Conflict transformation project was well aligned with the strategic direction of the UNDP country programme. To this effect, the project has made substantial contribution to the achievement of the aspirations of the UNDP country programme.

29. However, much as the project concept was clear, the evaluation noted some gaps in the overall project design which in the opinion of the evaluator affected systematic measurement of project performance. In the first place, the output targets were less directional which makes the measurement of achievement hard. Out of the 19 output targets, the evaluation noted that only two (10.5%) had clear direction that would enable the assessment of the extent to which they were achieved. The less directional targets are a hindrance to effective project budgeting for there would be no justifiable basis for the budgets allocated to different activities. Besides, some indicator targets such as **“Regular meetings of NCF organized”** were not clearly defined to provide a valid evaluative basis.

30. Furthermore, whilst the project design was based on the situational analyses that were done as contained in the project document, there is lack of a clear causal-effect relationship that would have provided justification of the project outputs and activities. For example, although the project document indicated that TEFU was not active prior to the project implementation, detailed analysis of the casual-effect relationship would have provided clear guidance to the design and implementation of the specific project activities. Similarly, the design of the Electoral support was largely based on activities and outputs with no clear articulation of the envisaged results at outcome level which in a way weakens the intervention logic of this component and results measurement at outcome level. However, much as the project technical advisor revealed during interview that activity linked results were developed and emphasized during implementation, the addendum was not amended to reflect such changes. This provides a rather weak ground for assessing systematic linkages activities, outputs and outcomes.

31. Moreso, while inclusion of the addition seventh output under election commission was very relevant as per the recommendations of Election Needs Assessment Mission, it would have been more logical for the project results framework to also be amended to include this output. The design of the output appears to be more of a set of activities with no baseline values that would have guide performance measurement.

32. Despite some shortcomings in the project concept and design presented above, the evaluator is confident to state that the project was satisfactorily relevant on grounds of both its internal and external consistence as presented in this sub section. The gaps identified in the design of the project are largely as result of the short time within which the project had to be commissioned. Right from the start, a clear management structure and implementation arrangement were put in place and have been vital in ensuring good performance of the project. Project management and implementation are discussed in the next sub section.

# 2.1.2 Project implementation and Management

33. The project implementation and management arrangements are well articulated in the project document and no variations have been noted by this evaluation. Much as the project adopted a direct implementation modality, a cross section of stakeholders consulted during the evaluation mission revealed that there was satisfactory participation of all the key actors. The delivery of project outputs was well assigned to different responsible parties in accordance to their mandates with UNDP (Implementing Party) providing technical guidance throughout the project implementation process.

34. The project implementation and management was guided by well positioned management structures (Project Board, Project Implementation Unit and the Responsible parties) with clearly defined functions as stipulated in their Terms of Reference. Indeed, the management structures played a complementary role that enabled effective and efficient project implementation save for a few shortcomings the evaluation noted.

35. Project implementation adhered to the project design as the evaluation noted satisfactory consistence between the project document, annual workplans and progress reports. Analysis of the results framework and quarterly/annual work plans reveals coherent alignment which signifies enhanced internal project consistence. However, analysis of the 2014/15 work plan and the progress report of the same period reveals that much as activity implementation was aligned with the results framework, some activities that were implemented in that period were not indicated on the results framework. Although these activities were in line with the envisaged project results which in a way could be reflective of the adaptive management the project adopted, there ought to have been documented evidence that the changes were discussed and approved by the relevant management structures. Although project staff indicated that changes to the project design were often discussed at various levels of project management, the evaluation found scanty evidence to that effect which reveals some gaps in the project documentation system.

36. The project document articulates an elaborate project monitoring and evaluation framework that was based on quarterly and annual reviews. Indeed, the framework sets adequate yardsticks for measuring both the quality and quantity of project deliverables with emphasis on making timely adjustments and capturing lessons in order to favor impressive project implementation and performance. However, the evaluation noted that there was some deviations in respect to the specified reporting standard in the project document as explained hereunder;

37. The progress report for the period July 2014- June, 2015 is lacking in terms of the content prescribed in the project document. Although the report gives a highlight of the project outputs that would have given the report a solid foundation for delineating the progress made, the presentation of accomplishments does not make adequate reflection to the envisaged and actual achievements of the project which should have given project monitoring a progressive lens hence enabling the implementers and other stakeholders to ascertain whether the project direction was consistent with the design.

38. Although UNDP provide standardized reporting templates to guide detailed capturing of project progress systematically, the evaluation established that they were not adhered to at the Implementing Partners’ reporting level. For example the July 2014 to June 2015 annual report is inconsistent with the UNDP reporting standard. Although it was revealed during interview with the M&E staff of UNDP that IPs would send the reports in their own formants and then the UNDP M&E staff integrate them in the standard reporting template, in the evaluator’s opinion, this was time consuming.

39. The above shortcoming notwithstanding, the evaluation established that reporting was fairly on time. The attachment of UNDP supported staff to some implementing partners particularly EC was so strategic in the light of the capacity gaps that were being experience by such institutions at the time of the project. The attached staff significantly helped the partners to achieve reporting compliance with UNDP standards. This in part explains the greater alignment of the EC end of project activity report with UNDP reporting standards regarding linkages within the overall intervention logic.

40. The evaluation noted that context responsive implementation strategies were adopted to ensure enhanced project performance. These were in respect to the adopted financing mode, partnership building as well as integration of key UNDP programming principles as discussed hereunder;

1. **Direct Implementation Modality (DIM)**

41. DIM was adopted in order to overcome the capacity gaps and bureaucracies that were identified in the management systems of the responsible parties. Under the arrangement, the responsible parties would undertake planned activity but payment for good and services to implement the activity would be directly made by UNDP. All evaluation participants were highly appreciative of the DIM adding that it helped to seep up project procurement given limited time for the project. Despite the reported efficiency of DIM in funds disbursement in relation to other competing financing modalities, still it did not perfectly match the required urgency to respond to particular conflict situations. As a result, stakeholders especially IRCU reported delays in responding to some conflict situations which in a way weakened the effectiveness of their interventions as one IRCU member in Kasese revealed;

*“….flowing the invansion of the palace, we requested for the intervention of the national IRCU but they took long to respond on grounds that resources to facilitate them were delayed…..although they later came, the impact created was not as much as what would have been created if a timely response was done..”*

42 UNDP and other UN agencies provided adequate technical support that enabled the responsible parties to effectively execute their project mandates. Through the project, technical staff was attached to the responsible parties particularly the Electoral Commission; a factor that enhanced operational efficiency and effectiveness of the DIM. The attached staff helped the responsible parties to appreciate and adhere to UNDP programming principles and reporting requirements and procedures. During interview with UNDP staff, it was revealed that the performance of responsible parties as regards their project mandate was satisfactory, a few gaps notwithstanding.

1. **Partnerships and synergies**

43. Right from the conception, the thrust of the project hinged on partnership. As such, the project rightfully brought together a multiplicity of stakeholders in national peace building and conflict transformation in a manner that would leave a profound and sustainable impact. As such, the project has played a pivotal role in creating and/or strengthening different dialogue spaces that have ably brought together different actors both state and non-state in national peace building and conflict transformation.

44. It is apparent that project key result was strengthening partnership among the members of different spaces by supporting their functionality to be able to hold regular meetings and dialogue sessions. The evaluation noted that indeed as a result of project support, regional level peace and conflict transformation structures that had been silent for a long time were reactivated in addition to even the national level structures as one member of the regional peace structure in Masaka narrated during interview;

*“…this project has indeed cemented working together and unity among religions; something that was not there before….now, different at least all of us on this committee, irrespective of our different religious denominations know what is taking place in other denominations….the key message in this project was to focus on what unites us in order to be able to discard those that separate us…..by this, we have been able to work together as team and I must say that we have achieved much by this unity…”*

45. Across all regions, the members of the peace and conflict transformation structures repeatedly pointed out strong partnership they have established with different stakeholders in their areas of jurisdiction; a factor that has smoothened their work. In Kasese for example, it was reported that the joint team of religious leaders, politicians and security agencies was able to organize a successful visit to the conflict affected communities after the 2016 raid on the palace. All key informants revealed that it was after such successful visit that signs of peace and stability in the region started showing up.

46. The perceived neutrality of the religious leaders in mediating peace settlements was key in breaking lines of resistance which other actors had faced. Therefore, the strategy of using religious leaders to spear head conflict transformation was in the evaluator’s view very valid and helpful in advancing the aspirations of the project. It is only in Tororo where the role of religious leaders has not been accorded respect in mediating the conflict between the Itesots and Japadolas.

47. The composition of the project board was strategic and enabled to bring different key stakeholders together in a framework that satisfactorily enhanced partnerships and synergies. Interviews with all parties represented on the Board (executive, beneficiary and supplier) revealed that the stakeholders worked collaboratively with a high level of complementarity in the execution of their roles. This was facilitated by the clarity of their shared goal-peaceful 2016 elections (before, during and after). Accordingly, the success of the 2016 presidential debates was attributed to the joint effort of four major actors (IRCU, TEFU, NCF and EC) with UNDP technically and financially supporting the process in a back seat.

48. Despite the spirit of partnership and synergy creation that characterized project implementation, the evaluators feel that the results would have been more spectacular if the following shortcomings did not bedevil the partnership formation strategies.

1. The regional peace and stability committees were not informed about the project although they participated in several project activities. Although the regional committees’ work was well aligned with the project aspirations, their contribution towards the achievement of project outcomes is rather hard since they were not aware of the specific project results they were contributing to.
2. Engagement with the regional peace structures was mostly top-bottom since project specific activities and budgets were centralized. The poor information about the project among the regional peace structures left the regional level partners on the receiving end with little or no contribution in the project activity planning as one member narrated;

*“……We used to receive invitations for workshops on peace but we were not aware that it was under a specific project. Much as the workshops were good and well organized, our knowledge of the objectives of the project under which these workshops were organized would have been good…..”* A member of the regional Inter-religious council in Kasese.

1. Whereas the project was implemented under different tracks and through different responsible parties, the frequency of joint progress reviews and activity planning was limited. Reading from both the project document as well as annual work plans, joint project reviews and activity planning was given decimal attention. Much as the evaluation was informed that there were joint project events, they were more adhoc only organized as and when necessary; a factor that hindered their effectiveness as one key informant explained during interview.

*“…..the project implementation period was really short. Although some activities were well planned, at times implementation was altered a bit but focus on specific results was maintained…for example in the first year of the project, there were some delays which caused changes to the overall layout of activity implementation”*

1. **Gender mainstreaming**

49. The project had a gender specific output (Output 2: Key gender selective, national stakeholders convened by NCF to influence political reform agenda of the country). The specific gender component of the project was implemented by the Women’s Situation Room headquartered within Isis-WICCE. The involvement of the Women’s Situation Room in the project implementation gave women and youth an opportunity to participate in the formulation of political reforms as well as monitoring of the elections. This platform helped to bridge the women’s and Youth participation gap that would have been created by the design of other platforms.

50. Flowing from the above, it is apparent that the project’s internal variables: concept and design, implementation strategies and desired results were satisfactorily consistent and well linked. The project concept and design was based on a clearly identified and analyzed problem which well informed the overall project strategic direction. On the grounds of the findings presented here above, it is suffice to state the project’s internal consistence was sufficient which also mirrors enhanced relevance of the project.

# 2.1.3 Project consistence with national, UNDP CPD and UNDAF priorities

51. Externally, the Peace Architecture for Conflict Transformation Framework project was satisfactorily consistent with the priorities of all the stakeholders (executive, beTEFUiciaries and the senior supplier). The aspirations of the project are in tandem with the development results of the key stakeholders as enshrined in their strategic documents such as NDP II and Vision 2040; strategic plans and UNDP Country Development Programme as well as UNDAF respectively. Accordingly, the project was in support of and aligned to

52. The project interventions and results were well aligned with the mandates of the responsible parties and therefore played a catylistic role in supporting these parties to effectively deliver on their mandates. Indeed, this was a demand side-initiated project whose alignment with the priorities of the beTEFUiciaries was inevitable. Interviews with responsible parties revealed that the project was designed to support initiatives that had long started. Taking the case of the UN electoral support component, it is the Electoral Commission that requested for the support in line with its mandate of managing the 2016 general elections.

53. Furthermore, the project is well aligned with CPD outcome 1.4 “By end 2020, Uganda enjoys sustainable peace and security, underpinned by resilient institutional systems that are effective and efficient in preventing and responding to natural and man-made disasters” and UNDAF outcome 1.1 “By end 2020, Rule of Law, separation of powers and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice which all derive their relevance from the national development aspirations enshrined in NDP II and Vision 2040. The project is consistent with the strategic intent 1 of the NDP II which also forms one of the three pillars for the country’s vision 2040.

# 2.2 Project effectiveness

In accordance with the evaluation question 2[[5]](#footnote-6), the extent to which the project key objectives, goal and project specific outputs and outcomes have been achieved as well assessment of the unintended consequences of this project formed the basis of project effectiveness analysis. Thus, in this sub section, the report presents a detailed analysis of the project achievements in accordance with the envisaged results in the results framework as here below.

54. Subsequent to the diagnosed challenges that were prior to the implementation of the peace architecture for conflict transformation framework project bedeviling the deepening of democratic governance systems and practices, the project set out to achieve four major results namely; i) Develop impartial and neutral spaces to facilitate dialogue and consensus building; ii) Strengthen dialogue and consensus building efforts within the domain of political reform; iii) Strengthen capacities at regional level to ensure that national actions are informed by local level aspirations; and iv) strengthen the electoral processes in Uganda. These results were expected from the project supported interventions under TEFU, NCF, IRCU and EC led-tracks respectively.

55. Seven outputs with their corresponding activities and targets were identified to deliver the above results which were also envisaged to contribute to the achievement of UNDP’s country programme outcome 1.4 *“By end 2020; Rule of Law, separation of power and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice”.* Despite some gaps in the project intervention logic discussed under the relevance section above, there is sufficient evidence that the project activities and outputs have significantly contributed towards the attainment of project aspirations at outcome level with even impressive pointers towards sustainable impact as presented hereunder;

# 2.2.1 Strengthened impartial spaces to facilitate dialogue and consensus building

56 The role of impartial and neutral spaces for dialogue and consensus building is critical in conflict transformation and national peace building. While the formulation of The Elders Forum of Uganda (TEFU) was intended to achieve this and had visibly played a pivotal role in the pre and post 2011 elections in ensuring peace and stability within the country, the functionality of this space was prior to this project limited. Lessons learnt from its initial work pointed to the need for sufficient distance of this dialogue space from any institutional and organizational influence in order to emphasize its impartiality. As a result of the inherent gaps in the structure of TEFU, its functionality was low as it had restricted itself to being a reactive other than proactive mechanism.

57. Against this backdrop, the project set out to reactivate TEFU by; i) strengthening its mediation and dialogue capacities to facilitate policy and governance settlements; and ii) providing financial and technical support to enable the forum to facilitate dialogue and settlements on key policy and governance reforms. As a result of project support, four activity level results were envisaged and they are; i) operational framework for reorganizing The Elders Forum of Uganda finalized; ii) Regular TEFU committee and TEFU full membership meetings held; iii) Partnerships among societal leadership strengthened; and iv) Capacity building and experience sharing sessions for members of the TEFU held.

58. The evaluation noted that the reorganization of the TEFU was successfully achieved in a highly consultative process that was facilitated by the project hired consultant. The Forum which originally had about 70 members was reconstructed to have 15 members. While this was aimed at ensuring efficiency and operational effectiveness, a section of the stakeholders that participated in the evaluation seemed not aware of the criteria used in the selection of the 15. However, interview with TEFU members revealed that a specific selection criteria was used. The implication is that whereas the selection criteria does exist, it is less known about by stakeholders. Nevertheless, both TEFU members and other stakeholders consulted during this evaluation were appreciative of the institutional re-organization and were optimistic that this would enhance institutional effectiveness and efficiency unlike before. It is apparent that the selection of the 15 members of the TEFU carefully achieved regional balance and credibility of the members. Following the institutional changes in the structure of the Forum, it was re-launched; a factor that increased it visibility.

59. Through the project support, TEFU committee and TEFU full membership meetings were supported. The evaluation established that a total of 5 committee and 5 full membership meetings were held during the project period[[6]](#footnote-7). With the enhanced functionality of the forum, TEFU continues to be a loose network of highly credible members able to impartially media in peace settlements. Although initially the project envisaged supporting the forum to have its independent secretariat, such idea was not in tandem with the institutional and operational mandate of the forum (remaining as a loose network). Subsequently, an agreement was reached to have IRCU as the secretariat of TEFU although some TEFU members still expressed the desire to have their own secretariat for enhanced operational effectiveness. However, in the light of its mandate, such a desire is not in conformity with the founding principles of the Forum.

60. Furthermore, the project has made significant contribution towards the strengthening of partnerships among societal leadership. Joint activities were undertaken by all the project stakeholders in a manner that promoted and strengthened partnership. The participation of all the key project stakeholders in policy and governance reform dialogue meetings/settlements was mentioned throughout the consultations. Both at national and regional levels, activities were jointly undertaken in order to give the clout and also achieve efficiency.

61. The project ably supported capacity building and experience sharing sessions for members of the TEFU in tandem with the project design. The capacity building programme was informed by the capacity needs assessment that was conducted. All members of the forum benefited from the trainings which have reportedly equipped them with skills in mediation and conflict resolution. The project supported the production of the ‘Approach and process notes’ that was adopted as a guide for facilitating internal dialogue by TEFU members[[7]](#footnote-8).

62. Flowing from the analysis above, it is apparent that the project performance towards the realization of the set results both at activity and output levels is satisfactory. The evaluation captured sufficient evidence linking the achievements registered under this delivery track and the project activities. In the evaluator’s opinion, the appropriateness of the interventions coupled with popular participation in the implementation of the project activities played a pivotal role in supporting the attainment of the results above. There is indeed a satisfactory logical flow among all the project variables under this track which strengthened the ability of activity actions to support the realization of activity results which are also well linked with the core activities, output and the overall project outcome as stated in the project results framework[[8]](#footnote-9)

# 2.2.2 Strengthened dialogue and consensus building efforts within the domain of political reform

63. On the basis of its constitutional mandate, the National Consultative Forum brings together all registered political parties for purposes of facilitating dialogue and consensus on issues of common political interest. At the inception of the Peace Architecture for Conflict Transformation project, the NCF in partnership with UNDP CO had undertaken successful operations that led to the development of draft electoral reform proposals/amendments, draft Code of conduct for political parties and organizations as well as rules of procedures for operations of NCF albeit not adopted yet. Despite its increasingly important role in supporting the democratization process under the multiparty political dispensation, two major gaps in the functionality of NCF were identified. These were; i) there was limited information on the capacity needs of the forum; and ii) Political reform dialogue towards strengthening multiparty political dispensation within NCF was not yet fully developed[[9]](#footnote-10).

64. In response to the baseline situation described above, the project aspiration was to strengthen dialogue and consensus building efforts within the domain of political reform by delivering two key outputs namely: i) Skills and capacities for internal dialogue and political settlements among members of NCF strengthened; ii) Key gender sensitive, national stakeholders mobilized by NCF to influence the political reform agenda of the country. Subsequently, enhanced functionality of NCF with key capacities to deliver on its constitutional mandate as well as finalization of key legislations associated with electoral processes and multiparty political dispensation were the set performance indicators.

65. The evaluation noted that the project supported skills and capacity development for internal dialogue and political settlements among the members of NCF in tandem with the project output 1. A total of 31 NCF members were trained in dialogue, mediation and negotiation during the project supported trainings. Key informant interviews with NCF staff revealed that indeed the trainings enhanced their capacities and skills which has consequently facilitated the work of the forum.

66. In addition to the trainings, the project ably supported experience and knowledge sharing sessions as well as the development of products on political dialogue, mediation and negotiation. Both national and regional knowledge sharing sessions were held during the project life span and these events made use of the knowledge products and materials that were developed and published. Both the trainings and the knowledge products and materials were informed by the training needs assessment which the evaluation participates strongly associated with their relevance and importance in strengthening their skills and capacities.

67. As a result of the project support, NCF was able to convene key gender selective and national stakeholders to influence the political reform agenda of the country. In a consultative manner, electoral reform proposals were finalized and cleared by cabinet for 2016 elections, political reform dialogue meetings held, high impact political settlements reached as well as analytical studies to inform specific legislative aspects of the electoral reform/amendments conducted. In effect, legislative processes for finalization of the Code of Conduct for political parties and electoral reforms/amendments were successfully undertaken along with the development of provisions to enable legislation associated with Article 8A and 17 and the related provisions of the law.

68. With project support, the NCF was able to provide technical assistance to the legislative finalization of the technical documents prepared, led consultations with national stakeholders, developed an analytical approach towards truth telling and reconciliation in the country as well as conducting sensitization on its role and operations. It is apparent that project interventions under this track made substantial contribution towards the strengthening of dialogue and consensus building efforts within the domain of political reform. Although the evaluation was not able to statistically establish the number of NCF led dialogues and consensus building events, what is apparent is that the enhanced capacity of NCF to deliver on its constitutional mandate as a result of the project support, provides a solid mechanism for strengthening inter and intra party dialogue and conflict resolution.

69. The evaluation further noted that the ability of NCF to hold regular committee and full membership meetings was enhanced during the project period. As a result, NCF was able to hold quarterly committee and full membership meetings courtesy of project support. Coupled with government of Uganda’s commitment to support the budget of the forum, there is hope for continuity of these meetings. The project’s contribution towards strengthened functionality of NCF is uncontestable despite the pending sustainability challenges as one NCF staff explained;

*…..much as the government is committed to providing budget support to NCF, the funds are always very little to allow effective functionality of the forum. As such, if the forum is not able to access some additional resources, the current budget may allow it to remain in existence but without any significant interventions…….*

70. In the evaluator’s opinion, project performance under the NCF led track is rated high (4/5) because the project was able to achieve output 1 target as well as recording some achievements under each of the target indicators under output two. The lack of directional project targets for output 2 constrained conclusive assessment of the extent of project target achievement for this output. Nevertheless, the skills and capacity strengthening that was successfully delivered is capable of supporting the achievement of more results in relation to the output indicator targets.

# 2.2.3 Strengthening of the Regional Level Peace Structures

71. Entrenching peace and justice as well as awaking society to uphold these values are the fundamentals of the religious leaders’ work in national building[[10]](#footnote-11). Since the formation of the Inter-Religious Council of Uganda in 2000, the role of religious leaders in building a peaceful, stable and thriving Uganda has continued to gain momentum and even showing prospects of yielding impressive results[[11]](#footnote-12). While IRCU had established regional level peace structures with mandate of mediating in conflict resolution in their areas of jurisdiction, the capacities of these structures were notably weak and limited prior to the implementation of this project[[12]](#footnote-13).

72. It was against this background that the Peace Architecture for Conflict Transformation project set out to strengthen conflict transformation and management capacities of regional peace structures through: i) Strengthening capacities for conflict analysis and early warning mechanisms; ii) provision of technical assistance through specialized inputs/trainings on process aspects of mediation; iii) Development of advanced negotiations and conflict transformation knowledge products and materials; iv) Supporting engagements for resolving regional specific conflicts/crisis issues; v) Strengthening capacities of institute for peace in undertaking and delivering interventions to improve conflict transformation capacities at regional level; and vi) Supporting IRCU led national level consultation and mediation efforts.

73. Four performance targets in respect to the above results were identified and they are: i) Number of regional peace and conflict transformation forums established; ii) Number of trained mediators-led sessions with regional committees; iii) Number of settlements reached by peace and conflict transformation forums; and iv) Number of advanced negotiations and conflict management skills knowledge products developed and delivered. Despite the lack of baseline indicator values for these performance targets and the actual values against which achievement of the targets would be measured, the evaluation established that good results towards the achievement of project aspirations at activity, output and outcome levels have been attained as discussed hereunder;

1. **Strengthened conflict analysis and early warning mechanisms**

74. The project supported a meta-analysis of the key conflict triggers in all the four major regions of the country. The analysis brought to light the historical, religious, ethnic, and resource-based conflicts specific to different regions of the country. This has become a key reference document in the design and implementation of conflict mitigation strategies.

75. Besides the meta-analysis of conflict, IRCU has adopted and integrated evidence-based programing in all its peace and conflict transformation interventions. A number of studies[[13]](#footnote-14) [[14]](#footnote-15) [[15]](#footnote-16) [[16]](#footnote-17) [[17]](#footnote-18)and fact finding missions[[18]](#footnote-19) have been commissioned in different conflict prone areas or hotspots in order to guide the design and implementation of conflict transformation interventions. This did not only guide the interventions of the IRCU but also the other stakeholders. The selection of the hot district (conflict prone) districts in which the Women’s Situation Room focused its interventions was informed by the conflict analysis report produced by IRCU.

76. The evaluation further noted that the regional peace structures have continued to undertake conflict analysis in their respective regions and shared the findings with the national level structure. While evidence guided interventions are considered vital in generating most appropriate conflict transformation responses, sections of the regional level stakeholders were concerned about delayed interventions as a result of lengthy analyses as one stakeholder in Kasese explained;

*…..there is a roaming conflict in the Rwenzori sub region over the uncertain whereabouts of and restricted access to the Omusinga Wa Rwenziruri (King), we have done the analysis and even shared early warning signals with IRCU at national level but nothing much seems to be happening in response……from experience, IRCU takes long to intervene which at times waters down the impact its intervention would have caused…* IRCU member in Kasese.

77. On the basis of what this project set out to deliver under this activity result area, project performance is notably good but the lack of specific and measurable performance targets constrains concise assessment of the extent of target indicator achievement. This complexity notwithstanding, the decentralized structure of IRCU provides an opportunity of gathering adequate and factual information on conflicts at different levels hence enabling the design and implementation of appropriation transformation measures. In places like Gulu, the sub county level peace clubs were reportedly helpful in gathering information about any issues that would breed conflict which they share with their superiors at regional and the matters get through to national level. This framework has well facilitated capacity strengthening of the structures as the different levels are responsible for capacity strengthening of the structure(s) below.

1. **Strengthened capacities of regional level peace and conflict transformation forums**

78. Establishment of the regional peace structures and provision of technical assistance in form of specialized inputs/trainings were the key actions earmarked under this result area. The evaluation established that indeed all the four regional peace and conflict structures were in place and functional at the time of the evaluation[[19]](#footnote-20). The evaluation mission was able to verify frequent meetings that were held by these structures as an evidence for their functionality.

79. Since their formation, the regional peace structures have continued to play a commendable role of mediating in cross cutting conflicts ranging from domestic violence, land related conflicts, religious conflicts as well as political conflicts. There is notable strong partnership between the regional and national level structures that has facilitated joint actions whenever necessary. With the exception of the Japadhola-Itesot conflict in Tororo district in which the regional peace structure expressed pessimism of ever making any meaningful contribution in its mediation process, elsewhere, the peace structures were optimistic of making substantial contribution towards conflict transformation processes.

80. Despite inadequate funding of the regional peace structures, there is notable volunteerism spirit that is sustaining the work of these structures. With the exception of the Acholi Religious Leaders Peace Initiative (ARLPI) which has an independent legal status and is more structured, others are loose task forces held together by the volunteerism spirit of the members. Individual religious denominations have assignment specific staff to handle issues of peace and conflict transformation in their respective areas of jurisdiction. In places like Acholi, peace clubs have even been established at sub county levels with streamlined reporting lines to the regional structure. Additionally, peace and reconciliation messages have been incorporated in the spiritual messages delivered by all religious denominations. It was on this ground that nearly all religious leaders that were consulted during this evaluation indicated that with or without funding, the work of peace and conflict transformation that has been started will remain.

81. Also, in tandem with the project design, specialized trainings of the regional peace structures were undertaken in all the regions. Indeed, the regional peace structure members were appreciative of the trainings adding that their capacity in handling conflicts was indeed strengthened. The evaluation was informed that the trainings were informed by specific capacity needs assessment which helped to not only enhance the relevance of both the training content but also the delivery approaches.

82. While the evaluation participants at the regional level confirmed having ever attended trainings organized by the Inter-religious Council, the evaluation was not able to verify whether it was under this project being evaluated or some other initiative as all these participants were not aware about the project. From the evaluators’ view point, it is apparent that whilst the project performance at activity and even output level under this result area, the project underscored on the aspect of visibility. It is a good project management practice to publicize the project and where necessary the funders alongside the delivery of activities and outputs in order to facilitate accurate project attribution.

1. **Development of advanced negotiations and conflict transformation knowledge products**

83. Coupled with other forms of capacity strengthening undertaken by the project as presented above, the project made considerable investment in the development of conflict transformation knowledge products as an avenue of deepening capacity development. Several knowledge products were produced and distributed during the lifespan of the project. Although the impact of these products may not be determined with certainty by this evaluation, the contribution made to capacity strengthening of the key players cannot be understated. As one religious leader in Tororo put it, capacity development is not a one-off undertaking, continuous engagement with people and literature is very necessary. Although the project had not set a quantitative target of these products it would produce which would have formed the basis of assessing its performance to that effect, it is apparent that these knowledge products have had and will continue to have a worthwhile contribution towards capacity strengthening in the area of conflict transformation.

1. **Engagements in resolving regional specific conflict/crisis issues**

84. The project focus was to support dialogue meetings initiated by peace and conflict transformation committees within the regions as well as TEFU to take up action plans/strategies from dialogue processes for national level resolution efforts. The evaluation noted that the project was able to support several dialogue meetings at regional level that contributed to a number of settlements. The visiting of the IRCU council of presidents in different regions particularly Kasese and Tororo was reported by several evaluation participants to have made substantial contribution to the relative peace and stability in these areas as the IRCU member in Kasese narrated;

*…..after the invasion of the Omusinga’s (king) palace, there was general fear and silence in the entire region until the IRCU council of presidents visited the area. It was as a result of their visit that the silence that had engulfed the region since the fateful conflict was broken. People came out and were able to express their grief and discontentment which of course is the starting point of dialogue and conflict transformation. Since their visit, the regional IRCU has continued to gain ground in mediating in a number of conflicts…*

85. Much as it was reported in all the regions that the IRCU regional structures have successfully mediated in a number of conflicts with a good number of them being successfully resolved, poor record keeping constrained the evaluation’s efforts to capture valid statistical evidence. This notwithstanding, the evaluation noted good collaboration between regional and national IRCU peace structures that facilitates joint advocacy for both regional and national level issues.

1. **Strengthened capacities of institute for peace**

86. The institute of peace was established with the mandate of undertaking and delivering interventions to improve conflict transformation capacities at regional level. Under the Peace Architecture for conflict transformation project, the Institute was envisaged to play a leading role in: i) Training of a cadre of dialogue facilitators and mediators for each of the regions; and ii) training of members of Uganda Women of Faith Network in conflict transformation skills.

87. The evaluation established that much as the institute’s functionality has been bedeviled by financial limitations following the withdraw of the donors that were supporting it, the role it was delegated to play was successfully executed under the IRCU mainstream implementation structure. As such, a cadre of dialogue facilitators and mediators for all the regions were successfully trained with project support. Regional and sub-regional trainings were conducted jointly for religious leaders, women of faith network members and the youths which the evaluation finds to be very effective and efficient. However, the stakeholders consulted expressed concern that the time for training was insufficient to enable full development of the desired skills.

88. Although the project related activities that were to be delivered by the Institute after the envisaged capacity strengthening were successfully delivered under a different framework, the project aspiration of strengthening the capacity of the Institute of Peace has not been achieved. The project lacked concrete strategies for strengthening the capacities of the institute and this in a way constrains assessment of project contribution. Discussions with IRCU staff revealed that the institute is grappling with dire capacity gaps in form of human resources and skills that have potentially inhibited its performance.

1. **Strengthened IRCU led national level consultation and mediation efforts**

89. The project supported IRCU led national consultations and mediation efforts through supporting IRCU Council of Presidents to hold consensus building and dialogue efforts at national level as well as holding national consultative meeting of religious leadership. Council of President led consensus meetings were held during the project period which reinforced the work of the IRCU secretariat. As a result, IRCU was able to meet several stakeholders particularly the political candidates and secured their commitments to promote peace and stability before, during and after the 2016 general elections. Most outstanding achievements of this initiative was the televised presidential debates, national prayers and prayer breakfasts that were successfully organized. Through these events, seeds of unity and cooperation in national building were sown and several evaluation participants attributed the relative peaceful 2016 elections to the commitments IRCU secured from candidates concerning ensuring national peace and stability.

90. The council of presidents has also made valuable consultations with various stakeholders for the realization of the national dialogue. In collaboration with the Elder’s forum and other stakeholders, the Uganda National Dialogue process framework paper (2017)[[20]](#footnote-21) was finalized and several other engagements are on-going under the auspices of IRCU. The Council of presidents was able to meet with the president of the republic of Uganda on the 6th of March, 2018 and briefed him on the key peace and security concerns of the population.

91. Since the number of engagements which the project targeted to support was not explicitly stated at the start of the project, the evaluation captured sufficient evidence on the paramount work played by the IRCU council of presidents towards strengthening peace and stability in the country. It is on this ground that the evaluators sufficely state that the aspirations of the project in regard to this activity result was satisfactorily achieved. The IRCU council of presidents has played and continue to play a pivotal role in national peace building by availing impartial spaces for dialogue as well as voicing the concerns of the general population through a number of available avenues such as meetings and publications.

# 2.2.4 Strengthening of the electoral processes in Uganda.

92. Interventions to strengthen the electoral processes in Uganda were delivered under the UN support to the electoral process incorporated as out 7 of the Peace Architecture for Conflict Transformation project. The support was delivered through UNDP in partnership with other UN agencies, particularly UN WOMEN, OHCHR and UNESCO with an aim of creating conditions for inclusive political dialogue, trust in the electoral authorities, and nurturing peaceful acceptance of elections. Specific support was delivered under 5 sub outputs (see figure 1) against which performance has been assessed in this evaluation as reported here below;

1. **Technical capacity enhancement for Electoral Commission**

93. Under sub out 1 of the UN electoral support, interventions were aimed at capacitating the electoral commission towards: i) Confidence building among electoral stakeholders; ii) Assurance of a smooth electoral process; and iii) Equitable access to justice. Subsequently, the project supported four core interventions and they are; i) Media engagements; ii) Outreach to voters through social media; iii) streamlining of tools and processes of EC’s public relations unit, and iv) training and voter education.

94. In respect to media engagements, the project supported the development of a database of media contacts, the establishment of an EC Mail chimp account, designing of a Press Release template as well as creation of a dropbox for enhanced and systematic communication. Indeed, several respondents during this evaluation reported that the project undertakings under this sub output not only promoted access to credible information on the electoral processes and events but also increased the visibility of the electoral commission which all contributed towards confidence building among the electoral stakeholders.

95. The established communication strategy and tools enabled collaboration and information sharing among EC staff and other stakeholders which in turn favored quick responses to salient electoral issues before, during and after the election. According to the EC staff that took part in the evaluation, this also contributed significantly to confidence building among the electoral stakeholders particularly the electorate. This is confirmed by 50% and 96% of the external stakeholders and EC staff respectively that expressed satisfaction with the adequacy of the EC in conducting the 2015/16 general elections[[21]](#footnote-22). Comparing with the general election of 2011, various evaluation participant mentioned that there was indeed a markable improvement electoral management which can rightly be attributed to a number of factors including inter alia the interventions undertaken under the UN electoral support project.

96. The multipronged communication strategy that was facilitated by the project helped to streamline and strengthen the EC’s public relations through efficient and systematic dissemination of vital information to different categories of electoral stakeholders. The public relations department was able to give regular press briefings and issued regular press releases as reported by 73% and 97% of the external stakeholders and EC staff respectively[[22]](#footnote-23). Although capacity gaps in the public relations department are still mentioned in the election evaluation report (2016), discussion with the EC staff that participated in this evaluation indicated that the project supported staff and volunteers that were deployed at EC during the election period played a pivotal role in strengthening the capacity of the institution towards confidence building among the electoral stakeholders.

97. Training and voter education adopted multiple strategies for enhanced effectiveness and efficiency. Significant voter education strategies included both electronic and print media, bodaboda as well as stakeholder engagements. More specifically, the UN electoral support project provided a training and voter education consultant that was deployed at EC for the entire period of the election. Besides, four firms were contracted to conduct voter education at regional level in addition to 66 CSOs that were accredited to also undertake voter education.[[23]](#footnote-24) Basing on the public perceptions expressed in the 2016 election evaluation report, it is apparent that voter education initiatives registered both achievements and shortcomings. Accordingly, whereas public perception towards voter education was fairly positive in respect to relevance and realisticness of the messages in the electoral education materials as well as appropriateness of the medium of communication during voter education, other areas such as sufficiency of voter education time, quality and adequacy of trainers and training materials were less satisfactory according to more than 50% of the electoral stakeholders that participated in the 2016 election evaluation exercise.

98. The project supported the training of 170170 electoral officials who included; regional and district returning officers (350); 420 Assistant district returning officers, 1400 subcounty officials and 168000 polling officers.[[24]](#footnote-25) The method of training (through cascade training of trainers) was indeed sound and cost effective the reported gaps in the training content notwithstanding. As reported in the end of project activity report, topics such as how to use the Bio Metric Voter Verifier kits and Vote Tallying and Results Transmission were omitted from the training curriculum during the first and second cascade levels but, introduced back into the programme during the training of polling staff. Given the mixed levels of skills of the recruited polling officials vis-à-vis the available training time, it is possible that the trainings were not thorough which could potentially compromise the quality of both the processes and results of the election. This may partly explain the poor public perception on the conduct of EC staff on a number of parameters such as; competence (46%), impartiality (42%), integrity (44%) among others[[25]](#footnote-26).

99. However, more than 50% of the public responses given during the evaluation exercise of the 2015/16 general elections expressed satisfaction with the EC staff on indicators like politeness (61%), cooperation (61%) and motivation (57%). It is noteworthy that the role of training in the development of the above attributes cannot be down played. Thus, the gaps in the training notwithstanding, several observer missions reported that there were some improvements in the general integrity of 2016 general elections compared to the previous elections the country had had which one EC staff during interview attributed to deliberate efforts undertaken under by different actors as well as the political maturity that comes naturally. This is further confirmed by a relatively higher voter turn up (67.61%) compared to 59.3% recorded in 2011 general elections.

100. Coupled with the interventions of other actors in the electoral process such as the IRCU, media, Women’s Situation Room, NCF and the Elders Forum, a foundation of peaceful elections was laid, hinged on pillars of civic education, dialogue and consensus building. It is little wonder that the results of 2016 general elections were received with fewer episodes of chaos and violence across the country. The EC led media campaigns for peaceful reception of the election results were particularly vital in creating an environment of peace especially during the post-election era.

1. **Strengthening of technical capacities of relevant media entities**

101. The role of the media in promoting peaceful electoral processes can never be overstated. It plays a critical role of agenda setting, awareness creation and well as stimulating debate on key issues in the election management process. All these contribute to an improved public image of the electoral body hence leading to confidence building among electoral stakeholders. Prior to the UN electoral support project, EC’s public image was dented by several public complaints against the institution the media was awash of. It was against this backdrop the part of the UN electoral support to EC was used to build positive public image of the institution through the media as part of the mechanisms of confidence building among electoral stakeholders.

102. The project supported: i) systematic monitoring of EC’s appearances in the media and follow-up of most prevalent issues; ii) development of media guidelines for streamlined election coverage and reporting; iii) supported media engagements such as media dinner and dialogue. Indeed, these interventions not only helped the EC to improve its public relations and increase its visibility but also equipped the media practitioners with skills on reporting on sensitive matters. As upheld in the judicial ruling in the election petition: Amama Mbabazi Vs President-elect Yoweri K Museveni and Electoral commission, clear media guidelines for elections were successfully established. Premised upon the context (weak PR of EC, low public confidence in EC) in which the media related interventions were implemented, it was generally revealed by the electoral commission staff that took part in this evaluation that the interventions indeed gave the EC a lifeline of improving its public image and build stakeholder confidence in the institution. It was reported that as a result of the good relationship between the EC and the media fraternity, many media houses gave electoral commission free airtime for disseminating vital electoral related information and messages.

103. As a result of the media related interventions under the UN electoral support project, a number of media platforms particularly radio and TV stations and social media are reportedly to have played a pivotal role in the dissemination of electoral information before, during and after the elections. The election evaluation report indicates that 72% against 58% of the external EC stakeholders and EC staff respectively agreed that media was an effective strategy for voter education. As reported by the EU Election Observer Mission, there was a genuine effort by many journalists to cover the election in a balanced way, fulfilling an important role in educating and informing voters on the electoral process; challenges faced they faced notwithstanding.

1. **Strengthened and coordinated capacities for conflict prevention/resolution of the EC and select CSOs during, before and after the elections.**

104. Timely and satisfactory conflict prevention/resolution is a key ingredient of a peaceful and fair electoral process. Following the election conflict and violence that marred the 2011 general elections in some parts of the country, it was imperative for some measures to be put in place to manage the reoccurrence of such predicaments. With the support of the UN, a number of interventions were undertaken to strengthen and well coordinate capacities for conflict prevention/resolution.

105. The evaluation noted that with the UN electoral support, 119 Assistant Returning Officers who served as secretaries to the district peace committees were trained, a National and District Local Peace Committee Handbook developed in addition to an Electoral Violence Early Warning Platform. Similarly, a national complaint call centre was established as well as the national and district level peace committees and s mult-stakeholder liaison committee. Whereas a cross section of the evaluation participate held the EC led peace infrastructure herein above with high regard, others discredited it on ground that it was not well linked with the existing structures such as the one under the Inter religious Council of Uganda. During interview with the IRCU regional peace structures, the evaluators noted that majority was not aware of the district level EC led peace committees.

106. The above gap notwithstanding, it is apparent that the EC led peace infrastructure was well capacitated to not only respond to the emerging electoral conflicts but also detect them before occurring which according to different evaluation respondents contributed to the relatively peaceful 2016 general elections. Through the number of conflicts the commission was able to handle could not be established with certainty, both internal and external EC stakeholders revealed that cases electoral conflict were not as many as those of 2011. However, the decimal (less than 40%[[26]](#footnote-27)) proportion of the EC’ external stakeholders that expressed satisfaction with the electoral complaint management indicates prevalent challenges in the compliant management arrangements put forward by the EC.

1. **Enhanced participation of Women in the electoral process**

107. Gender mainstreaming is well entrenched in the 1995 Uganda constitution which lays a foundation for the effective participation of women and other marginalized groups in the country’s democratic development processes. Disproportional participation of women in the electoral processes in Uganda had prior to the project been noted hence justifying deliberate interventions under the UN electoral support to address the status quo. Resultantly, the UN electoral support project supported: i) the review of political party manifestos from a gender perspective as well as simplifying them for easier reading by the electorate; ii) the women of Uganda to come together to set-up a Women’s Situation Room (WSR) as a rapid response and conflict mitigation mechanism throughout the 2016 general elections; iii) training of UPF officers who were deployed throughout the country on managing the electoral process specifically on issues of gender equality and preventing and managing violence against women in elections (VAW-E); iv) training of electoral officials (Regional Elections Officers, District Returning Officers, Assistant District Returning Officers and senior staff of the Electoral Commission) on gender dimensions of election management and the importance of mainstreaming gender throughout the electoral cycle; v) Analysis of gender dimensions in the media during elections; and vi) Training of women candidates.

108. Several respondents in the evaluation revealed that the project interventions created enabling environment for enhanced participation of women and youths not only in the electoral processes but also in the political developments of the country. Both women (450) and youths (120) were trained and deployed as observers in addition to other 225 members of women groups in 15 districts that were flagged as electoral violence prone. Coupled with the call centre that was also opened by the Women Situation Room, the trained women and youths played a pivotal role in monitoring and reporting cases of electoral violence and other acts that could compromise peaceful electoral processes. The end of project activity report (April 2016) indicates that about 1415 election related cases were reported through the call centre which did not only facilitate faster and appropriate responses but also supported issues-based advocacy.

109. Interviews with selected leaders of the WSR revealed that through a network of women and youth election observers and the call centre, information from different parts of the country on the electoral atmosphere was timely received and appropriately used by the prominent women for advocacy. One respondent was able to recall that the intervention of the WSR in the inhuman arrest and detention of women in the opposition caused some improvement in the way police handled subsequent cases involving women as she explained;

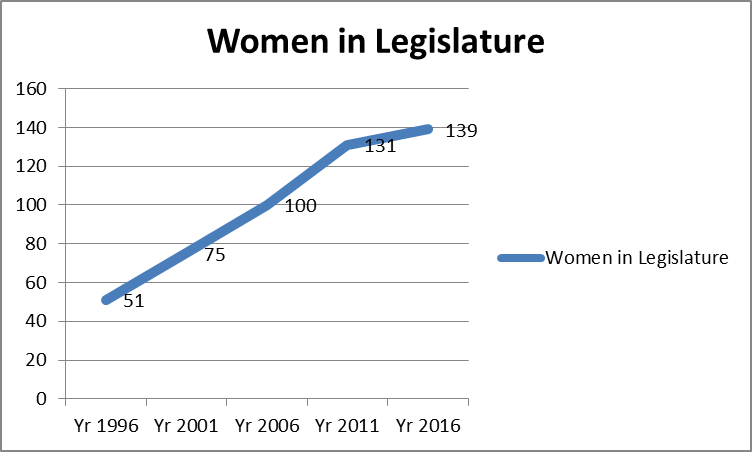
*…….the handling of women during arrests was so degrading the dignity of women……we took it upon ourselves as Women’s Situation Room and approached security organs to demand explanation…..the security agencies made commitments to improve on the methods of handling cases involving women…..*

110. Relatedly, the evaluation learnt that through the UN electoral support, 500 police officers were trained on managing the electoral process specifically on issues of gender equality and preventing and managing violence against women in elections (VAW-E). Furthermore, over 300 electoral officials were also trained on gender dimensions of election management and the importance of mainstreaming gender throughout the electoral cycle. Although the actual outcomes could not be verified by this evaluation, several respondents revealed that these trainings supported positive mind-set changes towards the importance of gender mainstreaming in the electoral processes and the entire democratization process.

111. From the project interventions and reported results in the above paragraph, it suffices that the project ably lay a foundation on which present and future gender mainstreaming efforts could be built for greater effectiveness. This is because through the project, gender concerns in the electoral processes were brought to light and to the attention of several duty bearers for appropriate handling both at the time and even in future.

112. The mainstreaming of gender concerns in the manifestos of political parties is yet another gain registered by the UN electoral support project. As reiterated earlier, the project supported the review of political party manifestos with a gender lens which enabled the entrenchment of both practical and strategic gender concerns in these manifestos. Also, the project support the printing of 5000 copies of each manifesto to create public awareness of the promises made by different political parties which is reported to have supported issues-based campaigns. Although the extent to which the political parties have remained royal to their gender commitments in the implementation of their manifestos is still subject to empirical evaluation, it is apparent that the UN electoral support project under this sub output significantly contributed to the awakening and entrenchment of gender in the political developments of the country.

113. Through the training of the women candidates that was supported by the project, the capacity and confidence of women to participate in the political sphere of the country was significantly enhanced. The end of project activity report indicates that a total of 776 women candidates from 15 selected districts were trained; an initiative that equipped them with skills on effective campaigning, packaging their messages to the electorate. Besides the trainings, the candidates were provided with reference materials which inevitably enhanced their confidence while expressing their views, and defending their right to participate in political leadership processes and positions.

114. Much as there is evidence that the project meaningfully supported enhanced participate of women and youth in the electoral processes, there is still a thin association between the project interventions and outcome level results such as the number of women contestants at various levels as well as the female candidates that won the elections. There is however evidence that the number of women that participated in the elections as candidates in 2016 general elections tremendously increased compared to the previous years[[27]](#footnote-28) The project interventions and various engagements brought to light several gaps in effective gender mainstreaming in the electoral processes which is potentially able to inform and direct post-election interventions for achieving enhanced gender equality not only in the electoral processes but also the entire democratic processes of the country.

1. **Enhanced accountability of target state institutions for human rights advocacy, monitoring and compliance in relation to electoral process**

115. Weaknesses and gaps in electoral management can potentially breed human rights violations hence discrediting the quality of the entire process and results. Both political and civil rights are often vulnerable to gross violations before, during and after elections especially in developing democracies which calls for deliberate and targeted safeguards. Based on its general human rights promotion mandate, the human rights situation in the previous elections and the recommendations of the Needs Assessment Missions, OHCHR supported interventions directed at enhancing accountability of state institutions for human rights advocacy, monitoring and compliance in relation to electoral processes.

116. The support entailed: i) direct monitoring of human right situation by OHCHR during the election and post election period; ii) capacity strengthening of human rights bodies and selected EC stakeholders; and iii) analysis of the legal framework from a human rights perspective. Therefore, OHCHR through the UN electoral support project played a direct human rights monitoring role as well as supporting other actors both technically and financially to effectively execute their human rights monitoring and reporting roles as further presented hereunder;

117. Within the project period, OHCHR Uganda received at least 370 complaints of human rights violations related to the electoral environment. These complaints included allegations for violations of the right to liberty of members of the political opposition, including cases of incommunicado detention, torture and violations to the right to physical integrity, repressions of freedom of expression through arrests of journalists, restrictions to the freedom of assembly, and two shut downs of social media countrywide, denying the access to information. This supported the advocacy efforts of the agency by bringing these allegations to the attention of responsible duty bearers for appropriate redress. Although evidence on the exact human rights redress measures that were devised as a result of such efforts was scanty, the long term gains of human rights advocacy initiatives cannot be overstated.

118. The technical and financial support provided to Uganda Human Rights Commission enabled it to deploy human right monitors in 92 districts through its regional offices. End of project report (April, 2016) indicates that a total 230 were trained on “Human Rights monitoring during election” before being deployed across the country. Although this evaluation was not able to establish with certainty whether or not this initiative led to the reduction in human rights violations, what is apparent is that the the UN electoral support under this sub output facilitated human rights reporting which is a key step towards both human rights promotion and protection. It is documented that with project support, UHRC was able to hold various press conference that kept the public and key stakeholders informed of the human rights situation throughout the election period.

119. Furthermore, the project supported the training of, monitoring and coordination of human rights by civil society election observers particularly the National Coalition of Human Rights Defenders (NCHRDs). Similarly, the capacity of national level stakeholders and partners was enhanced through trainings that reached out to a total 768 participants notably from the Uganda Human Rights Commission (UHRC), the Uganda Police Force (UPF), the Uganda People’ Defense Forces (UPDF), as well as Civil Society Organizations (CSOs) and media. These efforts according to several respondents led to awareness creation about human rights concerns related to elections hence laying a foundation for progressive mainstreaming of human rights issues in the electoral processes.

120. By and large, the UN electoral support under this sub output supported the establishment of a human rights monitoring framework for sustainable human rights advocacy. This is in particular to the capacities developed and human rights reporting mechanisms supported. For instance, the project supported Foundation for Human Rights Initiative (FHRI) to produce a report regarding human rights violations committed in the context of the general elections of February 2016 which was launched on 27 June, 2016[[28]](#footnote-29)

121. Flowing from the analysis of project achievements under various outputs as presented above, both documented evidence and responses from the evaluation participants confirm that the project aspirations were satisfactorily achieved some gaps and challenges along the implementation process notwithstanding. There is also sufficient evidence that the project results have contributed and/or in position to significantly contribute towards the CPD results both at output and outcome levels as presented hereunder;

# 2.3 Project contribution towards CPD and UNDAF outcomes

122. Within the UNDP and the overall UNDAF programing principles, the success of any project is judged on its contribution to the upstream (CPD and UNDAF) strategic results (output and outcome levels). The project was designed to contribute towards the achievement of CPD outcome 1.4 “By end 2020, Uganda enjoys sustainable peace and security, underpinned by resilient institutional systems that are effective and efficient in preventing and responding to natural and man-made disasters”[[29]](#footnote-30) and UNDAF outcome 1.1 “By end 2020, Rule of Law, separation of powers and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice”[[30]](#footnote-31).

123. The evaluation established that the Peace Architecture for Conflict Transformation project interventions have made some contribution to the CPD and UNDAF outcome and output level results although quantitative changes in the indicators are yet to determined. In respect to CPD outcome 1.4, project interventions successfully created avenues for dialogue and conflict resolution particularly during the election period to which many evaluation participants attributed the relative peaceful elections Uganda had in 2016. Several evaluation respondents indicated that the 2016 elections in Uganda was fairly peaceful compared to previous elections. This is further supported by the conclusion of the 2015-16 general election evaluation that EC had performed much better in managing the elections as the reported shortfalls were comparatively fewer than those of the previous elections.[[31]](#footnote-32)

124. In tandem with CPD output 1.4.1. *“By end 2020, targeted public institutions establish and implement a comprehensive regulatory framework to foster peace, equal participation, dialogue, social cohesion and regional security”*, the capacities of both state (NCF and EC) and non-state (IRCU, TEFU and the Media) actors were strengthened. In a collaborative manner, these institutions have played a significant role in fostering peace, equal participation, dialogue, social cohesion and regional security. Although the evaluation was unable to establish with certainty the number of conflicts that have been successfully mediated during the life span of the project, project success in facilitating dialogue evidently climaxed in the holding of the presidential debate.

125. Coupled with the above, the Peace Architecture for Conflict Transformation project supported the institutional capacity strengthening of institutions of democracy particularly the EC NCF and security agencies as well as civil society to organize and promote credible and peaceful elections. This was in tandem with output 1.1.2 *“By end 2020, the Electoral Commission (EC) and other Institutions of democracy have adequate technical and operational capacities to organize and promote credible and peaceful elections”.* Much as all evaluation participants revealed that the election still fell short of the standards, there general consensus that remarkable improvement was indeed registered.

126. Another significant contribution made by the Peace Architecture for Conflict Transformation project towards the aspirations of both the CPD and UNDAF is in the area of Human rights promotion and gender mainstreaming. The participation of women and the youth in the electoral processes was enhanced by the interventions of the Women Situation Room in particular as well as all the project interventions undertaken under different delivery tracks. There is notable increase in women’s representation in legislature[[32]](#footnote-33) although evidence to associate it with the project intervention is decimal. Nevertheless, it is noteworthy that the project successfully delivered outputs with potential of influencing the desired gender mainstreaming outcomes stated in both CPD and UNDAF.

127. The Peace Architecture for Conflict Transformation supported a number of human rights promotion initiatives such as human rights trainings to security agencies, monitoring of human right situations as well as human rights reporting. All these interventions potentially support the effective mainstreaming of human rights issues in the democratic development of the country as enshrined in both national and international development frameworks from which both CPD and UNDAF derive their aspirations.

128. The evaluation established that the Peace Architecture for Conflict Transformation has satisfactorily delivered on its aspirations both at output and outcome levels which are well positioned to support the achievement of CPD and UNDAF aspirations. The evaluation further noted that the observed project performance presented above was influenced by a number of facilitating and inhibiting factors presented hereunder;

# 2.4 Facilitators and inhibitors of performance

1. Facilitators
2. **Project timing**

129. The project came at a time when conditions in the country warranted a project of its nature. Because of the overwhelming desire for peace as the country was preparing for general elections, the project was able to attract the support of key stakeholders both state and non-state. As a result, the key project actors gave the project the requisite support for its success.

1. **Effective partnership**

130. The project was able to forge a formidable partnership at various levels of project implementation. Development partners zealously and timely provided financial resources that enabled activity implementation in a timely manner. The composition of the project board was also so strategic that it facilitated both state and non-state actors to effectively work together to support the achievement of a common goal.

1. **Use of existing structures**

131. Project implementation was well and successfully integrated within the existing structures of the responsible parties. This facilitated mobilization and also lays a foundation for the sustainability of the project gains. This was particularly in the case of IRCU that coordinated the regional peace engagements. This did not only facilitate mobilization but also reduced the overall implementation cost of the project compared to when the project was to develop its own structures.

1. **Direct Implementation Modality**

132. Consultation with both UNDP and the responsible parties revealed that the Direct Implementation Modality that was adopted was very efficient in handling project procurements. This modality helped to bridge capacity gaps in the responsible parties that would have affected operational efficiency is for example a National Implementation Modality was adopted. During interview with Electoral Commission staff for example, it was revealed that at the beginning of the UN electoral support project, the commission opened an account with Bank of Uganda through which project funds was meant to be transferred. However, upon realization of government bureaucracies, the DIM was adopted which the respondents said that facilitated faster activity implementation.

1. **Long standing credibility of responsible parties**

133. The project was implemented through credible parties that command great public respect and reputation in the country. This gave the implementing parties leverage in mediating in several conflicts in addition to gaining access to high ranking persons in the country. As many evaluation participants indicated, the success of the presidential debate was largely attributed to the credible personalities of the promoters such as the Elders’ Forum, the IRCU Council of Presidents and the NCF.

1. **Adaptive project management**

134. Flexibility in the project implementation arrangement enabled significant amendments to be affected in the project aimed at achieving enhanced results. Whereas the project design had some gaps as regard to specification of the results to be achieved, project implementation staff revealed that actual implementation was tagged to achieving specific and measurable results. This was favoured by UNDP’s vast experience in results-based programming.

**b) Inhibitors**

**i) Late start of the project**

135. The late start of the project deprived it of its great potential to yield enhanced results. Indeed several stakeholders held that the project had potential of yield better results had been started in time. Initiatives for peace and conflict resolutions require ample time for planning and evidence gathering which according to the stakeholders was not adequate. For example, the electoral related interventions were delivered barely six months to the election time which in a way deprived the project appropriate planning and activity implementation.

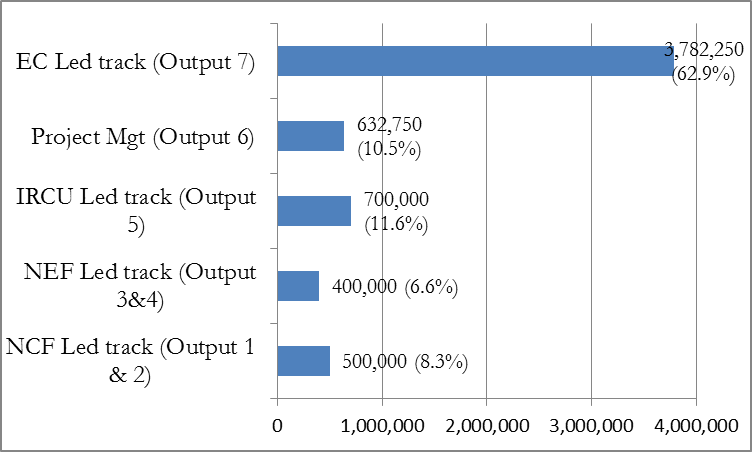
**ii) Sensitivity of the issues being handled**

136. Coupled with the inadequacy of time, the project was designed to handle very sensitive and delicate issues that required adequate preparation. While the project was able to support initial activities in the mediation process of some conflicts particularly in Kasese and Tororo, the project has come to an end when no tangible results from these engagements have been realized.

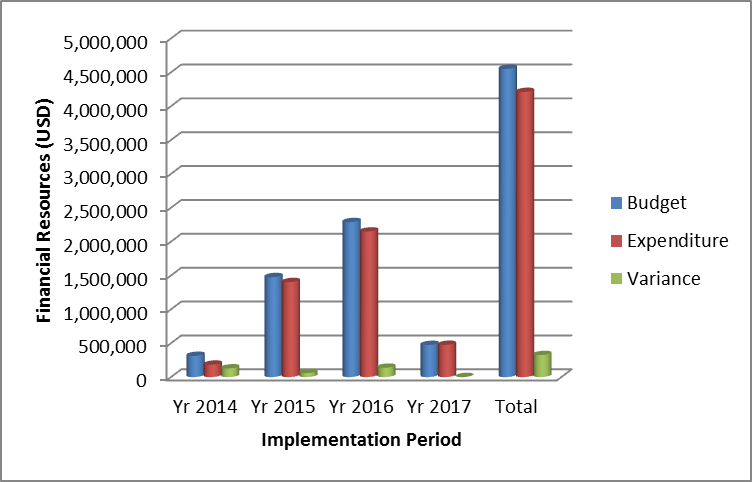
# 2.5 Project efficiency

137. The timely availability and economical use of project resources in tandem with the approved work plans and budgets were the key yardsticks for assessing project efficiency as required in the evaluation question 4[[33]](#footnote-34). The evaluation noted that deliberate efforts were undertaken by project implementation unit together with the responsible parties to ensure enhanced project efficiency in accordance to the project financial management framework described in the project document. This is explicitly indicated in the project expenditure versus work plans and budgets; cost minimizations strategies adopted and the overall project financial management and accountability system that underpinned implementation as further explained hereunder;

# 2.5.1 Project expenditure vis-à-vis work plans and budgets

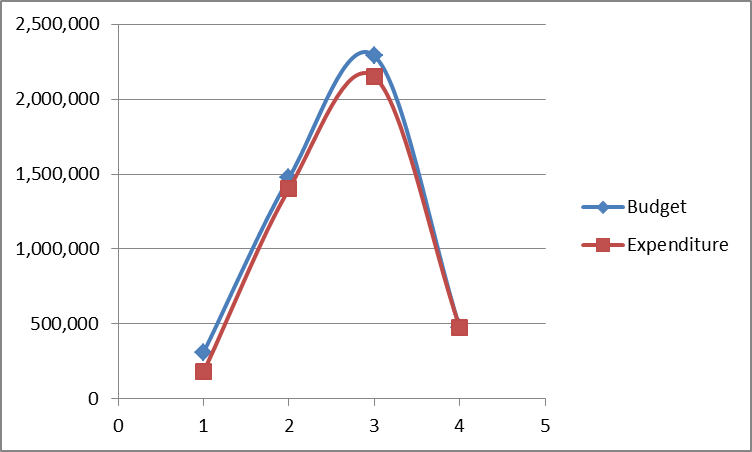
138. In accordance with the project document, the overall project budget was 6015000 USD and was allocated to the 7 project outputs in proportion to the activities that were implemented under each as in figure 3.1 below;

Financial data indicate that all planned financial resources were available despite some reported delays that were encountered during implementation[[34]](#footnote-35). These delays notwithstanding, responsible parties were particularly grateful for the project expenditure framework that was adopted that well aligned project expenditure, activity work plans and budgets. It was because of this according to the representatives of the responsible parties that participated in the evaluation that led to reduced variances between project budget and expenditure as shown in figure 3.2 below

**Fig 3.2: Project budget and expenditure nexus**

139. From the figure above, it is apparent that the project was successfully implemented within the budget with even positive variances on some outputs. Prudent financial management and accountability system coupled with specific project cost minimization strategies were largely responsible for impressive alignment between project budget and expenditures according to several respondents from both UNDP and Responsible Parties.

**Source: Project financial reports (2014-17)**

140. Analysis of the project budget and expenditure flow on the project resource flow curve shows a fairly normal distribution with normal progressive and regressive nature at the start and end of the project. The implication is that both project budget and expenditure patterns were commensurate with the activity implementation momentum which is a significant indicator of efficient projects. The flow of both the budget and expenditure curves is systematic implying that both the scale up and down of the project activity implementation during the project start and end respectively was well planned for which also serves as a useful indicator of an efficient project as illustrated in figure 3.3 below.

141. With exception of the first project implementation year where resource absorption was much lower (58.6%) due to implementation challenges that often rock the initial stages of the project, in the subsequent years, resource absorption rate greatly improved averaging at 96.4% for the second, third and fourth project years. Discussions with the project implementation unit staff revealed that all intended project activities were actually implemented. Given the 100% activity implementation rate vis-à-vis the 92.5% budget absorption rate, it is noteworthy that project resources were economically used. Premised on the good alignment between project activities and desired results especially during the implementation stage as revealed by several project staff, the evaluation is confident to report that there was indeed value for money in the utilization of project resources. According to the project implementation unit staff, the project good financial and technical management performance was facilitated by prudent financial management and accountability system that was established as explained hereunder;

# 2.5.2 Project’s financial management and accountability system

142. The project financial management and accountability arrangements are well articulated in the project document (pg 25) and this formed the overall financial management principles and practices that guided the project. Interviews with project implementation unit staff revealed that all the parties in the financial management and accountability system satisfactorily played their roles; a factor that made the system more prudent.

143. However, cases of delayed fund releases were reported by some responsible parties although the evaluation’s ability to independently verify these claims was constrained by inadequate documentation. Much as the project implementation unit staff also acknowledged the delays, according to them (staff) such delays were caused by delayed accountability of the previous disbursements which was a procedural requirement. Nevertheless, the evaluation established that the project had successfully built a robust quality assurance mechanism (issues and risk log that were activated in Atlas) that enabled timely detection of project inhibitors and devise appropriate redress measures.

144. Premised on the overall UNDP’s financial management principles, financial accountability templates particularly Funding Authorization and Expenditure Certificate (FACE) were provided and satisfactorily used. As a result, project expenditure satisfactorily adhered to project work plans and budgets hence favoring successful project cost containment. The project implementation unit specifically initiated and implemented following efficiency enhancement strategies.

# 2.5.3 Efficiency enhancement strategies adopted

145. The evaluation noted that there was general consciousness across the project implementation continuum towards overall project efficiency with emphasis on achieving value for money through enhanced alignment between project resources and desired results. Subsequently, deliberate measures were undertaken throughout the implementation process to achieve this objective and they include the following.

1. **Direct Implementation Modality**

146. The evaluation noted that under DIM, UNDP was able to make direct procurement of services to support activity implementation under the different project delivery tracks. Consultations with both UNDP staff and the responsible parties revealed that the DIM arrangement was not only effective and efficient in terms of time but also helped to fill the capacity gaps in the institutional frameworks of the responsible parties. This reportedly facilitated faster decision-making processes and timely activity implementation.

1. **Appropriate targeting of the interventions**

147. Despite some weak alignment in the project results chain at the project conception and design phase (see analysis in the relevance section), the project implementation team successfully aligned activities to specific and measurable results throughout the implementation process. This helped to ensure that for every coin that was spent was directed at achieving a specific result as one project implementation unit staff explained during interview;

*………upon realization of the weak linkage between the project activities and results in the project document, we sat down as implementation team and devised a results-based implementation approach without necessarily amending the project document. The specifically developed results were used as the guiding principles throughout the implementation process…..*

148. Furthermore, project interventions were well informed by empirical analyses[[35]](#footnote-36) which made them more relevant and appropriate. The analyses enabled clear problem identification and analysis which well informed the targeting of the interventions and selection of the most appropriate stakeholders and beneficiaries. As one evaluation participant put it, the project rightfully dealt with the most appropriate stakeholders and beneficiaries who supported its success.

1. **Taking advantage of partnerships and synergies**

149. The overall implementation of the Peace Architecture project hinged on effective partnerships and synergies that significantly supported resource mobilization, effective advocacy through amplified voice as well as bringing on board the comparative advantages of each of the partners. Besides, these partnerships favored sharing of facilities as the case was between IRCU and TEFU who shared space. This did not only favor harmonized project implementation methods but also had cost minimization effect hence contribution to enhanced project efficiency.

1. **Use of existing structures**

150. The thrust of the project was to strengthen the existing institutions to play a leading role in peace and conflict transformation country wide. As such, activity implementation was well integrated within the existing structures which did not only have positive effect on project cost containment but also laying a foundation for the sustainability of the project gains. For example, the incorporation of the UN electoral support in the on-going peace and conflict transformation project had enormous efficiency gains as same structures were used. This majorly explains why the management cost for the electoral support interventions was only 7% yet for the other outputs under NCF, TEFU and IRCU was 20%. The implementation of the UN electoral support took of advantage of the existing peace infrastructure which brought the overall implementation cost much lower.

151. Whereas the project was efficiently implemented with impressive levels of efficiency, the evaluation noted some gaps especially in the UN electoral support which compromised the quality of the results. Outstandingly, the poor pay of the polling officials deprived the electoral processes of high calibre personnel. Besides, some reportedly resigned after training which led to the retraining of the substitutes[[36]](#footnote-37). This was not only make the project incur unnecessary costs but also led to the deployment of ill-trained election staff since time for training was not adequate.

# 2.6 Project sustainability

152. The likelihood of the project benefit continuity formed the central focus of project sustainability assessment in this evaluation as required in the evaluation question 6[[37]](#footnote-38). It is noteworthy that the project successfully delivered much of its intended results but the availability of a framework for their sustainability is equally important in the contemporary project management discourse. According to different project management schools, effective stakeholder participation, ownership, contribution and capacity are the key pillars of enhanced project sustainability. It was on this ground that the evaluation richly integrated these variables in the project sustainability assessment as presented hereunder;

# 2.6.1 Project sustainability potential

153. The evaluation established that there was effective participation of key stakeholders particularly the responsible parties right from the conception and design stages of the project. The involvement of the beneficiary institutions[[38]](#footnote-39) in problem identification and analysis as well as project design was sufficient enough to generate the desired project ownership. The project was indeed in line with the institutional mandates of the responsible parties which also sufficiently inculcates the spirit of project ownership. As a result of strong project ownership by the benefiting institutions particularly IRCU, the evaluation noted that a volunteerism spirit towards conflict transformation is evident among the regional peace and stability structures. Despite their decimal knowledge about the project, regional IRCU peace structures have continued to execute different conflict transformation initiatives in their respective areas without any external funding. This is a good indicator of strong willingness to uphold both the project spirit and activities.

154. Furthermore, the evaluation learnt of an internal financing proposal that is being discussed by IRCU regional structures in which each denomination is to make some financial contribution towards the work of the peace structure. This strongly conveys a ray of hope for possible sustainability of the project benefits and initiatives in case such a proposal is overwhelmingly supported by the concerned stakeholders.

155. The successful capacity strengthening support that has been delivered under the project provides a strong base for the sustainability of the project gains. Although capacity strengthening is a continuous undertaking, a cadre of peace facilitators and mediators has been created across the country with capacity to continuously support peace and conflict transformation processes in their respective areas.

156. Furthermore, the integration of project implementation in the existing institutional framework creates opportunities for sustainability. Religious institutions used in the implementation of the project have lasting structures at all levels of socio-political organization that are able to continue the work of conflict transformation and reconciliation with or without external support. The evaluation learnt that both the Catholic and Anglican churches have a specific desk for peace and conflict resolution. The wide audience of IRCU favors the spread of the messages of peace and conflict transformation with or without any external assistance.

157. The decentralized governance system which Uganda subscribes to also provides opportunities for upholding the gains of the peace and conflict transformation interventions. Through the Local Council system, information on emerging or existing conflicts can continuously be forwarded to the rightful structures for mediation at various levels. Furthermore, interviews with government representatives especially from the Office of the Prime Minister revealed government commitment and support towards the on-going national dialogue process and the peace policy which is at the draft stage. With this government infrastructure for peace and conflict transformation, there is hope that the gains made under this project shall fairly be sustained.

158. The evaluation further noted a number of related projects and programmes whose deliverables have a reinforcing effect on the gains made by the Peace Architecture project. Reading from UNDP’s CPD 2016/20 reveals that supporting good governance is still highly prioritized under the Inclusive and Effective Governance portfolio implying that resultant projects and programmes are in position to reinforce the gains made under this project. Equally so, both IRCU and ARLPI have running projects with related outputs hence able to support further entrenchment of the gains made by the Peace Architecture project.

Despite the great sustainability potential for the gains made by the peace architecture project, the evaluation also noted some threats to the actualization of such potential and they include the following;

# 2.6.2 Threats to project sustainability

159. Whereas the project successfully supported the establishment of a peace infrastructure, its effectiveness is dependent on the political terrain in the country. Therefore, deterioration of the country’s democratic principles would pose a serious threat to the sustainability of the impact of such an established peace infrastructure.

160. The rising conflict prevalence in the country is likely to overwhelm the capacity of the established peace infrastructure. For example, while the regional peace structures were notably doing a commendable work in their respective areas, their capacity is likely to be overwhelmed in the event of increased number of conflicts. This would inevitably threaten their continued effectiveness without external support.

161. Unfounded public mistrust and suspicion on the impartiality of individual members of peace structures would potential undermine the effectiveness of the peace and conflict transformation efforts. For example, whereas the IRCU regional structure in Tororo had notably undertaken a number of successful conflict mediations, the unfounded public mistrust and suspicion had at the time of this evaluation hindered the structure to actively participate in the conflict mediation process between the Itesots and Japadhola as one member of the structure narrated;

*…..the public here has lost trust in everybody…..many simply say that it is the president who can resolve the Itesot-Japadhola conflict….we have all barked off because nobody is ready to listen to any other person apart from the president…….In our capacity, we can now do not much…*

162. The threats to project sustainability as presented above notwithstanding, continued engagements whether internally or externally driven are key for sustainable peace and conflict transformation. Whilst the project successfully enhanced internal institutional capacities to drive conflict mediation processes, both intra and inter institutional engagements and cooperation remain critical for sustained conflict transformation momentum in the country.

163. Limited funding from Ugandan government to support the activities of the NCF and other interventions such as the national dialogue in which government leadership is key. The sustainability of the peace and conflict resolution framework strongly hinges on government ownership that should be strongly felt through its financial support to such initiatives. With the current trend of government financial support to the peace infrastructure, there is a great risk of donor dependency that is not sustainable both in the medium and long term.

# 3.0 Lessons learnt, best practices and recommendations

# 3.1 Lessons learnt

164. **The use of existing structures in project implementation is associated with enormous efficiency gains**. This is because the implementation of the peace architecture project did not suffer significant setbacks despite having a small (only project specific staff) implementation unit. Because of its successful integration in the existing structures and systems, the project was able to receive support from non-specific staff which reduced the overall project implementation cost in terms of management.

165. **Effective stakeholder participation is key for project success and sustainability.** It is learnt that the full involvement of the stakeholders facilitated quick buy-ins for the project that in turn facilitated commitments and smooth implementation. Therefore, once stakeholders are effectively and meaningfully involved at all stages of the project cycle, stakeholder ownership of the project is enhanced which stimulates contribution and sustainability.

166. **Use of government structures is critical for securing government buy-in of the project which enhances sustainability.** Government structures are often more trusted by government and any project that is mainstreamed in its structures is quickly supported. Through this project, the involvement of NCF; a constitutionally mandated political dialogue structure enabled the project to attract government support.

167. **The Direct Implementation Modality is associated with significant efficiency and effectiveness gains as it facilitates faster project implementation processes.** This is because it allows the project implementation to leverage the institutional strengthen of the financing agency in order to overcome the capacity gaps of the responsible parties. In this project, this financing modality sufficiently bridged institutional capacity gaps of responsible parties such as TEFU that did not have financial management systems that would support the accountability procedures of the financing agency.

168. **the support of the media is critical in the successful and effective election management.** This is because the media plays a critical role in agenda setting and dissemination of information to a multiplicity of electoral stakeholders in a timely manner. Having such a stakeholder with such a big following is advantageous in terms of cost effective information dissemination. It was reported that several media houses offered EC free airtime to sensitization the public on various electoral events and processes. It is position that the improved relations between the EC and the media helped the former to improve its public relations in 2016 general elections compared to the previous elections.

169. **Religious fraternity provides an effective and efficient opportunity of disseminating information to the biggest population**. Uganda being a highly religious country, the population that goes to places of worship on various days is big. Therefore, the information disseminated through religious networks at various levels reaches the biggest population cost effectively.

170. **Successful conflict transformation strongly builds on objective research.** Facts and evidence are the most significant building blocks of peaceful societies. Basing on the spirited commitment of IRCU in research and documentation and the results thereof, the role of evidence-based programming in peace and conflict transformation is uncontestable. This supports the design and implementation of most relevant interventions with the most appropriate stakeholders in the lead which lays a strong foundation for success.

171. **Effective partnerships are critical in conflict transformation initiatives.** It facilitates the aggregation of strengths and amplifies voice for common results. The partnership that was formed for pushing for the presidential debates demonstrates the best example. The coming together of all the actors strengthened their voices and was able to win over all the other stakeholders to support the initiative.

172**. The rising tensions and conflicts continue to call for sustained conflict resolution engagements at various levels**. Much as substantial achievement towards peace and conflict transformation was supported by this project, it is apparent that a number of conflicts in all spheres of socio-economic and political organization remain unresolved. Therefore, continued engagements are necessary for the attainment of conflict free Uganda in the short, medium and long term.

# 3.2 Best practices

Through consultations and evaluators’ independent opinons based on the results presented above, a number of projects that consistent yield superior results were flagged as best practices as presented hereunder;

**Direct Implementation Modality**

173. Premised on the results and views of majority of the stakeholders, the adoption of DIM for this project was a well thought through decision given the efficiency and effectiveness gains it created. The modality enabled the project to tap into the vast technical expertise of UNDP in the areas of programming and financial management. The direct involvement of UNDP staff and systems enabled faster decision making especially regarding procurement which in turn favored faster activity implementation. Although some cases of delays were reported, there was general consensus among the stakeholder consulted that the DIM arrangement best suited the operational context that underpinned the project.

**Political debates**

174. According to several stakeholders, the political debates at different levels sowed seeds of change in the political landscape of the country from personality-based to issues-based politics. These debates provided the candidates with a joint platform for demsfying their political ideologies in relation to national development. The notion of bringing together candidates especially presidential on the same table to face the electorates was a significant step towards neutralizing hostilities towards each other based on personal sentiments. On the same presidential candidates’ table, commitments to ensuring a peaceful Uganda was secured from each candidate before the general population and it served as a social obligation and contract with the nation.

**Partnerships**

175. The partnerships that were created along the implementation process of the Peace Architecture project were instrumental in ensuring its success. Development partners under the leadership of UNDP smoothly collaborated in a way that enabled each to commit both financial resources and expertise for the success of the project. Besides, the partnership among the responsible parties was also significant in ensuring effective and efficient execution of the project activities. Joint activities were undertaken in a manner that promotes synergies and cost effectiveness. All these demonstrate that forging effective partnerships is instrumental for project success.

**Volunteerism spirit among the peace actors**

176. The IRCU regional peace and stability structures have displayed valuable volunteerism in the execution of their work. For example in Kasese, a member of the peace structure has resigned his office to concentrate on the work of peace building. Although apart from ARLPI was had various funders for their peace engagements, other regional peace structures did not have specific sources of funding, yet peace and conflict resolution work was going on. The volunteerism spirit is a strong foundation for the sustainability of the peace and conflict transformation engagements.

177. The creation of conflict prevention and mediation capacities has been the greatest achievement of the project. Spaces for dialogue have been created and/or revitalized with credible personalities to impactfully undertake dialogue for peace building and conflict transformation. It is therefore apparent that though not fully, the project has laid a strong foundation upon which the achievement of its aspirations on a continual basis hinge. The strong partnership and collaboration that was built especially during implementation is one major unintended result that is worth harnessing. A group of six organisations including IRCU, TEFU, WSR, IPOD, NCF and EC have continued to ride on the linkages established during the project to execute their current tasks especially towards the organization of National Dialogue.

178. Following the example set by the presidential debates, the concept of political debates by contestants has been adopted even at lower levels of political organization. It is apparent that once this spirit is maintained, there will be a shift in the politics of the country from personalities to issues. The coming together of political opponents on the same table to present their political proposals to the electorate is an indicator of political maturity and political tolerance which can rightly be attributed to the project though it was not enlisted among the intended project results.

# 3.3 Recommendations

The recommendations have been categorized according to the delivery tracks in order to make them more specific in terms of required actions for effective implementation as well as the responsible parties as herebelow.

**Inter-Religious Council of Uganda**

* Measures for enhanced impartiality of the peace committees should be step up in order to build public confidence in the committee. IRCU members at various levels should distance itself from partisan politics or any other issues that may cause the public to doubt its impartiality.
* The secretariat need to enhance transparency in order to facilitate commitment and effective participation of their structures at various levels. Given its decentralized structure, the lower level structures should be well mobilized and linked to the achievement of the overall organization results. In otherwords, the annual workplan of IRCU should be the amalgamation of the workplans of its decentralized structures.
* IRCU should strengthen its strategic management system in which a clear view about its strategic direction (Vision, Mission, strategic objectives and actions) is created among and appreciated by all its multi-layers structures in order to achieve enhanced alignment of their actions with the strategic direction of the entire organization. This calls for systematic inclusion of the decentralized structures in the strategic planning of the organization.

**The Elders Forum of Uganda**

* The elders’ forum should remain a loose network ready to be engaged by any party in the mediation of conflicts. While considering a number of reasons for and against the formalization of TEFU to have an independent secretariat which were given during consultations, formalizing it may deprive it of its neutrality as it will be put under a existing regulatory framework.
* Selection of the elders on the forum should be transparent enough to protect its neutrality and the criteria should be made known to the stakeholders;
* The elders should desist from making any subjective comments publically or showing their political inclinations. This will help in preserving their neutrality and integrity which are key for enhanced public confidence and trust in their work

**The National Consultative Forum**

* Further strengthening of NCF institutional, systems and human resource capacities is necessary. NCF should have its own secretariat and adequate staff like any other state own establishment. Currently, the staff of EC are the ones doing the work of the forum in addition to their EC assigned tasks. This puts the work of the forum at the periphery since the EC staff are only appraised on the EC related tasks.

**The Electoral Commission**

* Standardization of the election evaluation report to allow comparative analysis and progress being made. While the EC has been conducting election evaluation exercises, the variables assessed vary seasonally. This makes comparison difficult and hence not possible ti vividly document improvements in the general election management.
* Civic education should be an on-going initiative not only being influenced by the upcoming election. The process should be government owned but can be effectively run in partnership with civil society organisations with strong support of the media. To achieve this, civic education policy should be put in place to guide all the players in the initiative.
* EC and stakeholder engagements should continue to achieve improved EC public relations. In the Peace Architecture project, it is demonstrated that working with the media is a worthy strategy for improving public relations. EC should incorporate deliberate media engagements in its strategic plan and also its annual budget in order to make such engagements systematic and sustainable.
* Presidential debates should be planned long enough and include on the electoral road map. Fixing the dates for the presidential debates was an anthill task because it was originally not indicated on the EC roadmap. It was incumbent upon each candidate to adjust his or her programme in order to accommodate the presidential debates. Once it has been included on the election road, the EC should make it mandatory for all presidential candidates as part of the electoral rules to adhered to.

**Government of Uganda**

* Finalization of the peace policy should be fast tracked in order to give a strong base to the peace initiatives in the country. It will form a strong basis and framework for mobilizing resources and other support for the peace processes in the country
* Integration of gender mainstreaming issues in the training of duty bearer especially the security agencies. This will improve the manner in which personnel
* Equip the elected LC committees with conflict resolution and mediation skills. The government should take advantage of the LC system that has recently been revitalized by equipping them with kills mediate and resolve local level conflicts.
* Government should put in place a system of enabling land owners to acquire land titles and all public land surveyed with clear boundaries drawn. This is because, in all regions, land conflicts are the most prevalent and can be managed if clear land boundaries are drawn.
* National dialogue processes should also be fast tracked with strong government support and ownership while ensuring effective participation of all key stakeholders. Government should be at the helm of national peace initiatives if they are to be effective and sustainable

**UNDP**

* Project visibility should be emphasized and supported through appropriate project branding.
* Development of implementing partners’ reporting capacity. In future engagements, UNDP should build the Implementing Partners’ reporting capacity to match the expected reporting standards of UNDP.
* Need for efficiency improvement in the financial systems to allow faster resource disbursement. This can be achieved by first undertaking a financial system analysis to identify systemic bottlenecks to better inform the most appropriate redress measures.
* Emphasis on the SMART approach should be followed in designing the results framework in order to provide a strong basis for measuring the results. The linkage between the problem/situational analysis and the results framework should be strengthened in future projects.

**General**

* There is need for an update conflict mapping and analysis report to inform future programming more holistically. This will help comprehensive identification and inclusion of key stakeholders in the conflict management at various levels
* Quick responses to conflicts are needed in order to contain conflict escalation. This calls for putting in place early warning mechanisms.
* Need for focused grassroots engagements on peace and conflict resolution. Sub county level peace clubs were visible in some regions such as Northern Uganda but these should be cascaded down to the LC level but with adequate consciousness not to duplicate the existing local governance system.
* The peace and conflict resolution through dialogue and mediation is still evolving in Uganda and still need combined effort both internally and externally. Development partners working in the areas of peace and democratization should continue supporting the initiatives for enhanced results.

# Annexes

# Annex 1: OECD/DAC Ranking table

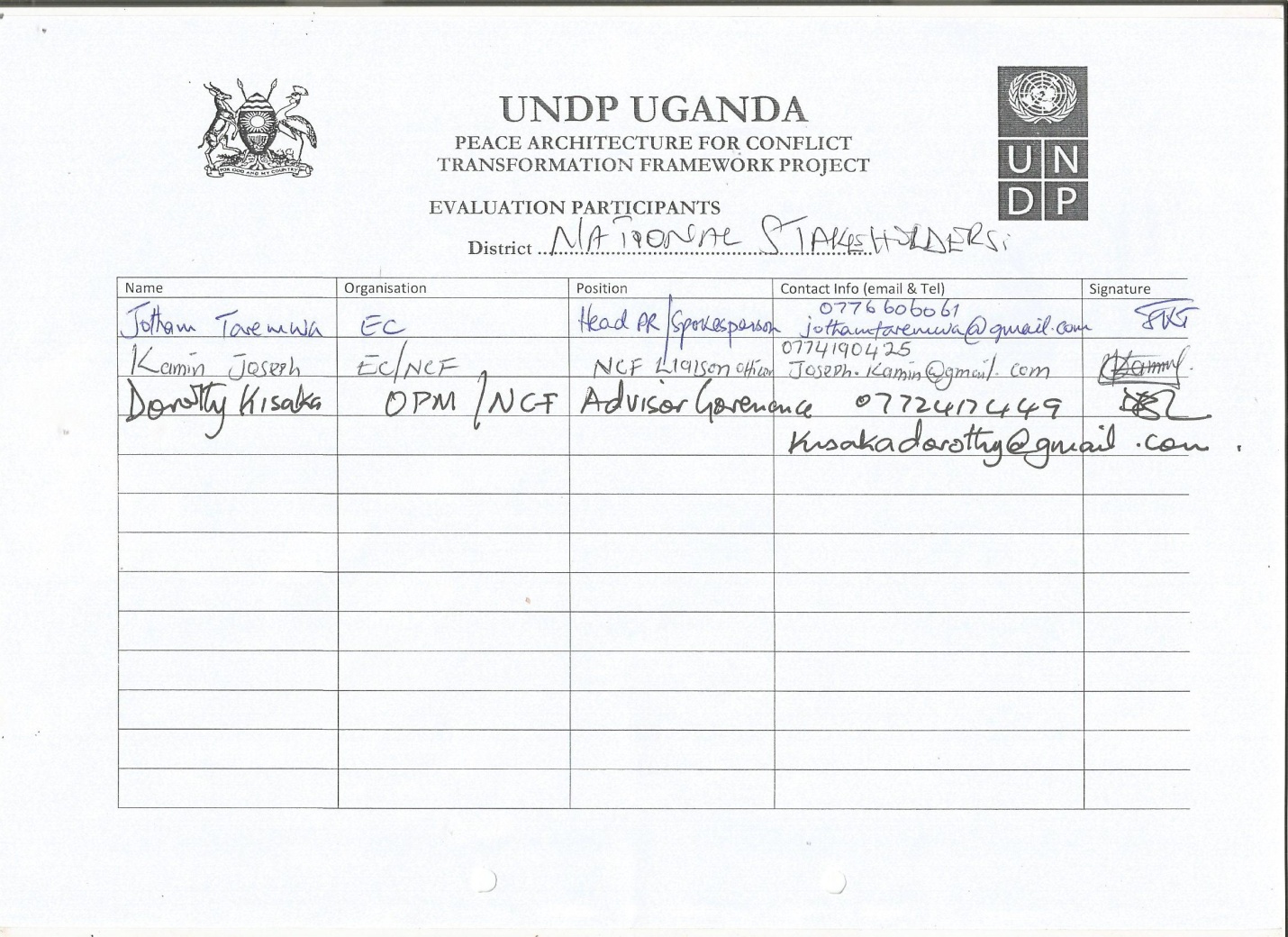
|  | **Rating**  **(1 low, 5 high)** | | | | | **Rationale** |
| --- | --- | --- | --- | --- | --- | --- |
|  | *1* | *2* | *3* | *4* | *5* |  |
| **Impact** |  |  |  |  |  | Much as the project has potential for generating great impact, continuous engagement is required. Given the time at which this evaluation was done the full impact of the project was still evolving. |
| **Sustainability** |  |  |  |  |  | Project activities especially those undertaken by EC, IRCU and NCF have been integrated in their strategic plans and accordingly budgeted for. However, sustainability challenges were notably bedeviling the project activities undertaken by TEFU. The spirit of volunteerism among the regional peace structures is key for sustainability. |
| **Relevance/Design** |  |  |  |  |  | Project concept was consistent with the development context of Uganda and in tandem with the strategic priorities of the project partners (UN agencies and responsible parties)  However, there were some gaps in the intervention logic characterized to weak causal-effect relationships in the situational analysis as well as less directional targets in the results framework. |
| **Effectiveness** |  |  |  |  |  | Activity and output level performance was good which supported realization of the results. However, with poorly defined targets, assessment of achievement was to some extent constrained. |
| **Efficiency** |  |  |  |  |  | There was general consciousness on the economical use of resources and expenditures were well aligned with the budgets and activity implementation. However, there were cases of delays in resource disbursements which affected timely activity implementation. |

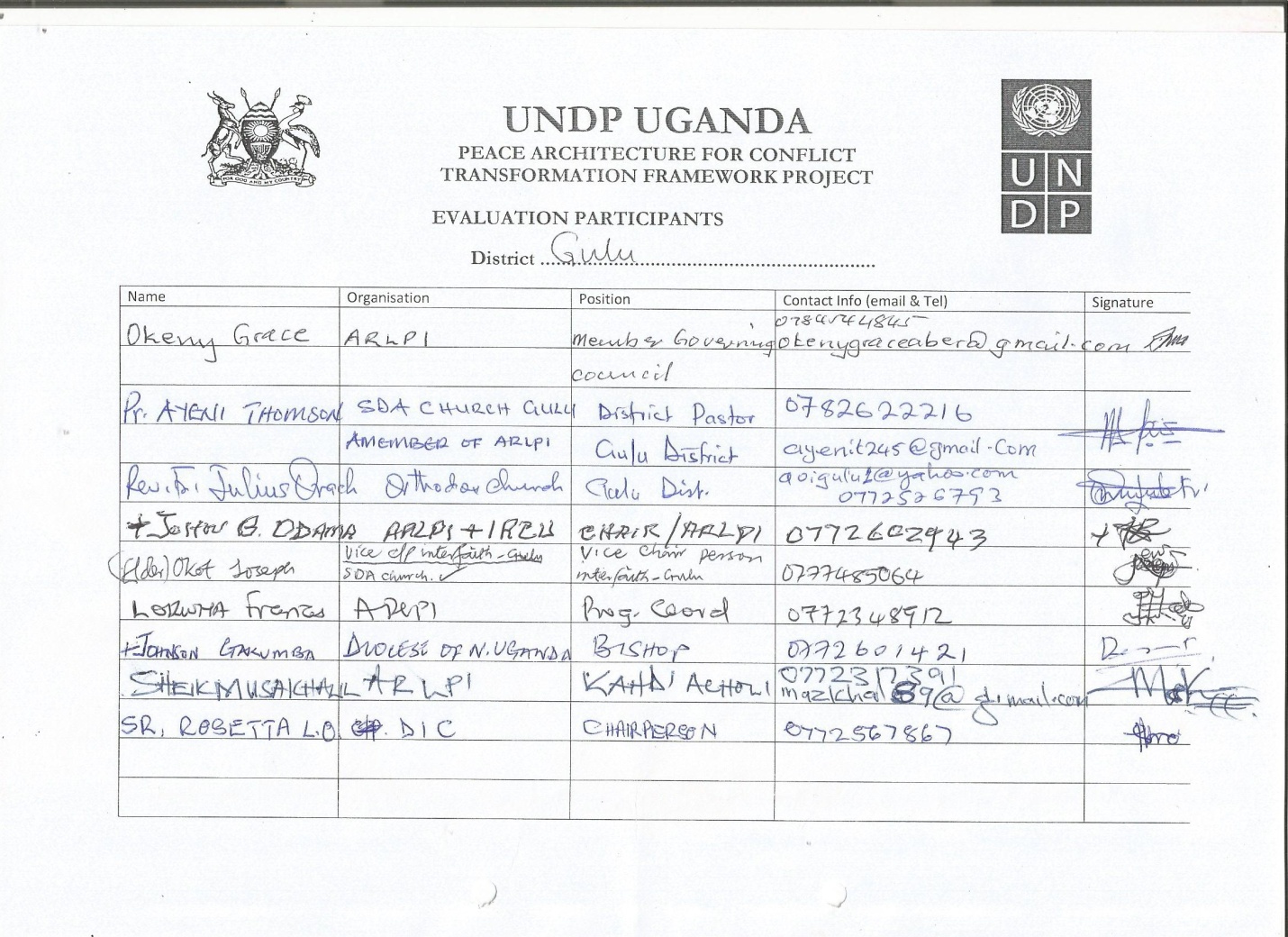
# Annex 2: Project performance Summary sheet

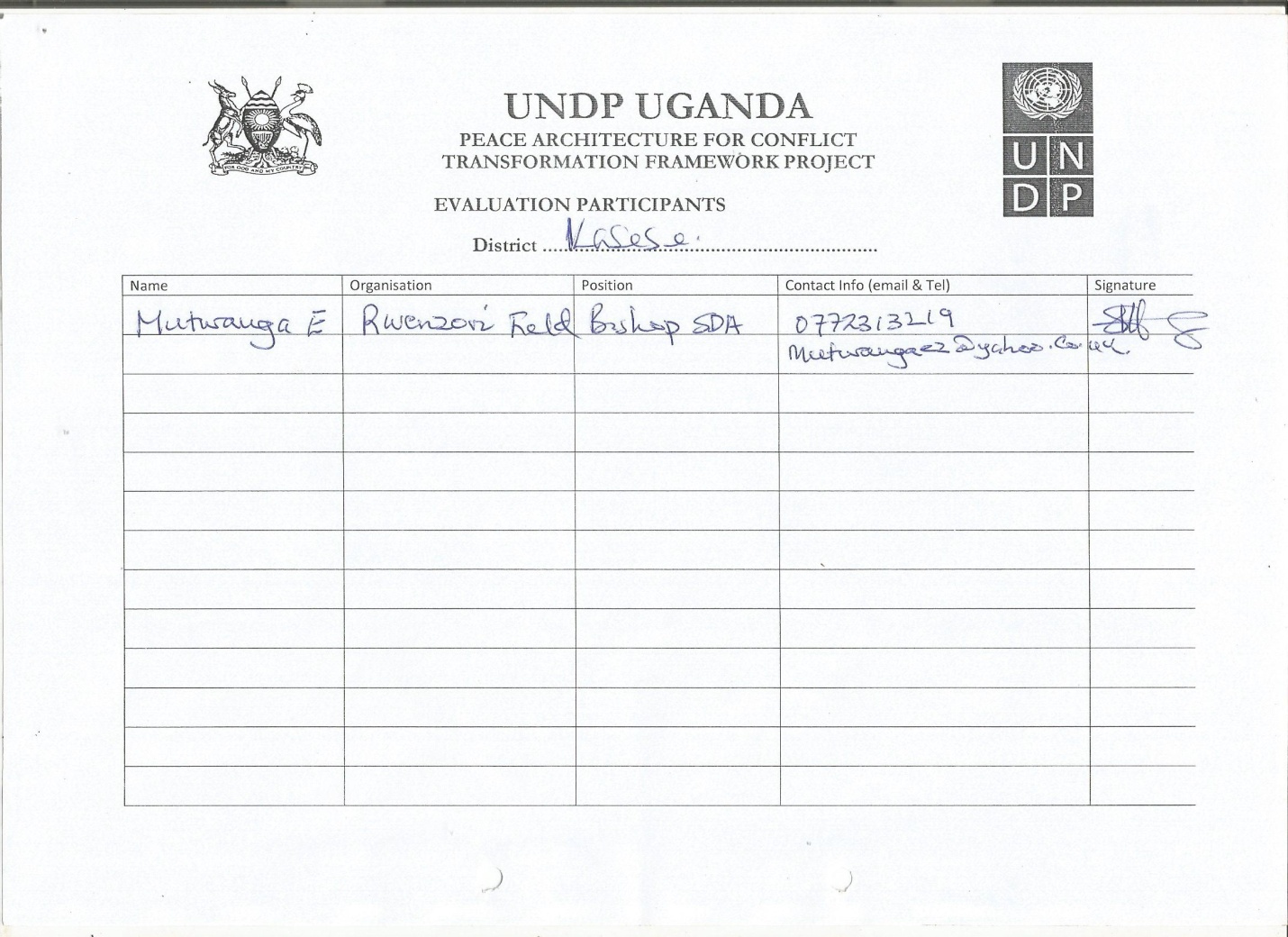
| **Objective/Outcomes** | Outputs | **Indicators** | **Baseline** | **Target** | **Achievement** |
| --- | --- | --- | --- | --- | --- |
| Strengthened dialogue and consensus building efforts within the domain of political reform and effectively supplemented/supported by impartial and neutral spaces of dialogue and vice versa | Skills & Capacities for internal dialogue & political settlements amongst members of NCF strengthened | NCF Fully operational with key capacities to deliver on constitution mandate | Forum for dialogue with constitutional mandate existed with limited information on capacity needs of the forum | All members of NCF (representative of political parties) trained in mediation and negotiation skills | All members were indeed trained. How many project supported projects were conducted? |
| Key gender sensitive, national stakeholders mobilized by NCF to influence political reform agenda of the country | Key legislation associated with electoral processes and multiparty political dispensation finalised | Political reform dialogue towards strengthening multiparty political dispensation within NCF not developed. | No of electoral reform proposals finalised and cleared by cabinet for 2016 elections | Electoral commission proposals were finalised and passed prior to the 2016 elections |
| No of political reform dialogue meetings held internally within NCF and with key political establishments | 8 dialogue meetings were held with key political establishments and this enhanced the visibility of NCF as well as stakeholder participation in the democratic governance of the country. |
| At least 1 high impact political settlements reached and facilitated | A code of conduct was finalised although not yet passed. This is able to regulate the conduct of political parties hence contribution to the entrenchment of democratic principles in the country. |
| No of analytical studies to inform specific legislative aspects of electoral reform/amendments | 9 analytical studies were supported by the project and this informed the electoral reforms. |
| Impartial and neutral spaces and capacities that could facilitate dialogue and consensus building developed | Mediation and dialogue capacities for TEFU to facilitate policy and governance settlements strengthened | Operational Non-state dialogue in place with a supportive operational framework to facilitate policy and governance settlements | Non-state dialogue platform not fully operationalized | TEFU fully functional and operational | TEFU has continued to play a significant role in mediating conflicts. |
| Regular meetings of TEFU organised | Program supported quarterly meetings. With the project support, TEFU was able to hold regular meetings. This enhanced its visibility and functionality although concerns over its sustainability are still apparent. |
| No of strategic partnerships and engagements developed | TEFU successfully partnered with NCF and Electoral Commission during the organisation of Presidential debates of 2016.  The capacity strengthening support has positioned TEFU as a credible and neutral space for dialogue. |
| No of capacity building programmes conducted | TEFU members benefited from project supported capacity building programmes that were well informed by the needs assessment that was conducted prior to the training. |
| No of policy & governance reform dialogue processes facilitated | Dialogue sessions in all the four regions were conducted. |
|  | | | | |
| Strengthening capacities at regional level to ensure that national level actions are informed by local level aspirations. | Regional level peace and conflict transformation forums conflict transformation and management capacities strengthened in specific regions | Regional peace and conflict transformation forums in place-led dialogue and internal mediation in diffusing conflict triggers at regional levels | Regional level peace-building infrastructure is weak and limited in capacity | No of regional peace and conflict transformation forums established | 4 forums established/revitalized and still functional serving as a key tool for conflict transformation. |
| No of trained mediators-led sessions with regional committees | 4 trained mediators-led sessions with regional committee were held and this continued to strengthen the capacities of regional peace committees. |
| No of settlements reached by the peace and conflict transformation forums | Whereas peace and conflict transformation forums are mediating in various conflicts at various levels, there is lack of a coherent system to track and report progress. |
| No of advanced negotiations and conflict management skills knowledge products developed and delivered | 11 knowledge products produced and being used to inform conflict transformation initiatives |

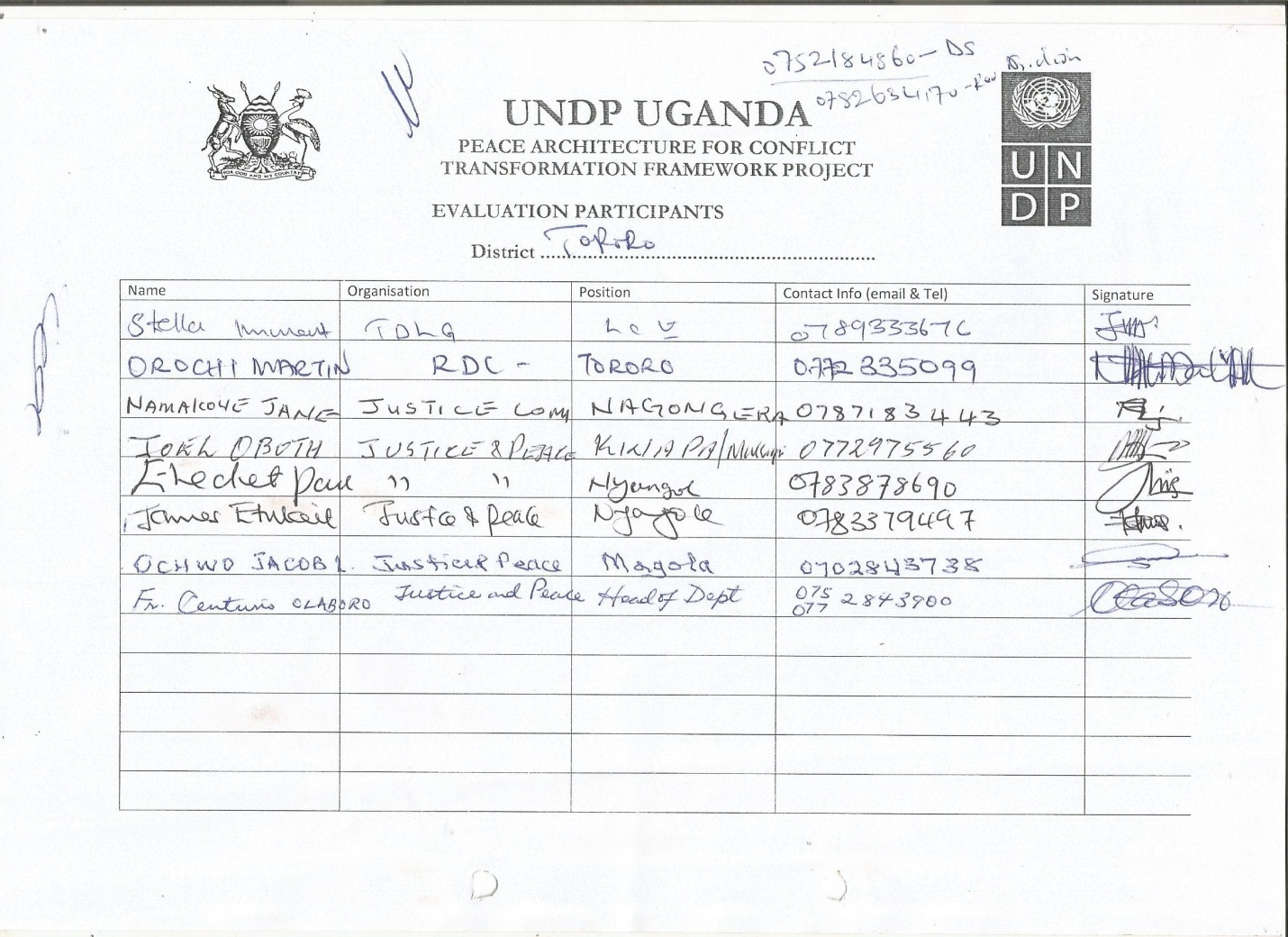
|  |  |  |  |
| --- | --- | --- | --- |
| Outcome | Output | Activities/ | Achievements |
| Peaceful and credible electoral processes | Enhanced technical capacity for electoral commission for a) confidence building among electoral stakeholders, b) Assurance of a smooth electoral process & C) equitable justice to justice. | Provision of technical and project management support | The project recruited staff such as project manager, PR consultant and voter education consultant who provided the technical guidance for project management.  The DIM that was adopted enabled UNDP to provide a more direct support for project management |
| Train EC personnel on HR standards | Key stakeholders to the elections were trained in HR by OHCHR  HR training was mainstreamed in Electoral processes all officials were trained in HR |
| Train EC personnel on gender equality | 300 EC staff were trained on gender dimensions of electoral management. This supported the mainstreaming of gender in the electoral processes |
| Establish and operationalize EC-stakeholder consultation mechanism and regular coordination interface with donor community/NGOs/CSOs media | The established partnership enabled EC-stakeholder consultations. Several interfaces with all stakeholders were indeed held. |
| Media monitoring & analysis of media information | The recruited media consultant monitored EC media presence and identified key issues related to elections. This helped to improve EC public relations. |
| Recruitment of complaints liaison officers | 119 complaints desk officers were trained and deployed at the districts. This enabled timely handling of complaints hence reducing risks of electoral violence. |
| Train law enforcement officers | Trainings on human rights and gender were delivered to law enforcement officers which increased HR accountability and gender awareness in the electoral processes |
| Training of electoral officials 350 returning officers | 350 returning officers, 1400 sub county and 168000 polling officials were trained. This improved the management of the electoral processes especially on the polling day. |
| Conduct National prayer day | Held at Kololo Airstrip, the National prayer day brought together all key stakeholders in the electoral management processes. |
| Establishment and equipping of a media centre | The project supported EC to acquire media equipment which assisted in timely release of press statements and other electoral related information. |
| Conduct prayer breakfast | Prayer breakfast held at hotel Africana created a platform for more stakeholder engagements hence enabling gathering of stakeholder in-puts in the electoral management. |
| Printing of T-shirts, banners, caps, pens | This was one of the voter awareness strategies that were used. As a result of massive voter compaign, voter turn-up was higher in 2016 elections than the previous one. |
|  | Strengthened technical capacities for relevant media entities to increase access to information & amplify citizen’s voice for participation in democratic processes | Media guidelines developed, in place and updated | The developed media guidelines streamlined media reporting and improved relations between the EC and the media. This helped to improve the flow of information about the electoral processes. |
| Media training on relevant laws such as Press & journalists Act, Access to information Act and the Public Order Management Act | Trainings for the media were successfully held and accordingly ensured that media reporting was in tandem with the existing laws. |
| Support media council to convene regular coordination meetings with the media fraternity | With project support, the media council was able to hold regular coordination meetings to share key emerging issues in the electoral processes. This created a platform for stakeholder engagement in the electoral processes. |
| Establish mechanism for gender monitoring of the media coverage | The recruited media expert monitored the coverage of gender aspects in the media in relation to elections. This informed the gender mainstreaming strategies undertaken by UN Women. |
|  | Strengthened & coordinated capacities for conflict prevention/resolution of the electoral commission & selected CSOs before, during & after the elections | Context rapid scans conducted/analysis of electoral conflict drivers in districts | In partnership with other stakeholders such IRCU and CCEDU, rapid analysis of electoral conflicts was done to inform the most appropriate redress measures. |
| Establishment of conflict prevention coordinating structures  Early warning and early response training of peace structures | In each district, a peace committee was established and equipped to handle electoral conflicts. Also, the established call centre by the WSR served as a rapid mechanism for identifying potential conflicts and guiding conflict resolution strategies. |
| Conduct political party debate | Two presidential debates were held for once in the political history of Uganda. It casted the seeds of issues-based political agenda as opposed to the personality aspects that had dominated the political land scape of Uganda in the previous elections. |
| Conduct talk shows | The EC officials meaningfully engaged in talk shows which was also another important platform for voter education as well as disseminating vital information. |
| Youth participation in conflict prevention | The youths were used as ambassadors of peace. Youth groups were identified and trained in conflict prevention and were also used to carry the messages of peace in their areas of residence. |
|  | Enhanced participation of women in the electoral process, as voters, candidates as well as officials at national & local gov’t levels | Provide technical and financial support to CSOs to carryout training of women candidates at regional level. Produce a women’s candidates manual and advocacy materials | With support from UN-Women, a total 776 women candidates were equipped with skills on effective campaigning, packaging their messages to the electorate. |
| Design an outreach strategy to political parties for more gender-sensitive internal structures and processes | With the support of UN-Women, the manifestos of different political parties were reviewed in the perspective of gender and were thus made gender sensitive. |
| Develop a number of social media products to promote women’s political participation eg blogs, twitter and facebook portals, Think Tanks programmes | The project supported various social media products to promote women’s political participation. However, the time at which this activity was done, it was late for substantial results to be achieved. Nevertheless, the implemented activities are potentially able to yield the desired results with time. |
|  | Enhanced accountability of target state institutions for human rights advocacy, monitoring and compliance in relation to electoral process | Establish a reporting mechanism between political parties, CSOs, OHCHR, EC and UHRC | OHCHR supported a human rights reporting framework mainly through training and deploying of Human Rights observers. A total 230 human rights personnel were trained to monitor human rights issues in 92 districts. |
| Tracking and monitoring Human Rights incidents | Through the established HR reporting system, a total of 370 cases of human rights violations were reported during the electoral period. |
| Support investigation and prosecution of perpetrators of human rights violations | All the received human rights violation cases were forwarded to respective authorities for handling. The information gather on HR during the election provide a basis for continuous HR advocacy. |

# C:\Users\USER\Desktop\DOC1.jpegAnnex 3: List of Evaluation Participants









# Annex 4: Data collection tools



**TERMINAL EVALUATION**

**Peace Architecture for Conflict Transformation Framework Project**

**THE REPUBLIC OF UGANDA**

**INTERVIEW GUIDE FOR PMU STAFF**

**Theme 1: Background information about the respondent**

In the Capacity of \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Department/sector\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Specific role on the project\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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**Theme 2: Project Concept and Design**

* Factors that instigated the conception of this project?
* Key processes that were undertaken during the design stage of the project?
* Participatory nature of the processes
* Perception on the selection criteria of beTEFUiciaries
* Degree of confidence in the appropriateness of beTEFUiciary selection criteria
* Key modifications needed in the design and implementation arrangement
* Specific national priorities being addressed by the project
* Strategies that were undertaken at the design stage to ensure enhanced project consistence with national and sub national priorities.
* Degree of project consistence with UNDP country strategy
* Strengths and weaknesses of the above strategies
* Action plans to improved project design in future

**Theme 3: Project Implementation& Management**

* Project implementation and management structures
* Roles and responsibility of each of the structures
* Adequacy/gaps of the implementation and management arrangements
* Significant changes in the implementation and management arrangements
* Reasons for the changes
* Key implementation and management challenges encountered
* Effect of such challenges on the project implementation efficiency and effectiveness
* Redress measures for the above challenges
* Strategies undertaken to mainstream gender equality and their effects
* Key lessons from the project implementation and management
* Key recommendations for improved implementation and management of the project

**Theme 4: Project efficiency**

* Adequacy of project resources and its effect on general implementation
* Evidence for the economical use of project resources
* Measures for ensuring appropriate use of resources and value for money
* Financial management and accountability system for the project
* Any registered cases of resource misuse in the project
* Strengths, weaknesses and gaps of financial management and accountability system for the project
* Actionable recommendations for enhancing financial management and accountability system

**Theme 5: Effectiveness**

Briefly indicate the level of achievement registered under each of the expected outputs that were designated to your office. Indicated whether or not the outputs were achieved in time and if not, why? Also indicate the outcomes that have so far been realized from the outputs (obtain relevant copies of the documents)

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| --- | --- | --- | --- | --- | --- |
| Indicator definition | Achievement | | | | Outcome |
| Baseline | | Target | Achieved |
| Output 1: Skills & Capacities for internal dialogue & political settlements amongst members of NCF strengthened | | | | | |
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| Output 2: Key gender sensitive, national stakeholders mobilized by NCF to influence political reform agenda of the country | | | | | |
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| Output 3: Mediation and dialogue capacities for The Elders Forum of Uganda to facilitate policy and governance settlements strengthened | | | | | |
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| **Output 4:** Dialogue and settlements on key policy and governance reforms facilitated by The Elders Forum of Uganda. | | | | | |
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| Output 5: Regional level peace & conflict transformation forums & mgt capacities strengthened in specific regions | | | | | |
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| Output 6: Resources & capacities developed to support implementation of peace architecture initiative | | | | | |
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| Output 7: Electoral processes in Uganda strengthened | | | | | |
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***Probe for: whether the activities were implemented in time, Outputs delivered and possible outcomes. For the activities not implemented on time, explore why.***

* Key project achievements at output and outcome levels
* Possible impact indicators
* Facilitators and inhibiters of project results
* Association between the observable outcomes and project interventions
* Lessons learnt from the level of project achievement
* Best/promising and poor practices
* Recommendations for enhanced project effectiveness

**Theme 6: Sustainability**

* Availability and structure of the sustainability plan
* Likelihood for project sustainability
* Opportunities and threat to project sustainability
* Action plans for enhanced project sustainability

**Thank you for your time!**





**THE REPUBLIC OF UGANDA**

**TERMINAL EVALUATION**

**Peace Architecture for Conflict Transformation Framework Project**

**INTERVIEW GUIDE FOR POLICY LEVEL STAKEHOLDERS**

**Theme 1: Background information about the respondent**

Agency represented\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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Time served on the Board\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Specific role on the project Board\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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**Theme 2: Board Functionality**

* Board structure and Roles
* Selection procedure of the respondent on the board
* Frequency of board meeting/activity
* Adequacy of board composition
* Challenges underlying the execution of its mandate
* Possible redress measures

**Theme 3: Project Concept and Design**

* Factors that instigated the conception of this project?
* Key processes that were undertaken during the design stage of the project?
* Participatory nature of the processes
* Perception on the selection criteria of beTEFUiciaries
* Degree of confidence in the appropriateness of beTEFUiciary selection criteria
* Key modifications needed in the design and implementation arrangement
* Specific national priorities being addressed by the project
* Strategies that were undertaken at the design stage to ensure enhanced project consistence with national and sub national priorities.
* Strengths and weaknesses of the above strategies
* Action plans to improved project design in future

**Theme 4: Project Implementation& Management**

* Project implementation and management structures
* Roles and responsibility of each of the structures
* Adequacy/gaps of the implementation and management arrangements
* Significant changes in the implementation and management arrangements
* Reasons for the changes
* Key implementation and management challenges encountered
* Effect of such challenges on the project implementation efficiency and effectiveness
* Redress measures for the above challenges
* Project change management strategies
* Strategies undertaken to mainstream gender equality and their effects
* Key lessons from the project implementation and management
* Key recommendations for improved implementation and management of the project

**Theme 5: Project efficiency**

* Adequacy of project resources and its effect on general implementation
* Evidence for the economical use of project resources
* Measures for ensuring appropriate use of resources and value for money
* Financial management and accountability system for the project
* Any registered cases of resource misuse in the project
* Strengths, weaknesses and gaps of financial management and accountability system for the project
* Actionable recommendations for enhancing financial management and accountability system

**Theme 6: Effectiveness**

* Key project achievements at output and outcome levels
* Possible impact indicators
* Facilitators and inhibiters of project results
* Association between the observable outcomes and project interventions
* Lessons learnt from the level of project achievement
* Best/promising and poor practices
* Recommendations for enhanced project effectiveness

**Theme 7: Sustainability**

* Availability and structure of the sustainability plan
* Likelihood for project sustainability
* Opportunities and threat to project sustainability
* Action plans for enhanced project sustainability

**Thank you for your time!**

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**TERMINAL EVALUATION**

**Peace Architecture for Conflict Transformation Framework Project**

**THE REPUBLIC OF UGANDA**

**INTERVIEW GUIDE FOR District level leaders**

**Theme 1: Background information about the respondent**

District………………………………………………………..

In the Capacity of \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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Interview No\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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**Theme 2: Project Concept and Design**

* Role of the respondent’s office in the concept development and project design?
* Key processes that were undertaken during the design stage of the project?
* Participatory nature of the processes
* Perception on the selection criteria of beTEFUiciaries
* Degree of confidence in the appropriateness of beTEFUiciary selection criteria
* Key modifications needed in the design and implementation arrangement
* Specific national and district/ sub county priorities being addressed by the project
* Strategies that were undertaken at the design stage to ensure enhanced project consistence with national and sub national priorities.
* Strengths and weaknesses of the above strategies
* Action plans to improved project design in future

**Theme 3: Project Implementation& Management**

* Project implementation and management structures at district/sub county level
* Roles and responsibility of each of the structures
* Adequacy/gaps of the implementation and management arrangements
* Significant changes in the implementation and management arrangements
* Reasons for the changes
* Key implementation and management challenges encountered
* Effect of such challenges on the project implementation efficiency and effectiveness
* Redress measures for the above challenges
* Strategies undertaken to mainstream gender equality and their effects
* Key lessons from the project implementation and management
* Key recommendations for improved implementation and management of the project

**Theme 4: Project efficiency**

* Adequacy of project resources and its effect on general implementation
* Evidence for the economical use of project resources
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* Any registered cases of resource misuse in the project
* Strengths, weaknesses and gaps of financial management and accountability system for the project
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**Theme 5: Effectiveness**

Briefly indicate the level of achievement registered under each of the expected outputs that were designated to your office. Indicated whether or not the outputs were achieved in time and if not, why? Also indicate the outcomes that have so far been realized from the outputs (obtain relevant copies of the documents)

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| --- | --- | --- | --- | --- | --- |
| Indicator definition | Achievement | | | | Outcome |
| Baseline | | Target | Achieved |
| Output 1: Skills & Capacities for internal dialogue & political settlements amongst members of NCF strengthened | | | | | |
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| Output 2: Key gender sensitive, national stakeholders mobilized by NCF to influence political reform agenda of the country | | | | | |
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| Output 3: Mediation and dialogue capacities for The Elders Forum of Uganda to facilitate policy and governance settlements strengthened | | | | | |
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| **Output 4:** Dialogue and settlements on key policy and governance reforms facilitated by The Elders Forum of Uganda. | | | | | |
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| Output 5: Regional level peace & conflict transformation forums & mgt capacities strengthened in specific regions | | | | | |
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| Output 6: Resources & capacities developed to support implementation of peace architecture initiative | | | | | |
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| Output 7: Electoral processes in Uganda strengthened | | | | | |
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***Probe for: whether the activities were implemented in time, Outputs delivered and possible outcomes. For the activities not implemented on time, explore why.***

* Key project achievements at output and outcome levels
* Possible impact indicators
* Facilitators and inhibiters of project results
* Association between the observable outcomes and project interventions
* Lessons learnt from the level of project achievement
* Best/promising and poor practices
* Recommendations for enhanced project effectiveness

**Theme 6: Sustainability**

* Availability and structure of the sustainability plan
* Likelihood for project sustainability
* Opportunities and threat to project sustainability
* Action plans for enhanced project sustainability

**Thank you for your time!**

Annex 6: Focus Group Discussion guide for project beTEFUiciaries



**TERMINAL EVALUATION**

**Peace Architecture for Conflict Transformation Framework Project**

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**FOCUS GROUP DISCUSSION GUIDE FOR BETEFUICIARIES**

**Theme 1: Background information about the group**

District………………………………………………………..

FGD type (participants)\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

FGD No\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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Place\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Start time\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ End time\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Theme 2: Project Concept and Design**

* How were you selected to participate in this project?
* What preparatory activities for this project did you participate in?
* What are the objectives of this project?
* Do you believe that the selection criteria used ensured the selection of the most appropriate beTEFUiciaries? Give reasons
* Are the project activities and outputs in line with your key needs and priorities? Give reasons for your answer.
* In which specific ways do you consider this project beTEFUicial to you as individual members and the entire community?
* What have you liked most or not liked in the way this project is being implemented?
* How are the issues of gender equality being integrated in the project?
* What key changes would you recommend in the way the project was designed and is being implemented?

**Theme 3: Project efficiency**

* In your opinion, are the project resources being used efficiently? Give reasons
* How well can the project resources be put to proper use?

**Theme 4: Effectiveness**

* What do you consider to be key project achievements at output and outcome levels
* Have there been any significant changes in the way your group or community functions now as a result of the project?
* In your observation, is the project on course in achieving its set results?
* What are the facilitating or inhibiting factors?
* How best can the project be positioned to achieve its set targets?

**Theme 5: Sustainability**

* Are the beTEFUits you have received from the project likely to continue beyond the project period? Give supporting evidence
* What opportunities and threat underly project sustainability in your community?
* How best can project sustainability be enhanced?

**Thank you for your time!**

# Annex 5: List of Documents Reviewed

* The Peace Architecture for Conflict Transformation project document
* Programme Annual report 2014-15.
* Project Annual Progress reports
* DIM Quarterly reports
* Conflict Mapping report (2015)
* IRCU Annual reports 2014,2015, 2016
* IRCU 2012: The role of Religious Leaders in Nation Building: Our commitment.
* IRCU (2016) Beyond the Impasse: Peace Building and Conflict Transformation in the Rwenzori sub region
* IRCU (2016) Electoral violence in Butaleja District: Causes and implications
* IRCU (2017) Japadhola-Itesot Conflict
* IRCU (2016) Clashes between FDC and NRM supporters in Gulu District; A call for peace and reconiliation
* IRCU (2016) Movement versus Go Forward: Deadly clashes in Ntungamo District
* IRCU (2016) Solidarity visit of Senior Religious Leaders of IRCU and the Elders of TEFU following Violent clashes in Bundibugyo and Kasese district.
* The Uganda National Dialogue process framework paper (2017).
* EC 2015-16 General Election Evaluation report
* End of project activity report –Electoral support project (April, 2014)
* WOMEN IN UGANDA’S ELECTORAL PROCESSES: Mapping Positive Trends and Persistent Deficits in 2016 General Election
* UNDP Country programme document for Uganda (2016-2020)
* United Nations Development Assistance Framework for Uganda (2016-2020)

# Annex 6: Terms of Reference

**Peace Architecture[[39]](#footnote-40) for Conflict Transformation[[40]](#footnote-41) Framework Project**

**Terminal Evaluation**

**Terms of Reference:**

**Duration of Contract:** 25 days spread between October-December 2017.

1. **Organizational Context**

The United Nations Development Programme (UNDP) is the UN’s global development organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP partners with people at all levels of society to build nations that can withstand crisis, drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in 177 countries and territories, we offer global perspective and local insight to empower lives and build resilient nations.

Uganda’s United q` Nations Development Framework 2016-2020 and the Sustainable Development Goals (SDGs) support the implementation of government development frameworks Vision 2040 and the National Development Plan II (NDP II). All these are geared to propel Uganda to a middle-income nation by 2020. NDP II identifies Inclusive governance as the key catalyst to the achievement of this lofty goal. UNDP is therefore supporting the government of Uganda to address governance challenges and in sustaining peace for sustainable and inclusive development in Uganda to take root.

1. **Contextual Background**

Since her attainment of Independence in 1962, Uganda has undergone various periods of instability, to which thousands of lives have been lost and millions internally displaced. More recently; since the NRM Government took over leadership in 1986, most areas of Uganda have experienced relative peace and stability. This notwithstanding, there has been massive loss of lives and internal displacement of citizens due to the rebel activities of the Lord’s Resistance Army (LRA) in the Northern and Eastern parts of Uganda, and the rebel activities of the Allied Democratic Front (ADF) in the Western part of Uganda.

Following the inconclusive Juba peace processes of 2006 between government and the Lord’s Resistance Army (LRA), and the dividends thereof, the country experienced largely peaceful and stable environment. However, tension, conflicts, and sometimes, crisis that have potential for influencing long term peace and stability continue to occur involving various protagonists. These conflicts manifest largely as ethnic, religious, cultural, economic (including aspects of land and other natural resources), administrative and political especially during election times.

In one of its responses to the situations above, UNDP working with Government of Uganda (GoU) and a host of non-state actors put in place a project- Peace Architecture for Conflict Transformation Framework Project that aims at strengthening institutional mechanisms and frameworks that provide necessary capacities for long-term peace and stability by promoting an environment of internal dialogue; and establishment of institutional mechanisms that promote, enhance and deepen democratic systems of governance.

In sustaining peace for development in Uganda, the project has supported the country to prevent and mitigate conflict through strengthening indigenous structures such as the Elders Forum of Uganda (TEFU), the Women Situation Room (WSR), the Inter-Religious Council of Uganda (IRCU), the National Consultative Forum (NCF), the Inter-party organisation for dialogue (IPOD) and the Citizens’ coalition for Electoral Democracy in Uganda (CCEDU) to have a “Functional Infrastructure for Peace” in place. These entities have been instrumental in conducting the first ever televised Presidential debates, mediation in hot spots and promoting dialogue among the political class, and the society in general deepening democratic systems of governance. Their reach and influence was instrumental in mitigating widespread conflicts in 2011 and 2016 electoral cycles. As the project comes to an end; the evaluation of what the project has achieved is critical as it would assist in shaping strategies that the country could pursue as part of the efforts to strengthen institutional spaces that promote dialogue and consensus-building in the country thus consolidating peace, democracy and development in Uganda.

**Project Summary**

**CPD Outcome/Expected Country Programme (CP) Outcome:**

Rule of Law and Constitutional Democracy: By end 2020; Rule of Law, separation of power and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice.

**Country Programme (CP) Output**:

Strengthened technical and functional capacities of democracy institutions for enhancing equal participation, accountability, rule of law and access to justice.

**Expected Outputs:**

1. Key selective national stakeholders convened by NCF to influence political reforms agenda of the country;
2. Skills and capacities for internal dialogue amongst members of NCF strengthened;
3. Media and dialogue capacities for TEFU/WSR/IRCU to facilitate policy and governance settlements strengthened;
4. Dialogue and settlements on key policy and governance reforms facilitated by TEFU/WSR/IRCU;
5. Region level peace and conflict transformation forums and management capacities strengthened in 4 sub-national traditional regions of the country;
6. Resources and capacities developed to support implementation of the Peace Architecture initiative; and
7. Electoral process in Uganda strengthened.

**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 global peace and security.

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, key stakeholders of the project including the Government of Uganda to consolidate the gains of the previous interventions.

**Objectives 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 peace and conflict issues in the country. 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 responsible partners to the project (The Elders Forum of Uganda (TEFU), the Women Situation Room (WSR), the Inter-Religious Council of Uganda (IRCU), the National Consultative Forum (NCF), the Inter-party organisation for dialogue (IPOD), the Citizens’ coalition for Electoral Democracy in Uganda (CCEDU) and the Electoral Commission
* Geographical coverage: Kasese, Bundibugyo, Amuru, Adjumani, Tororo, Masaka, Kayunga and Mbale
* UNDP and other UN agencies within the Governance cluster.

**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 ensuring close engagement with the project team, government counterparts, the UNDP Country Office, 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; project stakeholders at the national level (NCF, IRCU and TEFU), and the regional peace and stability forums in the 4 traditional regions of the country, etc. Additionally, the evaluation team is expected to conduct field missions to geographical areas indicated above.

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.

**Implementation**

The evaluation will be facilitated by Independent consultant 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 replication 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:

1. Assess the relevance and appropriateness of the project design to the achievement of project results as well as the contribution to peace efforts in the country as well as towards UNDAF and UNDP 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 youth and 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 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 peace and development issues in Uganda. The final evaluation report should include examples of good practices from other projects within the focal area, country and region where applicable.

**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/validation to UNDP and the key stakeholders (responsible parties);
* Final evaluation report (that should include video clips and pictures illustrating project experiences and lessons learnt)

**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;
* 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.

**Time-Frame for the Evaluation**

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

|  |  |  |
| --- | --- | --- |
| **Deliverables / Outputs** | **Expected Duration** | **Review and Approvals** |
| 1. Submit a detailed inception report and meet UNDP team | 2 days | UNDP M&E Specialist and Peace and Development Advisor, Team Leaders of Rule of Law and Constitutional Democracy, Peace and Security for Systems Resilience programmes and the Project Manager |
| 1. Undertake field mission  * Kasese, Bundibugyo, Amuru, Tororo, Masaka, Kayunga, Mbale and Adjumani | 10 days  (field based) |
| 1. Undertake Kampala based interviews | 5 days  (Kampala) |
| 1. Prepare and present draft report | 6 days  (Kampala) |
| 1. Submit final report | 2 days |

The Evaluation team shall present an Inception report within one week of signing the contract.

**Responsibilities and Logistics**

The consultant shall work under the supervision of UNDP’s M&E Specialist and closely with the, Peace and Development Advisor, Team Leaders Rule of Law and Constitutional Democracy, Peace and Security for Systems Resilience and the Project Manager, Peace Architecture Project.

The draft evaluation report shall be presented to UNDP and key stakeholders within the agreed time frame. 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.

1. 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.

1. Key institutions for promoting dialogue that existed then included; The National Consultative Forum, The Elders’ Forum and the Inter-Religious Council of Uganda. [↑](#footnote-ref-2)
2. Project Document [↑](#footnote-ref-3)
3. Although the evaluator had wanted to hold focus group discussions with members of peace and stability committees in different regions, the methodology was challenged by facilitation. Only one group discussion (in Tororo) was held but in other regions, key informant interviews with members of peace and stability committees were conducted. [↑](#footnote-ref-4)
4. Assess the relevance and appropriateness of the project design to the achievement of project results as well as the contribution to peace efforts in the country as well as towards UNDAF and UNDP Country Programme document? [↑](#footnote-ref-5)
5. To what extent have project key objectives, goal and project specific outputs and outcomes been achieved? What were the unintended consequences of this project? [↑](#footnote-ref-6)
6. Programme Annual report 2014-15. [↑](#footnote-ref-7)
7. DIM Quarterly report Jan-March 2015 [↑](#footnote-ref-8)
8. Project results and resource matrix. [↑](#footnote-ref-9)
9. Project Document [↑](#footnote-ref-10)
10. IRCU 2012: The role of Religious Leaders in Nation Building: Our commitment. [↑](#footnote-ref-11)
11. IRCU Annual reports 2014,2015, 2016 [↑](#footnote-ref-12)
12. Project document [↑](#footnote-ref-13)
13. IRCU (2016) Beyond the Impasse: Peace Building and Conflict Transformation in the Rwenzori sub region [↑](#footnote-ref-14)
14. IRCU (2016) Electoral violence in Butaleja District: Causes and implications [↑](#footnote-ref-15)
15. IRCU (2017) Japadhola-Itesot Conflict [↑](#footnote-ref-16)
16. IRCU (2016) Clashes between FDC and NRM supporters in Gulu District; A call for peace and reconiliation [↑](#footnote-ref-17)
17. IRCU (2016) Movement versus Go Forward: Deadly clashes in Ntungamo District [↑](#footnote-ref-18)
18. IRCU (2016) Solidarity visit of Senior Religious Leaders of IRCU and the Elders of TEFU following Violent clashes in Bundibugyo and Kasese district. [↑](#footnote-ref-19)
19. IRCU Annual Report 2016. [↑](#footnote-ref-20)
20. The Uganda National Dialogue process framework paper (2017). [↑](#footnote-ref-21)
21. EC 2015-16 General Election Evaluation report (2017 Pg 44) [↑](#footnote-ref-22)
22. Ibdi (Pg 87) [↑](#footnote-ref-23)
23. End of project activity report –Electoral support project (April, 2016) [↑](#footnote-ref-24)
24. Ibid Pg 5) [↑](#footnote-ref-25)
25. Opcit [↑](#footnote-ref-26)
26. EC 2015-2016 general election evaluation report (Pg 84) [↑](#footnote-ref-27)
27. WOMEN IN UGANDA’S ELECTORAL PROCESSES: Mapping Positive Trends and Persistent Deficits in 2 16 General Election [↑](#footnote-ref-28)
28. End of project activity report (April, 2016, Pg 13 [↑](#footnote-ref-29)
29. UNDP Country programme document for Uganda (2016-2020) [↑](#footnote-ref-30)
30. United Nations Development Assistance Framework for Uganda (2016-2020) [↑](#footnote-ref-31)
31. EC 2015-16 general election evaluation report (Pg 56) [↑](#footnote-ref-32)
32. WOMEN IN UGANDA’S ELECTORAL PROCESSES: Mapping Positive Trends and Persistent Deficits in 2 16 General Election [↑](#footnote-ref-33)
33. To what extent were the project financial resources available and appropriately utilized? Appraise the value for money in the utilization of resources? [↑](#footnote-ref-34)
34. Reported by responsible parties and further confirmed by UNDP staff. [↑](#footnote-ref-35)
35. Understanding reoccurring tensions and conflict cycles to develop early warning/mitigation strategies [↑](#footnote-ref-36)
36. End of project activity report-UN electoral support (April, 2016) [↑](#footnote-ref-37)
37. 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? [↑](#footnote-ref-38)
38. IRCU, TEFU, EC and NCF [↑](#footnote-ref-39)
39. The word Peace Architecture is still an evolving concept within the peacebuilding and conflict transformation field. Critically, it is about strengthening institutional mechanisms that can act as preventive strategies for conflict and crisis and thus lays the foundations for long term peace and stability. Within the UN system, emphasis is given to the socio-cultural, historical and political context within which such mechanisms are strengthened/developed, thus addressing country’s unique needs is priority. [↑](#footnote-ref-40)
40. The word conflict transformation is used from the perspective of strengthening necessary capacities at different levels of governance to ensure peace and stability. [↑](#footnote-ref-41)