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United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION
UGANDA

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UGANDA

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INDEPENDENT COUNTRY PROGRAMME EVALUATION: UGANDA

Acknowledgements

Foreword

It is my pleasure to present the Independent Country Programme Evaluation for the United Nations Development Programme (UNDP) in Uganda, the second country-level assessment conducted by the Independent Evaluation Office of UNDP since 2009. This evaluation covers the programme period 2016 to 2020 and has been carried out in close collaboration with the Government of Uganda, the UNDP Uganda country office, and the UNDP Regional Bureau for Africa.

In recent years Uganda has successfully achieved economic development, high growth levels and poverty reduction, although the country still has a number of development challenges. Not least of these is the uneven distribution of development gains across social groups and regions. The country faces a number of economic and governance issues, including corruption, regional insecurity, degradation of natural resources and youth unemployment.

In recent years Uganda has faced additional development challenges, with the influx of refugees due to instability in a number of neighbouring countries. This instability has forced more than 1 million refugees to enter the country, making Uganda one of the largest recipients of refugees globally. These refugees, poor and lacking basic access to water and shelter, have been welcomed by communities that are themselves highly vulnerable.

The evaluation found that UNDP in Uganda has ensured its relevance through a close partnership with the government of Uganda, building on a number of long-term partnerships in environment and governance. However, the impact of its support has varied somewhat across its portfolio of projects, due in part to funding constraints and a lack of strategic interventions in some areas.

UNDP's portfolio of support on the environment has had a positive impact. It has included, among a number of other projects, support to the modernization of Uganda's weather monitoring systems, resulting in wide-ranging impact. UNDP supported the development of the National Risk Atlas, which has been adopted by the government and allows risk assessment in support of public and private investment. Both of these initiatives have greatly strengthened the country's ability to prepare for climate change and natural disasters.

Throughout the programme period, UNDP partnered closely with the government of Uganda to develop the country's National Development Plan, and to align, adopt and plan for the Sustainable Development Goals. It also supported the country's industrialization strategy. UNDP is building its support to districts, refugees and refugee hosting communities to stabilize the ongoing refugee humanitarian challenge.

I would like to thank the Government of Uganda, various national stakeholders, and colleagues at the UNDP Uganda country office for their support throughout the evaluation. I am sure that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy.

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Acronyms and Abbreviations

CCR-DRR	Climate Change Response and Disaster Risk Reduction
CPD	Country Programme Document
CSO	Civil Society Organization
EU	European Union
GCF	Green Climate Fund
GEF	Global Environment Facility
ICPE	Independent Country Programme Evaluation
IE	Institutional Effectiveness
IEG	Inclusive and Effective Governance
IEO	Independent Evaluation Office
IGG	Inclusive Green Growth
KOICA	Korean International Cooperation Agency
LED	Local Economic Development
M&E	Monitoring and Evaluation
NDP-II	Uganda Second National Development Plan
NDP-III	Uganda Third National Development Plan
NGO	Non-Governmental Organization
RLCD	Rule of Law and Constitutional Democracy
ROAR	Results-Oriented Annual Report
SDG	Sustainable Development Goal
SIED	Sustainable and Inclusive Economic Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

Evaluation Brief: ICPE Uganda

Uganda has achieved high growth and poverty reduction in recent years, however it still faces a number of development challenges if it is to reach its goal of achieving upper-middle-income status by 2040. Key development challenges include the uneven distribution of development gains across social groups and regions, gender inequality in politics and the economy, governance gaps and low citizen participation, corruption, regional insecurity, degradation of natural resources and youth unemployment.

The national poverty rate was 21.4 percent in 2016, however there are marked regional disparities, with poverty reaching 35.7 percent in the north and 32.5 percent in the east. An estimated 57 percent of the population – over 23.5 million Ugandans – live in multidimensional poverty. The 2012 disarmament brought a fragile peace to the region, ending the extended conflict between the government and pastoral Karamojong groups, and inter-group disputes. In recent years instability in South Sudan and the Democratic Republic of the Congo has disrupted trade, and has resulted in an influx of over 1 million refugees since mid-2016. Uganda has earned international recognition for its progressive refugee policies. This Independent Country Programme Evaluation covers the development work of the United Nations Development Programme (UNDP) in Uganda from 2016 to 2020.

UNDP Uganda continues to work closely with the government. The design of the country programme document, its outcomes and flagship programmes further illustrate a commitment to ensuring strong alignment with the government's own plans, including the Uganda Second National Development Plan 2015/2016-2019/2020. However, its implementation relies on five underfunded flagship programmes, which has constrained the office's work and limited the level of depth in a number of areas.

UNDP Uganda's continued high reliance on TRAC (core) funding is unsustainable. The office has had partial success in leveraging TRAC funds and attracting a broad base of additional donor or government funding, most recently in resilience and environment. The office has not sufficiently engaged with the broader donor community or been able to fully communicate and garner interest in a number of its work areas, activities and programmes.

Funding Sources, 2016-2019

51%	25%	24%
■ Regular resources	■ Bilateral/multilateral	■ Pooled and vertical funds

Programme expenditure by outcome, 2016–2019

Outcome 4: Natural Resources Management & Energy Access	$25,530,864.22
Outcome 2: Institutional Effectivness	$15,193,896.74
Outcome 3: Sustainable Peace and Security	$8,755,003.77
Outcome 1: Rule of Law and Constitutional Democracy	$4,931,945.15
Regional/global/other	$2,924,986.07
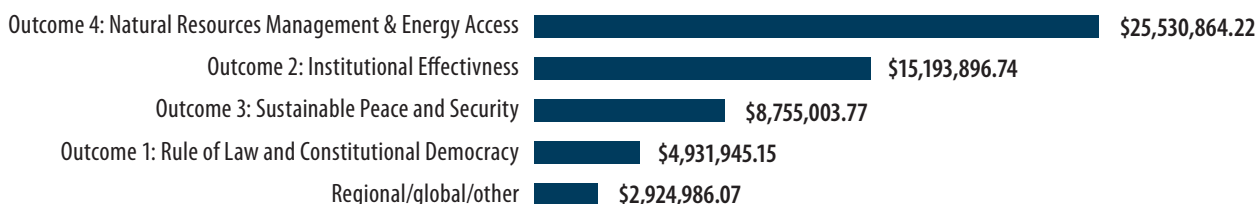
There is a lack of clarity in UNDP Uganda's results-based management and theory of change, which form the basis for programmatic support, as well as the overall programme approach and monitoring to inform management decisions. This has limited the development of synergies, learning and adaptive management.

UNDP's environmental portfolio under the sustainable and inclusive economic development pillar has built on the organization's comparative strengths in institutional capacity building. UNDP has successfully supported the implementation of a range of environmental and natural resource activities in partnership with the Ugandan Government. These have delivered a mix of upstream and downstream contributions that are strongly aligned to national priorities and commitments, as well as UNDP's own strategic priorities.

UNDP's work in inclusive and effective governance has built on considerable past work, experience, and partnerships in the governance sector in Uganda. The restructuring of the programme portfolio, and the development of the inclusive and effective governance pillar and its three flagship programmes has helped bring alignment and focus to the portfolio in some cases (rule of law and peace and resilience) but has mostly struggled in other areas (institutional effectiveness).

Outside of the two pillars and five flagship programmes, UNDP has been able to develop an additional portfolio of activities including support to government planning, Sustainable Development Goal integration and supporting resilience in response to refugee issues in Uganda.

Recommendations

Recommendation 1: While future programme and project development should continue to be closely aligned with the United Nations Sustainable Development Cooperation Framework and the Uganda Third National Development Plan, sub-programme approaches to meet outcome goals should be more strategically focused, with realistic funding channels to enable the realization of outcomes and outputs. Equally, UNDP should retain the option of operating outside of the alignment with the government and support emerging areas of need outside of those identified in multi-year government development planning.

Recommendation 2: Results frameworks, monitoring systems and approaches should be designed to support decision making and learning, and not only for corporate reporting purposes. Programme and project data collection need to be linked to ensure that attribution and contribution is clearly supported by evidence.

Recommendation 3: While the current country programme document was the first attempt by UNDP Uganda to cluster its inclusive and effective governance-related activities under a limited number of programmes, the coming country programme document should take the next steps towards transforming these programmes so that they are more visionary in their outlook and strategic in their contribution to the development process in Uganda.

Recommendation 4: Within the Institutional Effectiveness Programme, the evaluation recommends a more structural revision of the programme with a greater focus on strengthening local governance.

Recommendation 5: UNDP should develop a separate Sustainable Development Goal programme and support the drafting of the Uganda Third National Development Plan. UNDP should offer the government a clearly outlined portfolio of support to strengthen the integration of the Sustainable Development Goals.

Recommendation 6: The next phase of the sustainable and inclusive economic development strategy should focus on implementation, working downstream with local communities and districts. UNDP should adopt a coherent strategy in terms of achieving environmental impacts and setting targets in relation to natural resource management, energy production and consumption, and biodiversity conservation.

Recommendation 7: UNDP should adjust its theory of change to further mainstream gender in the programme, specifically focusing its efforts towards addressing structural barriers and root causes of gender inequalities in the country.

CHAPTER 1

BACKGROUND AND INTRODUCTION

1.1 Purpose, objective and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts to achieve development results. The purpose of an ICPE is to:

- Support the development of the next UNDP country programme document (CPD)

- Strengthen the accountability of UNDP to national stakeholders

- Strengthen the accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management and is headed by a director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Based on the principle of national ownership, the IEO seeks to conduct ICPEs in collaboration with national authorities where the country programme is implemented. UNDP Uganda has been selected for an ICPE because its country programme will end in 2020. The ICPE will be conducted in 2019 to feed into the development of the new country programme. The ICPE will be conducted in close collaboration with the Government of Uganda, the UNDP Uganda country office and the UNDP Regional Bureau for Africa.

1.2 Methodology

The evaluation was guided by the United Nations Evaluation Group Norms and Standards and the ethical Code of Conduct. The evaluation collected primary and secondary data and used qualitative methods, including:

a) A desk review of, among others, evaluations conducted by the country office, monitoring self-assessments such as the yearly UNDP results-oriented annual reports (ROARs), programme and project documents, progress reports, financial data, gender analytics and background documents on the national context (see Annex 5 available online for a full list of the documents reviewed)

b) Semi-structured interviews and focus group discussions with over 90 people, held with government partners, programme beneficiaries, UNDP staff at the country office and the Regional Bureau for Africa level, UN agencies and relevant donors, non-governmental organizations (NGOs) and civil society groups (see Annex 4 online for details)

c) Direct observation of the activities of four projects: Climate Change Response and Disaster Risk Reduction (CCR-DRR)-supported weather station; Green Charcoal Project; Wetlands Project; Inclusive Green Growth (IGG) Programme

d) Debriefing with national stakeholders during the final reporting phase.

Data and information collected from various sources and means were triangulated to ensure the validity of findings. Special attention was given to integrating gender into the evaluation methods. In reporting, the evaluation team used the Gender Results Effectiveness Scale, gender marker data and gender parity statistics.

The evaluation preparation started in November 2018 and recruitment was finalized in May 2019. The evaluation team conducted a desk review of reference material in February 2019, and prepared a preliminary summary of the context and other

evaluative evidence. Data collection was carried out in June 2019 and included an internal debriefing with the resident representative and country office staff. Outcome analysis papers were prepared and synthesized into a draft report in October, which was submitted for IEO peer review and a review by one of the international Evaluation Advisory Panel members in November. The revised draft was shared with the country office and the Regional Bureau for Africa in November 2019 and with the government in December 2019. A final debriefing was delivered in May 2020.

The main limitations included the cancellation of some meetings and a lack of availability of some government counterparts and donors for interviews during the main mission.

A lack of clarity and links between outcome and output level monitoring data and project and activity level monitoring data was also a constraint. Higher level outcome indicators and the continuity of sources also raised some questions, and the quality of some indicators and the continuity of sources and reporting was problematic.

1.3 Country context

Uganda is a low-income country with an estimated population of 37.7 million people in 2016/2017. Over the past 30 years, Uganda has achieved high growth and poverty reduction. Uganda ranks 162nd (of 189 countries) in the 2017 Human Development Index, with a score of .516. The country aims to achieve upper-middle-income status by 2040, and government strategies have accordingly shifted from a poverty reduction agenda to an economic growth and transformation agenda.[1]

Key development challenges continue to include the uneven distribution of development gains across social groups and regions, gender inequality in politics and the economy, governance gaps and low citizen participation, corruption, regional insecurity, degradation of natural resources and youth unemployment.

There are significant regional and social disparities within the country which have impacted and slowed development progress in recent years. The national poverty rate was 21.4 percent in 2016, reaching 35.7 percent in the north and 32.5 percent in the east.[2] An estimated 57 percent of the population – over 23.5 million Ugandans – live in multidimensional poverty.[3] Within the eastern region, poverty is particularly acute in the Karamoja sub-region, at 60.2 percent. The 2012 disarmament brought a fragile peace to the region, ending the extended conflict between the government and pastoral Karamojong groups, and inter-group disputes. The arid region faces the risks of drought and famine and the impacts of climate change. Uganda has made strides in its health outcomes, yet there are still gaps in maternal and child health, particularly in communicable diseases and unmet need for family planning.

Uganda adopted the 2030 Agenda for Sustainable Development and was a pioneer in mainstreaming the Sustainable Development Goals (SDGs) in development planning. Vision 2040 outlines Uganda's long-term development strategy implemented through five-year development plans, including the Uganda Second National Development Plan 2015/2016-2019/2020 (NDP-II).

Uganda is a presidential republic with a multiparty system. It has been led by President Yoweri Museveni since 1986.[4] President Museveni was re-elected in 2016 with 60.62 percent of the vote;[5] the next elections are scheduled for 2021.

Corruption is a key concern within the country. In 2017, Transparency International ranked Uganda

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1   Uganda Vision 2040: http://www.npa.go.ug/uganda-vision-2040/
2   Uganda Bureau of Statistics (UBOS), Uganda National Household Survey (UNHS) 2016-2017, p. 90. https://www.ubos.org/wp-content/uploads/publications/03_20182016_UNHS_FINAL_REPORT.pdf
3   UNDP, 2018 Global MPI Dataset available at http://hdr.undp.org/en/2018-MPI
4   https://www.statehouse.go.ug/about-uganda
5   Uganda Electoral Commission, http://www.ec.or.ug/ecresults/02-Final%20Presidential%20Results%20by%20District.pdf

151st (of 180 countries) in its Corruption Perceptions Index, [6] and the country loses an estimated US$250 million to $300 million of public resources annually through corruption.[7]

Instability in South Sudan and the Democratic Republic of the Congo has disrupted trade and resulted in an influx of over one million refugees to Uganda since mid-2016.[8] Uganda has earned international recognition for its progressive refugee policies.

Uganda remains predominantly rural and agricultural. Rural Ugandans represent 75.7 percent of the population, and have a poverty incidence of 25 percent, compared to 9.6 percent for the urban population.[9] Uganda is vulnerable to the effects of climate change, including increased temperatures and drought, particularly in the arid northeast areas, and to disease and other extreme weather events.

Uganda ranks 126th (of 160 countries) on the Gender Inequality Index and 43rd (of 149 countries) in the Global Gender Gap report.[10] Uganda has implemented progressive gender legislation, yet women still face barriers, including access to credit and low rates of land ownership (27 percent). While narrowing, women have lower rates of educational attainment, employment and political representation. Violence against women is prevalent: 55.5 percent of women aged 15-49 years reported physical or sexual violence.[11]

1.4 UNDP programme in Uganda

The UNDP country programme is outlined in the 2016-2020 CPD. It aligns with the 2016-2020 United Nations Development Assistance Framework (UNDAF) and the NDP-II. The CPD has two pillars over four outcomes: i) Inclusive and Effective Governance (IEG); and ii) Sustainable and Inclusive Economic Development (SIED), with gender equality and women's empowerment as a cross-cutting issue.

The two pillars and their four outcomes are implemented through five flagship programmes, which operate as umbrellas for most projects and activities across the UNDP CPD portfolio, each of which is led by senior UNDP staff members. The flagship programme approach was developed partly to bring greater structure and alignment to the office's numerous projects under the previous Country Programme Action Plan (2010-2015).[12] The flagship programmes fit under a broadly defined theory of change (as understood in 2014-2015) for the CPD and the two pillars. Each has its own broadly defined theory of change linked to identified needs and theories of change for the UNDAF, CPD and individual pillars.

There are three key flagship programmes under the IEG pillar: i) the Rule of Law and Constitutional Democracy (RLCD) Programme, working across issues of access to justice, law and order and human rights, as well as strengthening the democratic process through work with the Electoral Commission, Parliament and other areas, ii) the Peace and Security for Systems Resilience (PSSR) Programme, focusing on community security and peacebuilding mechanisms, and iii) the Institutional Effectiveness (IE) Programme, building transformative approaches to address bottlenecks that hinder institutional effectiveness, transparency and accountability in the public sector. Additional work and activities in support of government planning and SDG adoption and integration fell under this pillar, especially the IE Programme.

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6   Transparency International Corruption Perceptions Index 2017, https://www.transparency.org/country/UGA
7   Analytical study on democratic governance in Uganda in support to the formulation of NDP 2015/16-2018/19, November 2014 by J.M. Aliro Omara & Christine Birabwa Nsubuga, cited in CPD.
8   UNHCR, http://reporting.unhcr.org/node/5129#_ga=2.268729463.725945660.1546528042-41670844.1538504303
9   UBOS, UNHS 2016-2017.
10   UNDP HDR 2018 Statistical Update; World Economic Forum, 2018, http://reports.weforum.org/global-gender-gap-report-2018/
11   UBOS, Uganda Demographic Health Survey (UDHS) 2016-2017. https://dhsprogram.com/pubs/pdf/FR333/FR333.pdf
12   The final evaluation of the Country Programme Action Plan (2010-2015) recommended: "A 'programmatic approach' means that the UNDP country office should focus on building larger multi-year projects (2-5 years) with enhanced synergies across selected thematic areas." https://erc.undp.org/evaluation/evaluations/detail/7237#

FIGURE 1. Uganda country programme theory of change, 2016–2020

NDP-II Objective 4: To strengthen mechanisms for quality effective and efficient service delivery		NDP-II Objective 1: To sustainably increase production, productivity and value addition in key growth opportunities
UNDAF Strategic Intent #1: Governance		**UNDAF Strategic Intent #3:** Sustainable & Inclusive Economic Development

UNDAF Outcome 1.1/ CPD Outcome 1: **Rule of Law and Constitutional Democracy** 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.	UNDAF Outcome 1.3/ CPD Outcome 2: **Institutional Development, Transparency and Accountability** By end 2020, targeted public institutions and public-private partnerships are fully functional at all levels, inclusive, resourced, performance-oriented, innovative and evidence-seeking, supported by a strategic evaluation function; and with Uganda's population enforcing a culture of mutual accountability, transparency and integrity.	UNDAF Outcome 1.4/ CPD Outcome 3: **Peace, Security and Systems Resilience** By end 2020, Uganda enjoys sustainable peace and security, underpinned by resilient communities and institutional systems that are effective & efficient in preventing and responding to natural and man-made disasters.	UNDAF Outcome 3.1/ CPD Outcome 4: **Natural Resource Management and Climate Resilience** By end 2020, natural resources management and energy access are gender responsive, effective and efficient, reducing emissions, negating the impact of climate-induced disasters and environmental degradation on livelihoods and production systems, and strengthening community resilience.
Rule of Law and Constitutional Democracy (RLCD)	**Institutional Effectiveness (IE)**	**Peace, Security and Systems Resilience (PSSR)**	**Climate Change Response and Disaster Risk Reduction (CCR-DDR)**
			Inclusive Green Growth (IGG)

Source: IEO, compiled from UNDAF for Uganda 2016-2020 and UNDP Uganda CPD 2016-2020, and CO presentations.

The SIED pillar has two flagship programmes: i) the CCR-DRR Programme, supporting the capacity of selected communities to manage climate change and natural disasters, and ii) the IGG Programme, supporting the government in natural resource management. Environment projects financed through vertical funds such as the Global Environment Facility (GEF) have been spread over these two flagship programmes. In recent years, the emerging humanitarian and refugee crisis in Uganda from South Sudan and the Democratic Republic of the Congo has meant an expansion of work in emergency response and resilience. Much of this work is housed under PSSR and IGG.

Funding is spread across the five flagship programmes, as well as some projects that are not specifically aligned within this structure. Overall the country office had $57.3 million in expenditure between 2016 and 2019.

The IEG pillar accounted for 50 percent of programme funding, receiving $28.9 million. Across the three flagship programmes RLCD received $4.9 million (9 percent), PSSR $8.8 million (15 percent)

and IE $15.2 million (26 percent). The high proportion of funds for the IE flagship programme is inflated due to the inclusion of projects that mix operational (direct programme costs) and programmatic activities, with an expenditure of $7.54 million from 2016 to 2019.

The SIED pillar received $25.5 million or 45 percent of programme funding, with the CCR-DRR Programme receiving $13.8 million (24.2 percent of all programme funds), and the IGG receiving $11.7 million (20.4 percent). Within the SIED pillar, GEF projects accounted for over $9.4 million of expenditure (37 percent of the SIED budget), with UNDP contributing over $8.9 million (35 percent) ($8.6 million core funds and $330,000 from UNDP funding windows), and $3.2 million (12 percent) from the Green Climate Fund (GCF). The remainder was from bilateral donors and trust funds.

Other non-aligned projects amount to $2.9 million and include regional projects, support to UN coordination and some closed projects.

TABLE 1. Country programme outcomes and indicative resources (2016−2020)

Country programme outcomes		Indicative resources 2016-2020	Expenditure to date 2016-2019
		(US$ million)	
Outcome 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	$8.5	$4.9
Outcome 2	By end 2020, targeted public institutions and public-private partnerships are fully functional at all levels, inclusive, resourced, performance-oriented, innovative and evidence-seeking, supported by a strategic evaluation function; and with Uganda's citizenry enforcing a culture of mutual accountability, transparency and integrity	$10	$15.2
Outcome 3	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	$15.5	$8.8
Outcome 4	By end 2020, natural resources management and energy access are gender responsive, effective and efficient, reducing emissions, negating the impact of climate-induced disasters and environmental degradation on livelihoods and production systems, and strengthening community resilience	$102.7	$25.5[13]
Other	Regional and global projects, unlinked expenses	–	$2.9
	Total	$136.7	$57.3

Source: UNDP Uganda CPD 2016-2020 (DP/DCP/UGA/4); Atlas financial data for budget and expenditures as of 12 February 2020. The total does not include support to the Resident Coordinator Office.

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[13]   Global Extractives Project (total expenditure $987,000) is included under Outcome 4.

FIGURE 2. UNDP Uganda programme budget, 2012–2019
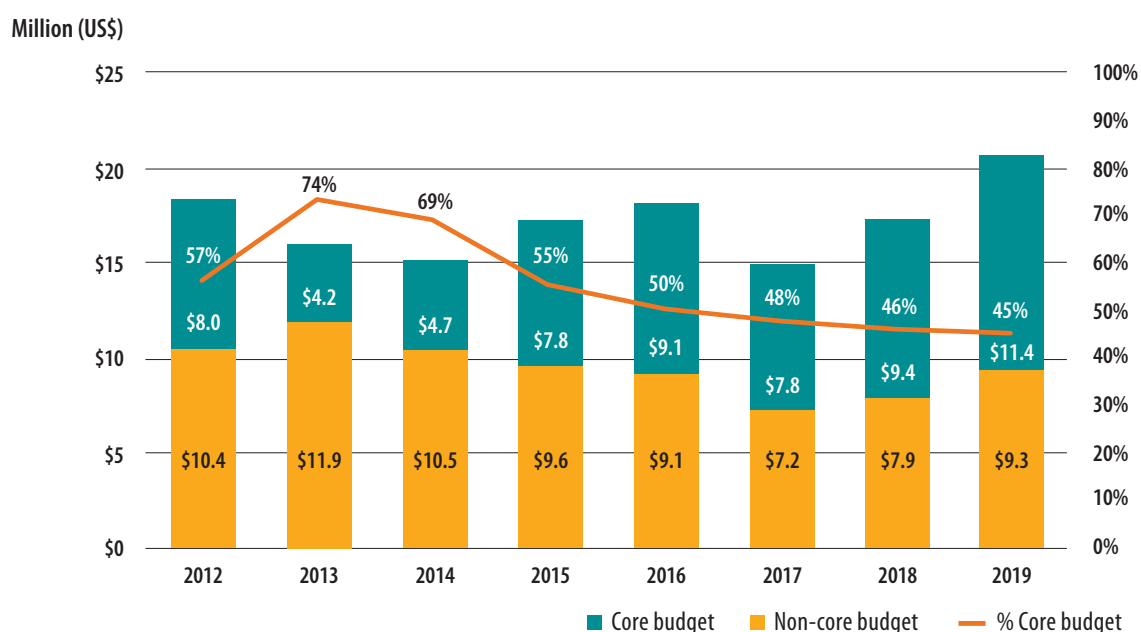
Million (US$)

Source: Atlas/PowerBI, 12 September 2020

UNDP Uganda expenditure between 2016 and 2019 included TRAC or core funding of $28.9 million (50 percent), vertical funds of $12.9 million (23 percent), funding from external donors of $14.4 million (23 percent), thematic trust funds of $1 million (2 percent) and government cost-sharing of $138,000.

CHAPTER 2

FINDINGS

2.1 Overall programme implementation

Finding 1: The CPD has been implemented through five flagship programmes, building on UNDP's legacy in Uganda. This has brought about well-developed and broad partnerships with government partners as well as alignment of UNDP's activities with government development plans and annual needs and priorities. This work is widely recognized with government partners across numerous strategic areas. UNDP has also illustrated its ability to convene parties around important issues, including the growing refugee issue in Uganda. However, UNDP's profile is not well-known in the broader donor and civil society organization (CSO) community, outside of environment and refugee response, and this limits alternative partnerships and fund mobilization.

The development of the current CPD and the portfolio of flagship programmes that cascades from it is closely linked to the overriding UNDAF for the country. The development of the UNDAF followed an innovative approach that was highly efficient and effective at the time, with the UNDAF aligning its own outcomes closely with the NDP-II.[14] Rather than undertaking a separate common country assessment, the UN country team used the government's own NDP-II needs analysis. This enabled further alignment with the goals of the government, underpinned by a common needs assessment and understanding.

Given that UNDP was technically and financially supporting the Ugandan NDP-II at the time of the development of the CPD, this was an efficient and effective way to theorize UNDP support and links to the NDP. The CPD outcomes cascade from the UNDAF. The four outcomes were then to be supported with five flagship programmes which had broad outputs to reach the CPD and UNDAF outcomes. Equally, monitoring of the flagship programme activities and reporting linked back to the NDP/UNDAF/CPD outcome goals.

UNDP has built and established long-lasting relationships with key partners and players in each of the flagship programmes and across the IEG and SIED pillars equally. Each flagship programme has over 10 implementing and responsible partners, including central ministries, councils, NGOs and CSOs.[15] The CPD, its flagship programmes and their outputs have built on the partnerships and trust that UNDP has developed over several decades of work in Uganda. Partners are highly active across programmes and projects and are represented on programme and project boards and technical committees. They are involved in programme design, discussion and approval of annual plans and progress monitoring.

Partners expressed appreciation for technical committees, which gave them the opportunity to meet regularly with actors in the same sector with whom they may not regularly meet, especially outside their government or non-government group, but who play an important role in sectors and thematic areas. This participation results in enhanced mutual understanding and appreciation, as well as the potential for active cooperation and a broader sector perspective for the actors involved. Technical committees were led by the implementing partner, typically the relevant government ministry.

Over the CPD period UNDP supported and aligned its programmatic approach to a range of different government plans, strategies and programmes. This included support to the SDGs, the increase in refugees in Uganda, and technical support to the development of an industrialization strategy for the country.

In 2017, UNDP Uganda took a lead role in supporting the government to organize the high level Uganda Solidarity Summit on Refugees.[16] This

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14 http://npa.go.ug/wp-content/uploads/NDP-II-Final.pdf
15 Partner numbers at the time of the evaluation were: RLCD 11, IE 12, PSSR 10, IGG 12 and CCR-DRR 10. This does not include individual district partners.
16 http://www.ug.undp.org/content/uganda/en/home/presscenter/articles/2017/06/26/uganda-s-solidarity-summit-for-refugees-raises-over-usd300m.html

brought together Ugandan President Yoweri Kaguta Museveni, United Nations Secretary General Antonio Guterres and United Nations High Commissioner for Refugees Filippo Grandi, along with Ugandan government leaders, country representatives and donors. The summit sought to raise over $2 billion for the growing refugee issue, to aid Uganda's response and to support host communities and refugees, as well as to mobilize funds for the development needs of the country as a whole. Pledges of $350 million were initially received,[17] although actual disbursement of support remains in question.[18] The summit brought in the private sector and highlighted the role it could play in the response, with UNDP developing investment profiles for the 10 refugee hosting districts.[19]

At the time none of the mobilized funding was channelled through UNDP despite its leading role in supporting the government to organize the event. This is likely due to the refugee issue at that time, which was in its response phase, and therefore support was directed towards agencies with a humanitarian mandate (United Nations High Commissioner for Refugees, World Food Programme, etc.). In recent years as the refugee issue has become more entrenched and support has moved to a recovery and transitional phase, UNDP has further developed partnerships with the Japanese Government for emergency response and resilience projects, and recently (2019) with the Korean International Cooperation Agency (KOICA) for a $9 million, four-year project to support host and refugee communities.

Outside of support to refugees, and to a degree the environment area where it has chaired a number of environment working groups,[20] the office has not fully been able to position itself to attract external funding or build relations with donors. In some ways it appears separated from the broader donor community.

The broad approach and multiple, small-scale government partnerships make it difficult for UNDP to fully articulate its value addition to development in the country. UNDP has not effectively communicated where its main relationships lie and where donors can work closely with UNDP to access government partners and make an impact. Many development partners stepped back from direct support of the Ugandan Government due to major corruption scandals within the government in 2012, involving donor funds. It took a number of years to re-establish relations.[21] This in turn may have impacted UNDP's own ability to raise funds and partner with donors who were wary of supporting governance in some areas. A further challenge to fund mobilization in 2018 was the halting of financial support to the refugee crisis by some donors for a period, due to a UN audit which found that refugee figures had been inflated by 300,000.[22] As a result, much of the work that UNDP is undertaking has limited visibility outside of government implementing partners (primarily within the IEG pillar), even among current financial partners such as the European Union (EU).

Finally, the articulation of UNDP's work is very UN-centric, which in itself is an issue when communicating with donors. The model follows UNDP guidance on CPD development and links to the UNDAF, where individual activities cascade from five flagship programmes. These programmes cascade from two pillars, which come from a CPD that draws its objectives and outcomes from the UNDAF, and ultimately the NDP-II. This model obscures a structure to gain donor traction, interest or understanding and does not answer the

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17 https://www.unhcr.org/en-us/news/latest/2017/6/594d3c744/unhcr-chief-praises-ugandas-commitment-refugees.html
18 https://observer.ug/news/headlines/61580-kadaga-slams-international-community-over-refugees
19 UNDP developed investment profiles for Adjumani, Arua, Hoima, Kamwenge, Kiryandongo, Koboko, Kyegewa, Lamwo, Moyo, and Yumbe districts detailing the demographics, main economic activities and investment opportunities in each district. http://www.ug.undp.org/content/uganda/en/home/library/SustainableInclusiveEconomicDevelopmentProgramme/RefugeehostingdistrictsInvestmentProfiles.html
20 The UNDP country office reported it chaired several development partner groups including the Environment and Climate Change Development Partners' Group twice between 2015 and 2019.
21 https://link.springer.com/article/10.1007/s41134-017-0031-6
22 https://www.theguardian.com/global-development/2018/oct/30/inquiry-finds-refugee-numbers-exaggerated-in-uganda

question of, "What is UNDP's area of work and what are its comparative strengths and value added?" Ultimately, external donors need clarity on UNDP's comparative advantage and value addition.[23]

This is not to say that there are not core areas of work, value added or comparative strengths within UNDP Uganda that would be of interest to donors, but UNDP needs to better clarify and effectively communicate its offer. The office has been successful in positioning its work in the environment sector through the SIED pillar and its two programmes. This can be seen in the financing of GEF and GCF projects under the two pillars. It is also being done in resilience and refugee host community support, which although spread over various pillars and flagship programmes (IGG and PSSR) has become a separate stream of work. However, the approach could have been better coordinated. Although financed across programmes (IE and others) and pillars, support to SDG integration is driven by the Strategic Policy Unit, and while this work has a logical progression and structure and is a selling point to donors, it needs to be made clearer. Support in other areas, such as anti-corruption, could have been better leveraged. These areas remain salient although approaches must navigate political sensitivities and target entry points where international support can make a tangible difference.

Finding 2: The design of the five flagship programmes should have articulated in greater detail the strategy for achieving these broad outcomes and outputs. The output goals of the flagship programmes, rather than narrowing down on overall objectives and approaches, remain broad, highly ambitious and non-specific and would have greatly benefited from a clearly articulated strategy of intervention. While the flagship programmes and many of the emerging project areas (refugee support, development planning, SDG integration) have been designed to reduce silos and facilitate and ensure cooperative synergies, this is not happening sufficiently and many activities continue to happen in isolation. Where synergies appear, it is not clear if these are by design.

The five flagship programmes, their supporting documents and the results and resource frameworks underpin the basis of how UNDP Uganda will realize its CPD and outcomes, as well as its contribution to the UNDAF and the NDP-II. In this CPD cycle the flagship programmes are a means to rationalize project implementation, improve efficiency and overall effectiveness, and capture synergies within and across programmes and projects.

The flagship programmes outlined a transformative development approach which would "consist of driving changes through stepwise elimination of capacity gaps". This means that as one output goal is achieved, and changes are entrenched and institutionalized, UNDP could "exit" from the output and move on to its next area or output of support.[24]

The flagship programme approach was designed to allow for greater efficiency and cooperation within and across flagship programmes, support to activities and sub-projects and the capturing of synergies and lessons. Equally, the flagship programmes were to have allowed for a clearer allocation of human and financial resources, and ways to measure impact and achievement and strategically align support. However, the programmes themselves and their design do not truly illustrate a programmatic approach with inter-related and self-reinforcing activities. While there was a thread of thematic similarities within the programmes and their activities, the approach acted more as an exercise in aligning a previously disparate set of projects.[25]

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[23]   UNDP partnership surveys for 2015 and 2017 received "insufficient data to report" on the views of bilateral donors and agencies; findings are supported by interviews and a portfolio review.

[24]   In *Supporting Transformational Change* (UNDP 2011), UNDP defined transformational change as "the process whereby positive development results are achieved and sustained over time by institutionalizing policies, programmes and projects within national strategies. It should be noted that this embodies the concept of institutionally sustained results – consistency of achievement over time. This is in order to exclude short-term, transitory impact".

[25]   The flagship programmes have been developed to overcome implementation challenges among the previous CPD's (2011-2015) disparate portfolio. The current structure aims to "leverage activities and partnerships with other projects" under the different pillars to improve efficiency.

From the outset the flagship programme structure has faced challenges that have hindered the implementation and achievement of outcome and output goals. These challenges have included the broad, unspecific nature of the programmes' overall initial design; overall pillar and flagship programme management, guidance and oversight; and ultimately major funding constraints.

The very nature of the flagship programmes' design presented an initial challenge. The design, the underpinning theories of change, and the approach to meeting outcome goals and objectives of the CPD/UNDAF and contribution to the NDP-II are purposely broad in order to ensure space for a range of programmatic and project work. As a result, they do not articulate a strategy, approach or channel that will best enable the achievement of all or part of the pillar outcomes or project output goals.

Furthermore, although a loose and broad theory of change is evident in the programme documents, the strategy to address needs through outputs is not detailed. The outputs remain broad and non-specific, meaning almost any activity would be relevant to the overall outputs. The theory of change is of itself meaningless, due to the small size and lack of links to other activities, or an overarching strategy to meet the output goals. From the outset the country office was working towards several challenging outputs that are mostly:[26]

- **Not specific:** contain unspecified qualifications (for example, "effective separation of powers" or "equitable and sustained access to justice")

- **Not measurable:** for example, to what extent or level do technical and financial capacities need to be "enhanced" or "adequate", and which ones? Is there a clear gap between the present technical and financial capacities of relevant institutions and the desired ones, and can it be bridged through UNDP support?

- **Not achievable:** the realization of the outputs depends on other actions taken by other actors that fall outside the scope of control of UNDP

- **Not realistic:** achieving these outputs in the Uganda setting will take much longer than the time frame specified in most cases.

For example:

	RLCD Programme	**CCR-DRR Programme**
Output 1	By 2017-2018, the Law Reform Commission, the Ministry of Justice and Constitutional Affairs, the Judiciary, Parliament, the justice, law and order sector and the Ugandan Human Rights Commission with enhanced technical capacities to strengthen policies and legal frameworks for: a) effective separation of powers and assurance of smooth electoral processes; and b) human rights promotion, respect and fulfilment, including equitable access to justice.	By 2017, ministries, departments, agencies and Parliament with adequate technical capacities to: a) update and strengthen national climate change-response policies; b) integrate their key components into sectoral policies and strategies; and c) develop all required legal frameworks that provide adequate funding, incentives and disincentive measures.

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26   This was also a finding of the 2018 UNDAF mid-term evaluation: "Some of the indicators that do not meet the SMART criteria are reflected in Table 11." p. 49.

Activity results	• Enhanced understanding of transformational development	• Enhanced policy, legal and regulatory framework for climate change and DRR
	• Constitutional and electoral policies and laws improved	• Government meets regional and global commitments for CCR and DRR and influences policy, financing and governance discourse
	• Separation of powers enhanced	
	• Human rights enhanced	• CCR and DRR integrated and mainstreamed in policies, plans and budgets of ministries, departments, agencies and local governments
	• Improved access to justice by all citizens	
		• Enhanced financing capacity for climate change and DRR

The programmes work with many partners (over 10 per programme) who have changing needs and priorities. The flagship programme structure reflected ambitions at the time of programme development and have mostly remained unadjusted, despite many changes in context and the realities of the vision it chose to address.[27] Although in the case of the RLCD Programme they did address implementation challenges through moving the programme from national to direct implementation, the programme document itself was not revised in any way. This has also been a criticism of the UNDAF in general, with the 2018 mid-term evaluation stating that "the UNDAF theory of change (ToC) is to a large extent still deemed relevant and valid" however "during the first two and a half operational years of UNDAF, some of the assumptions envisaged have not held true and this is likely to negatively impact the results."[28]

A further constraint is oversight and coordination of the flagship programmes. The initial management structures envisaged a technical lead managing each pillar, overseeing all programmes, activities and implementation with a strong coordination role between programmes and country office management, and supporting strategy and policy development. This has not been implemented and the flagship programmes have been led by individual flagship programme leads and technically overseen by the country director, now the resident representative, without leadership roles at pillar level (SIED and IEG).

This has impacted the level of coordination, sharing of resources and capturing of synergies. With the flagship programme design some level of synergies are expected, as the programmes are designed around a common set of outcomes and outputs. Synergies can be seen to a degree within IEG programmes and are more evident within SIED, where there has been a deliberate approach to overcome programme silos and establish synergies. The SIED pillar's two flagship programmes have seen greater cooperation due to similar goals and clearer crossovers and synergies. There has been progress in terms of internal coordination of projects, as well as with external stakeholders. The two SIED programmes share the same office space, and officers across both programmes report through a combined reporting matrix.

The IEG pillar has operated mostly through silos, although there are common areas of work and synergies that have not been fully leveraged. A review of activities across the IEG pillar does identify some areas of similar work (see Table 2) although it is not clear if this has come about by design or is

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27   The IE Programme did undergo some refocus in 2017.
28   UNDAF mid-term evaluation, 2018, https://erc.undp.org/evaluation/evaluations/detail/9774

fully recognized by the programme teams. It would appear that the capturing of synergies is not a priority that is understandable, given the specific nature of the RLCD and PSSR programmes, however, given the extremely broad nature of the IE Programme the team could have designed a strategy to ensure the IE Programme's institutional strengthening approach was linked to its IEG sister programmes. The evaluation team identified a number of areas of similar work across the three flagship programmes where greater cooperation would have strengthened the output as a whole. See examples in Table 2:

TABLE 2. Untapped synergies across the IEG flagship programmes[29]

Anti-corruption	• **IE** works in several areas including support to the Directorate of Ethics and Integrity to review the anti-corruption strategy, and support to their role in coordinating the fight against corruption
	• **IE** supported CSOs to simplify and popularize anti-corruption laws with the inspectorate general
	• **IE** worked with the Inspectorate of Government, the Asset Recovery Unit and court bailiffs on the recovery of funds and supported the development of an online declaration system for leaders and public servants to declare assets
	• **RLCD** worked with the Ugandan police force on the development and rollout of the police anti-corruption strategy
Alternative dispute resolution	• **PSSR** worked with the justice, law and order sector to develop alternative dispute resolution mechanisms for peaceful resolution of disputes in line with traditional justice mechanisms, and trained traditional leaders on the management of transitional justice
	• **RLCD**, with the Law Development Centre, developed and implemented a curriculum on alternative dispute resolution
	• **RLCD**, with the judiciary, is popularizing alternative dispute resolution mechanisms for civil cases and minor offences with local councils
Party politics and elections	• **RLCD** supported the first presidential debates in the country (2016), the institutionalization of a functional national infrastructure for peace, and fostering peace in the pre- and post-election period
	• **RLCD** provided capacity development support to the Electoral Commission for the 2016 elections, as well as a post-election evaluation. **PSSR** developed a code of conduct for political parties and political organizations with the First Parliamentary Council.

There are untapped synergies in UNDP's work across water catchment systems, early warning systems and green growth, as they are divided internally as well as across government departments. This likewise undermines an integrated approach to environmental management, as noted in a project evaluation: "For [Department of Water Resource Management of the Ministry of Water and Environment], there appears to be a missing link between catchment-based planning (DWRM) and hazard mapping (NECOC) [National Emergency Coordination and Operations Centre]."[30]

Finding 3: The overall funding for the UNDP Uganda country office is reliant on core funds. The country programme has not been able to leverage

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[29]   Analysis based on RLCD, PSSR and IE annual reports. This is indicative and not exhaustive.
[30]   Strengthening Climate Information and Early Warning Systems Terminal Evaluation Report, p. 5.

these funds and attract new and significant external funding streams, beyond traditional vertical funds such as GEF and GCF. Actual funding of the five flagship programmes has been far lower than designed and expected by UNDP and project partners, with a considerable impact on the overall intervention results.

In 2016 the country office developed a detailed partnership and resource mobilization strategy and action plan, which included a comprehensive donor mapping, assessment of previous partnerships, SWOT analysis and roles and responsibilities for resource mobilization and partnership development. The strategy envisaged a total budget of $140 million to support the implementation of the CPD over the 2016 to 2020 period.[31] Financing of the

five flagship programmes was central to this plan. Unfortunately, UNDP has not been able to fully meet its set goals in fund mobilization, especially from external donors and resources.

Financial support from donors during this cycle initially included Germany ($701,000, 2016-2019 expenditure), Sweden ($724,000) and the EU ($1.1 million). More recently, Japan has given support to UNDP's resilience work focusing on the refugee influx in recent years ($3.2 million). The Republic of Korea, which previously supported the Saemaul model (2014-2017, $1 million in this cycle) recently signed an agreement with UNDP for a large resilience project starting fully in late 2019 (budget of $7 million from the Republic of Korea and $2 million from UNDP).

TABLE 3. Flagship programme design budget and actual budgets (2016–2019)

	2016-2020 programme document budget (million US$)			Actual 2016-2019 budgets (million US$)			Comparison	
	Core	**Other**	**Total**	**Core**	**Other**	**Total**	**% Core received**	**% Funded at end 2019**
RLCD	$8.43	$0.50	**$8.93**	$2.34	$0.41	**$2.75**	28	31
IE	$8.00	$4.07	**$12.07**	$2.07	$0.064	**$2.14**	26	18
PSSR	$10.50	$5.00	**$15.50**	$2.67	$0.75	**$3.42**	25	22
IGG	$10.28	$7.62	**$17.90**	$3.47	–	**$0.03**	34	20
CCR-DRR	$8.20	$14.712	**$22.912**	$3.21	–	**$3.21**	39	14
Total	**$45.41**	**$31.902**	**$77.312**	**$13.76**	**$1.25**	**$15.02**	**30**	**19**

Source: Programme documents, 2016 and Atlas budget allocations as of 11 February 2020 (actual budget figures are rounded to the nearest $10,000).

Underfunding has been a considerable constraint to the implementation of the flagship programmes and their engagement in governance and the environment. This is because they operate on one third (30 percent) of their designed budget and are almost solely reliant on core funding, having had mixed results in leveraging external financing.

However, the office has been successful in mobilizing resources under its SIED pillar outside of the flagship programme, mostly from vertical funds, such as GEF ($9.4 million, 37 percent of SIED funding) and GCF ($3.2 million, 12 percent of SIED funding), with funding levels already higher than in the previous CPD cycle. Recently, funds have been mobilized to support work in the office's

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[31] Partnership and resource mobilization strategy and action plan, 2016, $85 million to be mobilized from external donors (61 percent) and $47.6 million from UNDP (34 percent), with the remaining budget coming from government cost sharing (5 percent, $7 million).

resilience portfolio, an additional focus of work not foreseen during the CPD and mobilization development period.

Despite the clear financial constraints and the more limited scope brought about by reduced funding, no restructuring nor re-prioritization of flagship programmes has been done. A review of the IE Programme was done in 2017, but this was mostly to address confusion around the broad goals of the programme. The implementation arrangements for the RLCD Programme were changed, but not its priorities. Programmes have retained their broad outputs and a high number of partners, despite reduced funding.

Where reduced funding has prompted strategic decisions based on funding allocations and partnership support, this has often been to the detriment of district-level partners and CSOs. Often pilot activities that are planned across several districts are scaled back due to financial issues and are implemented across a reduced number of districts: from 27 to 5 districts for an IE initiative.[32] Where partners are reduced it is often non-government partners and community level activities that see their roles likewise reduced in the implementation and inclusion of projects.[33]

Finding 4: UNDP Uganda achieved 'Gold' in UNDP's Gender Equality Seal, however the programme has been mostly gender-responsive and gender-targeted.[34] The office's approach to gender has the opportunity to deepen its focus on more trans-formational approaches and results to address key structural barriers to women's empowerment and gender equality. The HQ Gender Equality Seal team recommended that the country office move beyond parity into 'second-generation' issues and stronger consideration of women's strategic gender interests.[35]

In 2018, UNDP Uganda was certified 'Gold' by the UNDP Gender Equality Seal assessment, noting a "steady and strategic approach [that] has transformed the development canvas". At the time of this report, the Gender Advisor position was vacant, however there were three UNDP staff focusing on gender issues within the sustainable development portfolio. Within the office there is strong gender parity, with 50 women (49.5 percent) and 51 men (50.5 percent) overall.

The majority of 2016-2019 programme expenditure is for GEN2 programming (70 percent),[36] followed by GEN1 (23 percent), GEN0 (6 percent) and GEN3 (1 percent). While 2016 GEN2 expenditure ($5.3 million) was close to GEN1 ($6.3 million), by 2019 GEN1 expenditure fell to $1.6 million, largely due to the closure of large projects from the previous cycle in 2017, while GEN2 expenditure had more than doubled ($12.6 million).[37]

GEN3 projects remain a fraction of overall expenditure, and comprise the Institutional Transformation for Gender Equality and Women's Empowerment gender equality component of the IE Programme (July 2017–December 2020) and the recently

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32 In the IE Programme, several activity results saw a reduction in their scope. For example, activity result 1, "Relevant ministries, departments and agencies and local governments with strengthened capacity to formulate appraise and review policies and regulations for effective and gender-response public sector management" planned to work with 27 local governments by 2018. In 2017, it worked with five to "Strengthen the capacity to carry out inspection in the Public Service". Source: programme document and 2017 annual report.

33 Comparison of the RLCD programme document and the annual reports, 2016 to 2018, shows activity result 2: "Capacity of JLOS [justice, law and order sector] strengthened to deepen community engagement in assessing alternative and informal justice mechanisms", was designed with seven actions (monitor existing practices, research, develop a strategy, develop guidelines, consultations, national sensitization, training of practitioners), however implementation only happened in two of these areas: Action 1, the exploration of alternative dispute resolution mechanisms and the link to formal mechanisms (2017); and Action 2, the training of traditional leaders and local authorities on case disposal (2018) (only one training, not clear how many participants).

34 See Gender Results Effectiveness Scale in methodology.

35 For example, the Climate-Smart Agriculture Project focuses on equal participation but does not consider outcomes such as gender attitudes, increased women's bargaining power, increased nutrition for all, and household time use. UNDP Gender Equality SEAL Final Assessment 2-8 May 2017, Uganda country office presentation for debrief.

36 The gender marker, a tool launched in 2009, requires all UNDP-supported projects to be rated (at design) against a four-point scale, indicating their contribution towards the achievement of gender equality, with 0 being the lowest and 3 being the highest rating.

37 Atlas/PowerBI data as of 11 February 2020, filtered for programme expenditures.

launched (2019) KOICA-funded Host and Refugee Community Empowerment component of PSSR (February 2019–December 2022). This includes support to sexual and gender-based violence prevention and response structures, vocational training, and gender mainstreaming support to districts, among other activities. UNDP will amplify its efforts in sexual and gender-based violence prevention and response through the 2018-2022 UN inter-agency Spotlight Initiative ($5.26 million of a total $22 million budget), focusing on national policy support, mainstreaming in NDP and sector plans, and local implementation.[38] The office's increasing focus on sexual and gender-based violence is timely, as it remains a pernicious and under-resourced issue in Uganda.[39]

Finding 5: The project maintained its focus on the corporate gender seal and expanded a similar initiative for private enterprises. However, the number of women directly benefitting from improved formal workplace policies is modest and largely limited to Kampala.

UNDP Uganda is the first African country programme to implement the UNDP Gender Seal for Private Enterprises (2016), with an initial 13 companies participating. This increased to 41 businesses in 2018 through a partnership with the Private Sector Foundation of Uganda. The gender seal assesses and supports companies' commitment to gender equality through workplace policies on pay, benefits and sexual harassment protections; access to non-traditional jobs and decision-making roles; and communication.

Results from the work in the corporate gender seal include Finance Trust Bank's launch of 10 savings and loan products targeted at women, and improved maternity and sexual harassment policies at a Kampala interior furniture store.[40] The activities may not be the most relevant in the Ugandan context, where 86 percent of women work informally and only 2 percent work in high-skill areas.[41] The corporate gender seal programme received a significant portion of core funding directed to GEN3 programming, despite its mandate lying outside of the key issues defined in the 2015 gender assessment and the 2014-2017 gender equality strategy.[42] Job creation may be more relevant, as women represent 72 percent of discouraged job seekers.[43]

Within the SIED portfolio, the programme has made a targeted effort to prioritize the participation of women, youth and vulnerable groups in sustainable livelihoods creation, including support to women's farmer cooperatives to increase production and market access. UNDP has also targeted women and vulnerable groups within its refugee response projects. The country office reports supporting jobs and improved livelihoods for 3,500 people, of which 2,437 (70 percent) are women.[44]

However, there are some recurring issues about the appropriateness of income generation strategies which may not sufficiently consider and address gender barriers. UNDP prioritized tree planting, however women are reluctant to invest as they do not hold land rights.[45] A 2014 evaluation stated that it "would actually make the women more vulnerable since in most cases the trees are owned by men and while the women are the major users of products such as firewood, the men

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38   UNDP Multi-Partner Trust Fund Office Gateway Project Factsheet: Uganda Spotlight Country Programme. http://mptf.undp.org/factsheet/project/00111644

39   56 percent of women aged 15-49 had experienced physical or sexual violence; https://www.ubos.org/wp-content/uploads/publications/07_2018UDHS_2016_FInal.pdf

40   2018 ROAR and UNDP Uganda Gender Journey 1988-2017.

41   2018 Global Gender Gap Report.

42   The Gender Seal Programme and associated issues (women's representation and rights in the private sector) are not addressed in the Gender Equality Strategy. The 2015 gender assessment includes a section which highlights women's low rates in middle and senior management, however it is not included in the identified 'key issues'.

43   Ibid.

44   Pre-mission questionnaire.

45   2018 ROAR.

would prefer to sell firewood to earn money".[46] While in some cases NGO partners have conducted gender studies and market analyses (e.g. wetlands project, refugee cash for work projects) to inform project design, this suggests there is still room for improvement in terms of gender analysis and organizational learning.

The country office has shown a commitment to integrating gender into disaster risk management. The 2012-2017 Disaster Risk Management Project produced a study highlighting gender issues in disasters. It also developed gender-sensitive disaster assessment guidelines and prioritized women's participation in community climate risk assessment and adaptation planning.[47] UNDP has built on this work with its Early Warning Systems and CCR-DRR projects.

UNDP supported gender equality in governance primarily through gender mainstreaming in government planning (Public Sector Management and Development Plan, Local Government Sector Strategic Plan) and support for the Equal Opportunity Commission to establish e-case management, which tracks gender-related complaints. UNDP worked closely with the Ugandan Parliament supporting the Uganda Women Parliamentary Association, sharing Uganda's best practices in the Parliamentary Gender Caucus with Mauritius, and building capacity. In 2017, following a UNDP needs assessment,[48] UNDP supported the development of a gender-responsive policy practice curriculum for Ugandan public servants and trained 83 female and 49 male Parliamentarians in gender-responsive legislation and budgeting.

The Institutional Transformation for Gender Equality and Women's Empowerment Project aimed to "contribute to national efforts to narrow capacity gaps in public and private sector institutions in engendering policy implementation". The project aimed to contribute to thorough gender mainstreaming in policy implementation and local economic development (LED), as well as private sector workplaces, and to building UNDP Uganda's gender capacity. However, the project is underfunded, having received only 13 percent of the project document budget ($565,000 of a $4.3 million 2016-2020 project) with one year of implementation left. This has substantially reduced its scope.

Finding 6. The country office's results-based management and monitoring and evaluation (M&E) systems report on outcomes, outputs and activities in line with corporate guidelines, though to varying levels of quality and reliability. It is difficult to monitor actual progress on results due to the limited links between the activity results and the achievement of higher-level objectives and outcomes.

While the country office has closely followed the integrated results and resources framework requirements of the organization, linking its CPD indicators with those of the UNDAF, it did not mitigate challenges in data collection for many of these indicators. This was due to difficulties in their measurability, as well as data consistency.[49] The link between project results and higher outcome and output indicators is not always apparent or clear. The evaluation team had difficulties obtaining all relevant monitoring data and reconciling the links, from outcome to output, to result and activity. Challenges in project and activity M&E have been a consistent criticism and improvements

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46 Dr. Samson Gwali (September 2014): Ecosystem Based Adaptation to Climate Change Project mid-term review report. https://erc.undp.org/evaluation/evaluations/detail/7244

47 Godfrey Bwanika (August 2017): Final Evaluation: Strengthening Disaster Reduction Management and Resilience Building Project. https://erc.undp.org/evaluation/evaluations/detail/9115

48 2017 ROAR. The assessment found that 47 percent of postgraduate respondents had limited understanding of gender and policy impact.

49 In the case of Uganda the following were analysed in detail to follow activities and their contribution towards reported outcomes: i) The CPD 2016-2020 result and resources framework; ii) The results frameworks of the three flagship programmes in each of the programme documents; iii) Annual progress reports (or joint performance reports) of each of the flagship programmes of 2016, 2017 and 2018; iv) the country office ROARs of 2016, 2017 and 2018; and v) the UGA indicator matrix of 22 May 2019 (which constitutes Part B of the ROAR 2018).

have been consistently requested in portfolio review meetings.[50]

First, there is no one clear and univocal results framework that cascades down from the CPD to the programme or project level in which results on project progress or output indicators feed into higher level indicators.

Second, programme annual progress reports only describe the achievement level of their planned activities. They do not allow for an overview of progress on their programme output indicators and a more strategic reflection of the extent to which the completion (or non-completion) of these activities contributed to achieving their programme outputs. As a result, these annual progress reports are very descriptive and lack an overall

narrative section and analysis on what went right and wrong. There is limited monitoring of assumptions and risks, which means they are of little value for adaptive programme learning, management and decision making.

Several CPD output indicators are not directly relevant and are too general. They measure progress in areas where the programmes are not active, or they depend on progress in areas that are outside of UNDP's control. This was also a finding of the UNDAF mid-term evaluation in its analysis of UNDAF indicators, from which CPD indicators are drawn.[51] As such, the data does not provide evidence to measure programme effectiveness, as possible recorded changes cannot be attributed to UNDP efforts. For example, UNDP monitors outputs in some areas (see Table 4).

TABLE 4. Examples of gaps in output indicators monitored by UNDP Uganda

Flagship programme	CPD results and resources framework indicators[52]	Comment
RLCD:	1.1.1.3: Extent to which democratic institutions (Electoral Commission and Human Rights Commission) effectively meet minimum core function performance benchmarks	The RLCD Programme did not design its actual interventions taking such performance benchmarks into consideration and it is not easy to measure
IE:	1.3.1.2: Number of new public-private partnerships providing innovative solutions for development	Not clear what would qualify as innovation
IE:	1.3.1.3: Existence of strategic functional management information system informing policy direction	Vague and very general

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50   A review by the evaluation team of the portfolio review meeting minutes noted the following statements in relation to programme M&E: In 2017, "Limited use of monitoring and evaluation data in reporting results" and "Inadequate monitoring of responsible parties by IP"; in July 2018 "Limited use of monitoring and evaluation data in reporting results"; and in 2019 "Limited use of monitoring and evaluation data in reporting results".

51   Uganda UNDAF mid-term evaluation, 2018, https://erc.undp.org/evaluation/evaluations/detail/9774. The mid-term evaluation states: "M&E Framework: Most of the indicators were deemed appropriate for measuring achievements against targets and relevant data sources were identified for the indicators, and targets are clearly defined. However, the following weaknesses were noted such as lack of costed M&E plan, lack of data for some indicators; some indicator statements not being SMART; lack of comprehensive indicator definitions and the indicator tracking table not being regularly updated are likely to impede M&E if not addressed." (p. 56).

52   https://www.undp.org/content/dam/rba/docs/Programme%20Documents/uganda-CPD-2016-2020-en.pdf

IE:	1.3.2.1: Existence of service delivery standards for key extractive sectors, the housing sector and the roads sector	This has not been a focus for IE support in practice. UNDP does not work directly in the housing or roads sector.
PSSR:	1.4.2.3: Percentage of women who think government handles/resolves conflict between communities well	UNDP is only active in 7 percent of all districts, and government conflict management capacity only depends on UNDP's support to a small extent
SIED:	3.1.1. By end 2018, targeted ministries, departments and agencies have adequate technical, functional and financial capacity to integrate and operationalize natural resource management and climate change mitigation policies and strategies, including: (a) execution of priority gender responsive investments that increase energy access and consumption efficiency and promote low carbon and renewable modern energy services; and (b) scale up of climate change mitigation/adaptation and disaster risk management strategies	These are two examples where the output is defined more like a change, while outputs are in fact deliverables, products, services, etc., that fall under the organization's control. Not only are the output scopes incorrect, but they also involve various vague and undefined concepts, such as 'adequate technical, functional and financial capacity' (vague attribute), and what happens when an institution reaches only the technical and financial capacity (non-specific).
SIED:	3.1.3: Targeted ministries, departments and agencies, CSOs, media and other non-state actors have adequate technical and functional platforms to engage and empower citizens at all levels for sustainable environment and natural resources; promote access to sustainable energy, bio diversity conservation and climate change adaptation and mitigation	

The quality of some indicators and the continuity of sources and reporting is problematic, for example:

- CPD Outcome Indicator 2.2 – Percentage of women/men who think government is fighting corruption very well. The reported data has come from three different sources, and where the source has been the same (baseline 2012 and 2018) it reports on a different survey question and response.[53]

- CPD Outcome Indicator 1.2 – Percentage who have trust in the courts of law. Data comes from different sources and is related to different questions,[54] making it incorrect to compare over years.

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[53] The baseline source is Afrobarometer (2012). Percentage who think government is fighting corruption 'very well' was reported as 4 percent – survey results are 'very well' 3.9 percent and 'fairly well' 17.1 percent. For 2018 'very well' and 'fairly well' were reported as 26 percent: 'very well' 4.5 percent, 'fairly well' 21.8 percent, although there was a 2015 Afrobarometer survey available. In 2016, the country office reported 16 percent, which was the proportion of respondents who were aware of measures to fight bribery in the 2015 National Service Delivery Survey, while the 2017 reported figure (29 percent) was from the East African Bribery Index, in response to a yes/no question (rather than Likert scale of baseline) of "Is government doing enough to fight corruption?"

[54] The baseline is Afrobarometer 2012, while 2018 figures are from the 2017-2018 Justice, Law and Order Sector report (citing LASPNET report); 2017 reported figure is those who are aware of services; 2016 source unconfirmed.

At the output level, the indicators show different levels of quality; some indicators aim to measure different results at the same time, some are subjective, and some are limited to quantifying or qualifying activities.

There are some good examples of M&E practices. GEF projects, in general, have good indicators and M&E processes. The Uganda country office develops the project implementation review in a participatory manner, inviting all government counterparts and implementing partners to analyse and discuss project performance during various meetings. The fact that the project implementation reviews are produced from different points of view can enrich the assessments. This also brings ownership from all interested parties and improves implementation.

An integrated M&E system with strategic information on performance from each project and from the country office as a whole would have helped to highlight project achievements and strengthen evidence-based decision-making processes. However, this would require the office to move away from simply meeting its corporate reporting obligations. There is no clear evidence as to how the M&E process feeds into strategic decision-making processes, and how projects are ranked and allocated resources according to the achievement of results. Evidence from the project review meeting minutes suggests that resources are often allocated based on financial disbursement rather than evidence of impact.[55]

During the field data collection phase, the evaluation team saw results that were highly appreciated by key government stakeholders, but were not highlighted by UNDP as there was a lack of follow up or appropriate monitoring and reporting processes to capture these results. The country office reports on outputs delivered during the project cycle but struggles to capture the changes that resulted from those outputs. This is a consequence of being activity and product focused, not outcome based or programme focused.

The country office has evaluated 13 of its projects since 2016,[56] including one UNDAF mid-term evaluation and five GEF projects; a further four evaluations cover environment related issues.[57] Three evaluations cover livelihoods projects and governance. In general, the quality of the office's evaluations has been assessed to be good and in line with other country offices, with two of the evaluations receiving a satisfactory rating and six receiving moderately satisfactory when quality assessed by IEO (nine have been quality assessed). However, there is concern that evaluation coverage is not even across the CPD outcomes. Evaluations of activities under Outcome 4, natural resource management and energy, account for 75 percent of evaluations, while evaluations of Outcomes 1, 2 and 3 were covered by three project evaluations (25 percent of evaluations), though the UNDAF mid-term evaluation did touch on these outcomes.

None of the flagship programmes were evaluated during the CPD period. The original evaluation plan for the country office included mid-term and final evaluations of all outcomes and, by default, most flagship programmes. However, these were subsequently cancelled. Mid-term outcome evaluations were cancelled in deference to the planned mid-term UNDAF evaluation, and the final outcome evaluations were subsequently cancelled due to the planned ICPE. This resulted in no real evaluative coverage of the governance pillar nor the CPD as a whole, and opportunities to use evaluations for course correction across programmes, especially under the IEG pillar were lost.

2.2 Inclusive, effective governance

The **IEG portfolio** focuses on developing national capacities in three key areas corresponding to

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55   2017 project review meeting minutes state there should be a "re-alignment of resources to partners that are ready to utilize them".
56   UNDP Uganda's evaluation plan can be seen here: https://erc.undp.org/evaluation/plans/detail/1391
57   Terminal evaluation of Uganda/UN REDD National Programme, terminal evaluation of Low Emission Capacity Building Project, and final evaluation of Strengthening Disaster Reduction Management and Resilience Building Project, a UNDP-funded project.

Outcomes 1, 2 and 3 of the CPD, and implemented with three programmes (RLCD, IE and PSSR). Each flagship programme specifically targets one of the CPD outcomes:

Finding 8: The RLCD flagship programme's narrower programmatic scope and clearer objectives have enabled it to focus on several specific core areas. As a result, some achievement towards the programme's outcome can be seen, especially in support of access to justice, alternative dispute resolution mechanisms, and system strengthening in rule of law and human rights. Despite the constraints and issues with design and funding, this focus has enabled it to build on links between activities and develop some synergies, although contribution and attribution to the achievement of the overall outcome has been fragmented.

The RLCD flagship programme, supporting Outcome 1, was initially designed to focus on upstream support in justice, law and order sector institutions to enhance service delivery and equitable access in line with human rights standards. Lower level support was to provide increased access to legal aid and justice for poor and vulnerable groups, especially the elderly, people with and affected by HIV and AIDS, youth and female-headed households. The programme has worked with over 11 partners across the judiciary, including the Ministry of Justice and Constitutional Affairs, Parliamentary committees, the Ugandan Human Rights Commission and the Equal Opportunities Commission, as well as academia (Makerere University) and CSOs involved in the justice, law and order sector (Elders' Forum Uganda, Inter Religious Council Uganda, National Consultative Council, Media Council of Uganda, Legal Aid Providers Network).

RLCD activities have supported a variety of areas that in many ways constitute an interlinked and synergized body of support. The majority of activities focus on: i) Access to justice (legal aid access, advocacy and communication with Parliament and case handling approaches), ii) Alternative dispute resolution (civil cases and minor offences), iii) System strengthening (criminal record management, civic education, needs assessment for rule of law and access to justice for refugees and hosting communities), iv) Human rights and the rule of law (law reviews and human rights compliance and integration, human rights reporting and case management systems strengthening, Human Rights Information System, media training), and

v) support to free and fair elections around the 2017 Ugandan elections (televised presidential debate, peace advocacy and systems, Electoral Commission support).[58]

The programme's support to Parliament included considerable financial support to the development of a Parliamentary FM radio station, training and advocacy in the SDGs and the 2030 Agenda, support and training for the Committee on Legal and Parliamentary Affairs, the induction of new Parliamentarians into the newly elected Parliament, and the facilitation of Parliamentary outreach forums with 15 districts in the West Nile region.

Support to legal aid has seen upstream work, including support for the development of a Legal Aid Bill currently with Parliament,[59] as well as support to five districts in 2017 with the establishment of legal aid desks and training of district officers. These five districts service three regions (central, western and northern Uganda).

While much of the work has been at the central level with national agencies (strengthening systems, building staff capacity and advocacy) the programme has also taken its work to the district level, as highlighted above. It included support to five regional human rights centres (four regions and Kampala), training of district staff, and support for the establishment of human rights desk officers in 60 districts. UNDP also supported the integration and alignment of some local government laws with human rights.

Although there are activities at the district level advocating rule of law, access to justice and human rights, the scale of this work could have been higher, especially given that Uganda has 134 districts.

While districts continue to be partners for individual activities, it is unclear what the overall strategy is in regard to leveraging support to ensure there is either 100 percent uptake or inclusion of districts, or to have approaches integrated within the government's own policy support strategies. Equally, this work has been at the government capacity level and there is little evidence of a realized change in access to services or an improvement in the lives of the targeted groups identified in the programme document (poor and vulnerable groups, especially the elderly, people with or affected by HIV and AIDS, youth and female-headed households).

It is also not clear how the Government of Uganda will build on or integrate advocacy in these areas in its own work with local governments. At the same time, UNDP policy support has been somewhat haphazard and the underlying strategic approach is unclear. UNDP reports strengthened human rights case management and reporting structures,[60] however at the policy level only a few bills and policies across a wide range of subject areas have been reviewed for human rights consideration and inclusion. These include the Data Protection and Privacy Bill 2015, the Sugar Bill 2016 and the Local Governments (Rakai District) Child Protection Ordinance 2012, among others. It is unclear where the prioritization is coming from and whether the bills are being reviewed for human rights among a review of compliance with other areas. The number of laws that have been reviewed is minimal, to the point of being cursory (seven in 2016, six in 2018).

Despite there being a set of five defined thematic focus areas (detailed above), it remains unclear in the face of broad outputs and reduced funding how RLCD activity prioritization decisions were made. No activities, beyond the Parliamentary radio

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58   Evaluation team classification based on the RLCD annual reports for 2016, 2017 and 2018.

59   Unfortunately the bill was initially rejected due to financial implications: https://www.parliament.go.ug/news/3537/legal-aid-bill-set-back-financial-implications-%E2%80%93-oulanyah

60   The Justice, Law and Order Sector report (2017-2018) (p. 79) reported that the Ugandan Human Rights Commission clearance rate had improved from 21 percent (FY2016/17) to 49.5 percent (FY2017/18), against its target of 80 percent by FY2020/21. The proportion of decisions against justice, law and order sector institutions to total cases concluded slightly improved, from 46 percent (FY2016/17) to 43.9 percent (FY2017/18), against a target of 30 percent. UNDP reported the establishment of 60 human rights desk officers in 2018. The Justice, Law and Order Sector report (p. 80) reported that overall "the UPF improved its regional coverage of functional human rights desks by 18 percent, translating into 77.7 percent national coverage". https://www.jlos.go.ug/index.php/document-centre/performance-reports/418-annual-performance-report-2017-2018

station, have been fully implemented in line with the programme document. In many cases, activities have been partially implemented at best, or side-stepped and remain uncompleted.[61]

Finding 9: The IE flagship programme has been challenged by the broad nature of its mandate, but it is the only flagship programme attempting to address this challenge through a review and some refocus of its objectives. Despite this review, the programme remains broad and non-strategic and has become an umbrella and a funding hub for a number of other activities, both within UNDP and for government partners. As a result, there is little evidence of achievement of programme outcomes and outputs.

The IE flagship programme, supporting Outcome 2, was designed to support a transformative approach to address the bottlenecks that hinder institutional effectiveness, transparency and accountability in Uganda's public sector, such as: i) gaps in policy, legal and regulatory frameworks, and operational mechanisms to foster effectiveness in public sector management; ii) weak institutional capacities to implement policies for accountable institutional effectiveness and corruption control in an inclusive manner, and iii) weak public demand for transparency, accountability and efficacy in the management of public affairs. The programme aims to ultimately improve government effectiveness, particularly in critical areas such as human capital development (including service delivery).

The programme has 14 responsible partners and additional selected participating local governments and CSOs, complicating coordination and management.[62] These include the Office of the Prime Minister (lead implementing partner), the Ministry of Foreign Affairs, the Ministry of Local Government, the National Planning Authority, the Ugandan Investment Authority and the Anti-Corruption Coalition of Uganda.

More than any other flagship programme, the IE Programme has been challenged by overly broad programme design: the lack of a specific theory of change, the broad nature of outputs, nuanced analysis on what institutional effectiveness means in the Ugandan context, and a strategy on how UNDP support will achieve improved government service delivery. Providing this type of support outside the framework of an overarching public sector reform programme is usually not effective unless it focuses specifically on addressing a single critical bottleneck.

The lack of a clear sector or thematic perspective has also increased the likelihood of overlap between the IE Programme and the other IEG programmes, which also have institutional strengthening components or prerequisites.

IE activities address some core areas of work, including: i) anti-corruption and accountability (development of the anti-corruption strategy, popularization of anti-corruption laws), ii) IE (public sector management development plan support), and iii) LED. However, much of the work of the IE remains ad hoc and lacks strategic focus, with individual activities occurring without a link to other similar focused activities or output areas, all of which do aim to strengthen accountability institutions but would be more effective and realistic through a strategic approach that captured synergies across interventions.[63]

Looking at the work across anti-corruption, accountability and transparency done in 2017, there is a large body of work, or at least numerous activities, including: community level activities (*Barazas* in six districts, three district dialogues); district leaders' support (women leaders in five districts trained on the leadership code, anti-corruption act and governance act, public expenditure tracking surveys training with the Anti-Corruption Coalition Uganda and 10 regional anti-corruption coalitions);

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61 An illustration of this is work under the RLCD output 2 of activity result 3, "Capacities and tools for electoral laws implementation enhanced". Work identified six actions in the programme document with a total budget of $380,000. Of these only one, Action 5, was (partly) implemented in 2017 at a cost of $83,000.
62 The initial project document highlights 20 project partners as well as local governments and CSOs.
63 Evaluation team classification based on the IE annual reports for 2016, 2017 and 2018.

and central level activities (ministries, departments and agencies/CSO transparency camp). Research was done by the programme that examined the links between poverty and corruption, and the compendium of laws, comprising the Constitution of the Republic of Uganda, 1995, the Anti-Corruption (Amendment) Act, 2015, the Leadership Code Act, 2002, the Access to Information Act, 2015, and the Whistle Blowers Act, 2010. The Public Finance Management (Amendment) Act, 2010, was developed. There were significant activities that produced communication and advocacy tools around anti-corruption (calendars with messages generated from the Anti-Corruption Act, Whistle Blowers Act and Access to Information Act, radio programmes and a popular version of the national Ethics and Values System).

Despite the scope of work, it lacks depth. It is not clear what the central thesis or theory of change is to the work on anti-corruption, accountability and transparency, and how activities are linked and supporting each other. Work with districts, though beneficial, is small given how many districts there are. Equally there is no continuity of support to districts, with some being supported in some activities and others being supported elsewhere. The programme is highly ad hoc in its activities and though it may be meeting government partner priorities on an annual basis, it is not operating within a strategic mandate, in part due to the broad scope of its outputs and objectives.

The impact of funding reductions on the ability of the programme to reach its goals is difficult to fully assess for the IE Programme. While the original programme document lacked clear synergies and inter-links across activity results in themselves, clarity is missing on the subsequent prioritization of activities.

The programme was revised at the end of 2017 to enhance its focus towards strengthening public sector management, a government priority. As a result, several smaller activities (mainly implemented by CSOs) related to civic education and anti-corruption activities were discontinued. New key result areas were identified with a total of 23 interventions (partly the same as before, partly new). These were not translated into a revised results framework or into a new multi-annual plan with a subsequent budget. The proposed interventions are slightly more focused, with a limited number of results, but as before they are collectively not enough to achieve the key results, the programme outputs, and the related outcome.

Finding 10: The PSSR flagship programme has a broad mandate. It supports the Ugandan Government in several areas to ensure security, prevent conflict and strengthen institutions to respond to human-induced and natural disasters. The programme includes a focus on enhanced policies for peace and conflict, small arms control, cross-border conflicts and conflict prevention. It has targeted some of its support to specific key areas, but it has also diverted funds into areas outside of the identified scope of the programme document, and with tentative links to the outputs of the programme as a whole. This has limited its results in achieving the programme's outcomes and outputs.

The PSSR flagship programme, supporting Outcome 3, supports innovative formal and informal community security and peacebuilding mechanisms to promote social cohesion. Working in partnership with other UN agencies, work focuses on cross-border peace and resilience system-building initiatives to leverage peace dividends for communities, particularly in northern Uganda. This includes leveraging cross-border initiatives such as the Intergovernmental Authority on Development's Horn of Africa initiative, particularly in Karamoja. Strengthening the voice and participation of women, youth and the elderly is key in this area. The programme worked with over 10 partners, including the Ministry of Internal Security and other internal security agencies, such as the Uganda police force and the justice, law and order sector, the Ministry of Foreign Affairs, several local governments and some CSOs, such as the Inter-Religious Council of Uganda.

The programme's outputs are broad,[64] as with the other flagship programmes, however its seven result areas and more than 60 activities remain opaque in themselves. Given the broad scope of the programme and the broad range of need in peace and resilience within Uganda, coupled with reduced funding, the programme has struggled to keep to a core set of principles, priorities and target activities.

Some specific focal areas can be seen in the work done by the programme despite these challenges, including: i) enhanced policies for peace and conflict (support to the draft National Peace Policy, and the Transitional Justice Policy), ii) small arms control (support to the drafting of the Small Arms and Light Weapons Control Bill), iii) limitation of cross-border conflicts and review of regional protocols on peace and security, support to the Ministry of Foreign Affairs and the Ministry of Internal Affairs on resolution of cross-border conflicts, iv) conflict prevention (enhanced capacities for national consultative forums and mediation, codes of conduct for political parties, bills addressing peace and social cohesion), and v) support to victims of human trafficking (curriculum support for training the Uganda police force, national guidelines on assisting victims of trafficking, support to rehabilitation centres).[65] Similar to the RLCD Programme, the programme has worked on alternative dispute mechanisms using traditional justice practices.

While these areas are somewhat interconnected, they are largely implemented in isolation. A major focus of the programme is support to both international border demarcations and bilateral and tripartite discussions on border security. Community engagement has also been a focus, sensitizing communities to newly demarcated borders. By the end of 2018, the project had supported the demarcation of 158 km of border between Uganda and Rwanda and 17 km between Uganda and the Democratic Republic of the Congo (though this cannot be fully verified).[66] Given Uganda's 2,730 km border with Kenya, the Democratic Republic of the Congo, South Sudan, Tanzania and Rwanda, this is an important contribution. However, it is unclear what the goal is for the programme in this, or where it fits into the government's own border demarcation planning and goals.

UNDP supported regulations, guidelines and strategies on how to address trafficking in persons, supporting improved general prosecution, prevention, victim support and training of police, as well as holding cross-border meetings with Kenya on the issue. However, the programme has not given direct support to victims of trafficking or to strengthening repatriation systems. UNDP supported interesting community and indigenous structures that brought together government officials. These included insider mediators' platforms, cultural institutions, women's organizations and interreligious institutions to prevent and mitigate conflict.

Tracking the achievement of outputs from activity results over time has proven difficult within the PSSR. While the seven overriding activity results remained the same from the original programme document to the annual work plans and the annual reports, the activities under these have deviated, and furthermore changed from year to year. This suggests that partners identify and agree on activities based on meeting partner priorities at the time of annual project meetings, rather than on meeting project outputs and strategic objectives guided by a theory of change. No justification has been found to support the change in activities from the programme document.

The PSSR Programme therefore seems to respond to immediate partner needs and priorities, rather than focus on achieving its main objectives. This approach could work if it fit within a deliberate

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[64] For example, Output 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.

[65] Evaluation team classification based on the PSSR annual reports for 2016, 2017 and 2018.

[66] The 2018 ROAR states, "Overall, 158 km (46 percent) of 342 km borderland has been demarcated with UNDP support since 2016", with 120 km demarcated by 2018. The 2017 ROAR claims 87 km were demarcated in 2017, with an accumulative total of 100 km. The 2016 ROAR detailed 17 km of the Uganda/Congo border as being demarcated.

'process approach' in which outcomes were SMART, fixed and guiding, and where annual activities (and even partnerships) were flexible and based on an ongoing analysis of the context, opportunities and critical support needs, but not if it only responded to the ad hoc needs of partners.

For example, under activity result 2: "Capacity of JLOS [justice, law and order sector] strengthened to deepen community engagement in assessing alternative and informal justice mechanisms", the programme document details seven actions to support this area (monitor existing practices, research, develop a strategy, develop guidelines, consultations, national sensitization, training of practitioners). Implementation as reported in annual reports mention just two: the exploration of alternative dispute resolution mechanisms and the link to formal mechanisms (2017); and the training of traditional leaders and local authorities on case disposal (only one training, not clear how many participants, 2018). If the original actions were based on a good analysis and were needed, then these two small actions would not be sufficient to reach a result, unless others have implemented the other steps.

Activity result 6, "Strengthen the design and enforcement of immigration controls for enhanced national security" has been dropped from subsequent work plans.[67] While the reduced funding has had a clear impact on the programme, there is no clear prioritization or needs analysis that clearly articulates the project's revised objectives and the basis for the subsequent choice of activities.

Finding 11: The broad nature of the IEG flagship programme and the reduced funding have made it highly reactive to government demand for support, through the annual work plan development process. While this is responsive to national stakeholders, it has also meant that resources, human and financial, that are already in short supply are often reallocated to activities that are priorities in the moment, but may not serve medium- to long-term priorities or a strategic approach.

The IEG flagship programme works closely with the Government of Uganda in developing annual work plans. Several work plan activities stand out as not being strongly linked to the central focus, strategy and premise of programmes, even with their broad scope. The challenges faced by such a broad output focus and vastly reduced funds to reach these goals have not been supported by a clear prioritization and consideration of these constraints. Equally, despite the agreed focus of these programmes, some may see the programmes themselves as funding pools or baskets to be used for immediate priorities, rather than strategic programmes with clear theories of change and strategic and prioritized interventions. They are, in effect, meeting Government of Uganda funding gaps rather than strategic needs.

Working with many partners who all have numerous 'unfunded priorities' results in annual plans that contain a number of often unrelated and small stand-alone activities. These have limited 'collective mass' for a real, meaningful impact and are merely filling budget gaps. They can be seen across the three programmes, for example:

TABLE 5. Stand-alone projects and activities under the IEG[68]

RLCD	i.	**Constitutional and electoral policy research on separation of powers.** It is not clear how these papers fit into a broader agenda to stimulate further debate and related policy changes.
	ii.	**A justice service delivery standards' compendium** was developed by the Uganda Judicial Service Commission and the justice, law and order sector in 2018. It is unclear how this fits into a wider strategy to ensure that the judiciary is willing and able to adhere to these standards.

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67 Total budget for this activity result is $1.8 million, 17 percent of the programme's budget, and includes the purchase of border patrol speed boats, motorbikes and pickups.
68 Taken from the programme annual reports and compared with programme documents.

RLCD	iii.	**Public legal awareness conducted in six district councillors' civic education activities**, focusing on local leaders. Unless this was a pilot activity and clear ideas exist on how this can be replicated in other districts, or institutionalized, e.g. councillor induction training, the impact will be minimal.
PSSR	i.	**Support of police investigations and case management systems including:**
		• Purchase of an integrated ballistic system – Bullet recovery system – "48 High system"
		• Collection and cold case firearm exhibition
		• Training of forensic laboratory experts and technicians on quality management systems
		• Procurement of scenes of crime consumables
		• Collection and analysis of fingerprints in prisons
	ii.	**Joint Democratic Republic of the Congo/Uganda investigations into the 5 July 2018 incident on Lake Albert.** Though the investigation was important and a national priority, it is unclear why UNDP funded it.
	iii.	**Ministry of Foreign Affairs to participate in Intergovernmental Authority on Development and East African Community meetings.** Support bilateral meeting between the Ministry of Trade, Industry and Cooperatives and the Ministry of External Trade of the Democratic Republic of the Congo, and support the participation of Ministry of Foreign Affairs and Ministry of Internal Affairs staff in regional fora on human trafficking. This support was event-based but did not link to a process.
IE	i.	**Protocol information system for the Ministry of Foreign Affairs,** which supports the registration and onboarding process of new diplomats to the country, does not clearly contribute to programme objectives.
	ii.	**Anti-Corruption Coalition Uganda to attend a training on governance** in Nigeria, does not clearly contribute to security objectives.
	iii.	**A study of selected ministries, departments and agencies** and their compliance to recommendations made by the Auditor General. If not accompanied by other measures, the impact will be minimal.
	iv.	**There were barazas in two districts to hold local governments accountable.** The baraza activity was cancelled in 2019 due to limited impact, as there was no accountability mechanism that UNDP could monitor, following public feedback meetings. Baraza activity was implemented in only three districts, according to a government representative.
	v.	**Anti-corruption public-private partnership framework** training for 10 regional coalitions. Additional support is needed and not apparent. Trainings alone will not lead to change.
	vi.	**Hiring of three court bailiff firms to follow up on 67 court summonses to recover funds on behalf of the inspector general.** It is not clear what UNDP's value added was other than providing funds and shifting risk from the inspector general to UNDP.[69]

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[69] In the end, this activity cost USh104 million and recovered close to USh300 million. Despite the profitability of the activity and the recovery of funds, the initial costs were not returned to UNDP for future programme activities.

In some cases, though activities may be linked to the broad outcomes and outputs of the programmes, their broader strategy of support or links to policy implementation is unclear. Some additional activities are so delinked from the overall programme goals that they suggest a refocus of the programme itself, though this has not been formally articulated by the programme board or UNDP (such as support to criminal investigations). Given the considerably reduced funding, careful consideration needed to be given to all activities, and whether they should be undertaken as a priority.

Finding 12: UNDP supported the Government of Uganda in the integration of the SDGs, and its work was appreciated and comprehensive. The office worked closely with the Office of the Prime Minister and others in the development of Uganda's Third National Development Plan (NDP-III), including detailed support to the Industrialization Strategy. However, in all cases this work would have benefited from a clear and detailed strategy and specific funding allocation in order to ensure clarity of direction and goals.

UNDP Uganda, as part of the UN SDG technical working group, participated and supported the government, along with other UN partners, in several SDG areas, including the following in 2018: i) Support to the government's SDG roadmap, ii) Support to the production of the national SDG bulletins by the Office of the Prime Minister, and iii) Preparation of the planning framework for SDG implementation in Uganda. During the former country programme, UNDP delivered strong support to the drafting of the NDP-II, ensuring SDG integration at an early stage and ensuring that the NDP-II was more strategic than its predecessor.

Under each of the three flagship programmes, funds were used to finance SDG-related activities, with support across a broad range of partners and in a broad range of areas. UNDP's Strategic Policy Unit has undertaken several activities to support SDG adoption and integration into government planning.

- **PSSR**, 2016: Orient 30 new ambassadors on SDGs

- **RLCD**, 2016: Sensitize Parliamentary forum on SDGs

- **RLCD**, 2017: Parliamentary SDG self-assessment tool launched and operationalized in Parliament.

- **PSSR**, 2018: Support annual audit of Goal 16 (Development of multi-sectoral M&E tools for goal 16 of the SDGs) to regularly report on implementation of the goal

- **IE**, 2018: District training on localization of SDGs, national SDG coordination framework & SDG Local Governance Executive Snapshot – Toolkit.

- **RLCD**, 2018: Training was carried out and discussions held with Parliamentary committees on mapping the SDGs. The SDG roadmap, the Parliament and CSO partnerships to promote the SDGs in Uganda were also supported.

Overall, when viewed from afar this constitutes a comprehensive portfolio of work and closely fits with the government's 'Roadmap for creating an enabling environment for delivering on SDGs in Uganda",[70] which was developed with UN support in Uganda. However, the strategy and overall intervention logic for UNDP could be better articulated to support the implementation of this roadmap.

2.3 Sustainable, inclusive economic development

The Sustainable, Inclusive Economic Development portfolio – Outcome 4 – strengthens capacities for natural resource management, climate change resilience and disaster risk reduction, while expanding livelihoods and creating employment opportunities through empowering youth, women and other vulnerable members of the population.

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[70]   https://www.undp.org/content/dam/uganda/docs/UNDPUg18%20-%20Uganda%20SDG%20Roadmap.pdf

The programme is highly relevant as it is aligned to the NDP-II, Vision 2040, SDG Roadmap, the 2018 Uganda Green Growth Development Strategy, the 2015 National Gender Policy and the 2014 Uganda Partnership Policy.

→ **RELATED CPD OUTCOMES**

Outcome 4: By end 2020, natural resources management and energy access are gender responsive, effective and efficient, reducing emissions, negating the impact of climate-induced disasters and environmental degradation on livelihoods and production systems, and strengthening community resilience

Finding 13: UNDP's work in SIED and its two flagship programmes, the IGG and CCR-DRR Programmes, have seen achievements towards outcome 4, above, as well as cooperation across the two flagship programmes. This has benefitted from a clear central mandate and joint outcomes that have enabled the two programmes to work closely together.

The SIED pillar and the two-core flagship programmes both have climate change adaptation and resilience as central to their focus and are both working towards a single outcome. The UNDP SIED portfolio was designed to focus on strengthening capacities for: (a) natural resource management, adaptation, and developing resilience to climate change and disaster risk, and (b) green growth and expanding livelihood and employment opportunities, including supporting the integrated approach to fostering sustainability and resilience for food security.

As with the other flagship programmes, the SIED flagship programmes have been considerably underfunded, receiving only $6.72 million in budget (IGG $3.5 million and CCR-DRR $3.21 million), all UNDP-funded, compared to the programme document expectations of $40.8 million (IGG $17.9 million and CCR-DRR $22.912 million), and an additional $3.2 million in co-funding allocations to various projects. However, from 2016 to 2019, the SIED portfolio also received vertical funds of $17.1 million (expenditure $12.9 million), $1.6 million in Japan resilience funds (expenditure $1.5 million), and some donor funding (primarily EU/Germany for the Low Emission Capacity Building Project). This meant that although there was a considerable shortfall in funding for the two flagship programmes, the SIED pillar still managed to receive $32.2 million in budget.

This included funding for eight GEF and GCF vertical fund-financed projects (excluding project preparation grants and regional projects) including:

- **Building Resilient Communities, Wetland Ecosystems and Associate Catchments in Uganda** (GCF), 2017-2025, $26.1 million proposed project ($24.1 million GCF, $2 million UNDP) with $5.1 million budget and $3.5 million expenditure in 2016-2019

- **Addressing Barriers to Adoption of Improved Charcoal Production Technologies and Sustainable Land Management Practices** through an integrated approach, 2014-2019 (extended from 2018), $3.9 million expenditure during the current cycle of total $3.3 million[71]

- **Strengthening Climate Change Information and Early Warning Systems in Uganda for Climate Resilient Development and Adaptation of Climate Change Project,** 2013-2018 (extended from 2017), $2.5 million

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[71] The project document proposes a total project budget of $3.48 million funded by GEF, with complementary co-funding from the government ($6.9 million), UNDP ($1.86 million) and other agencies bringing the total to $18.065 million. The co-funding primarily itemizes existing complementary initiatives – e.g. the UN Capital Development Fund CleanStart, the Ministry of Water and Environment REDD+ funding, etc. The actual total budget received was $3.87 million.

expenditure during the current cycle with $4.4 million total expenditure[72]

- **Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape in North Eastern Uganda**, 2013-2019 (extended from 2017), $2.3 million spent during the current cycle of $2.9 million total expenditure[73]

- **Fostering Sustainability and Resilience for Food Security in the Karamoja Sub-Region**, 2017-2021, $1 million budget and $325,000 expenditure from 2016 to 2019.[74]

This has enabled the programme to focus on several core project areas as well as capture synergies across and between projects and programmes. Many of the environment projects include co-funding from the Ugandan Government, however there has been some misunderstanding over whether this commitment is in-kind or cash. For example, the Wetlands Project proposes a $24.1 million grant from GEF matched with $2 million from UNDP (administered by UNDP), and $18.1 million in parallel co-financing from the government. A representative from the Ministry of Water and Environment stated that in the project document co-funding was considered in-kind, and was informed after that it was cash. Under these constraints the ministry may have reconsidered accepting the project. Similarly, the Commissioner for Disaster Management noted that the CCR-DRR Project government contribution

was undetermined and understood to be in-kind (including office premises and staff).[75]

The office made progress in terms of internal coordination of projects, and with external stakeholders. The CCR-DRR and IGG staff work in a cooperative and shared manner across both programme areas in the same office space and report both areas in a combined reporting matrix. CCR-DRR partners appreciate the institutional synergy that UNDP has promoted with other stakeholders and donors, which has allowed criteria, standards and reporting to be unified. The government approves the joint work of UNDP with other UN and government agencies. There is a good relationship with the government and confidence towards UNDP. The government also values UNDP's flexibility, field expertise, proper project management, experience exchanges and reliability. At all levels UNDP has supported collaborative approaches, in many areas for the first time. This has strengthened the work the office is doing and improves the possibility of sustainability of activities.

Other donors appreciate the fact that UNDP works with partners at all levels–national, regional and community. The collaboration with UNDP is considered positive, given the information sharing. UNDP chaired the Environment and Natural Resources Development Partners Group in 2018 (chairs rotate annually) where donors meet monthly to discuss planning and investment, and avoid duplication issues. The group includes 7 to 10 different organizations, including France, Germany, the EU, USAID, the World Bank and UN agencies.

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[72] The project had a total budget of $4.9 million from 2014-2018 ($4.5 million GEF, remainder UNDP) of which $4.4 million was spent. The project document proposed a $4 million GEF grant with $3.9 million co-funding from UNDP, $17.8 million government (in-kind) and $1.96 million other.

[73] The project dates were January 2013 to December 2019, extended from March 2018. The project document proposed a $13.76 million project, with $3.08 million from GEF, $2.53 from UNDP, $5.66 from government, and $2.5 million from NGOs and other sources. The total budget received was $3.96 million.

[74] The project document outlines a total budget of $65.1 million – $45 million government co-financing, $13 million in UNDP funds, and $7.1 million in GEF funds, with UNDP receiving $3.6 million (the remainder administered by the Food and Agriculture Organization).

[75] The project document for the GCF Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda Project varyingly calls for "Parallel co-financing (all other co-financing cash and in-kind)", p. 2 signed; $18.122 million contribution from the Ministry of Water and Environment under the heading "In-kind (in million)", p. 59; and has a signed project letter (July 2015) from the Government of Uganda stating, "The purpose of this letter is to confirm co-financing of the project to the tune of US $18,122,000. This commitment is in-kind as part of the Ministry of Water and Environment's ongoing projects and programmes", p. 86; and a subsequent letter from UNDP to the Government of Uganda, February 2017, asking "I would like to request government to allocate $18.122 million as co-financing", p. 85. The CCR-DRR project document budget lines are each marked "UNDP/other"; the cover page lists a UNDP contribution of $8.122 million and overall budget of $14.712 million, while the source of the other funding is not marked. There are no explicit references to government contributions, and underfunding is also not listed as a risk or assumption.

Finding 14: UNDP developed comparative strengths and strong added value in disaster risk reduction and improving capacities in climate change to better prepare the Ugandan Government and its institutions for disaster and climate change related challenges. UNDP supported the government to better plan for disasters and the required response approaches, and foresee climate and weather-related issues through improved forecasting and sharing of weather-related information. This considerably strengthened disaster risk reduction and management in the country.

In 2014, Uganda was considerably under-capacitated in its climate-related data collection availability, quality and reliability. At the time there were only three weather stations in the country, and officials transmitted information over the telephone and recorded it manually in notebooks. With UNDP support, the government established 20 stations with automatic information systems that allow access to quality information in real time, allowing for more accurate forecasts, broadening of the user base to include the agricultural, aviation and tourism sectors, a greater trust in government institutions, and the reduction of weather-related disasters.[76] The impact appears highly sustainable given that the government has also allocated resources for maintenance and there is no rotation of meteorological personnel due to their specialty, which allows for continuity across time. This allowed the climate organization to be recognized globally for the first time and accredited with an ISO quality management system certificate.[77]

Improved and reliable weather information is a key input for strategic decision-making and public policy formulation. Farmers also benefit from this information for crop planting, harvesting and disaster prevention. Additionally, it serves as an input for the national risk reduction platform. Ugandan institutions have been strengthened through this initiative. There are now monthly meetings to discuss the figures and take action, making the government increasingly proactive and data-driven in its disaster prevention and mitigation strategy, and response, through the use of advanced technologies that allow Uganda to anticipate and mitigate food shortages, drought and natural disasters. Previously, the disaster management approach was more reactive.

The national early warning system was established at the National Emergency Coordination Centre, which generates monthly emergency-related bulletins. This has strengthened the institutional capacity of relevant government agencies to generate and disseminate real-time climate information for risk-informed planning and early warning. Access to real-time climate forecasting through real-time alerts, and early warning through the inter-ministerial integrated monthly bulletin, has improved the quality of and access to weather information, as well as its use for disaster management.

UNDP supported the development of the National Risk Atlas, which further strengthened public and private investment due to its assessment of risk sensitivity. The National Risk Atlas, for the first time, allows the National Planning Authority to approve public investment according to a risk analysis and assessment. Ownership by the government has been very high, to the point that the Commissioner of the Department of Disaster Preparedness and Management of the Office of the Prime Minister has now fully taken over the project. In addition, all ministries, departments and agencies must include a risk analysis based on the atlas when submitting their annual budgets for approval.

However, production of the risk atlas was delayed due to the flagship programme budget shortfalls. The atlas was produced across several years rather than over one year, as planned. With the support of UNDP, community risk response plans have been developed marking the first time that communities have developed plans and solutions to potential risks, without receiving resources. However, the

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[76] An automatic message switching system, which analyses and exchanges weather information in real time from the National Meteorological Centre to the Global Telecommunications System was established with UNDP support.
[77] https://atcnews.org/2019/02/12/uganda-caa-attains-iso-certification/

coverage of districts was lower than planned due to the budget restrictions.[78]

Finding 15: The contribution of the IGG flagship programme has been effective in strengthening national capacities for sustainable management of natural resources in a way that creates jobs and improves livelihoods. This contribution could eventually lead to more direct results in the field with local communities, provided that the programme can achieve greater scalability.

With the support of the IGG flagship programme, policies have been implemented for sustainable management, livelihoods, job creation and mainstreaming of environmental issues in the government agenda.[79] UNDP provided technical support for drafting policy documents, but also provided financial and logistical support for the consultations and validation meetings. UNDP convened and facilitated consultation sessions with different key stakeholders to identify policy gaps and specific needs, and to elaborate proposals. This supported the development and transition of a number of strategies and laws, such as the Law on Energy Efficiency and Conservation, the principles of which were approved by Cabinet in January 2016. The draft bill has been prepared and is awaiting Cabinet approval. Others include the Strategic Plan for Environmental Management, which has been settled and establishes specific roles, and the Geothermal Energy Policy, developed between 2016 and 2017.

UNDP generated a number of documents that informed planning, policy formulation and dialogue, as well as academic research in the mining, energy, natural resource management and tourism sectors. UNDP contributed to the tourism sector through support provided to an assessment of protected areas, and to hosting the conservation and tourism investment forum.

In livelihoods generation, UNDP Uganda was active through a few projects and initiatives, including the Uganda Green Incubation Programme-Songhai, which provides skills to empower youth, women and communities to harness natural resources sustainably and organically for improved livelihoods. Emergency employment was created through cash-for-work activities for refugees and host communities, as well as savings support and business training. There is evidence that the green incubation model for establishing an integrated agricultural system, with organic agriculture and green jobs generation, has been defined and adopted by different communities. A number of households have adopted sustainable consumption and production technologies, and good practices on climate smart agricultural production that have created food security, and in some cases, production surplus for commercialization.

While collectively this illustrates a positive move forward with employment creation and alternative livelihoods generation, there are a number of caveats. The refugee and host community cash-for-work activities are short-term injections of cash and are not sustainable in the long term. However, they have been linked to savings group support and business development coaching, which is hoped to lead to self-employment, but will need ongoing support. Equally, the Songhai model, developed in Benin,[80] which has been supported financially by UNDP and the Government of Uganda, is costly and highly technical. It currently involves technical input from Benin-based experts, as well as training of youth in Benin itself. The design of a successor project (not in place at the time of the evaluation) moves away from external support and relies more on young Ugandan agricultural graduates trained in Benin to support the project. However, though clearly growing in scope, the project remains in its initial phase and will need ongoing expert

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[78]   Nine districts trained as of June 2019 from planned national implementation. At the time there were 122 districts across Uganda.
[79]   The largest of the IGG interventions includes: Inclusive Green Growth for Poverty Reduction (flagship project), Switch Africa Green, Green Charcoal Project, Kidepo Critical Landscape Conservation Project, Biodiversity Finance Initiative – BIOFIN, African, Caribbean, Pacific Group of States-EU Development Minerals Programme, Stabilization and Livelihood Enhancement for Refugee Communities in Northern Uganda, Inclusive Business Ecosystems, and the Graduate Volunteer Scheme.
[80]   http://www.songhai.org/index.php/en/home-en

agricultural technical support (in addition to the agricultural graduates). It will also need a clearer and more solid business plan if it is to be both sustainable and replicable across Uganda.

The Extractive Industries for Sustainable Development Project (African, Caribbean, Pacific Group of States-EU)[81] Development Minerals Programme taught artisanal and small-scale miners business and enterprise development skills. UNDP partnered with the United Nations Environment Programme under the EU-funded 'Switch Green Africa',[82] a six-country project across Africa to foster green economy transformation and address sustainable consumption challenges through: i) micro, small and medium enterprises and business service providers that are better equipped to seize opportunities for green business development, ii) better informed public and private consumers, and iii) enabling conditions in the form of clear policies and regulatory frameworks and incentive structures. In Uganda, the project worked with the government to strengthen policy for green agriculture. It also reportedly supported micro, small and medium enterprises across a range of sectors with training and by supporting changes in their sustainable consumption and production technologies.

At the local level, UNDP supported women-led charcoal production associations in the pilot districts of Kiboga, Kiryandogo, Mubende and Nakaseke to improve their income and their organization. This was linked to upstream work and a framework for institutional coordination and resource mobilization which was developed between the Ministry of Energy and Mineral Development, local government authorities and the National Forest Authority to manage the charcoal trade at district level.

UNDP's green growth initiatives had a national focus and contributed to policy processes and capacities for adaptation of natural resource management, livelihoods and job creation at the local level. UNDP has linked its community-level initiatives with national policy development, but still needs

to demonstrate well-tested programme models. Income-generation and livelihood activities had outcomes at the community level, yet scalability remains an issue.

Finding 16: UNDP has successfully supported the development of legislative and institutional climate change frameworks, important instruments to meet the country's international commitment to the United Nations Framework Convention on Climate Change. However, institutional weaknesses and a lack of funding in the country remain a challenge to the effective implementation of these policies at both national and sub-national levels.

UNDP has taken a comprehensive approach to ensuring the integration of climate change within a number of key national energy, climate change and growth strategies. This has included support to the development of the Ugandan Green Growth Strategy (2017-2018) and the Climate Change Bill, which is pending approval by the Parliament of Uganda. UNDP also supported efforts to integrate climate change into key sectors, including the energy sector, as part of implementation of the Nationally Determined Conditions – a national commitment to the United Nations Framework Convention on Climate Change.

UNDP contributed to: the issuing of the Energy Efficiency and Conservation Bill to regulate the rational use of energy and promote its efficiency and conservation, in 2016; the Mining and Minerals Policy in 2018; mining regulations in 2018 to respond to sectoral challenges in formalizing the status of artisanal and small-scale miners' operations; and the Action Plan for National Biomass Energy Strategy.

At the local level, UNDP helped districts establish energy agendas through household surveys and a needs assessment. The private sector participated with the production and distribution of solar systems, efficient kitchen stoves, and other energy solutions. Some financial institutions have

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[81]   African, Caribbean, Pacific Group of States-EU Development Minerals Programme.
[82]   http://www.switchafricagreen.org/UG/

participated in training and awareness sessions for the financing of solar systems.

Work at the institutional level is relatively broad and encompassing, but the implementation of strategies and plans at the local level has been affected by limited resources. Consequently, there are few environmental benefits on the ground. A further consequence of reduced work downstream due to decreasing budgets is inadequate community-level engagement to inform the debate.[83]

Finding 17: UNDP has made efforts to improve programme design within SIED by prioritizing interventions and identifying a broad theory of change, however there is still room for further strengthening of theories of change, programme design, targeting and budgeting.

The initial design of the SIED Programme was built on the focus, impact, added value and comparative advantages of UNDP.[84] The number of topics and areas has been reduced compared to the previous country programme, likewise the number of projects has been reduced and re-grouped. The country office did a global analysis of gaps and obstacles in the sector, with some of the most relevant being: i) lack of legal policies and frameworks, ii) lack of institutional capacities, iii) lack of capabilities at the community level, and iv) dependence on biomass for energy sources.

However, in terms of programme design and scope, the SIED outcome remains broad and involves different changes at the same time: i) effective natural resource management, ii) reducing emissions, iii) negating the impact of climate-induced disasters, iv) environmental degradation on livelihoods and production systems, and v) strengthening community resilience. All these changes could be individual outcomes on their own. The expected outcome is overly ambitious given the country context and the

limited time and resources. Project design is not clear in terms of contribution and attribution, differentiating what falls under the country programme control and what does not.

While theory indicates that there is a nexus between environmental sustainability, economic growth and poverty reduction, the direct contribution of these projects to "effective and efficient natural resource management, reducing emissions and environmental degradation, and strengthening community resilience" is not clear. This situation proved to be a challenge for the country office in terms of reporting on results.

The designation of focus under SIED is somewhat clear in its design, but it allows for intersections of collaboration between the IGG and the CCR-DRR programmes. The IGG approach supports sustainable livelihoods through innovative approaches to the protection and utilization of natural resources, while the CCR-DRR identifies environmental pressures and reducing shocks and stresses. Boundaries are not always clear and projects sometimes contribute to both initiatives. However, the attribution of impacts is challenging, especially due to the lack of data and measurement of qualitative targets, such as increased awareness and capacity building, something which is not unique to these programmes or to Uganda.

This limits and hinders the reporting process as it is not clear how individual projects contribute to cross-cutting targets. Despite or possibly because of the broad programmatic framework, the country office is taking a project approach, not a systematic and strategic programme approach, as it is mostly activity-based with no long-term view of future actions. Not all projects have an exit strategy, nor long-term sustainability planning. As mentioned earlier, the links between the overriding CPD indicators in the results and resources framework (drawn

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83   UNDAF mid-term evaluation 2018, also found that "the UN focus on upstream support with limited downstream effort may result into high level policy frameworks that are not translated into desired results at the grassroots" p. 12.

84   The previous IEO Uganda Assessment of Development Results in 2009 stated that: "Programme efficiency was undermined by spreading funds across a wide range of activities. UNDP should continue to engage in priority areas where enhanced national capacity and ownership can produce significant strides. The organization needs to become more strategic in its focus. All programme interventions should be oriented towards informing policy formulation and providing technical support."

from the NDP-II and the UNDAF) and output indicators are unclear and there are no baselines or clear indicators on the situation of natural resources in the intervention areas.

Finding 18: UNDP is building a more cohesive and comprehensive portfolio of support to the refugee crisis in Uganda. Though initial support has been short term in nature (due to funding constraints), the staged nature of the support has allowed the office to develop clarity in its strategy that has enabled the development of additional partnerships for longer-term interventions.

The influx of refugees seen in Uganda in recent years from neighbouring South Sudan, Burundi and the Democratic Republic of the Congo has led to Uganda hosting over 1.3 million[85] refugees,[86] making it the third largest host country for refugees globally.[87] In previous years, UNDP has mostly kept its role in the refugee crisis to one of advocacy and support. This included coordination of the 2017 Uganda Solidarity Summit on Refugees,[88] as well as a number of investment profiles for the refugee hosting districts.[89] UNDP also supported a summary study in 2017, 'Uganda's contribution to refugee protection and management', which examined the overall direct and indirect cost to Uganda of the refugee crisis. This was estimated in 2016/2017 to have been over $320 million,[90] although the study did not highlight the financial contribution that came from hosting refugees.

While UNDP does not normally operate in the response phase of a refugee crisis, in 2017 it developed the Emergency Response and Resilience Strategy for Refugees and Host Communities Project.[91] The project worked with refugees and host communities to develop: i) emergency livelihoods and economic recovery, ii) prevention and response to sexual and gender-based violence, and iii) capacity building of national and local government. The project was budgeted at $21 million, with TRAC funding from UNDP of $300,000.

UNDP's work with refugees in general has been regularly supported by the Japanese Government through its supplementary budget, although on an annual basis. Japan's supplementary budget is designed to bridge gaps between initial emergency response and development needs and programme development and establishment. The Japanese Government supported UNDP between 2017 and 2018 with $748,000 in budget through the Emergency Response to South Sudanese Refugee Influx: Enhancing Human Security for Refugees and Host Communities in Northern Uganda Project. It supported UNDP again in 2018 and 2019 with $1.6 million in budget through the Strengthening the Humanitarian-Development Nexus in Responding to the South Sudanese Refugee Crisis in West Nile, Northern Uganda Project. This built on its past development work in northern Uganda with the Local Development and Social Cohesion Project, extended from the previous cycle.

While the Emergency Response and Resilience Strategy for Refugees and Host Communities Project was not fully funded and able to address all its goals,

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85   https://data2.unhcr.org/en/country/uga

86   There remains some confusion around the actual numbers of refugees in Uganda following a 2018 UN OIOS audit and investigation, triggered by whistle blowers. This found evidence of fraud in the use of refugee funds and an inflation of refugee figures by upwards of 25 percent. https://www.reuters.com/article/us-uganda-refugees/un-audit-finds-graft-and-misconduct-in-its-uganda-refugee-program-idUSKCN1NY230

87   https://www.unhcr.org/en-us/figures-at-a-glance.html

88   http://www.ug.undp.org/content/uganda/en/home/presscenter/articles/2017/06/26/uganda-s-solidarity-summit-for-refugees-raises-over-usd300m.html

89   UNDP developed investment profiles for Adjumani, Arua, Hoima, Kamwenge, Kiryandongo, Koboko, Kyegewa, Lamwo, Moyo and Yumbe districts detailing the demographics, main economic activities and investment opportunities in each district. http://www.ug.undp.org/content/uganda/en/home/library/SustainableInclusiveEconomicDevelopmentProgramme/RefugeehostingdistrictsInvestmentProfiles.html

90   https://data2.unhcr.org/en/documents/download/64687, 2017. The study estimated direct and indirect costs including those for education, health, security, land, ecosystem loss, energy and water, other, and estimated tax exemption (losses) due to UN agencies' tax-free status.

91   http://www.ug.undp.org/content/uganda/en/home/operations/projects/SustainableInclusiveEconomicDevelopmentProgramme/TheEmergencyResponseandResilienceStrategyforRefugeesandHostCommunitiesproject.html

it did outline a strategy and approach for UNDP in its work with refugees and host communities. This supported the development of a new partnership with KOICA, the Uganda Host and Refugee Community Empowerment Project (2019-2022), budgeted at $9 million with $7 million funded by KOICA and $2 million funded through UNDP TRAC. The project takes up many of the goals of the previous unfunded emergency response strategy and has outputs and key actions focusing on: i) job creation through cash for work, ii) vocational and skills training, iii) agricultural value chain development, iv) local authority capacity development, and v) gender-based violence prevention.

In recent years, UNDP has started to work more closely with other UN agencies in their support to Uganda's refugees, and the government in its response to the influx, after some years of sectorial and territorial competition in this area. The office has worked closely with the Government of Uganda in implementing the Comprehensive Refugee Response Framework[92] and the Refugee and Host Population Empowerment Strategic Framework.[93] UNDP also recently supported the Ugandan Ministry of Water and Environment in developing the detailed water and environment sector response plan for refugees and host communities (November 2019) along with a number of other UN agencies, while UNDP and the United Nations High Commissioner for Refugees jointly chair the energy and environment refugee technical working group. However, more collaboration should be developed to effectively support the Ugandan Government to address the refugee influx.

There was evidence during the evaluation that communication within the office in this area was not optimal and that the programme's delayed responsiveness to government requests, as well as donor opportunities, were endangering the strategic and cooperative approach needed for resilience support. While the resilience projects and team were operating nominally under the IGG programme and SIED pillar and were developing a comprehensive programme of work, other programmes, namely the IE, were supporting the placement of planning and coordination advisors within the Office of the Prime Minister. This focused on "capacity development of national level actors on resilience programming".[94] This was in support of mainstreaming the National Vulnerability and Risk Atlas into the NDP-III, a previously SIED-supported activity. This is a clear illustration of the development of silos and competition between pillars and the failure to capture synergies, communicate and cooperate effectively under the current programme structure, a structure that was designed to strengthen and not weaken cooperation.

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92   https://opm.go.ug/comprehensive-refugee-response-framework-uganda/
93   https://data2.unhcr.org/en/documents/download/64166
94   Supported by the Swedish Civil Contingencies Agencies (MSB).

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

3.1 Conclusions

- **Conclusion 1: Alignment with national priorities – UNDP Uganda continues to work closely with the government. The design of the CPD, its outcomes and ultimately the flagship programmes further illustrate a commitment to ensure strong alignment with the government's own plans, including the NDP-II. However, its implementation reliance around five underfunded flagship programmes has constrained the office's work and limited the level of depth in a number of areas.**

The UNDP Uganda office has continued a close partnership with the Government of Uganda and other partners in implementing the CPD. The design of the UNDAF, CPD and the flagship programmes are strongly aligned with the government's own NDP-II, with results measured against the same results framework. Despite budget pressures across the programme, UNDP has tried to ensure all partnership commitments have been met, and annually or bi-annually ensures financing and support to activities with most of its partners. This close alignment and partnership means that some of its support activities should be sustainable going forward. However, this government partnership and support has not resulted in any significant direct financial support of UNDP's activities and most of the financial support remains in-kind.

As outlined in detail in the evaluation findings, the five flagship programmes have faced several challenges in initial design and actual implementation. Each of the programmes, to varying degrees, was designed around broad outcomes and outputs and numerous partnerships to achieve the programme objectives. In order to meet these broad outcomes and outputs and to meet partner expectations, the programmes had highly optimistic budget outlooks that relied heavily on financial support from UNDP through its core funding stream. This was unrealistic from the outset and did not reflect the country office's previous years' allocation of core funding nor the reality of UNDP funding constraints.

Subsequent implementation and the considerable gaps in funding have meant that UNDP and partners have had to scale back activities in number, scope and depth. There is no strong evidence that other portfolio projects faced these gaps. The office should have taken the opportunity to recognize these challenges and re-prioritize activities, and the number of partners. This could have been done in line with a strategic realignment exercise recognizing the challenges in implementing the five programmes, given their broad scope and considerably reduced budget.

For the most part UNDP instead retained partnerships with central agencies, though with reduced funding for activities. In many cases, reduced funding meant that activities were selected in response to the annual needs of partners rather than the strategic goals of the programmes and the government, as identified during the design phase. Where prioritization decisions were made, the rationale is not clear. District and community level activities bore the brunt of most of the reduced funding, with activities scaled back considerably or cancelled completely. The scaling back of district-level work weakened the piloting of activities and the links to upstream work.

This lack of prioritization, strategic focus and theory of change, as well as the annual demand-driven development of activities, also led to activities with tenuous links to programme objectives, outcomes and outputs, which took resources that could have been allocated to strengthening a focused body of support across the flagship projects.

- **Conclusion 2: High reliance on core resources – UNDP Uganda's continued high reliance on TRAC funding is unsustainable. The office has only had limited success in leveraging TRAC funds or attracting a broad base of additional donor or government funding, although there has been some diversification of funding through the work in resilience and the environment. The office has not sufficiently engaged with the broader donor community or been able to fully communicate and garner interest**

in a number of its work areas, activities and programmes.

In recent years, UNDP has been able to raise funds for some new projects. While they have been highly successful in building their environment portfolio through access to vertical funds and GEF and GCF projects, they have also expanded their partnerships and projects with support from Japan and the Republic of Korea for resilience work. Elsewhere, namely under the five flagship programmes, activities have remained reliant on TRAC funding, a source of funding that is not increasing. New projects seek co-financing commitments, which draw TRAC funds away from these flagship programmes, further restricting the availability of funds for programme commitments. The flagship programmes and their financial commitments have limited UNDP's ability to be more strategic in its use of funds and in leveraging TRAC funding for additional external funds, as intended.

While UNDP has continued its close relationship with the Government of Uganda, its profile among donors has not been high, especially in its work supporting governance. This has reduced its ability to build cooperation and partnerships with multilateral and bilateral agencies. The challenges UNDP faced in implementing its CPD, as well as the demand-driven nature of many activities has made it difficult for the office to articulate to other donors what its strategic focus and intent is and where its comparative strengths and value-add lies. Overall, UNDP has been unable to meet most of the objectives under its 2016-2020 Partnership and resource mobilization strategy/action plan. This is especially the case in its IEG interventions.

In SIED, UNDP has been more successful in resource mobilization, especially through vertical funds. The construction of several activities around climate change and disaster risk reduction, as well as in livelihood generation and resilience has established new partnerships with several donors. However, here also UNDP has not developed broad partnerships. Other

partnerships have been restrained by the access to financing and the over-reliance on core funding for activities under the flagship programmes. Programme documents outlined numerous activities, with many district local governments to give downstream support across a number of activities. While this has happened, it has been scaled back to a point where impact and lessons are minor. Equally, partnerships with CSOs and the private sector have been either scaled back or dropped completely.

● **Conclusion 3: Poor results-based management/theory of change/programme approach – There is a lack of clarity to UNDP Uganda's results-based management and theory of change, which form the basis for programmatic support, as well as the overall programme approach and monitoring to inform management decisions. This limited the development of synergies, learning and adaptive management.**

The evaluation found that while the country office had followed UNDP organizational approaches to results reporting, the process of monitoring was not optimally measuring progress towards results or providing feedback to support strategic decision-making processes. In many cases, the country office collated beneficiary figures and results submitted by implementing partners, without substantial independent verification beyond sporadic field visits. The CPD lacked plausible indicators, baselines, verification sources, targets or milestones, and therefore had no way of assessing whether they were achieving their intended results. This is related to the lack of a detailed theory of change to describe how results will be achieved through inputs, activities and outputs.

The alignment between monitoring, evaluation, knowledge management and communication is insufficient to effectively promote learning for improvement. Further, monitoring 'spot-checks' are triggered by financial (underspending, poor audit performance) rather than programmatic indicators. While delivery of funds is an important indicator for under-performance, there may

be projects that are spending funds, but that may not be on track to achieve project outcomes.

- **Conclusion 4: UNDP's work in IEG has built on considerable past work, experience and partnership in the governance sector in Uganda. The restructuring of the programme portfolio and the development of the IEG pillar and its three flagship programmes has helped bring alignment and focus to the portfolio in some cases (rule of law and peace and resilience) but has mostly struggled in other areas (IE). The IEG pillar was impacted more by the flagship programme design and reduced budgets, which considerably reduced its ability to meet its outcome commitments.**

UNDP's focus on IEG is highly relevant and closely aligned to the government's own priorities, as articulated under the NDP-II. Good governance is fundamental to improving the quality of service delivery by public institutions, while poor and marginalized people suffer most from the detrimental development impact of poor governance. However, although the three IEG flagship programmes each address relevant national development priorities and underlying governance issues, the three flagship programmes' design and implementation have not built on synergies or supported cooperation across the programmes, nor have they supported a strategic and targeted set of interventions. Equally, design and budget issues, identified in detail in this evaluation, have been magnified in the IE flagship programme, especially as there are no other sources of financial support and partnerships have been limited to government partners for the most part.

While the RLCD and PSSR programmes have greater thematic focus, their broad scope has meant that they have often operated through scattered and one-off activities, which while demand-driven are not strongly linked to core objectives. The RLCD and PSSR programmes have been able to build some cooperation and synergies. The IE Programme, with its extremely broad scope, initially struggled to find its focus. It was one of the only programmes to attempt to address programmatic challenges, as well as its financial constraints, through a restructuring process in 2017. However, despite this restructuring IE continues to lack a specific focus and strategic objective and remains somewhat demand-driven and ad hoc in its activities.

In governance especially, UNDP as an organization sees a high demand for support in strengthening institutions to meet their commitments and service mandates to their citizens. If UNDP's support is left to an annually demand-driven process, as is the case in the three IEG flagship programmes, it is highly likely that the programme will fulfil only short-term government priorities, addressing short-term financial shortfalls rather than meeting the central objectives of the programme.[95]

- **Conclusion 5: SDGs, resilience and refugee support – Outside of the two pillars and five flagship programmes UNDP has been able to develop an additional portfolio of activities, including support to government planning, SDG integration and supporting resilience in response to the refugee issues in Uganda.**

UNDP was able to establish itself in a number of other areas during the current CPD period, including ongoing support to the integration of the SDGs, and support to the government's planning process, including in detail on the Industrialization Strategy. UNDP's work on the humanitarian crisis, while not initially receiving funding, is now strongly supported through several ongoing and new partnerships. Each of these areas may have benefitted from their own

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95 The Uganda UNDAF mid-term review, 2018, found that "the governance pillar is less likely to achieve the intended results by 2010 (sic) unless there is fast-tracking of key governance interventions that are directly linked to intended outcomes such as electoral reforms to promote free and fair elections and separation of powers" (p. 13). UNDP's IEG pillar and programmes are major contributors to the UNDAF governance outcomes. Achievement is reliant on UNDPs effective implementation of its programmes.

project documents, strategic goals and secure financial resources. In many cases they have fallen under the umbrella of programmes and have had to negotiate financial support on a case by case basis, making it difficult to strategically develop medium- to long-term approaches to support communities and the government and to develop partnerships.

- **Conclusion 6: Environment – UNDP's environmental portfolio under the SIED pillar has built on the organization's comparative strengths in institutional capacity building. UNDP has successfully supported the implementation of a range of environmental and natural resource activities in partnership with the Ugandan Government, which have delivered a mix of upstream and downstream contributions that are strongly aligned to national priorities and commitments, as well as UNDP's own strategic priorities.**

Government stakeholders recognized UNDP as a leading agency in the areas of natural resource management and policy support for climate change, green growth and disaster risk reduction. The SIED used a two-fold strategy encompassing downstream and upstream interventions that, to a degree, informed each other. This positioned UNDP close to government policy development and decision making, especially in climate change, and also saw it partner with the media, the private sector and civil society. In this context, the CPD filled an important niche in terms of orienting the SIED agenda towards policy making based on pilot activities in the field with local authorities. This strategy is relevant as it raises ownership from all key stakeholders, however in order to be effective it needs to expand implementation at the local level, beyond a few districts. A National Environment Management Authority representative acknowledged that district laws must conform to national policy to be implemented, and this is still a gap.

Impact was constrained due to budget limitations, which saw the downstream, community-based work considerably reduced. The SIED pillar was able to build this comprehensive work through access to vertical fund financing and linking these projects to the outcomes of the two flagship programmes.

- **Conclusion 7: Gender – The country office made substantive progress in mainstreaming gender into its programme and within the office business environment, leading to the office winning 'Gold' in the UNDP Gender Equality Seal. Gender mainstreaming focused mostly on gender targeted and responsive approaches and not enough on transformative matters with a view to addressing key structural barriers and root causes of inequality.**

Overall, the country office strongly internalized and mainstreamed gender in programming and operations. The country office embraced and largely achieved gender parity both in terms of staffing and activity beneficiaries. It has some promising practices in terms of gender assessments that can be strengthened and expanded across the programme under the guidance of a gender advisor, as well as developing a more robust measurement of gender impact and monitoring of potential risks, such as unintended consequences of livelihood strategies.

3.2 Recommendations and management response

Recommendation 1.

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While future programme and project development should continue to be closely aligned with the United Nations Sustainable Development Cooperation Framework and the Uganda Third National Development Plan, sub-programme approaches to meet outcome goals should be more strategically focused, with realistic funding channels to enable the realization of outcomes and outputs. Equally, UNDP should retain the option of operating outside of the alignment with the government and support emerging areas of need outside of those identified in multi-year government development planning.

Programme and project design need to be realistic in the availability of UNDP TRAC resources, government contributions and the availability of donor funding. Programme and project objectives need to be clear in order to articulate UNDP's strategic objectives and its comparative strengths in supporting the government and people of Uganda, as well as its value added.

A strategic effort should be undertaken by the office, management and staff to connect and partner with non-government stakeholders throughout its portfolio, including other UN agencies, bilateral and multilateral donors, NGOs and CSOs, to strengthen interventions. This will require an honest reflection on the work undertaken during the current CPD cycle, identification of successes and core areas of past work, and a packaging of areas where the office feels it holds a realistic comparative strength within the development landscape of Uganda, and that it wishes to pursue in the future.

As a priority the office should undertake a partnership and stakeholder mapping exercise to identify and link its current work and comparative strengths with other non-government organizations active in Uganda. This should primarily be a tool for strengthening UNDP's work and growing its partnership base to leverage its own and other organizations' work for greater impact. A secondary objective is to identify possible funding partners to further broaden its financial base and reduce its reliance on TRAC funding for programme funds. This will need constant outreach and monitoring from management to ensure goals are met and partnerships built over the period of the next strategic plan.

Management Response:
Partially agreed

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Agreed in principle. However, we do not think the UN and UNDP should operate outside of the alignment with government. All our activities should be in alignment with government priorities. Our interpretation of the recommendation is that we should be able to operate in a way that allows us to take advantage of new programmatic opportunities and emerging areas which may be outside of what we may have agreed with government within the context of the CPD. This should not preclude the fact that all programmes need to be aligned to government vision and priorities.

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Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1 CPD design and implementation: The new CPD 2021-2025 has been designed with the imperative of being very strategic and articulating, with clarity and strong focus, UNDP's value proposition for Uganda in alignment with the United Nations Sustainable Development Cooperation Framework and NDP-III. The country office has expanded partnerships to the private sector, media, international NGOs and non-traditional partners, such as cultural institutions and religious organizations. Additionally, it will move to work with sub-national institutions like local governments and community-based organizations.	December 2020	Management team Programme team	Ongoing	Draft CPD designed to be presented to September 2020 Executive Board
1.2 Leveraging accelerator labs and digital innovation: The country office has adopted a continued focus on innovations to drive development, hence ensuring that UNDP work is more strategic in providing solutions to complex development challenges. This includes, for example, the e-governance strategy rolled out in response to COVID-19, ensuring business continuity across government through digital technology, such as video conferencing, Accelerator Lab experiments addressing challenges of deforestation, and the digital solutions initiative with Jumia for scaling up supply chains from markets to clients. The country office will continue to be agile in responding to such emerging areas of work.	December 2022	Management team Programme team Operations team Accelerator Lab	Ongoing	Innovations scaled up, for example under the e-governance strategy, the digitization support to government through Accelerator Labs, and partnering with Pulse Lab

1.3 Brokering and building robust strategic partnerships: From August 2019, the country office management embarked on diligent engagement with diverse donors in Uganda, and this is yielding results. The new management has made efforts to build relationships with donors, which is opening up new and emerging opportunities for support. These relationships have yielded results through confirmation of funding for new projects, such as elections, wetlands and energy, and this will continue throughout the CPD period. The ability of the country office to take advantage of emerging opportunities would be accompanied by an ambitious new CPD 2021-2025, and a new partnership and resource mobilization strategy which is under development. The country office has also ensured that under the new CPD it has adopted realistic budget targets and realistic funding channels to enable the realization of CPD outcomes and outputs, while concurrently taking advantage of new opportunities.	December 2021	Management team Policy team Programme team Operations team	Ongoing	Partnerships formed with new donors and new ways of working, for example the establishment of a new basket fund for elections
1.4 Building on and expanding into emerging areas of work: From August 2019, the country office implemented strategic decisions to support emerging areas of need beyond those identified in the multi-year government development plans. Notably, for example, supporting an integrated, multi-sector approach to SDG-based development planning through convergence and engagement of diverse stakeholders, both state and non-state; facilitating multi-sectoral coordination for response and disaster risk management for natural disasters, including floods, landslides and locusts; implementing interven-	December 2021	Management team Policy team Programme team Operations team	Ongoing	Coverage to include current CPD and the new CPD 2021-2025

tions of a cross-border nature that impact on sustainable peace and development in the Karamoja and Great Lakes regions; and supporting whole-of-society approaches in dealing with pandemics such as COVID-19. These were done outside of the regular programme of work, and such work will continue in the new CPD implementation period.

Recommendation 2.

Results frameworks, monitoring systems and approaches should be designed to support decision making and learning, and not only for corporate reporting purposes. Programme and project data collection need to be linked to ensure that attribution and contribution is clearly supported by evidence.

UNDP's current monitoring system does not provide easy access to data for programme management. It focuses mainly on output monitoring (completion of activities) and less on outcome monitoring (success of interventions in achieving change). This is partly a structural UNDP problem worldwide, but much can be done to improve the system. If the programmes have SMART objectives, the bulk of the monitoring efforts could shift to that level. This would result in less detailed multi-annual plans but more justified annual plans that optimize UNDP's resource utilization to achieve its objectives (only fund activities that contribute clearly to the outcome). Annual reports need to become more analytical (what worked, what did not work, what to continue, what to discontinue) and annual plans need to become more flexible, building further on successful interventions and responding to the continuously changing context. As a result, UNDP will be able to monitor and steer more on outcome (the impact that activities have on changes in performance that fall within UNDP's control), and less on output (direct activity results).

Rather than focus on many small activities, UNDP should gradually focus on those activities and partnerships that have the most potential (i.e. are successful and have the largest positive impact on UNDP's target group). Focus should be on use of TRAC funds as seed money, and should aim to scale activities up with donor funds. This therefore means phasing out those activities and partnerships that have less potential. A good monitoring system should provide the key data to take these decisions in an informed way.

The country office needs to establish indicators that are more under its control. There is a need to develop immediate/intermediate outcomes to reflect how the theory of change is being developed. The programme approach needs to define and identify programme baselines, and explain the chain of results that will achieve the expected changes from the available inputs. This will allow setting realistic targets, indicators and milestones, and monitoring progress and results from all projects. The country office can then improve programme and project design, do follow-up, make strategic decisions and share results with others.

Management Response: Agreed

Agreed.

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
2.1 Strengthening the M&E capacity of the office: A priority for the country office is to strengthen capacities and systems for reporting and M&E, and to go beyond compliance with corporate reporting to support robust programming, strategic decision making and knowledge generation and dissemination. This is carried in the vision of the new CPD 2021-2025, where a robust M&E plan/results and resources framework for the CPD is under development. The country office will ensure the CPD results and resources framework has realistic targets, good indicators and data sources for tracking and reporting on progress towards achieving the CPD outcomes. Additional human resources would be brought in to support these functions, which would be integrated into a larger team to look at both project and development effectiveness. In the 2020 Integrated Work Plan, the country office has allocated a budget to support robust reporting and M&E, and budget allocation will be ensured in every year of the CPD.	December 2021	Management team All country office staff Management support unit	Ongoing	

2.2 Implement the country office evaluation plan/M&E plan fully and ensure results are used to inform the decision-making process/programming by:	Continuous	Management support unit	Ongoing	Initiated
2.2 (a) Conducting regular training and knowledge sharing sessions with programme staff, implementing partners and responsible parties on M&E and the use of M&E data for programming and reporting. Country office management would develop and approve a detailed work programme to ensure this.				
2.2 (b) Packaging the M&E data in a user-friendly manner to ensure utilization and hold regular follow-up meetings to document use.	December 2020			Ongoing
2.3 Strengthen support to Uganda Bureau of Statistics (UBOS) and other institutions to have the capacity to regularly collect, analyse and disseminate key data, including data on the SDGs and on the national development frameworks, to inform policy and programming by government, UN and other stakeholders. This will be done through technical advisory and catalytic financial support.	December 2021	Policy and Programme teams	Ongoing	Support to Uganda Bureau of Statistics and the SDG Secretariat is ongoing. This builds on work already being done around the SDG 16 Audit and SDG Voluntary National Reports, etc.
2.4 Implementation of work plans: Ensure strong monitoring of implementation of project work plans, building further on successful interventions that demonstrate evidence of development results and responding to the continuously changing context. Project reports to be evidence based and more analytical (what worked, what did not work, why, what to continue, what to discontinue).	Continuous	Programme team Management support unit	Ongoing	Initiated

Recommendation 3. ✅	**While the current country programme document was the first attempt by UNDP Uganda to cluster its inclusive and effective governance-related activities under a limited number of programmes, the coming country programme document should take the next steps towards transforming these programmes so that they are more visionary in their outlook and strategic in their contribution to the development process in Uganda.** Specifically, in its work within the RLCD and PSSR programmes UNDP should use the remaining time in 2019/2020 to: i) undertake a detailed context analysis, ii) undertake a stakeholder mapping exercise, iii) develop stronger theories of change, and iv) ensure upstream and downstream links for interventions,[96] namely: • **Conduct a detailed context analysis** that has a political economy focus, possibly as part of a wider common country assessment exercise[97] • **Analysis of policy implementation constraints** in the two sectors • **Lessons-learned exercise** detailing what worked in the past and what did not, and UNDP's strength in each of the sectors • **Stakeholder mapping**[98] • **Theory of change development** and a related intervention strategy that leads to stronger and more focused SMART programme objectives (most important is to make them measurable and realistic) • **Design a programme that ensures strong downstream-upstream links** and a balanced portfolio of upstream and downstream interventions related to several core themes (such as alternative dispute resolution mechanisms).
Management Response: **Agreed** 💬	Agreed.

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[96] The UNDAF mid-term evaluation 2018, also found that "the UN focus on upstream support with limited downstream effort may result into high level policy frameworks that are not translated into desired results at the grassroots" (p. 12).

[97] Including who the ultimate beneficiaries are (poor and marginalized), the most critical problems in the sectors, how they are affected by the lack of rule of law, instability and cross-border conflicts.

[98] Who are, or want to be, active in the sectors? What are their roles and areas of focus? What are their agendas, and for donors, what are the priorities and potential activities they would consider financing?

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
3.1 The new CPD design: In developing the new CPD 2021-2025, the country office has undertaken a bold move to ensure that all IEG interventions are consolidated and articulated under the strategic pillars, and are defined by a strong theory of change. Furthermore, there are clear upstream and down-stream links to achieve tangible development outcomes. Once the CPD is approved, the country office will undertake a detailed review of the programme portfolio to ensure that: i) the existing resources and interventions are fully aligned with the priorities of the new CPD, and ii) the interventions are strategic and forward looking. The country office will also undertake a detailed stakeholder mapping exercise for the upstream and downstream work and define innovative partner-ships with the private sector and other relevant actors, such as cooperative societies and youth organizations for inclusive economic transformation.	December 2021	Programme team	Ongoing	New strategy for country office engagement with the private sector is under development. This includes a concept note for a facility with the private sector to fund small and medium enterprises and youth enterprises.
3.2 Framing governance work under one programme: The country office will be developing one governance and security programme, which is more visionary in outlook and which aligns with UNDP's integrator function. For example, instead of three governance teams, the governance portfolio will be brought under one umbrella, which will have strategic product lines and services. In doing this, the country office has invested in strengthening its communication for development. New communication materials have been developed to give visibility to UNDP's work with partners in Uganda, and its website has been revamped to articulate its strategic engagement on promoting inclusive economic growth in Uganda.	December 2021	Management team Communica-tions team	Ongoing	Initiated as seen from the ongoing CPD consultation processes, and regular updates to donors on UNDP work.

Recommendation 4.

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Within the Institutional Effectiveness Programme, the evaluation recommends a more structural revision of the programme with a greater focus on strengthening local governance.

This will align with the draft strategic direction for NDP-III which indicates that LED will become a priority development instrument for the next five-year planning period. Local governance is an area of need across Uganda and would enable UNDP to consolidate several activities under a local government/LED heading. This would also enable UNDP to cluster interventions and activities under a local governance umbrella, including activities on SDGs, economic development and livelihoods, resilience, rule of law and access to justice. These were previously planned but often dropped at the local level, and could be packaged into a specific local governance project. Upstream programme activities can then be linked to downstream activities informing the policy development process. The recent upgrading of the Ministry of Local Government to a full sector ministry confirms the government's refocus on local governance.

Management Response: Agreed

Agreed.

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
4.1 Revision of the current form of the IE Programme: The country office does not intend to have one stand-alone IE Programme from 2021. Instead, institutional effectiveness would be integrated into all programmes. The Uganda Accelerator Lab team would be commissioned to support the design of tools and systems that will promote efficiency and effectiveness in institutions. The effectiveness of such tools would be monitored by a new unit within the new SPEED4SDGs team that will be tasked with looking into development effectiveness.	December 2020	Management team Acclab team SPEED4SDGs group	Initiated	

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◄ **4.2 Stronger integration of local government into the new governance and security programme:** A core part of the re-organized governance portfolio would ensure that LED is one of the priority focus areas for the next five-year CPD planning period, aligned to NDP-III. The new CPD envisions broadening engagement beyond the national level to sub-national level, including with community-based CSOs and district-level actors.	December 2020	Policy and Programme teams	Initiated	LED has already been incorporated as one of the focus interventions in the next CPD 2021-2025.

Recommendation 5. ✓

UNDP should develop a separate Sustainable Development Goal programme and support the drafting of the Uganda Third National Development Plan. UNDP should offer the government a clearly outlined portfolio of support to strengthen the integration of the SDGs.

Over the last three years, UNDP Uganda has carried out some commendable work on SDG localization in the country. However, the work may have benefited from a more secure financial and strategic base. Over the last few years this work was carried out by the Strategic Policy Unit, drawing activity funds from a variety of different programmes. Work needs to be done during the coming years to retain the momentum and ensure the SDGs are integrated into the NDP-III design and strategic framework, at both national and local levels. An integrated and comprehensive programme at both national and local level would justify these individual activities becoming a separate programme with its own budget. The advantage would be that SDG support planning would change from ad hoc inputs to more long-term technical support, thereby defining UNDP's role and adding more visibility, which might in turn attract additional external funding.

Management Response: Partially agreed ●●●

The management agrees on the principle of focusing on SDGs but does not believe that a separate programme is needed.

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	**Comments**
5.1 Enhancing the SDG integrator role of UNDP: The country office believes that the SDGs are the business of UNDP and are at the core of all its programmes. As such, it does not see SDGs incorporated merely as a separate 'SDG programme'. Rather, all programming work under the new CPD would be undertaken through the lens of SDG integration. Also, the country office will promote robust communication to showcase the UNDP integrator role in this context, and develop a clear product/service line that can be clearly communicated on SDG integration.	December 2021	Management team Programme and Policy teams Communications team	Ongoing	UNDP has supported the government in drafting the NDP-III, and has ensured that the SDGs are integrated in the development frameworks. A draft NDP-III is now in place for review.
5.2 Establishment of the SPEED4SDGs group: Country office team members who have been working together on different aspects of SDG support to government would be brought together under a new, yet to be established SPEED4SDGs group that would provide advisory support to SDGs at various levels and would ensure strong systems for tracking, monitoring and reporting on SDGs.	December 2020	Management team		The management recognized the need to ensure a cohesive and coordinated approach to the SDG work within the office and has already been working on some re-alignment of tasks in the office.
5.2.1 Consolidation and building on the gains: From 2019, the country office has been supporting the development of the NDP-III, ensuring SDG integration into the NDP-III design strategic framework, which has been acknowledged by the government and the UN country team. This will continue during NDP-III implementation.	December 2021	Management team Programme and Policy teams Communications team		

5.2.2 UNDP supported the government to develop the SDG Roadmap in establishing the SDG Secretariat in the Office of the Prime Minister. This was to ensure strong coordination across government, and coherence in policies and programmes. UNDP also provided high-level advisory capacity and technical support embedded within the Secretariat to facilitate the execution of the Secretariat's mandate of integrating the SDGs into all planning, policy and budget-making processes. The country office most recently led work mitigating the impact of COVID-19 on the SDGs. Such support will continue. **5.2.3** UNDP is supporting the government in the SDG Voluntary National Reporting Process, and with preparations to present the country office Voluntary National Report at the General Assembly in September 2020. It will support the implementation of recommendations that come out of that process, and such support will continue.				
5.3 Support the SDG Secretariat technically and financially: The country office is looking into setting up an office in the SDG Secretariat that will support the Secretariat on SDG Integration work, and potentially recruit a data analyst to support them on SDG data/analytics and integrated approaches to SDG implementation. UNDP will support the government to develop an SDG website that will bring all the work that UNDP and partners support together under one space.	December 2021	Management team Programme and Policy teams		
5.4 Support the implementation of the SDG roadmap in the next NDP-III at both national and local levels.	December 2021	Programme and Policy teams	Initiated	UNDP support to SDG localization has already begun in the current programme cycle.
5.5 Finalization of SDG Investor map	December 2021	Programme and Policy teams	Initiated	

Recommendation 6.

The next phase of the sustainable and inclusive economic development strategy should focus on implementation, working downstream with local communities and districts. UNDP should adopt a coherent strategy in terms of achieving environmental impacts and setting targets in relation to natural resource management, energy production and consumption, and biodiversity conservation.

The initial approaches to local-level implementation are considered a success that should be studied and leveraged. Not only the tangible local-level natural resource management impacts, but also working together with local authorities and strengthening their capacities is an institutional niche UNDP can use to add value to Uganda's sustainable development.

UNDP needs to move forward from piloting to full-fledged implementation in the field. This means ensuring the alignment between monitoring, evaluation, knowledge management and communication to effectively achieve results in terms of natural resource management. Further, beyond policy making implementation needs specific targets, metrics, milestones, projects in the field and strategies to improve wetland and forest coverage, and biodiversity conservation.

UNDP's upstream and downstream approach relies heavily on piloting new initiatives to be scaled up and to formulate public policies. Given the budget cuts, pilot projects are too small and scattered in nature to create meaningful impact at the local level in terms of natural resource management. It is essential to concentrate resources in one area and showcase successes of ecosystem-based options for mitigation/adaptation to climate change, which can be scaled out to other areas.

Management Response: Agreed

Agreed.

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
6.1 The new CPD 2021-2025 focuses on strengthening downstream engagement with sub-national actors, including district and community level stakeholders. UNDP has supported the development of policies and legal frameworks for strengthening LED. Develop new projects in SIED in the next programming cycle, with a focus on downstream support to local communities and local governments, particularly through the Inclusive Business Ecosystem Programme. UNDP will follow a portfolio approach for the design and implementation of LED to ensure coherence among various initiatives.	December 2021	Programme team	Initiated	Community grant mechanisms have been used in most SIED projects as an approach to catalyse local action. This will be scaled up in new pipelines where there is a focus on strengthening the role of local governments.
6.2 The country office is establishing a Youth4Business Entrepreneurship and Innovation facility. The facility is designed to spur entrepreneurship and engage enterprises to tackle youth unemployment by: leveraging innovation in agriculture, tourism, creative industries, manufacturing, ICT, mining and renewable energy, to create jobs and livelihood opportunities for youth; improving the quality of people's lives and providing access to affordable products and services. This facility will ensure downstream work with local communities and districts.	December 2021	Management team SIED team	Initiated	

Recommendation 7.

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UNDP should adjust its theory of change to further mainstream gender in the programme, specifically focusing its efforts towards addressing structural barriers and root causes of gender inequalities in the country.

UNDP can go beyond targeting to include men and women in initiatives. It can design projects that respond to different barriers to fulfil the needs of men and women, and equitable distribution of benefits, resources, status and rights, as well as addressing the root causes of inequalities and discrimination, and contributing more to changes in norms, cultural values and power structures. This includes targeting key issues of behaviour change and enabling environment, such as ensuring women can own land both by legal right and in practice. UNDP should reinforce the gender capacities of the country office staff and partners and have a broadly participatory process to adapt its theory of change, specifically for mainstreaming a gender focus in initiatives for long-term behaviour change for transformational results.

While the country gender assessment notes a disconnect between Uganda's legal framework and implementation, government capacity building has focused primarily on the Parliament and ministries, while planned district-level activities have been scaled down dramatically. Women's right to land access, among other issues, is not sufficiently protected or enforced at the local level. Strengthening women's legal rights and local enforcement capacity (i.e. access to land, marriage laws and domestic violence) at the district level could present an opportunity. The country office will have to carefully consider how its limited resources can have the most catalytic impact, as it may not be possible to implement a comprehensive programme in 127 districts.

Management Response: Agreed

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Agreed.

Key Action(s)	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
7.1 New CPD design: The country office is keenly aware that addressing structural barriers and root causes of gender inequality demands much more than equal participation of women and other excluded groups. The new CPD reflects the intention of supporting women to become agents of change in every sphere where their presence is promoted to attain the '5050' strategy. The new CPD results and resources framework also captures gender disaggregated information.	December 2021	Management team Programme team	Initiated	The country office has mainstreamed gender in the draft CPD 2021-2025. A stand-alone outcome focusing on gender and women's empowerment is one of the four focus outcome areas.
7.2 Strategic partnerships: In its engagement with the Government of Uganda the country office will continue to focus on identifying and addressing institutional norms and practices to create an enabling environment for women's partic-ipation in policy making. It will strengthen its partnership with the Ministry of Gender, Labour and Social Development. In addition, the country office will strengthen its partnerships, especially with UN Women, for example under the new Elections Project, Peace Building Fund Project and the Spotlight Project funded by the EU.	December 2021	Management team SIED team	Initiated	
7.3 Senior gender advisor to be recruited: The country office is completing the recruitment of a gender advisor (consultant) with the objective of supporting the Spotlight Initiative. The consultant will also support overall coun-try office programming towards addressing structural barriers and root causes of gender inequalities in the country, in partnership with key stakeholders.	December 2021	Management team Programme team	Ongoing	Ongoing work under the Spotlight Project. Two new projects being rolled out in 2020, including the Electoral Support Project.

*Status of implementation is tracked electronically in the ERC database.

Annexes

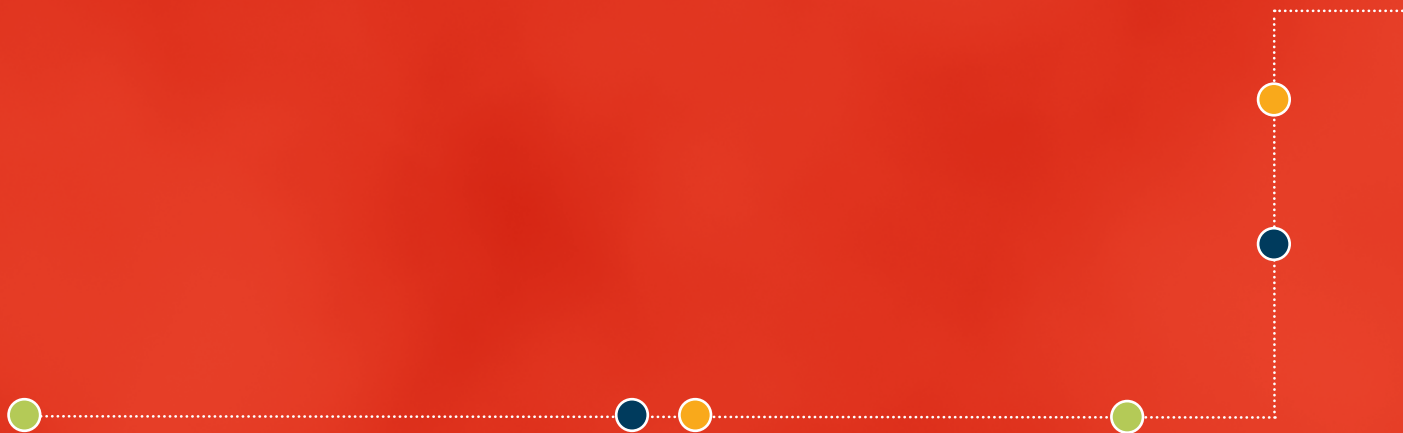Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: https://erc.undp.org/evaluation/evaluations/detail/12291

Annex 1. Terms of reference

Annex 2. Country office at a glance

Annex 3. Project list

Annex 4. People consulted

Annex 5. Documents consulted

Annex 6. Status of country programme outcome indicators