**EXECUTIVE SUMMARY**

The Mid-Term Evaluation (MTE) of United Nations Development Assistance Framework (UNDAF) 2016-2020 for Uganda was conducted between July and August 2018 to assess the extent to which the UNDAF results had been achieved and/or the potential of achieving them and the effectiveness of the interventions implemented. The MTE also examined what worked well, what did not work well and what was missing at the design stage of UNDAF. The MTE came at a time when Uganda was undertaking the National Development Plan (NDP II) review. The evaluation covered the three UNDAF Strategic Intent Pillars: Governance, Human Capital Development (HCD) and Sustainable and Inclusive Economic Development (SIED) for 2016-2018. The audience for the MTE included the Government of Uganda, United Nations (UN) and other non-state actors. The findings of the MTE were envisaged to inform implementation in the next remaining two years and the formulation of the next UNDAF.

**Methodology:** A mixed method approach, utilizing both qualitative and quantitative data was adoptedusing desk review, key informant interviews (KIIs), structured interviews, focus group discussions (FGDs), success stories, observation, photography and a validation workshop. The MTE was national wide covering all key MDAs and for field visits, purposive sampling was used to select the 21 districts out of all the districts where UNDAF was implemented.

**FINDINGS AND CONCLUSIONS**

**Relevance:** The UNDAF is still relevant, justified and appropriate in relation to GoU development agenda and is aligned to NDP II, Vision 2040 and SDGs. It addresses beneficiary needs, although some stakeholders feel that at implementation level there is limited support for interventions prioritized under sector and district work-plans. The four UNDG programming principles leaving no one behind, human rights, gender equality and women’s empowerment, sustainability and resilience and accountability are mainstreamed in the UNDAF design and implementation. The UNDAF theory of change (ToC) is still largely deemed relevant and valid, although some assumptions and timelines need to be revisited. The ToC portrays the logical link between inputs, outputs and outcomes that are essential to enable the realization of the desired impact. The UNDAF was flexible in responding to emerging issues including the refugee influx, disease outbreaks, and landslides, among others.

**Effectiveness:** Overall, 18 out of 33 (54.5%) of the UNDAF outcomes indicators have been achieved[[1]](#footnote-1) and likely to be achieved while 15 indicators (45.5%) are less likely to be achieved or could not be measured due to absence of data.

1. **Governance:** Progress has been made on a number of governance indicators; however, the governance pillar is less likely to achieve the intended results by 2020 unless there is fast-tracking of key governance interventions that are directly linked to intended governance outcomes such as electoral reforms that promote free and fair election and separation of powers. Five (5) out of 11 of outcome indicators (45.5%) are already achieved or likely to be achieved. The percentage of people who think Uganda has democracy reduced from 52% (2012) to 46% (2017) partly owing to monetization of elections, voter bribery and voter intimidation among others. The innovations put in place by JLOs with UN support towards improving rule of law such as plea-bargaining, small claims procedures, the rule of law day has in part led to increase in trust in courts of law from 64% (2010/11) to 66% (2017). Although representation of women in the Parliament stagnated at 35%, the absolute number of women members of Parliament increased from 132 (2011) to 158 (2017), and 43% of Uganda parliamentary committees are chaired by women. In addition, the percentage of women representation at local government was 43%. The Sexual Offenses Bill and the Legal Aid Bill have been tabled before Parliament while the Succession Amendment Act has been gazetted. Corruption index stagnated at 26% since the baseline year 2013. The proportion of people who think GoU is handling the fight against corruption very well increased from 4% (2014) to 26% (2017). Only 16% were aware of any Government efforts to fight bribery while 10% were aware of the fight against embezzlement/diversion of funds. The score for political stability and absence of violence/terrorism increased slightly from 20% (2013) to 23% (2016) against the target of 40%. Uganda is partially compliant to international human rights and standards and reported on 4 out of 12 human rights instruments. Key milestones have been achieved against gender discriminatory laws.
2. **Human Capital Development (HCD)**: Generally, the UNDAF is on-track to achieve the HCD results, notwithstanding the need to scale-up critical interventions under learning and skills development and social protection. Nine (9) out of 14 outcome indicators (64.3%) are already achieved or likely to be achieved while 5 outcome indicators (35.7%) are less likely to be achieved or could not be measured due to missing data. Learning outcomes increased at upper primary level where as it reduced at lower primary. Learning literacy and numeracy increased at Primary (P.6) from 38.3% to 51.9% and 39.4% to 52.6% respectively. However, learning literacy and numeracy at P.3 reduced from 64.2 % to 60.2% and 72.7% to 71.2% respectively. The primary school retention rate stagnated at 32% against a planned target of 50%. The transition rate to Senior 1 reduced from 69.9% to 69.2%. The reduction is partly explained by UN focus on long-term up stream interventions which may not have direct effect on classroom-based performance in the two and half years under review. Progress was registered on all health indicators. By the design of UNDAF, the UDHS 2016 report was not yet available, and baseline was based on UDHS 2011 data hence earlier achievement of health targets which necessitates revision of targets. Public expenditure on health as a percentage of national budget increased from 8.7% in 2013/14 to 9.6% in 2018/19 though still lower than the recommended 15% (the Abuja Declaration). The institutional delivery rate[[2]](#footnote-2) increased from 58% (2011) to 73% at MTE. Modern contraceptive prevalence rate (CPR) among married women aged 15-49 years for modern family planning (FP) methods increased by 9% from 26% (2011) to 35% (2018).

Although public expenditure on social protection (SP) as a percentage of GDP increased from 0.75% at baseline (2014) to 0.9% at MTE, this is still below the UNDAF target of 1%. The percentage of people who experienced physical violence in the past 12 months significantly reduced from 56% (2011) to 44% (females) and 26% (males) at MTE (2016). However, there was a negative trend in the prevalence of physical violence among male children. For instance, 7 in 10 male children (68%) experience physical violence during their childhood, with nearly half experiencing it at the hands of parents or adult caregivers (National Violence against Children survey 2018). The percentage of women and men who experienced sexual violence in the past 12 months has significantly reduced from 27% (females) and 9% (males) in 2011 to 13% (females) and 4% (males) in 2016. Percentage of all women and men aged 15-49 who agree that a husband is justified in hitting or beating his wife for specified reasons reduced from 44% (males) and 58% (females) at baseline (2011) to 41% (males) and 50% (females) at MTE. The new HIV infections reduced significantly from 137,000 (2011) to 50,000 (2018), above the target of 107,068. There are 1.3 million people living with HIV and AIDS, of which 73% know their HIV status: 67% are on ART and 60% had their viral load suppressed. Prevention of Mother-to-Child Transmission (PMTCT) services was scaled up, with more than 95% of mothers accessing the services. AIDS-related deaths reduced from 63,000 in 2011 to 26,000 in 2017, HIV prevalence rate reduced from 7.3% to 6% (2017).

1. **Sustainable and Inclusive Economic Development (SIED):** Under the SIED pillar, 4 out of 8 outcome indicators (50%) are already achieved and or likely to be achieved. Infrastructure production and trade as well as employment outcomes are likely to be achieved although strengthening natural resource management and climate change resilience outcome target is not likely to be achieved due to high population growth rate, deforestation, and wetland degradation. The population with access to electricity increased from 14.8% in 2013 to 20.4% in 2017, which was higher than anticipated in the NDP II (2016=16%, 2017=17%, 2018=18%). A lot of effort such as free connections, rural electrification programmes among others have been put in place to increase access to electricity though its use in cooking is still very low (1.9%) partly because of the high unit cost of power. The use of modern cooking energy is 6%, lower than the baseline (10%) due to limited awareness among communities and affordability. However, the population which has access to modern cooking stoves is 21%. Land under forest cover reduced from 11% in 2013 to 9% in 2017 due to deforestation, increased population characterised the greedy, needy and ignorant people as well as weak law enforcement. The wetland cover was maintained at 10.9%. Economic loss from natural and climate change hazards increased from $3.1m in 2013 to $3.6m in 2017. There was a slight growth in the agricultural sector from 1.3% in 2013 to 1.6% in 2017. The annual growth rate in the mining sector decreased from -0.4 in 2013 to -4.5% in 2018. Manufacturing annual growth rate also reduced from 5.7% in 2013 to 2.5% in 2018. The reduction attributed to the importation of cheap goods that discourages consumption of locally made products. Exports of maize increased from 122,107MT in 2013 to 268,465 MT in 2016, far beyond the 2020 target of 146,000MT. There was also a significant increase in export of beans from 37,785MT in 2013 to 128,147MT, which was above the 2020 target of 44,000MT. The increased export of maize and beans was attributed to ready and better market in South Sudan. Sesame exports reduced from 22,055MT in 2013 to 16,171MT in 2016. Coffee exports reduced from 220,546MT in 2013 to 212,622 MT by mid-2018.Women's share of non-agricultural informal employment increased from 32.3% (2011/12) to 47.2% in 2018.

**Efficiency**: The total expenditure for the UNDAF period 2016-2017 was USD 227million, representing 24% execution of the UNDAF budget USD 954 million. The budget allocation per pillar was: HCD $442,738,348 (46%); SIED $339,615,717 (36%) and Governance $171,799,330 (18%). Governance spent 49% of its allocated budget. HCD spent 26% and SIED spent 8%. This is in line with the GoU ToC where it is envisaged that early realization of good governance is a pre-condition for achievement of HCD and SIED. The UNCT has a range of mechanisms to maximise efficiency gains in UNDAF implementation. For instance, core elements of Delivering as One (DaO) including a Communications Group, an empowered Operations Management Team and a Business Operations Strategy among others are in place. Joint programmes are implemented. The UNDAF has a well-documented management, coordination and implementation structure (including the existence of Advisory Groups such as the Human Rights and Gender Group; Programme Reference Group; and Disaster Risk management group), which is largely deemed appropriate although practical implementation of the coordination structure is weak and limits efficiency.

Efficiency is also hampered by the absence of a joint resource mobilization strategy and limited use of available tools such as Knowledge Management System (KMS) and Pulse Lab Kampala. In addition, DaO was perceived to be more theoretical and working better at policy than implementation level. In addition, the dual role of the UN Resident Coordinator (RC) as UNDP Resident Representative appears to have created a perception that the RC’s Office (RCO) may not be impartial especially in allocating resources mobilised. Coordination by the RCO was perceived to be done often by less senior staff limiting the level of compliance among UN agencies to RCO requests. The low absorption of funds and delayed accountabilities by MDAs, as inconsistent and irregular use of the coordination structures and lack of knowledge/limited orientation of staff on UNDAF in part hampered the attainment of UNDAF results.

**Impact:** Although it is still early to measure the impact of UNDAF, there are pointers of progress towards achieving the impact indicator targets. For example, there was an improvement in rule of law rating 44% at baseline to 45.67% at MTE. Similarly, there was a slight improvement in regulatory quality rating from 44.5% at baseline to 46.15% at MTE. On the other hand, voice of accountability rating reduced from 30.8% to 27.1%; GoU effectiveness rating reduced from 33% to 32.2% and control of corruption rating reduced from 14% to 13%. There was a positive change on all impact level indicators under health. Maternal Mortality Rate (MMR) reduced from 438 in 2011 to 336 in 2016. Over 70% of pregnant women now deliver with the help of a skilled service provider and at a health facility. Infant mortality rate (IMR) reduced from 54 to 44. Total fertility rate (TFR) reduced from 6.2 to 5.4 children per woman. There was a slight reduction in child stunting from 33.4% to 29%. Similarly, under HIV and AIDS, there was improvement on all indicators: new HIV infections from 137,000 to 50,000, AIDS-related deaths from 63,000 to 26,000 and HIV/AIDS prevalence from 7.2 to 6. The prevalence of sexual violence has gone down from 28% (females) and 9% (males) at baseline (2011) to 22% (females) and 8% (males) at MTE (2016). Social tolerance for wife battering reduced from 44% to 41% for males, and from 58% to 50% for males. The Gini coefficient worsened from 0.395 at baseline to 0.42 at MTE. The number of people dying from disasters reduced due to improved early warning systems (150 people died in one landslide in 2010 whereas no death occurred in 6 landslides by July 2018).

**Sustainability:** Generally, there is evidence of sustainability strategies having been adopted for UNDAF results. For instance, the UN provides support to the GoU in terms of development of policies, strategies and framework/guidelines that enable GoU to roll out many of the interventions. The UN has also opted for a National Implementation Modality (NIM) that entails a working relationship with government MDAs that take the lead in the implementation in UNDAF interventions. In addition, UNDAF was found to have a range of national capacity building programmes including through South-South and Triangular Cooperation. The UN also built partnerships with MDAs, districts, cultural and religious institutions, academia, CSOs and private sector. The UN, together with Uganda AIDS Commission (UAC) and other AIDS Development Partners, advocated for a GOU contribution to the HIV/AIDS fund through commitment by each MDA and LG to contribute 0.1% of their respective budgets towards HIV mainstreaming, these local fundraising initiatives are likely to continue.

**Recommendations**

**Relevance:** The UN through SIP heads and ORGs should: i) strengthen the coordination mechanism by regularly involving MDAs and LGs in UNDAF annual planning, implementation, review, monitoring and reporting for increased participation for stronger alignment to sector work-plans and DDPs; ii) review the theory of change under HCD and Governance to ensure logical link between some interventions, outputs and outcomes for, particularly, the interventions under learning and skills development and revise the assumptions and targets under Governance in relation to the timeframe to make them more realistic; iii) support implementation and financing of the SDG roadmap.

**Effectiveness**

**Governance:** i) The UN in collaboration with GoU should strengthen rule of law in Uganda through Parliament and the Law Reform Commission by fast-tracking tabled law reforms and separation of powers to enhance achievement of governance outcomes; ii) to increase women representation in Parliament, the UN should scale up interventions that target prospective women leaders such as training in leadership, and address the negative societal norms and beliefs that do not support women participation in leadership; iii) MoJCA, MoLG and CSOs with support from UN should fast-track capacity strengthening of LC Is and LC IIs on their roles and responsibilities in order to strengthen linkage between formal and informal justice systems; iv)The UN should fast-track a) innovations to enhance accountability at institutional level including the e-case management to address corruption, and b) dialogue between UN, MDAs and LGs to enhance absorption capacity; c) planned interventions that have not been implemented such as reviewing party Constitutions to promote women representation; v) the EC should scale up civic education including aspects of voter bribery and Police should enhance enforcement of laws that provide against voter bribery; vi) the Parliament should review, restructure and establish viable number of LGs to minimise public expenditure and enhance service delivery; vii) the UN should support GoU to address cross-border issues that would threaten regional peace and stability.

**HCD:** i) The UN in collaboration with GoU should scale up support for prioritised interventions under SP (including the National Health Insurance Policy), education and WASH (such as hand washing facilities and increased pit latrine coverage in schools and homes); ii) MGLSD, MoES and CSOs should scale up community mobilization for increased education support; iii) MGLSD and CSOs should scale up interventions implemented through cultural and religious leaders to address root causes of GBV and enhance male involvement; iv) UNCT should enhance inter-country agency collaboration to address cross border issues, such as undercover FGM and disease epidemics; v) MoH should strengthen strategies of controlling population growth rate such as increased access to reproductive health services including uptake of modern contraceptives, strengthen the health system and work on the social determinants outside the heath sector; vii) MoH and UAC should fast-track the operationalisation of the AIDS Trust Fund.

**SIED:** i) The UN through the SIED pillar should support MWE and MAAIF in large scale afforestation and wetland recovery across the country and support creation of more green jobs related to tree planting, conservation and re-use; ii) the UN should support MAAIF and MWE to scale up interventions geared towards increasing agricultural production and productivity as well as strengthening the agriculture value chain; iii) The UN and MWE should carry out climate proofing of infrastructure in key sectors such as agriculture, transport, health and water; and iv) the OPM and UN should strengthen investment towards disaster preparedness, response and management; v) MDAs should allocate a percentage of their budgets towards emergency preparedness; vi) the UN should support MWE and other MDAs such as NFA and NEMA to scale up environmental monitoring, inspection and prosecution of environmental abusers; vii) MWE with support from UN should increase public awareness and sensitisation about environmental management, modern cooking energies and technologies through various media such as radio and music dance and drama among others.

**Efficiency:** The UNDAF pillar heads should: i) facilitate greater harmonization of planned interventions at ORG level to realize greater efficiency gains; ii) align annual joint work-plans to UNDAF interventions that should be prepared and approved before the year begins; iii) map out related interventions in some target areas for increased joint implementation of activities and field monitoring; iv) The UNCT should review the length of time between requisition and disbursement of funds to IPs to enhance efficiency in line with the HACT framework and procedural requirements-dialogue with MDAs to strengthen the absorption capacity

In addition, the UN shouldintensify interventions for fostering DaO through: i) fast-tracking the establishment of common premises for UN agencies; ii) developing a staff orientation package on DaO and UNDAF to guide UN agencies, with UNCT taking the lead in popularising DaO and UNDAF within respective agencies; iii) appraising UN staff performance on UNDAF and DaO; iv) leveraging on UN agencies’ comparative advantage in order to harness synergies and complementarity; v) UNCT should leverage its convening power to streamline coordination within normative GoU institutions (OPM, NPA and MFPED); vi) the RCO should spearhead the development and implementation of a joint resource mobilisation strategy for UNDAF; vii) the OMT should encourage use of pooled resources such as transport, cleaning, security and other services.

UNCT should also: i) reactivate/activate the functionality of pillars and some ORGs through closer monitoring and follow up and annual performance reviews; ii) increase UN agency focal persons to ORGs to at least two people for wider participation and strengthening of inter - ORG interactions through quarterly planning and review meetings; and iii) engage GoU more in planning, monitoring and reporting on UNDAF to foster effective participation. The chairing of pillars and ORGs should be rotational annually. The UN should also consider reviewing and merging some ORGs and areas of convergence to enhance synergies and reduce duplication. The PRG and ORGs should develop an implementation plan with timelines to implement MTE recommendations one month after approval of MTE report.

**Impact**: Based on the current progress on impact indicators, impact under health has been largely achieved while it is less likely that the impact UNDAF envisaged under other areas will be realised by 2020. It is therefore recommended that the targets be revised and stated in a way that is realistic and achievable in the remaining period of UNDAF implementation.

**Sustainability:** The UN through ORGs should engage MDAs and LGs more in UNDAF activities at all levels including implementation, review meetings and field monitoring of interventions. In addition, UN should continue strengthening the technical and institutional capacity for MDAs, LGs and IPs.

**M&E Framework:** Given the centrality of Monitoring and Evaluation (M&E) function in monitoring and reporting on the results of the UNDAF, it is critically important that the JUNT M&E should: i) develop a standalone costed M&E plan for UNDAF and comprehensive indicator definitions; ii) review indicators that are measuring more than one variable and those whose data is not available, review baselines and targets for indicators where 2016 data was not available at UNDAF design; iii) consider adding an indicator to track progress on policy and legal influence; iv) UNDAF Pillar heads should conduct UNDAF quarterly and annual review meetings; v) the JUNT M&E should commission special studies on a) establishing the extent to which some initiatives (joint programmes, common services) have contributed towards efficiency of UNDAF; b) implications of the UN reforms and new generation UNDAF on UNDAF structure and functionality; c) the underlying factors leading to poor learning outcomes at P.3 compared to P.6; d) causes of increasing violence against boys and e) to collect data for indicators with no data.

**UN Reforms and the Next UNDAF (2021-2025):** The RCO should: i) fast-track the recruitment and alignment of the existing skillset (staff) to the proposed core functions under RCO by 1 January 2019; ii) take the lead in mobilizing resources for UNDAF and critical funding gaps for positions fulfilling different functions that correspond to country specific needs, including Peace and Development Advisor, Gender and Human Rights Advisor, the UNACs among others; iii) admit UN agencies that have footprints in the country but not signatory to UNDAF for enhanced effectiveness and efficiency; iv)The UN agencies should consider allocating more resources to the RCO to enhance coordination capacity in the areas of common services, communicating as one and other operational expenses not covered by UN Special Purpose Trust Fund (SPTF); v) all UN agency activities should be incorporated within the UNDAF; vi) GoU should include the refugee response programme into the NDP III to harmonise service delivery to refugees and host communities and put in place a coordinated and single approach to the refugee response taking into consideration both development and humanitarian aspects of the responses; vii) the design of the next UNDAF should be guided by UN reforms and the UN Secretary General guidance for the new generation UNDAF that entail responding to shared trans-boundary, regional and sub-regional development programs to cater for challenges; transition to a re-invigorated RC’s office; making use of historical data on expenditures to construct more realistic UNDAF budgets; fast-tracking the full roll-out of UNINFO; developing a joint resource mobilization strategy and plan for UNDAF; focusing support for key interventions with a multiplier effect.

1. Attained 100% of the target = Achieved

   Attained 70-99% of the target = Most likely to be achieved

   Attained 25-69% of the target = Likely to be achieved

   Attained less than 25% of target = Not likely to be achieved [↑](#footnote-ref-1)
2. Percentage of mothers delivering at health facilities [↑](#footnote-ref-2)