United Nations Development Programme

Uganda

MIDTERM OUTCOME EVALUATION OF THE UNDP POVERTY REDUCTION PROGRAMME 2006-2007

Final Report

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List of Abbreviations

ADB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
AMFIU	Association of Micro Finance Institutions of Uganda
APROCEL	Ankole Private Sector Development Centre, Limited
BDS	Business Development Services
BUDS	Business Uganda Development Services
CAO	Chief Administrative Officer
CCA	Common Country Assessment
CCF	Country Cooperation Framework
CD-PGA	Capacity Development for Pro-Poor Growth and Accountability
CHOGM	Commonwealth Head of Governments Meeting
COBWEB	Community-Based Conservation for Wetlands Biodiversity
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPSDCL	Centre for Private Sector Development Limited
CSO	Civil Society Organisation
DAO	District Administrative Officer
DCR	Development Cooperation Report
DDPs	District Development Plans
DEAPs	District Environmental Action Plans
DEO	District Environment Officer
DFCU	Development Finance Company of Uganda
DFD	Department of Farm Development
DFID	Department for International Development
DRM	Disaster Risk Management
E&E	Environment and Energy
ENR	Environment and Natural Resources
EPRC	Economic Policy Research Centre
EPSEDEC	Eastern Private Sector Development Centre
EUg	Enterprise Uganda
FAO	Food and Agriculture Organisation
GEF	Global Environment Facility
GOAR	Government Outlays Analysis Report
GoU	Government of Uganda
GTZ	German Agency for Technical Corporation
GVEP	Global Village Energy Partnership
HFA	Hyogo Framework for Action
HIV	Human Immunodeficiency Virus
IA	Implementing Agency
IAVI	International AIDS Vaccine Initiative
IDPs	Internally Displaced Persons
IFC	International Finance Corporation
IPs	Implementing Partners
IUCN	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
KACODA	Kapchorwa Community Development Association
KFW	Kreditanstalt Fuer Wiederafubau
KWh	Kilowatt hour
LRA	Lord’s Resistance Army

MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDGs	Millennium Development Goals
MDI	Micro Deposits Taking Institutions
MEAs	Multi-lateral Environmental Agreements
MEMD	Ministry of Energy and Mineral Development
MFIs	Micro-finance Institutions
MFP	Multi Functional Platform
MFSC	Micro-finance Support Centre
MIDO	Mukura Integrated Development Organisation
MITT	Ministry of Industry Trade and Tourism
MLHUD	Ministry of Lands, Housing and Urban Development
MoLG	Ministry of Local Government
MOP	Micro-finance Outreach Plan
MOU	Memorandum of Understanding
MSCL	Microfinance Support Centre Ltd
MSE	Micro and Small Enterprises
MSMEs	Micro, Small and Medium Enterprises
MWE	Ministry of Water and Environment
NAADS	National Agriculture and Advisory Services
NAP	National Action Plan
NAWOU	National Association of Women's Organisation in Uganda
NDP	National Development Plan
NGO	Non-Governmental Organisation
NHDR	National Human Development Report
NUDIPU	National Union of Disabled Persons of Uganda
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PRICON	Private Sector Development and Consultancy Centre
PRP	Poverty Reduction Programme
PSDC	Private Sector Development Centre
PSDCL	Private Sector Development Company, Limited
PSDPCL	Private Sector Development Promotion Centre, Limited
RBA	Regional Bureau of Africa
RDC	Resident District Commissioner
ROAR	Results Oriented Annual Report
SACCOs	Savings and Credit Cooperative Organisations
SAICM	Strategic Approach for International Chemicals Management
SATANET	Sustainable Agriculture Trainers Network
SEAPs	Sub-County Environmental Action Plans
SEPSPEL	South Eastern Private Sector Promotion Enterprises Limited
SGP	Small Grants Programme
Shs	Uganda Shillings
SIDA	Swedish International Development Agency
SIP	Strategic Implementation Plan
SLM	Sustainable Land Management
SMEs	Small and Medium Enterprises
SPEED	Support for Private Sector Enterprise Expansion and Development
SUFFICE:	Support to Visible Finance Institutions and Capacity Building
TESOPS	Teso Private Sector Development Centre
TOR	Terms of Reference
TRACE	Trade Capacity Enhancement Project

TUNADO	The Uganda National Agricultural Development Organisation
UBOS	Uganda Bureau of Statistics
UCA	Uganda Cooperative Alliance
UNBS	Uganda National Bureau of Standards
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
UWESO	Uganda Women's Efforts to Save Orphans
WENIPS	West Nile Private Sector Development Promotion Centre
WFP	World Food Programme
WWF	World Wide Fund for Nature

Executive Summary

The UNDP Country Office in Uganda is supporting the Government of Uganda in responding to the country's development challenges through the Country Programme Action Plan (CPAP) 2006-2010. The five-year framework defines the areas of cooperation between the government and UNDP. The programme aims at contributing to the realization of the Poverty Eradication Action Plan for the timely achievement of the Millennium Development Goals (MDGs) as articulated in the United Nations Development Assistance Framework 2006-2010.

Three programmatic areas were developed under the CPAP: Poverty Reduction; Democratic Governance; and Crisis Prevention and Recovery. The overall goal of the Poverty Reduction Programme is to achieve the MDGs and reduce human poverty. The programme has three outcomes specifically designed to contribute to PEAP Pillar 2 of enhancing production, competitiveness and incomes; and to the attainment of MDG 1 of eradicating extreme poverty and hunger, and MDG 7 of ensuring a sustainable environment for development. The three outcomes are: Outcome 1 – MDG Country reporting and poverty monitoring; Outcome 2 – Local poverty initiatives, including micro-finance; Outcome 3 – Energy and environmental sustainable development.

The evaluation undertook a review of the Programme design, the strategy and approaches taken in implementing the Programme, and drew lessons and conclusions from the results generated within the first half of the programme (2006-2007). The findings and conclusions were derived from addressing seven key questions: (1) How were the outcomes and programme/projects relevant, appropriate and strategic to the national goals and UNDP mandate? (2) To what extent was programme implementation effective and efficient to achieve programme outputs and outcomes? (3) To what extent were programme outcomes likely to be achieved? (4) What factors were responsible for the achievement of these outcomes? What were positive/negative unintended results of the programme? (5) What factors were accountable for programme results (outputs and outcomes) to be sustainable beyond the programme? (6) How did programme design, implementation and monitoring address key crosscutting issues (gender, human rights and institutional strengthening)? (7) What lessons learnt were of relevance to future programming?

Several key findings emerged from the evaluation, including that the Poverty Reduction Programme was based on a sound logic that constituted an appropriate framework for enabling the intended outputs to contribute to desired outcomes. The outcomes were also found to be consistent with the UNDP mandate and the national goals of Uganda. It was also found that the Programme either delivered or was on target to deliver many of its intended outputs under the outcomes for MDG reporting and local poverty initiatives; and that the capacity of Micro Finance Institutions had been enhanced to deliver microfinance services; while Micro Small and Medium Enterprises were getting business development services; and Small and Medium Enterprises were being strengthened. However, delayed disbursement of funds and low absorption capacities of the implementing partners had hampered delivery of some of the outputs.

The evaluation also found that there were ongoing advocacy efforts for creating an enabling policy environment for business development services and MFIs, and that the Programme had successfully created awareness for sustainable use of resources, particularly in wetlands ecosystems and fragile dryland areas. The programme had also built capacity for environmental mainstreaming among departmental technical officers and community leaders.

On partnership building, the evaluation found that the UNDP partnership strategy was effective in expanding and scaling out activities, enhancing its capacity to implement and deliver intended outputs, mobilising external support and collaboration towards its goals and values. Overall, the evaluation revealed the overarching need for having a clear results framework with sufficient and relevant indicators. When this was not done, monitoring progress and assessment of results could be compromised.

In line with these findings, the evaluation drew some conclusions on the seven key questions that it set out to address. The evaluation concluded that the three Programme outcomes as contained in the evaluation TOR were consistent with the national goals of Uganda as contained in the PEAP under Pillar 2 of enhancing production, competitiveness and incomes; and was also capable of directly contributing to MDG 1 of eradicating extreme poverty and hunger; and MDG 7 of ensuring environmental sustainability. As the evaluation was undertaken mid way through the Programme, it could not be expected that all the outcomes should have been fully achieved. While the delivery on MDG reporting and poverty monitoring had been effective, the evaluation concluded however, that the reports were not being effectively used for generating policy dialogue and were not widely available to the general public. Under the Outcome on Environment and Energy for sustainable development, progress was varied, with projects being at various stages of implementation. It was also concluded that some of the projects under this outcome did not contain all the critical attributes that would enable them to effectively deliver their outputs.

Although there were limitations due to inconsistencies in the presentation of outcomes between the Country Programme Action Plan and the Terms of Reference for the evaluation, the evaluation concluded that the Programme had achieved all outputs that would contribute to the outcomes as stated in the TOR. No unintended results of any significant proportion were found. It was observed however, that there was a growing tendency towards donor dependency and expectation for free services. This constituted a deviation from the Programme objectives of making individuals and communities to assume responsibility and ownership for moving themselves out of poverty. The diversity of partnerships and effective business linkages that had been developed increased the probability of sustainability of the results generated by the Programme. The evaluation also concluded that even without being deliberately programmed into design, awareness about the need for mainstreaming gender was increasing among implementing partners. However, there were no specific approaches to address gender inequality and human rights issues at the project level, although opportunities and entry points for addressing these issues existed.

The evaluation made a general recommendation that UNDP should continue to implement the programme for the remaining two years with some adjustments for specific projects but without a shift in the overall framework, content and focus of the programme. The evaluation made the following eight specific recommendations to improve programme performance and to align it more closely with the UNDP mandate and comparative advantage in capacity development: (1) Strengthen dissemination of MDG reports and policy dialogue; (2) Develop and disseminate guidelines on budget management and programming processes; (3) Reorient project activities to align them with relevant outputs (4) Develop guidelines for addressing cross cutting issues in project Work Plans; (5) Strengthen partnership building to strengthen investment capital for projects; (6) Strengthen formulation of outcomes and indicators; (7) Strengthen sustainability by embarking on selective exit from MFIs, PSDCs and EUg; and (8) Develop opportunities for joint programming with other specialised agencies particularly in the area of Environment and Energy.

One of the key lessons to emerge from the evaluation was that changes made to the Programme without following due process could have far-reaching consequences. For example, the failure to document and formally amend the CPAP outcomes could affect attainment of programme results and lead to misunderstandings between UNDP and its partners. In that regard, any changes that are made to the Programme have to be documented in order to maintain consistence and for the changes to be authentic.

Another key lesson generated was on the importance of participatory processes during programme planning to ensure that all stakeholders contributed to the identification of outcomes and indicators, in order to engender a common understanding of desired results. When outputs and outcomes are not stated clearly, some of the programme activities could have limited relevance and may not contribute to achievement of outcomes. Also ideally, there should be more than one indicator per output or outcome in order to capture all the dimensions of success as they occur.

The evaluation also learnt that merely providing technical knowledge that is not accompanied by access to investment and start-up capital would not make an impact on extreme poverty. The people that are trapped in extreme poverty often do not have capacity to obtain the micro credit that is large enough to get them out of poverty, thereby making partnership with other stakeholders who can provide start-up capital a critical element of the Programme. The evaluation also drew the lesson that involving end-users in designing and developing their programmes made them more committed and accountable for results and increased prospects for Programme success.

The evaluation report is presented in seven chapters, starting with the introduction, which includes a discussion on the development context in Uganda and background to the Poverty Reduction programme. The introduction also includes sections on the purpose, objectives and limitations of the evaluation. Chapter 2 is on the evaluation methodology used and contains an outline of the design framework, key evaluation questions, data collection tools, and sampling methods used. The report discusses the logic theory in Chapter 3, including an analysis of the vertical and horizontal logic as well as of the formulation of statements of outputs and outcomes. The evaluation findings in Chapter 4 constitute the larger part of the report, with six sections. The report ends in Chapters 5, 6 and 7 on conclusions, recommendations and lessons learnt respectively.

1. INTRODUCTION

1.1. Development Context

Uganda is a signatory to the Millennium Declaration that was launched at the UN Summit in September 2000, and which spells out the 8 MDG goals and targets that countries aim to achieve by the year 2015. The MDGs are in line with the Government's Poverty Eradication Action Plan (PEAP), which covers the objectives, strategy and the overarching policy framework for achieving economic development.

Uganda continued to register a high rate of economic growth during the last decade. The economy grew at an average rate of 5.6 percent per annum over the past five years with single digit annual inflation rate. Successes from policy reforms and significant amounts of donor support had led to a substantial poverty reduction with headcount poverty declining from 56 percent in 1992 to 31 per cent in 2006.

In spite of the high growth rate of the economy, Uganda remained a least developed country with per capita income of US$ 394 in 2006/07. The country still faced several challenges with regard to meeting targets of key economic and social indicators. For example, the average growth rate of about 5.6 percent over the past five years was below the 7 percent target required to reduce absolute poverty to below 10 percent of the population by 2017. Table 1 below shows some selected development indicators for the period 2000 to 2006.

Table 1: Selected Development Indicators: 2000-2006

Indicator	2000/01	2002/03	2004/05	2005/06
MDG Indicators:				
Headcount poverty (percentage of population)	34	38	--	31
Maternal mortality per 100,000 (2000, 2005)	505	--	--	435
Infant mortality per 1,000 (2000, 2005)	88.4	--	--	76
HIV/AIDS prevalence (percent)	6.1	6.2	6.4	6.4
Literacy rate of 15-24 years (2000, 2003, 2006)	78.8	80	--	84.1
Other Development Indicators				
Life expectancy at birth	44.7	45.7	47.3	50.4
GDP approximation (billion US$)	5.30	5.60	8.65	9.50
Estimates of GDP per capita (US$)	225	245	324	357.7
Headline inflation (percent)	4.5	5.7	5.0	8.5
Fiscal deficit as a percentage of GDP	13	11.2	9.9	8.6
Current account deficit excluding grants (US$ m)	812.9	903.5	1,099	
Debt stock/GDP (percent)	65.5	67.4	50.7	58.7
Grants (%) of government expenditure	37.8	46.7	40.0	33
Gross Domestic Investment (percent of GDP)	18.1	20.3	--	18.9

Source: MDG Uganda Progress Report 2007; MFPED (2005, 2007), UNDP (2004, 2005) and UBOS (2005, 2006)
Note: The headcount poverty figure under the column 2000/01 is for the period 1999/2000

The slowdown in economic growth and structural transformation on the one hand, and the high growth rate of the population of 3.2 percent on the other, indicated that unemployment would critically affect extreme poverty alleviation strategies. The agricultural sector where the bulk of the labour force was employed had grown slower than the overall economy, implying that efforts to implement agricultural policies needed to be substantially reinforced[1].

[1] MDGs Uganda's Progress Report 2007: page 4.

Uganda's main policy document, the Poverty Eradication Action Plan (PEAP) is compatible with strategies put in place for the attainment of the MDGs. The PEAP recognizes the prevailing development challenges and, therefore, aims to: (i) enable sustainable growth in incomes of the poor; (ii) increase productivity and competitiveness of the economy; (iii) restore security, resolve conflicts and improve regional equity; (iv) strengthen governance; and (v) enhance human resource development. PEAP is presented in five "Pillars" or outcomes, in which each sector of Government is grouped under a single pillar; although it is also acknowledged that many sectors invariably contribute to the objectives of other pillars as well. The five pillars are: (1) Economic management, (2) Production, competitiveness and incomes, (3) Security, conflict-resolution and disaster-management, (4) Governance, and (5) Human development. In addition, the strategy also recognizes gender equity, environment and HIV/AIDS as crosscutting issues. Other crosscutting issues include: employment, population, social protection, income distribution and regional equity.

1.2. Background to the Programme

The Country Cooperation Framework II that was implemented from 2001 to 2005 responded to government's priorities by addressing interventions in support of two objectives of the PEAP, namely: (1) promoting Good Governance and Security, and (2) support for Income Generation and Sustainable Livelihoods.

Under Good Governance, UNDP support was provided for poverty analysis and poverty monitoring; capacity building for decentralization and local governance; promotion of transparency and accountability; and promotion of human rights. Under Income Generation and Sustainable Livelihoods, support was provided for strengthening institutional capacity, delivery of business development services as well as the general promotion of micro and small enterprises (MSEs) as a means of generating employment and income. The programme contributed to the implementation of the national micro-finance policy – commonly referred to as the Micro-finance Outreach Plan (MOP), as well as the development of a legislative framework for the micro-finance industry known as the Micro Deposits Taking Institutions (MDI) Act. In addition, UNDP took the lead in supporting the revision of the PEAP by effectively engaging civil society and other stakeholders, resulting in the inclusion within PEAP, of the concept of "Human development" and the creation of a "third pillar" dedicated to conflict, security and disaster management.

An evaluation of the programme of CCF II noted that the guiding principles and strategy of the CCF II were not always systematically reflected in associated programmes and projects, particularly the guidelines for the mainstreaming of crosscutting issues and mechanisms for tracking progress. Some of the specific lessons from CCF II included:

- The need to maintain the conceptual framework of the country programme during the lifespan of the programme to ensure consistency and focus, but with a certain degree of flexibility that would allow for adjustments when necessary;

- The results-based management approach should be supported with a strong monitoring and tracking effort in order to ensure accurate capture of results; and,

- Outcome evaluations are critical in the formulation of the country programme strategy and should be undertaken well in advance to inform formulation of the next country programme.

In order to address these problems, and learning from the lessons of CCF II, the Country Programme Action Plan (CPAP) 2006 – 2010, was developed by UNDP in collaboration with the Government of Uganda and other stakeholders, to contribute to the realization of the PEAP and timely achievement of the MDGs as articulated in the UNDAF for the period 2006 – 2010. Within this context, the CPAP includes three key programmatic areas, namely: (a) Building capacity to reduce human poverty, (b) Promotion and consolidation of Democratic Governance, and (c) Support to conflict prevention, resolution and recovery.

This report presents the findings, lessons and recommendations from the mid term evaluation of the programme area, namely – "Building capacity to reduce human poverty". The programme has 3 outcomes specifically designed to contribute to PEAP Pillar 2 of enhancing production, competitiveness and incomes; and MDGs 1 and 7 and these include:

- **MDG Country reporting and poverty monitoring.** Under this outcome, UNDP contributes to the implementation of PEAP through policy dialogue, poverty monitoring and MDG reporting and the production of the National Human Development Report (NHDR). Emphasis is placed on analytical work on pro-poor macro-economic policies and other pro-poor reforms and strategies that can accelerate the achievement of MDG targets.

- **Local poverty initiatives, including micro-finance.** This outcome builds on the successes of the private sector development programme under CCF I, and Income Generation and Sustainable Livelihoods under CCF II. The focus is on support for policy and regulatory reforms for MSMEs and MFIs, and enterprise promotion of potential and existing enterprises.

- **Energy and environment for sustainable development.** This outcome supports the integration of environmental concerns into national poverty reduction policies, strategies and planning processes at the national and local levels. Specific to energy, the outcome supports increased access to modern, affordable and reliable energy services by the rural poor. Special attention is given to energy and environmental concerns in the camps for Internally Displaced Persons (IDP) in Northern Uganda; as well as support the implementation of the Hyogo Framework for Action 2005-2015, through providing assistance for integration of disaster risk reduction into sustainable development policies and planning.[2]

1.3. Purpose of the Evaluation

Two years into the implementation of CPAP 2006 – 2010 and the Poverty Reduction Programme, a number of developments have ensued that have implications for the programme. These include among others; (i) the signing of the cessation of hostilities agreement with the Lord Resistance Army (LRA) resulting in increased prospects for peace and recovery in the North, thus presenting new opportunities for poverty reduction

[2] In January 2005, 168 Governments adopted a 10-year plan to make the world safer from natural hazards at the Word Conference on Disaster Reduction, held in Kobe, Hyogo, Japan. The Hyogo Framework for Action (HFA) is a global blueprint for disaster risk reduction efforts during the next decade. Its goal is to substantially reduce disaster losses by 2015 - in lives, and in the social, economic, and environmental assets of communities and countries.

interventions in the context of early recovery programmes, (ii) the revision of PEAP by the Government of Uganda in, (iii) the new strategy for the Regional Bureau for Africa (RBA) - the Capacity Development for Pro-Poor Growth and Accountability (CD-PGA) framework and (iv) the new UNDP strategic plan 2008-2011. In addition the changes in programme management and harmonisation procedures resulting from the implementation of international agreements aimed at enhancing aid and development effectiveness – such as the Paris Declaration has implications for the continued relevance and the performance of CPAP in general and the Poverty Reduction Programme in particular.

UNDP thus considered an evaluation of the Poverty Reduction Programme timely to assess its relevance in light of the above environment as well as its performance with regard to effectiveness and efficiency. The evaluation results would help UNDP and the Government to reposition the Programme to ensure its relevance to national priorities, including the emerging priorities for Northern Uganda as well as consistency with the UNDP strategic plan.

1.4. Objectives and Scope of the Evaluation

The objective of the evaluation was to take stock of UNDP's contribution to the achievement of MDGs and PEAP targets through the following outcomes:

1) Outcome 1: Increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achievement of MDGs
2) Outcome 2: Local poverty initiatives integrated into the national strategies for poverty reduction, and
3) Outcome 3: Strategies for sustainable land management in rangelands developed; and environmental concerns incorporated into District Development Plans in two districts.

The evaluation undertook a review of the design, strategy and approaches in the implementation of the programme and drew lessons and conclusions from the results generated. The exercise generated lessons, findings and recommendations from the following:

- Assessment and analysis of the programme outcomes to determine their current status, and the extent to which they have been or are likely to be achieved, including an appraisal of their relevance; and whether any unexpected results or outcomes have occurred.

- Analysis of factors beyond UNDP’s control that influenced performance and success of the programme (including the opportunities and threats);

- Analysis of whether UNDP's interventions can be credibly linked to achievement of the outcomes and key outputs;

- Assessment of UNDP’s partnership strategy and whether this has been appropriate and effective, including the range and quality of partnerships and collaboration developed with government, civil society, donors and the private sector; and whether these have contributed to improved programme delivery.

- Assessment of sustainability and ownership for programme results.

1.5. Evaluation Questions

The evaluation aimed to provide answers to the following questions:

1) How were the outcomes and programme/projects relevant, appropriate and strategic to the national goals and UNDP mandate?
2) To what extent was programme implementation effective and efficient to achieve programme outputs and outcomes?
3) To what extent were programme outcomes likely to be achieved? What factors were responsible for the achievement of these outcomes?
4) What were positive/negative unintended results of the programme?
5) What factors were accountable for programme results (outputs and outcomes) to be sustainable beyond the programme?
6) How did programme design, implementation and monitoring address key crosscutting issues (gender, human rights and institutional strengthening)?
7) What lessons learnt were of relevancy to future programming?

1.6. Limitations of the Evaluation

As a mid-term outcome and "formative" evaluation, the outputs from some of the Programme activities may not yet be fully realized, thus making it difficult for the evaluation to make a plausible claim of the Programme's contribution to outcomes. Besides, the underlying assumption for a mid-term evaluation is that outcomes may not be sufficiently evident to make a claim of attribution.

The evaluation was also affected by structural limitations with the design of the Programme due to inconsistencies between Programme documents. It was therefore difficult to determine which among the variations in the outcomes reflected in several documents would be appropriate. This report makes reference to the statements of outcomes contained in the CPAP and in the evaluation TOR, making appropriate comparisons and comments while recognizing that CPAP was the official document that contained the signatures of both UNDP and the Government of Uganda. The CPAP presentation does not follow the standard Logical Frame Approach, thus also making it difficult to develop a clear foresight of the initial logic theory. Further, it was also found that some of the outcomes and outputs contained in the CPAP did not have indicators.

Among the UNDP requirements for outcome evaluations is an assessment of Programme efficiency. By definition, this entails assessment of the relation of inputs to outputs, in other words, determining whether the same outputs could have been delivered with lesser resources, or whether more outputs could have been delivered from similar resources. However, the evaluation did not have any relevant benchmarks on which to make comparisons, and therefore could not make any definitive conclusions on Programme efficiency.

The Private Sector Development Centres (PSDCs) and Enterprise Uganda (EUg) reported their performance in terms of individuals that had been assisted rather than SMEs reached, thus also making it difficult to relate their performance to targeted outputs. In addition, there were no baseline data for some PSCDC, MSMEs and MFIs to enable an assessment of progress achieved.

2. EVALUATION METHODOLOGY

2.1. Evaluation Design and Sampling

The evaluation was undertaken at multi-levels involving different **actors** (UNDP, strategic partners, implementing partners and beneficiaries), different **levels** (programme, project, activities) and different **stages** (inputs, outputs, outcomes). This framework required that the evaluation team maintain a clear distinction between programme design and structural issues, and implementation activities. To this effect, the team developed an evaluation inception report, which included the evaluation plan that UNDP approved.

Considering that the evaluation was to be undertaken in a short time frame, a judgemental sampling approach based on the advice of UNDP PRP staff was used to select the districts to be visited and the relevant respondents from each district. Taking into account the need to have representative coverage in terms of geographical location, type of activities carried out and the time constraints, 16 districts were sampled for the evaluation.[3] The selection of districts and projects visited was done in consultation with UNDP, and UNDP project staff attended all interviews throughout.

For outcome 2 - Local poverty initiatives integrated into the national strategies for poverty reduction - Enterprise Uganda (EUg) and seven out of the 11 (63.6%) Private Sector Development Companies (PSDCs) were purposively sampled to capture varying levels of success in delivery of results. The stratification was based on PSDCs assessed performance made by Peak Performance International Ltd. In the study, SEPSPEL was ranked as a high performer; APROCEL, Mid-North, EPSEDEC, and PRICON as marginally positive performers; while TESOPS and KPSDCL were ranked as marginal to negative performers (Peak Performance International Ltd: 15). Altogether, 36 beneficiaries of the Programme were visited. The locations of the Centres and EUg and their beneficiaries visited spanned the North, the West, the Central (EUg) and the East of the country. The large sample ensured a high probability that the findings were reasonably representative of the national character of outcomes**.**

For Outcome 3 **-** Strategies for sustainable land management in rangelands developed; and environmental concerns incorporated into District Development Plans in two districts – the evaluation visited both Sembabule and Kapchorwa districts. For other projects under Outcome 3, districts were selected based on recommendations of the UNDP programme staff. Appointments with the district officials were made in advance of the visits, and they in turn alerted their community leaders and beneficiaries to be interviewed prior to the evaluation visits.

The data was then compared with the stated targets in the annual work plans and reports presented in the progress report to ascertain the status of achievement and coherence with objectives.

[3] Districts visited for data collection: Bushenyi, Busia, Kabarole, Kapchorwa, Kabale, Lira, Luwero, Masindi, Mbale, Nakasongola, Sembabule, Soroti, Ntungamo, Mbarara, Bududa, Kumi. Interviews were also conducted in Kampala.

2.2. Data Collection Methods and Tools

Respondents representing local leadership and direct beneficiaries from the projects in the districts that were visited were interviewed using a pre-determined interview guide. Personal interviews were conducted with Programme staff in UNDP, implementing partners, strategic partners in Government and other UN Agencies and beneficiaries.

The following data collection activities were undertaken:

- Review of documents with relevant information on the development context in Uganda and programme rationale. The list of documents is at Annex 1.
- Review of programme documents for information on programme design, implementation, delivery of outputs and progress reports.
- Participation in workshops organized by Implementing Partners for their beneficiaries (i.e. MAAIF and Kapchorwa district)
- Content analysis of specific programme outputs to determine their efficacy for contribution to outcomes.
- Analysis of programme and project work plans and budgets.
- Interviews with UNDP management and programme staff.
- Interviews with implementing partners including representatives of central government departments, district officials and local community leadership.
- Interviews with programme beneficiaries at institutional, community and individual level.
- Conducting a workshop for implementing partners to present the evaluation findings in order to obtain their comments and feedback. The list of all persons met is at Annex 2.

2.3. Data Analysis

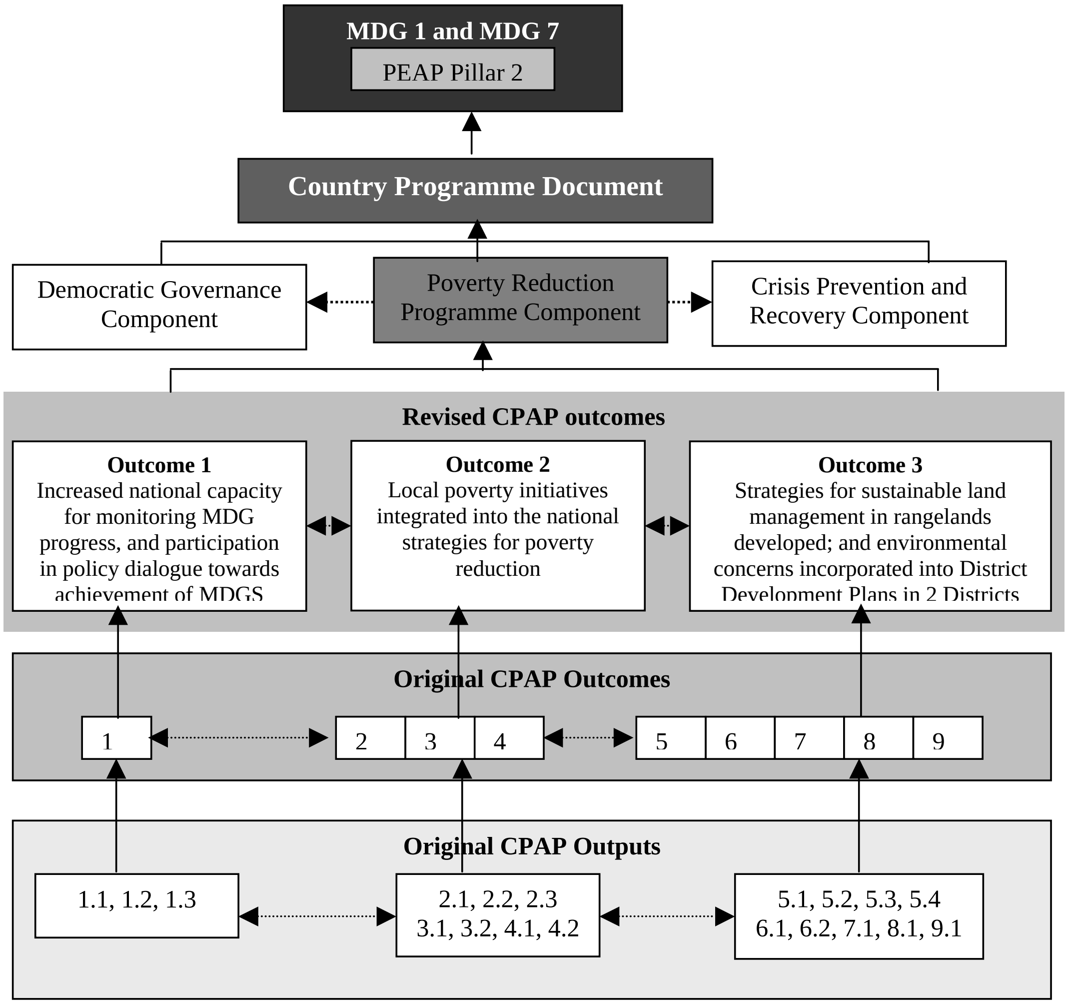
The overall methodological approach for the evaluation was based on deductive analysis of both primary and secondary data from comparative, descriptive and cause-effect relationships. The focus was on establishing accountability for outputs and outcomes to assess the effectiveness of programme strategies and activities.
The data and information gathered from the primary data collection was analysed by comparing with progress reports, and against stated performance targets and outputs. When available, beneficiary and implementing partner records were also inspected to verify and validate the accuracy of their information. The report findings were shared with stakeholders in a workshop and their comments on the draft findings subsequently incorporated into the final draft report.

3. LOGIC THEORY

3.1. The Vertical Logic – Relevance to Poverty Reduction

A Logic model illustrates a sequence of cause-and-effect relationships and constitutes a systems approach for communicating the road map towards desired results. In theory, the logic model guides evaluation by helping to develop evaluation questions about context, implementation, and outcomes. In this instance the application of the logic model, allowed the evaluation team to establish the logical linkages between the MDGs, PEAP, CPD, and the Poverty Reduction Programme.

Figure 1: Vertical logic of the Poverty Reduction Programme



Key: Vertical logic
Synergies

N.B: The numbers under outcomes and outputs correspond to outcomes and outputs in the original CPAP detailed in Annex 3.

Figure 1 above illustrates the logic model for poverty reduction in Uganda. The CPD directly addresses and contributes to the national goals of the Government of Uganda as stated in the PEAP, i.e. ". . . the purpose of the PEAP is to provide an overarching framework to guide public action to eradicate poverty, defined as low income; limited human development; and powerlessness". This goal was also adequately encompassed in the UNDAF outcome, "---increased opportunities for people, especially for the most vulnerable to access and utilise quality basic services and realise sustainable employment, income generation and food security".

Under the Poverty Reduction Programme, the CPD contains three outcomes, which address the key elements (human development, employment and income generation and food security) that are also contained in the UNDAF outcome and PEAP. The outputs for MDG reporting under Outcome 1 address the overarching need for providing policy makers with relevant and accurate information to enable decisions on resource allocation for human development. The outputs on development services, local poverty initiatives and private sector development under Outcome 2 address the issue of employment creation and income generation, while the outputs on sustainable land management, sustainable use of biodiversity and access to sustainable energy services under Outcome 3 address the conservation of the environment thereby ensuring food security.

The basic assumption underlying the Poverty Reduction Programme was that UNDP could leverage its comparative advantage as a trusted development partner and key strengths in institutional strengthening and capacity building to contribute to PEAP Pillar 2 and MDGs 1 and 7. Annex 4 [Figure (a) and (b)] contains the logic structure for the programme, which shows how UNDP outputs under several projects would contribute to outcomes.

The results logic for the Programme portrays a direct link of the UNDP contribution to PEAP Pillar 2 in the overall framework of MDGs 1 and 7. The evaluation found the logic presented in the Programme to be relevant and capable of responding to the stated objective of building capacity to reduce human poverty.

3.2. Horizontal Logic of the Programme

The horizontal logic should contain adequate indicators of achievement for Outcomes and Outputs; objective sources of verification; and environmental assumptions and risks under which the indicators would remain valid. While the Poverty Reduction programme had a sound vertical logic, the horizontal logic was not that consistent. The evaluation noted that some of the Outcomes and Outputs did not have adequate indicators, while others had no indicators at all. In this regard, it was noted that some of the indicators did not have baseline data, which could have been used as a basis for measuring progress during the evaluation. It was also noted that no specific risk mitigation strategies were developed to address the internal and external environment that could either distort the indicators or even affect the delivery of Outputs and achievement of Outcomes.

3.3. Statement of Programme Outcomes

3.3.1. MDG reporting and poverty monitoring

There was no consistency between various Programme documents with regard to the exact outcomes to which the Programme intended to contribute. As stated in the evaluation TOR, Outcome 1 read – "increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achieving the MDGs". However, the CPAP document and programme work plans all showed the outcome as – "Pro-poor policies aimed at achieving the MDGs are progressively reflected in the PEAP and the national budget". UNDP explained that they had revised CPAP and established new outcomes as reflected in the evaluation TOR. However, the evaluation noted that as the official document endorsed by UNDP and government, any revision to CPAP should have been documented and endorsed by the signatories to the original document.

As shown in the CPAP document, the indicator for this outcome was – "Rate of achievement of individual MDG targets". The evaluation noted that this indicator did not have a direct relationship with the outputs proposed for the outcome. The achievement, let alone the rate of achievement, of MDG targets could not be a result of production of MDG 2007 progress report or any other reports. That notwithstanding, the production of MDG reports would serve to inform policy and decision-making about the status of MDG achievement, thus highlighting areas of priority and focus. This linkage was, however, an indirect and weak link, and the reports would still neither increase resource availability nor the political will towards achieving the MDG targets. The evaluation further noted that one indicator is not sufficient to capture all the dimensions of success when it occurs. Alternative and additional indicators such as measuring the changes in budgetary allocations to specific sectors, and changes in legislative provisions that empower the poor and disadvantaged groups would also constitute relevant and measurable indicators for this outcome. However, despite the weakness of the indicator, the outputs could indeed contribute to the reflection of the outcome of pro-poor policies in the PEAP and in the national budget.

As reflected in the evaluation TOR, it was noted that the outcome on *MDG reporting and poverty monitoring* contained two parts: (1) increasing national capacity and (2) participation in policy dialogue. While it was clear how the Programme could contribute to increased national capacity for monitoring MDG progress, additional information was needed to demonstrate how the Programme intended to contribute to participation in policy dialogue towards achieving the MDGs. It was not clear whether such participation was envisaged for policy-makers only, or also included public and civil society participation. The evaluation noted however, that the outcome, in its dual variations was relevant to, and consistent with the Government of Uganda's priorities of transforming the country into a middle-income country, as stated in the PEAP. This outcome provides the enabling environment for promoting transparency and accountability, both of which were critical requirements under the New Aid Modalities contained in the Paris Declaration.[4]

3.3.2. *Local poverty initiatives and private sector development*

The evaluation noted that the outcome presented in the TOR under this outcome did not embody a vision or developmental change that should be attained through contributions of programme outputs and activities as well as intervention of other stakeholders. As presently formulated in the TOR, Outcome 2 read: "Local poverty initiatives integrated into national strategies for poverty reduction" – this did not constitute a developmental change because the integration of local poverty initiatives into national strategies could not be an end in itself. The evaluation was of an opinion that this was much more of a process output and interim target than an outcome. However, the CPAP had three outcomes: (i) "Enhanced performance and competitiveness of SMEs and Micro-finance Institutions (MFIs)"; (ii) "Enabling policy and regulatory environment enhanced to improve performance of MSMEs"; and (iii) "Micro-finance fully integrated into the Financial Sector". These three outcomes constituted a developmental change towards which the Programme could make a contribution. The evaluation therefore noted that there was a need to strengthen the formulation of outcomes consistently at all levels of programme design.

The evaluation noted that the CPAP document contained only one indicator for two of these outcomes of "enhanced competitiveness" and for "integration of micro-finance"; while there were no indicators for the outcome of "enabling policy and regulatory environment". For the first outcome of enhanced competitiveness, the indicator was given as: "increase in numbers

[4] The Paris Declaration, endorsed on 2 March 2005, is an international agreement to which over one hundred Ministers, Heads of Agencies and other Senior Officials adhered and committed their countries and organisations to continue to increase efforts in harmonisation, alignment and managing aid for results with a set of monitorable actions and indicators. See www.aidharmonization.org

of people employed in the MSME sector”. By itself, this indicator could not sufficiently capture the changes occurring in the sector. Other equally significant indicators such as increase in product diversity; growth in value chain; and expansion of markets also had a direct cause-effect relationship with the programme outputs and were valid indicators for that outcome. For the other two outcomes, alternative indicators could include measuring changes in legislation and changes in numbers of registered MSMEs and MFIs.

The evaluation found that the Programme could contribute to the achievement of the outcome for enhancing performance of SMSEs and MFIs. This outcome was relevant and consistent with the national objectives and priorities of the Government of Uganda as encapsulated in the “***Bonna Bagaggawale*”** principle, meaning “prosperity for all”. Micro-finance remained the primary vehicle through which the Government envisaged this principle to be operationalised**.**

3.3.3. *Energy and environment for sustainable development*

Outcome 3 was changed several times in the various Programme documents. In the CPD, the outcome read: “principles of sustainable development integrated into country policies and strategies; and loss of environmental resources reversed”. In the old CPAP document, there were 5 outcomes for the Environment and Energy for sustainable development, which were designed to also make a contribution to the UNDAF outcome stated in the old CPAP as: “Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security”. On the other hand, outcome in the revised CPAP read: “strategies for sustainable land management in rangelands developed; and environment services incorporated into DDPs in two districts”.

Further, according to the evaluation TOR, the Programme is expected to deliver four outputs for the environment and energy, under outcome 3 namely:

i) Promoting sustainable utilization and conservation of environment and natural resources;
ii) Integrating energy and environment concerns into policies, strategies and planning processes at the national and local levels;
iii) Increasing access to modern, affordable and reliable energy services by the poor; and,
iv) Integrating disaster risk reduction into sustainable development policies and planning.

Due to the changes described above, there were several changes made to the statement of outcomes, outputs and resources for the Environment and Energy as shown in Figure 2 below. While the CPD reflected one outcome and two outputs, the CPAP contains five outcomes (Outcomes 5, 6, 7, 8 and 9) and nine outputs; and the revised old CPAP had one outcome and four outputs. This inconsistency made it difficult to define the identity and boundary of the Environment and Energy outcome of the Programme. The Environment and Energy outcome therefore did not depict a single and homogenous entity, because of its character as a composite of individual projects in bio-diversity, sustainable charcoal production, and energy access for productive uses, climate change, and Sustainable Land Management (SLM) and disaster management. Furthermore, while the projects under the Environment and Energy outcome appeared to be growing in terms of the diversity and related financial resources, the outcome appeared to have been narrowed down. Figure 2 below illustrates the changes that were made in the statement of outcomes and outputs for the Environment and Energy for sustainable development.

The evaluation also observed that there were two indicators for the outcome shown in the CPD, the first being about making two policies from a baseline of zero; and the other being about mainstreaming environment into ten Districts Development Plans (DDPs). The CPAP, on the other hand had one indicator each for three of the outcomes (Outcome 7, 8 and 9), four indicators for outcome 5, while outcome 6 had no indicator. There was also no difference between two of the four indicators for outcome 5 – the first one read: "PEAP and 15 DDPs fully incorporate and address environment and disaster risk reduction issues", while the second read: "National and Local Government Plans integrate environment". It was also noted that the number of districts in which environmental issues were to be mainstreamed had progressively changed from 15 to three, then two.

As already noted, having only one indicator per outcome may lead to missing opportunities for recognising success when it occurred. In addition, there were no assumptions listed in the CPAP, thus implying that there was no risk assessment undertaken for the Programme. In spite of these weaknesses, all five outcomes contained in CPAP were consistent with the national goals of Uganda, including its commitments under several Multi-lateral Environmental Agreements (MEAs).

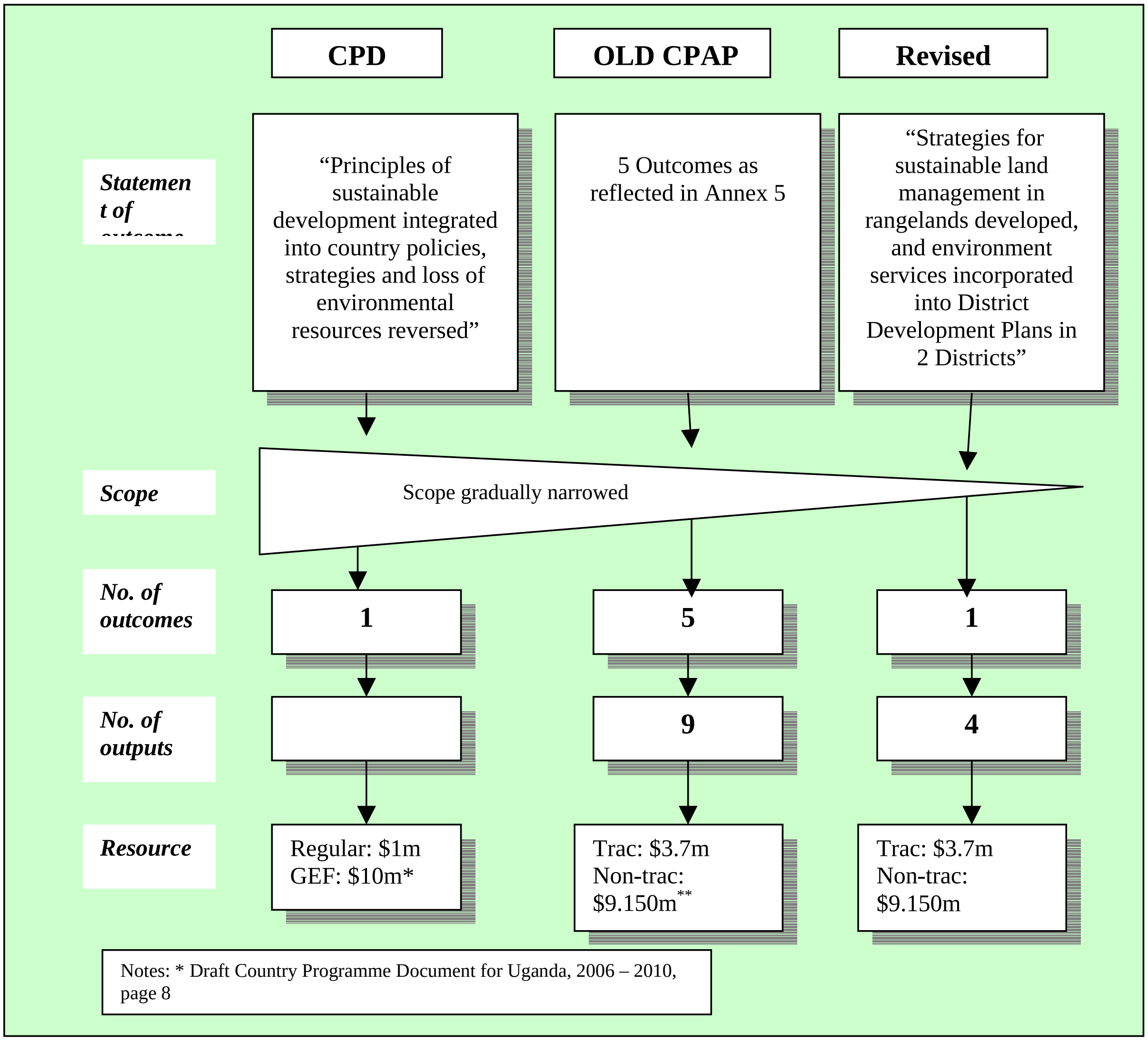
Whereas the TOR referred to the outcome as provided in the revised CPAP, the resources framework still identified projects under the old CPAP, which had five outcomes and nine outputs. This inconsistency compromised the relevance of the projects to the outcomes and concealed UNDP's niche in environment and energy. The evaluation was informed that in order to comply with reporting under ATLAS, UNDP headquarters had requested all country offices to reduce the number of outcomes to a maximum of 10. That is how UNDP Uganda chose one outcome for the environment and energy.

The evaluation took note that there were new developments which should bear on the re-definition of the outcome on environment and energy including, in future: (i) the UNDP Business Plan, 2008-2011, (ii) the PEAP Revision, (iii) the ENR-SIP, (iv) Climate Change Debate, (v) the continued outcry of poor funding of ENR sector and (vi) the current and emerging financing opportunities to the environment in general.

With regard to the UNDP Business Plan 2008-2011, four strategic focal areas were noteworthy (i) mainstreaming energy and environment, (ii) mobilizing environmental finance, (iii) promoting climate change adaptation and (iv) expanded access to environmental and energy services for the poor. On the other hand, the Concept Note for the revision of PEAP had included an objective (pillar) on environment and natural resources in its own right, away from the old tradition of only treating it as a crosscutting issue. Some of the emerging issues that the Concept Note highlighted included: (i) climate change, (ii) the discovery of oil, (iii) recovery of northern Uganda and (iv) use of economic incentives to stimulate private sector investment including public-private partnerships. The evaluation therefore was of the opinion that four particular themes stand out to guide the formulation of a long-term outcome on environment and energy:

(i) Mainstreaming environment and energy issues.
(ii) Climate Change Adaptation.
(iii) Improving access to natural resources and sustainable use of environment and energy for the poor.
(iv) Mobilizing environmental finance.

Figure 2: Changes in the statement of outcomes, outputs and resources



4. EVALUATION FINDINGS

4.1. Status of each outcome

4.1.1. MDG reporting and poverty monitoring

For the period under review, the PRP under Outcome 1 sought to generate four outputs, namely: Production of MDG Country Report; Production of National Human Development Report; Production of the Development Cooperation Report; and the Production of the Monitoring and Analysis of Government Resource Allocations Report. Specifically, the National MDG Report 2007, localization of MDGs (to the districts of Kasese and Soroti, both produced in 2007), production of National Human Development Report 2007 (NHDR), production of Development Cooperation Report, November 2006/7 (DCR) and production of Government Outlays Analysis Report, November 2005/6 (GOAR) were all delivered successfully. The NHDRs are produced and disseminated both at the national and regional levels. The evaluation saw actual physical copies of all these documents but the DCR, which they were informed, had been published but not yet distributed. The evaluation noted that the reports were of high quality and contained relevant information that can be used by planners, and decision makers in making policy recommendations and developing strategies for achieving MDGs.

In line with the principle of national ownership and the need to build national capacities, nationals in the Uganda Bureau of Statistics (UBOS), the Economic Policy Research Center (EPRC), the Ministry of Finance, Planning and Economic Development (MFPED) and local consultants produced the reports. The MDG report 2007 was prepared in a participatory manner, and the launch involved 400 participants. In Kasese and Soroti districts, the localized MDG reports were also prepared with collaboration between local consultants, government officials, and civil society including the NGO Forum and KADNET, and the Uganda Local Government Association. Data analysis computer packages were also provided and installed for future use, as part of institutional strengthening and capacity building initiative. The evaluation therefore concluded that there was sufficient evidence to indicate an increase in national capacity for monitoring MDG progress, which was the outcome that the outputs had been intended to contribute towards.

4.1.2. Local poverty initiatives and private sector development

There were four outputs under Outcome 2: Enhanced Capacity of MFIs to deliver micro finance services; Business Development services delivered to MSMEs; Strengthening SMEs; and Creation of Business Linkages. For those outputs with no indicators specified, the evaluation assessed performance on the basis of the numbers of innovative bank products developed; measuring changes in the loan portfolio of MFIs; analysis of use and application of loans; changes in the membership to MFIs; numbers of SMEs and individuals receiving loans; changes in MSME incomes; changes in the number of MSEs that benefited from business linkages; and changes in productivity for the other outputs. Using these measures as indicators, the evaluation noted that the Programme had, for the period under review, delivered its outputs, and that the outputs had contributed to the intended outcome.

The evaluation found evidence that the capacity of MFIs had been enhanced to deliver microfinance services, MSMEs were getting business development services, SMEs were being strengthened, and business linkages had been established between and among different business entities. There was an increase in employment at micro level for the larger enterprises as a result of the Programme, for example in enterprises served by Enterprise Uganda as shown in Table 2 below. Most MSMEs were, however, owner operated, making this indicator insufficient as a measure of success by itself. Table 2 below shows changes in the number of employees of some of the clients of Enterprise Uganda (EUg), one of the implementing partners for this activity. Whereas numbers were few in absolute terms, in relative terms, employment in the change in employment in some enterprises was threefold.

Table 2: Change in employment in EUg Clients

Enterprise	Employees in base year	Current Employees	Percent Change
Heritage Coffee	21	41	95.2
SAS Dental Clinic	3	8	166.6
Bethany Clinic	4	6	50
Ebenezer Clinic	22	30	36.4
Kasangati Resort	15	28	86.7
Pearl Accounting	0	8	--
Midas Touch	6	6	0
Eden Farms	1	3	200
Medtek Supplies	1	2	100

Source: Compiled from information supplied by EUg data

In addition, there were some improvements in value addition and a shift to products with higher competitive prices, which resulted in increased incomes for MSMES. For example, rice growers in Kakooga increased their incomes by shifting from maize to rice production.

Similarly, Aduku agro-farmers also shifted from their traditional crops to pigeon peas, used to produce gari and bagiva, thereby also increasing their incomes. In other examples, the Twimpi Tie and Dye of Mbarara and Tie and Die Group of Bubaare also increased their incomes by adding colour to cloth. The Bwera Initiatives Group engaged in the crossbreeding of local goats with Boer he-goats and raised prices from as low as Shs 20,000 to 80,000 per goat. In Bududa, coffee growers were able to obtain better prices and higher incomes through cooperative marketing, supplier power, and establishing business linkage with One Café International coffee factory in Tororo.

Although there was no indicator for the outcome on “enabling policy and regulatory environment enhanced to improve performance of MSMEs, the evaluation noted that there were ongoing advocacy efforts for creating an enabling policy environment for business development services and MFIs.

Table 3: Changes in loan portfolios

Change in loan portfolio of SACCOs with consistent data

SACCO	Loans in 2006 (Sh m	Loans in 2007 (sh m)	% change
Kyamuhunga	4,626.6	5,990.5	29.5
Soroti Teachers	326.8	691.9	111.7
Alutkot	147.4	587.3	298.4
Lambala	5.7	9.7	70.2
Mushanga	399.0	644.0	61.4

Source: Compiled from information supplied by SACCOs

The Private Sector Development Centers (PSDC) that led the delivery of the outputs for SMSEs and MFIs were able to introduce a minimum of three new loan products to the Savings and Credit Cooperative Organizations (SACCOs) that they supported.

Table 3 shows the changes in the loan portfolios of a sample of SACCOs that were visited by the evaluation. In some instances like Alutkot SACCO, the loan portfolio increased four times between 2006 and 2007, implying increased access to capital for poverty reduction, where loans were indeed used for the intended purpose. The PSDC in Kigezi area introduced three new products of agricultural, commercial and education loans; all of them with full participation of the SACCO membership, resulting in the SACCO being able to independently develop other different types of loan products.

Because of this capacity development, membership of the SACCOs increased, as did their loan portfolios. For example, not only did the loan portfolio of the SACCO in Lira (Alutkot

SACCO) increase from Shs 147.4m in 2006 to Shs 587.3m in 2007 as shown in Table 3, but the number of active loans also increased to 1,108 in 2007, up from 326 in 2006. Table 4 below also illustrates how some MSMEs increased their incomes as a direct benefit from the Programme.

In some cases however, the change in income was only marginal, as in Rwera Initiative Group, Ntungamo and Kasharara pig keepers in Mbarara (5%-7%) while others had significantly larger increases in incomes, as in Katamba Women Group and Rwemirabyo Youth Singers (233%-525%). It was not possible to measure the percentage change for other groups that had either no recorded baseline or were starting from zero.

By strengthening MFIs and developing new and innovative loan products, the Programme was able to achieve increased membership to SACCOs. For example, membership of the Mushanga SACCO increased from 1,205 in 2006 to 1,934 in 2007; in Ngora SACCO, membership increased form 79 in 2006 to 238 in 2007; while in Twisania SACCO, membership increased to 1,310 in 2007 from 635 in 2006.

The evaluation also found that from these activities and their attendant results, the Programme contributed to the integration of local initiatives into national strategies for poverty reduction. All these activities were financed by UNDP but were based on local initiatives that were demand-driven, initiated and run by poor people. Although all of the activities aimed at increasing production and productivity in fulfillment of PEAP's poverty reduction strategy for the private sector, the impact on the outcome was however very small and insignificant at the national level due to the sheer magnitude and numbers of SMES in the country, estimated at about 800,000.

Table 4: Changes in Incomes for a sample of MSMEs

Name	Type of Enterprise	Initial income 2006 (Shs)	Income 2007 (Shs)	% Increase
Rwebikoona Tweyambe Group, Mbarara	Recycling waste products	700,000	960,000	37.1
Natural White Fresh Yogurt, Bushenyi	Yoghurt production	-	538,100	__
Rwemirabyo Youth Singers	Hiring party items/singing	300,000	1,000,000	233.3
Twimpi Tie and Dye, Mbarara	Tie and dye clothes	-	800,000	__
Tie and Dye Group, Bubaare	Tie and dye clothes	0	2,160,000	__
Rwera Initiative Group, Ntungamo	Goat rearing	600,000	630,000	5
Kasharara pig keepers, Mbarara	Pig farming	75,000	80,000	6.7
Katamba Women Group	Onion/Irish potatoes	1,200,000	7,500,000	525
Nyamiyaga Matooke growers	Matooke	2,400,000	3,000,000	25
Kigezi Private Sector MSMEs	General (average income (Shs) per month)	100,000	125,000	25

Source: Compiled from data supplied by APROCEL.

4.1.3 Energy and environment for sustainable development

In the evaluation TOR, Outcome 3 of *"strategies for sustainable land management in rangelands developed and environmental services incorporated into District Development Plans in two districts"*, had 4 outputs. On the first output of 'promoting sustainable utilization and conservation of environment and natural resources', the evaluation found that the relevant implementation agencies and partners had been mobilized to implement respective activities. The Programme had also successfully created awareness for sustainable use of resources, particularly in wetlands ecosystems and fragile dry lands areas.

The Programme achieved significant progress on the second output of 'integrating energy and environmental concerns into policies, strategies and planning processes at the national and local levels'. The formulation of SEAPs and DEAP in Sembabule, and the subsequent integration of environmental concerns in DDPs guided the implementation of community initiatives supported by MAAIF and by other donors. For example, the priorities developed in the context of DEAP guided the tree planting and watershed management activities under the ADB-funded Farm Income Enhancement and Forestry Conservation Project and the tree planting activities in Ntusi sub-county supported by UWESO.

The evaluation also noted the Programme had built capacity for environmental mainstreaming among departmental technical officers and community leaders. An inter-ministerial framework for cooperation among the four ministries of MAAIF, MWE, MEMR and MLHUD was established, and provided a good model for activities in SLM that cuts across the mandate of many institutions. Although the Programme had mobilised financial resources from GEF and other donors, there was need for more resources for the GEF SLM mainstreaming, land/resource tenure and sustainable charcoal production projects.

The evaluation also noted that the catalytic role of the UNDP-UNEP Poverty Environment Initiatives Project in supporting the MFPED to disseminate the 'User Manual for Mainstreaming Environment in Budget Framework Papers'. In addition, a paper on Sound Management of Chemicals was prepared to feed into the 5-year National Development Plan. A draft National Slum Upgrading Strategy was also due to be presented for consideration by relevant stakeholders. These achievements demonstrated UNDP's engagement in upstream activities, while its support to downstream activities was also visible through tree planting and demarcation of a 10- meter riverbank protection zone under the Kapchorwa Project on Protection of River Atari.

Under the third output to 'increase access to modern, affordable and reliable energy', the communities had been mobilized in preparation for the installation and operation of Multi-Functional Platforms (MFP). Baseline studies for use in implementation and future monitoring of the impacts of MFPs on poverty reduction had also been completed.

On the fourth output for 'integrating disaster risk reduction into sustainable development polices and planning', the evaluation established that: (i) EL Nino hot spots had been identified and mapped, (ii) an EL Nino task force was established, and (iii) public awareness had been created through the media and publication of the impacts of 2006/07 EL Nino in selected districts. The evaluation also noted that the Disaster Risk Reduction and Management Policy had been finalised, and was another example of the Programme achievements.

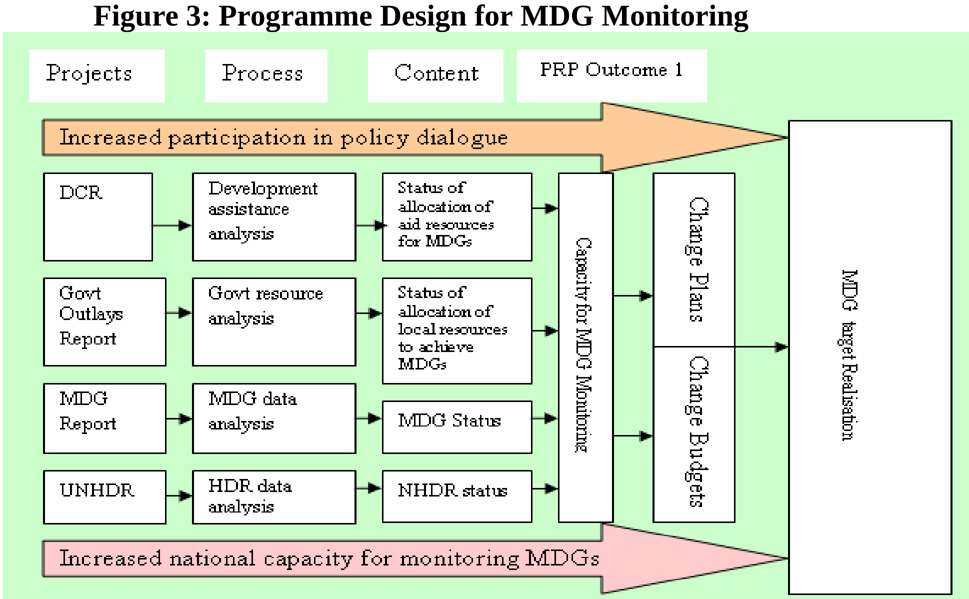
The progress achieved on delivery of these outputs and subsequent contribution to achievement of the outcome would also contribute to the attainment of related MDG targets by: (i) overcoming the barriers to eradication of poverty through improved access to energy, sustainable resource use, and reversing land degradation; (ii) contributing to universal primary education through provision of better and reliable energy; (iii) facilitating the cool storage of drugs at health centres, thereby contributing to reduction in child mortality and improvement of maternal health; and (iv) promoting environmental sustainability through reversal of biodiversity loss. Annex 5 provides a summary of the progress and achievements made against Outcome 3 for Environment and Energy.

4.2. Factors Affecting the Outcomes

4.2.1 Programme Design

The design for the Programme in respect of MDG reporting and poverty monitoring had a logical flow that showed how project activities would be translated into outputs and how the outputs would contribute to outcomes. The evaluation found this design to be suitable for delivering on the intended outcomes. Figure 5 below illustrates the design diagrammatically. Under this design, the preparation and analysis of reports by national entities would build local capacity (lower arrow) to monitor MDGs. Information from the reports (the content) would then provide decision and policy makers with the necessary tools and information resources to monitor MDG achievement, thereby increasing their capacity to influence future plans, policies, and budgets, and ultimately result in increased achievement of MDGs. Information from the reports would also facilitate increased and well-informed participation in policy dialogue (upper arrow).

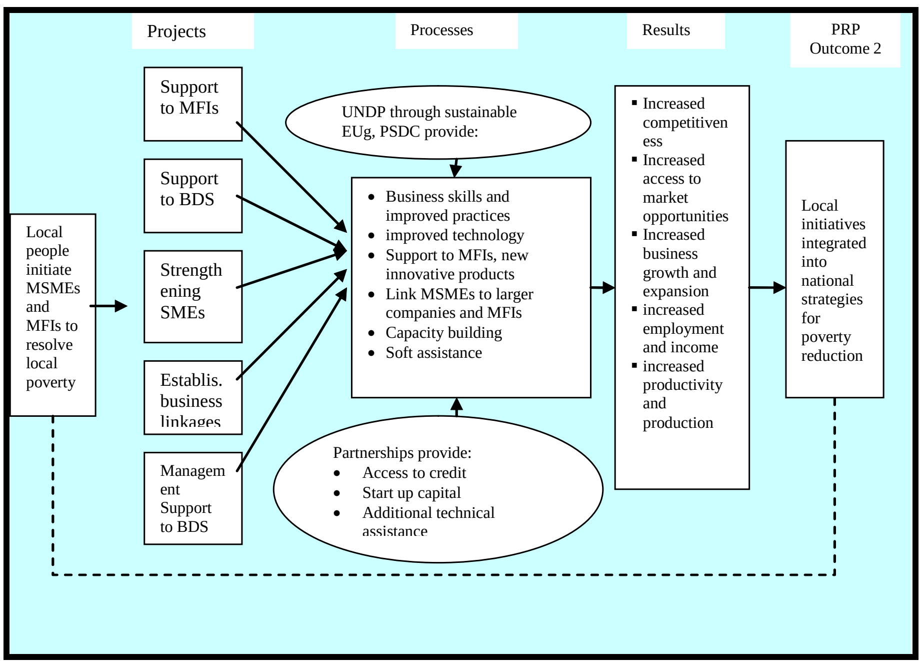
Figure 3: Programme Design for MDG Monitoring



Under the local poverty initiative, the Programme design shown in Figure 6 below provided for 11 PSDC and Enterprise Uganda (EUg) to lead in the delivery of outputs for enhancing performance and competitiveness of MSEs, MSMEs and MFIs.[5] For operational purposes, EUg led on the larger growth-oriented MSEs while the PSDCs led with MSMEs and MFIs. The basic assumption was that with the help of partnerships, sustainable PSDCs and EUg would be able to provide business development services, technical support, and linkages that help MSMEs and MFIs to increase production and productivity, thereby enabling their owners to escape from poverty.

The evaluation found this design suitable. Under the design, local entrepreneurs identify their own needs and priorities for the UNDP programme to help address. PSDCs and EUg, as implementing partners, use project resources to provide a variety of services (business development services, support to MFIs, strengthening SMEs, establishment of business linkages etc). Where needed, UNDP inputs are supplemented by partnerships, the sum total of which increases MSME competitiveness, employment, incomes and similar variables ultimately contributing towards poverty alleviation. By achieving these results, the local initiatives become part of, and contribute towards, the national strategies for poverty reduction. The evaluation, however, noted that the local initiatives are primarily the priorities of individual MSMEs and do not necessarily have to derive from a pre-determined national or even district strategies for poverty reduction.

Figure 4: Programme design for local poverty initiatives



Funeral loans are examples of local initiatives that may not credibly integrate (or derive from) national strategies for poverty reduction. District government officials met confirmed that neither the PSDC nor EUg private sector projects were necessarily derived from District Development Plans nor that District Development Plans integrate PSDC initiatives in them (Plans).

[5] The 11 PSDCs are: APROCEL in Bushenyi; SEPSPEL in Busia; KPSDCL in Kabale; PRICON in Kabarole; APSEDEC in Kitgum; Mid North PSDCL in Lira; CPSDCL in Masaka; EPSEDEC in Mbale; Karamoja PSDPCL in Moroto; WENIPS in Nebbi and TESOPS in Soroti.

The evaluation also noted that access to partnerships and SACCO financing to complement UNDP inputs, particularly for capital funding was outside the control of UNDP. It was therefore up to the implementing partners, MSMEs, and MFIs to initiate project partnership to leverage their resources, although even they would not have control over donor decisions. The evaluation further noted that there was a need to secure strategic partnerships for capital and start-up financing in order to achieve certainty for projects. Where partnerships were not forthcoming or MSMEs were reluctant or unable to contract loans, initial success from UNDP intervention got undermined. Responding to the question about what else could be done to help them, many programme beneficiaries requested UNDP to provide them with inputs and resources that the Programme anticipated would be their own contribution, or financed from loans obtained from their SACCOs or partnerships. For example, rice growers in Kakooga requested for tractor hire services and agriculture inputs; wine makers in Bushenyi requested for working capital, while those in Teso area requested for sugar. Carpenters in Mbale requested for woodcarving and design machinery.

While the projects were packaged in such a way that UNDP provided technical assistance, and other strategic partners providing seed capital, the beneficiaries themselves should also contribute so that they can claim ownership of the initiatives. However, there appeared to be a general perception that donors, in particular UNDP, should provide free services and resources, and thus the lack of capital funding and support from other strategic partnerships were found to be the main challenges to sustainability for most MSMEs. In addition, some PSDCs stated that they had not been fully involved in the design of the Programme noting that they required additional assistance in building their institutional capacity, while the management fees they obtained from implementing UNDP projects should be increased to as much as 40 percent of the project budgets.

While it was noted that CPAP had targeted 1,300 MSMEs each year (i.e. 6,500 enterprises over the period of 5 years), each of these MSMEs was a separate entity, with unique and different needs and geographically dispersed. In addition, nine PSDC supported numerous MFIs that were scattered all over their catchment areas, thus spreading the Programme resources too thin. This increased the risk of failure to sustain the MSMEs after an initial success of helping them establish and launch their enterprise ideas; and overstretched the capacity of EUg and PSDC to monitor and mentor. An analysis of their performance showed that some SMEs and MFIs would be unlikely to be self-sustainable without UNDP support and would require frequent health checks and mentoring by implementing partners.

The evaluation identified some examples of MSMEs that had been initially successful but were facing failure: Barr Tree Seedlings, Barr wine maker, Muhanga banana retailer. Paradoxically the target of 6.500 MMSEs in five years is itself a small proportion of the approximately 800,000 MSEs in Uganda that need such assistance.[6] On one hand, this was an insignificant proportion of MSEs, while on the other hand, these were too many activities to effectively manage and monitor with the available resources.

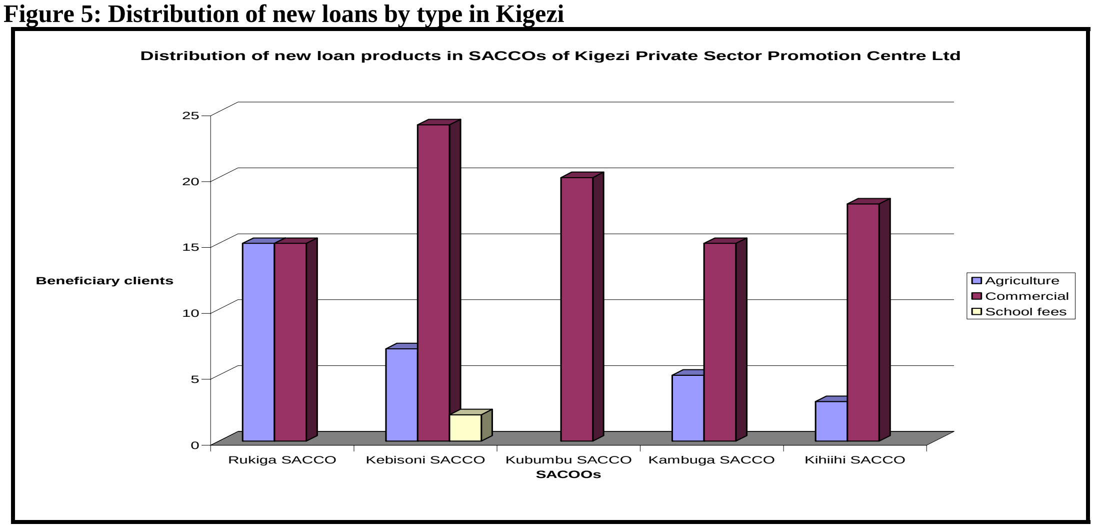
The evaluation also observed some deficiency with regard to the design of new innovative bank products under the strengthening of MFIs to enable them to deliver microfinance services for poverty reduction. By implication, access to micro-finance services should enable members of the MFIs to access loan finance that would help them get out of poverty through investment, increased, productivity and financing social welfare. In Lira, for example

[6] Enterprise Uganda. "*Strengthening Small and Medium Enterprises in Uganda, Concept Note*". May 2006

Alutkot SACCO developed a saving product, the *Jootego*, which enabled subscribers to accumulate savings for social security, including, among other things, payment for a decent funeral costs upon the death of the member. Some of the new banking products included loan products like as funeral loans in Masaka, which did not directly translate into initiatives for poverty reduction but responded to social crises. The evaluation also noted instances when members obtained loans on one pretext but went on to use the loan for a completely different and often non-productive purpose. The project design did not have a foolproof mechanism to ensure that loans were used for their intended purpose and actually contributed directly to poverty reduction. There was also an assumption that MSMEs would access loan finance to support their enterprises or production activities when necessary.

However, the evaluation observed instances where it was necessary for MSMEs to borrow from their SACCO, but the loan terms were too prohibitive. For example, some borrowers in Kakooga observed that the agriculture loan did not have a sufficiently long grace period to allow them to generate earnings from the loan before payback. The evaluation also noted that the most popular SACCO lending remained commerce and trade because these tended to generate faster returns. Thus, even in Kigezi region where productive activities were mainly in agriculture, loans predominantly supported commercial activities compared to agriculture activities (Figure 7).

Figure 5: Distribution of new loans by type in Kigezi



Source: Information obtained from records of MFIs in Kigezi SACCOs

The evaluation was also informed that some PSDCs were not charging fees because other agencies such as NGOs, WFP and others did not charge for their goods and services. PSDCs thus noted that their beneficiaries had become used to getting free goods and services for development such as extension services, safe water and community development services. This misconception led project beneficiaries to expect free goods and services from UNDP even when they were intended for private use.

The Programme design for Outcome 3 did not provide a clear focus of intended outcomes and how UNDP would contribute to their achievement. For example, under the CPD, the outcome was stated thus: "*principles of sustainable development integrated into country policies/strategies and loss of environmental resources reversed*". The UNDAF outcome, which the old CPAP adopted, read: **"***Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable* *employment, income generation and food security"*. However, the outcome provided for the evaluation in the TOR, which purportedly is from the revised CPAP seemed to indicate a substantial shift, and read *"Strategies for sustainable land management in rangelands developed, and environment services incorporated into District Development Plans in two districts"* This constituted a progressive narrowing of programme focus as also reflected in the changes of outputs, initially from two outputs in the CPD, to nine outputs in the CPAP and later four outputs in the "revised CPAP".

The evaluation found that the first CPAP had 4 indicators for outcome 5, one for each of the outcomes 7, 8 and 9, and no indicator for outcome 6. When CPAP was revised to focus on 4 outputs only, its indicators were not realigned accordingly. Instead, it has been a practice to fall back to the old CPAP's indicators. Further, the target indicators from outcomes 7, 8 and 9 were mainly concentrated on new proposals developed, with minimal indication for on-ground implementation.

The evaluation was of the opinion that the outputs for Slums Upgrading Strategy, the Albertine Rift Forest Bio-diversity Conservation would be relevant to the revised CPAP outcome, while the Energy Access for Productive Uses in Rural Uganda Project, which focused on Multi-Functional Platforms (MFP) would be more relevant to the outcomes for the local poverty initiatives. In this project, energy was only a resource input that was being leveraged to develop viable commercially operated MFPs.

The evaluation noted the need for UNDP to redesign the outcome for Environment and Energy, so that it reflects the bigger picture rather than rangelands. Furthermore, the evaluation was of the opinion that UNDP would have to re-assess the placement of such projects as Disaster Risk Management and Slums Upgrading under the Environment and Energy Unit as compared to finding better departments for their effective implementation.

Regarding implementing partners, the evaluation noted that the Concept Notes that they develop do not show the expected outputs programme period. The evaluation was therefore unable to determine the intended outputs for 2008, 2009 and 2010, as the concept notes had only been prepared in 2006 and 2007. The evaluation noted that the Concept Notes on which annual work plans and subsequent requisition for funds were based had weaknesses in the following areas:

(i) Concept Notes did not refer to the source of identified problems they intended to address (e.g. government policy, strategies, study, evaluation reports, etc).
(ii) Some of the Notes proposed new policies or revision of existing ones without critically assessing whether the gap was due to lack of policy, lack of legal framework, or lack of capacity to enforce the already existing policies and laws.
(iii) Owing to their brief nature, the Concept Notes did not spell out the total time frame within which the proposed activities were to be implemented.
(iv) The Concept Notes did not reflect whether a consultative and participatory process informed the design.
(v) Concept notes were not suitable for environment projects where due to vagaries like drought, a much longer planning period was preferred to very short time intervals.

On the other hand, the Work Plans, which were supposed to make the Concept Notes operational, also had a structural weakness in that they did not provide the total picture of likely activities in subsequent years. Further, the likely contribution of the projects to the achievement of outcomes could not be estimated in advance. Previously the Country

Programme was implemented through a Project Support Document that elaborated the activities and expected results for the entire programme cycle. However, under the new guidelines, implementing agencies prepare annual Concept Notes and annual Work Plans, which somehow undermine their commitment and vision to the long-term achievement. In summary, Concept Notes obscured the totality of the outcome. These problems however, did not include the new projects funded by GEF – COBWEB and Albertine Rift Forest Conservation.

The evaluation acknowledges however, that Concept Notes may be appropriate under some situations. For instance, when UNDP intends to solicit innovative ideas on poverty reduction from its implementing partners or to engage the CSOs and NGOs on a topical developmental issue, the use of Concept Notes may be appropriate for preliminary identification of useful ideas through an open and competitive process.

4.2.2. Programme Inputs

The programme inputs for the MDG monitoring were sufficient and appropriate for the intended outputs. Table 5a shows the budget allocations and expenditures for projects under Outcomes 1 and 2 of the Programme as well as the delivery rates for 2007.

Table 5a: Budget allocations and expenditures for Projects under Outcome 1 & 2

	Local Poverty Initiatives - TRAC Resources								2007
No	**Proj ID**	**Project**	**2006 Budget**	**Total Utilised**	**Balance 2006**	**2007 Budget**	**Total Utilised**	**Bal 2007**	**Utilisation**
									Rate %
1	00052305	Strengthening SMES in Uganda	136,022	132,832	3,190	251,750	250,413	1,336	99.5
2	00052390	Support to MFIs -Kigezi	50,022	49,336	686	76,101	75,386	714	99.1
3	00051707	Support to BDS -Mbale	71,000	70,618	382	75,096	74,808	288	99.6
4	00052703	Support to MFIs -Masaka	44,982	44,598	384	75,953	75,536	416	99.5
5	00052333	Support to MFIs -Nebbi	49,998	49,562	436	75,969	75,254	714	99.1
6	00051723	Support to MFIs -Busia	70,000	68,116	1,884	73,236	72,798	437	99.4
7	'00051724	Support to MFIs - Karamoja	45,000	45,167	- 167	70,022	69,719	303	99.6
8	00051693	Support to BDS -Lira	69,000	69,485	- 485	76,148	75,587	560	99.3
9	00052358	Support to MFIs -Teso	60,000	59,386	614	76,219	75,504	745	99.1
10	00052702	Support to BDS -Ankole	53,000	52,448	552	75,010	74,295	714	99.0
11	00052759	Support to MFIs -Acholi	69,000	67,845	1,155	73,981	73,820	160	99.8
12	00052357	Support to BDS -Kabarole	63,000	62,134	866	76,095	75,380	714	99.1
13	00050293	Management Support to PSD	992,257	907,469	84,788	889,054	744,491	124,430	83.7
		Non TRAC -SIDA Resources							
	00041321	Business Linkages	450,000	282,401	167,599	259,836	212,600		81.8
	Outcome : Increased National Capacity for Monitoring MDG Progress -TRAC RESOURCES								
21	00052294	Development Cooperation Report	30,000	-	30,000	41,990	41,989	0	100.0
22	00053144	National Human Dev. Report	106,800	46,682	60,118	143,675	140,363	3,316	97.7
23	00052927	MDG Country Report	135,001	109,779	25,222	72,729	38,606	34,117	53.1
24	00052329	Advocacy for Resource allocations	50,000	47,981	2,019	22,001	21,513	487	97.8
		Non TRAC Resources							
	00041421	Localisation of MDGs		47,250		-	43,000	**47,250**	

Source: PRU-UNDP

The evaluation was informed of delays by UNDP in the release and disbursement of funds. However, an analysis of the expenditures in Table 5 above indicates that the average expenditure for all projects was about 92.3 percent. Such a high delivery rate would suggest that the problem with disbursements may only have been on the timeliness of disbursements and not in terms of commitment. Some of the implementing partners noted that they had not received any training on UNDP financial procedures.

Under the Outcome on Environment and Energy, the evaluation found that delivery of outputs for projects were generally affected by low absorption capacities. It was noted that some projects delayed the absorption of their budgets in relation to their work plans, a factor that could slow down the pace of delivering on the outcome. For example, out of the $75,000 budget for the National Slum Upgrading Strategy for 2006, $40,000 (53%) was used and the balance brought forward to 2007. The National Disaster Risk Reduction Policy which had a budgets of $45,000 in 2006, was only 29 percent spent at the en of 2007. In the Department of Meteorology where adequate resources were provided, the Department was still failing to absorb the resources committed as far back as 2004 for the Climate Change Enabling Activities Project Phase II. Table 5b below shows the budget allocations and expenditures for projects under Outcomes 3 as well as the delivery rates for 2007.

Table 5b: Budget allocations and expenditures for projects under Outcome 3

Project ID	Project Name	2006 Budget	Total Utilised	Balance 2006	2007 Budget	Total Utilised	Balance 2007	2007 Delivery Rate
Poverty Reduction Unit								
Outcome 3 on environment and energy								
56074	Energy Access for Productive uses in Rural Uganda				128,600	49,000	79,600.00	45%
55835	Support to Kapchorwa				55,100	55,100	0	100%
52174	Promotion of Sustainable Charcoal	92,000	82,892	9,108	91,425.00	91,425	0	100%
53465	Development of National Slum Upgrading	75,000	40,000	35,000	35,000	35,000	0	100%
49937	Strengthening the National Disaster	45,000	588	44,412	44,412	12,675	31,737	29%
51397	Conservation of Biodiversity in Albertine Rift Forest				267,347	197,976	69,371	74%
55866	Promotion Of Sustainable Mgt of Ramsar Wetland Sites in Uganda				81,000	74,327	6,673	91%
15075	Climate Change Enabling Activities	92,984	24,009	68,931	62,266	20,850	41,416	40%
49349	Sustainable Land Mgt	60,000	34,318	25,682	29,053	18,604	6,604	64%

Also quite notably, the resources for SLM ($1.8m), COBWEB ($800,000) and Albertine Rift Forest Conservation ($3.75m) only became available in 2008 as non-trac resources. The evaluation noted that non-TRAC funds required an elaborate proposal writing process and took long to be approved. For example, the Albertine Rift Forest Project took almost 10 years.

Some of the specific problems that were noted by the evaluation as causing delays in provision of inputs include:

- The Slums Upgrading Strategy was delayed by 7 months due to poor planning for the recruitment of consultants.
- In Kapchorwa, the lack of understanding of UNDP financial procedures caused delays in the establishment of project accounts.
- In the Energy Access for Productive Uses in Rural Uganda Project, sunflower seeds had to be procured from outside Uganda with a long lead-time, which had not been factored into planning.

Failure to properly manage and account for the approved budgets by implementing agencies was creating a vicious circle of delays. The Department of Meteorology had absorbed only about 30 percent of the budget that had been approved as far back as 2004. The evaluation noted that one reason for this was that civil servants no longer had the incentive to produce reports since Ministry of Finance, Planning and Economic Development stopped payment of top-up allowances five years ago, and a living wage that was proposed was not come into effect. This was in compliance of the 1995 Paris Declaration whereby all donor agencies agreed to comply with the above terms. UNDP would need to assess whether its proposed interventions were likely to create extra-ordinary demands in order to plan for mitigation measures e.g. supporting recruitment of project assistants.

Inadequate resources that could not guarantee delivery of outputs affected some projects. It was also found that many of the projects such as RAMSAR, Charcoal Production and Slum Upgrading had a policy formulation outcome, which requires substantial input of resources. Some of the specific projects that required additional inputs included: (a) Energy Access for Productive Uses for Rural Uganda Project requires resourced for technical supervision from MEMD for installation of MFPs; (b) the Kapchorwa Atari River restoration project required additional inputs for fruit trees; and (c) the Charcoal Production project in Luwero and Nakasongola and implementation of pilot intervention in Sembabule would also need additional resources for motor-cycles due to the spread of settlements. The communities in Masindi also expressed fear that unless the MFPs were fitted with meters to measure the kWh consumption by users, there could be a risk of the poor subsidizing the rich.

There was also a need for the GVEP Project to establish the tenure of both the old buildings and land on which they exist before accepting them to house the MFPs. In addition, contractual agreements had to be signed with the owners of those buildings to forestall any future problems. Also of concern was the failure by the Department of Meteorology to absorb and account for resources for Climate Change Enabling Activities Phase II. In light of prioritization of climate change as an emerging issue under the formulation of 5-year NDP by government and by UNDP Headquarters, it was imperative that the country office should commission an evaluation of this project and also assess alternative institutional mechanism or framework to enable it to deliver on its climate change interventions, including strengthening the newly established Designate National Authority for climate change. UNDP could also consider adopting a 6-month budget period with full accountability reports being submitted quarterly to minimize the time lost between accounting for funds and preparing/approving new work plans.

4.2.3. Programme Activities

For Outcomes 1 and 2 of the Programme, projects generally generated the desired outputs. However, the evaluation observed that some of these projects were small, as for example, all MFIs in the Kigezi area that shared only US$50,022 in 2006 while BDS for all Ankole area shared only US$53,000 in the same year. Due to the size of resources provided, the activities undertaken were often very small, (for example, Adyeda Imalo group of 15 people shared nine beehives while 49 Ocutai farmers in Nyero, Kumi, shared 12 beehives). In yet another example there was a small garden in Kigezi area with apples growing alongside a variety of other different food crops and vegetables.

The evaluation noted that projects were scattered all over the PSDC catchment areas making it expensive and time consuming for the few staff of PSDCs to monitor and mentor all their beneficiaries that spanned distances beyond 60km of bad roads and terrain. For example, to reach Nyakakoni goat rearing project from the offices of APROCEL in Bushenyi, one had to travel a return distance of 144km. These distances limited the frequency and time available to beneficiaries for interacting with their respective PSDCs**. T**he evaluation also noted that duration of projects ranged between one and two years, which was less than the standard duration of 3 to 5 years for most development projects. The valuation was of the opinion that long term planning would enable better packaging and linkages for technical assistance with resource mobilisation.

The evaluation noted however, that under Outcomes 1 and 2, the Programme either had delivered or was on target to deliver on the planned outputs and targets. On MDG reporting and poverty monitoring, the Programme had generated sufficient information and national capacity to enable relevant stakeholders to focus on the next stage to use and apply the information provided in the reports as a driver for action towards achieving the MDGs. The experience and lessons learnt from the localisation of MDG reports could also be applied to scale out the exercise to other districts. The Programme had also generated a plausible basis to scale out activities under the local poverty initiatives and support to private sector development. Table 6 below provides a summary of the activities undertaken under Outcomes 1 and 2 along with suggested future activities that would ensure continued relevance of the outputs[7].

[7] A summary of activities undertaken under Outcome 3 is presented in Annex 4.

Table 6: Status of Suggested Re-Orientation of Activities under Outcomes 1 & 2 to Maintain Relevance of Outputs

PROJECT/ACTIVITY	PLANNED OUTPUT	OUTPUT REALISED TO DATE	ASSESSMENT OF DELIVERY	CRITICAL FUTURE ORIENTATION
Outcome 1: MDG reporting and poverty monitoring **Outcome 1: Increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achievement of MDGs.**				
Production of MDG Country Report	Production of MDG Progress Report 2007	MDG Progress Report 2007 was produced. Capacity established.	Delivery on course by local institutions but dissemination was limited to Kampala and districts where MDGs were localised	Emphasis to be put on future production of and their use by policy makers, planners, and decision makers to change plans and budget patterns in favour of MDGs
Production of NHDR	Production of NHDR	NHDR 2007 was produced focussing on agriculture. Capacity established.	Delivery on course	Emphasis to be put on future production of and their use to change plan and budget patterns
DCR	Production of DCR	DCR was prepared	Delivery on course	Emphasis to be put on future production of and their use to change plan and budget patterns
Monitoring resource allocation towards MDGs	Production of GOAR	GOAR 2007 was produced. Capacity established.	Delivery on course	Emphasis to be put on future production of and their use to change plan and budget patterns
Localisation of MDGs	Localisation in Kasese and Soroti	Local MDG progress reports done	Delivery on course	UNDP should progressively roll out localisation to all districts in liaison with SNV
Outcome 2: Local poverty initiatives and private sector development. **Outcome 2: Local poverty initiatives integrated into the national strategies for poverty reduction**				
Support to MFI s– Kigezi Support to MFI s– Masaka Support to MFI s– Nebbi Support to MFI s– Busia Support to MFI s– Karamoja Support to MFI s– Teso Support to MFI s– Acholi	Enhanced capacity of MFIs to deliver microfinance services	Innovative banking products tailored to local needs were developed for MFIs	Delivery on course and resulted in increased lending for production like agriculture, capital like *boda boda*, commerce like shops, human resource development like school fees and social like funeral loans. UNDP needs to take a policy decision about how strict should the new products be limited to poverty reduction	Banking products need be rolled out to new MFIs rather than developing new ones in each case. The future project should therefore roll out products already developed and mentor MFIs and members in using them
Strengthening SMES Support to BDS – Mbale Support to BDS – Ankole Support to BDS – Kabalore Support to BDS - Lira Management Support to PSD Business linkages	Strengthening SMEs Business Development services delivered to MSMEs Creation of business linkages	BDS were delivered by EUg and PSDCs in the designated areas MSEs were strengthened in management, production, improved farming, marketing, value addition, etc Business linkages were established	Delivery on course with MSMEs at various levels of success and sustainability	Need to extend BDS to new initiatives, strengthening MSMEs, and to establish new linkages and to strengthen existing and new ones

Under Outcome 3, the evaluation also found that some project specific activities would require more planning and preparation than had been original anticipated. For example, under the Promotion of Sustainable Charcoal Production Project, there was a planned activity to commission a legal consultancy for the formulation of bylaws. It was imperative that the implementing partner, working with the communities should establish a full inventory of issues that would need to be addressed in the by-laws.

The evaluation found that these issues and others such as resource tenure, production quotas, and choice of technology, transportation, documentation, revenue declaration and re-investment of revenue all required further attention. Charcoal production associations at parish, sub-county and district levels, mobility of producers among districts, code of practice and establishing relevant remedies for breach were other areas that also required attention.

The evaluation also considered it to be of critical importance that the National Slum Upgrading Strategy project be refocused to include Internally Displaced Persons' (IDP) sites, given the Ministry of Local Government (MoLG) plans to convert some of IDP sites into town boards. This could also be an important addition to the Northern Uganda Reconstruction Programme that was already being supported by UNDP. The installation of MFPs under the Energy Access for Productive Uses in Rural Uganda Project should not be hurriedly implemented before the necessary support and capacity building needed to enable local institutions to operate and manage them. Table 7 below shows some of the additional activities that could be undertaken to enhance the delivery of Outputs under Outcome 3.

Table 7: Additional Activities that would Enhance Output Delivery for Outcome 3.

Project	Additional activities recommended	Likely implications for the realization of outputs if additional activities are not implemented
Energy Access for Productive Uses in Rural Uganda Project	Institutional, financial and commercial feasibility of MFPs Support to learning and documentation	MFPs may be vulnerable to competition (e.g. Mukwano Industries); fail to run because of lack of committed and incentives managers; and fail to be run on competitive basis as enterprises, thereby affecting their likely sustainability Lessons could inform the East African Community in whose framework the project was conceived and the forthcoming GVEP's Energy Enterprise in East Africa
Albertine Rift Forest Biodiversity Conservation Project	Socio-economic studies for use of forest products and management of forests on private land including identification of attractive incentives	Private forest owners may see little, if any, incentives to conserve forests amidst growing demand for use of land for alternative economic uses and timber/charcoal trade to Sudan and Rwanda
Promotion of Sustainable Charcoal Production	Biomass assessment to determine "quotas" for charcoal production Tree planting	Charcoal production may fail to comply with a test for sustainability Farmers will lack alternatives and will continue to be mobile in search of trees for charcoal production as is already the case.
Kapchorwa R. Atari Project	Contracting private nursery operators to raise and sell seedlings. Identify and supply viable fruit trees	Relying on only project's nurseries would be neither cost-effective nor able to supply the minimal critical mass of families along the River. This would provide double benefit of protecting river bank and improved food security.
SLM	Support of coordination of multi-sectoral platform Adoption of appropriate technologies for dry land areas and promoting already existing coping mechanisms	It would be difficult to achieve the innovation of integrated approach for SLM Programme The interventions will not be sustainable as it will be business as usual
Support to EL Nino Project	Production of EL Nino prone hot spots	In the current form of CD, the circulation of information to districts will be limited
Climate Change Enabling Activities Phase II	Strengthen the Designated National Authority for climate change	This could improve the implementation of the remaining activities

Further to the observations made above for improving output delivery, the evaluation also noted that some activities had made a positive contribution to achievement of Outcome 3. For example, the projects on mainstreaming of environment into Sub-county Environmental Action Plans (SEAPs) and District Environmental Action Plans (DEAPs) in Kapchorwa and Sembabule had been effectively implemented. The evaluation noted that political and community leadership had been mobilized as groundwork for implementation of projects under Charcoal production, Energy Access for Productive Uses in Rural Uganda Project, National Slum Upgrading and Promotion of Sustainable Management of Ramsar wetlands. Under the SLM project, an inter-ministerial framework for cooperation between the MAAIF, Ministry of Water and Environment (MWE), Ministry of Energy and Mineral Development (MEMD) and Ministry of Lands, Housing and Urban Development (MLHUD) was signed, committing the members for joint programming on SLM and engagement of development partners. This constituted significant achievement given the multi-sectoral nature of SLM.

4.2.4. Programme Outputs

The evaluation found that all outputs that were intended for 2006-07 under the two Outcomes of MDG reporting and poverty monitoring; and local poverty initiatives and support to private sector development; had been delivered according to schedule. The projects were also found to be relevant and consistent with Uganda's national strategies for reducing poverty by promoting increased productivity and competitiveness; and they complemented the PEAP in its focus on poverty and realizing the MDGs. Overall, support was provided for MFIs to develop and implement new, demand-driven and innovative financial products, which also led to the growth in size of the loan portfolio and ultimately, access to credit by the poor. MSMEs were also able to improve their business management as a result of business development services that were provided under the Programme The Programme also facilitated business linkages between and among MFIs and MSMEs on one hand, and large business enterprises on the other hand. Such linkages resulted in improved market access for the small business sector and growth in incomes and opportunities for higher pricing. Examples of some business linkages that were developed by SEPSEL in Busia are shown in Box 1 for illustration.

Box 1: Examples of linkages made by SEPSPEL – Busia.

SEPSPEL Linked:

- Robeda (soap maker) to UNIDO for training,
- Turimurugyendo to a Japanese company to buy Aloe Vera,
- Uganda Women Entrepreneurs Association to Kenya,
- Madam Sansa to UNIDO,
- Amos Kerera (food processing) to UNIDO,
- MFIs to AMFIU,
- Asokera SACCO to Microfinance Outreach Plan,
- Twisania SACCO to AMFIU and USAID

Source: SEPSEL

The evaluation found that progress in the delivery of outputs under the Outcome on Environment and Energy varied between projects. The evaluation observed that the integration of environment and energy concerns into policies, strategies and plans was generally on course to be achieved. The evaluation was of the opinion that the DEAP facilitators and in Sembabule had acquired necessary capacity to provide support in for community mobilization and as resource persons to scale out the projects to other districts such as Lyantonde, Nakasongola, Nakaseke, Kamuli and Kaliro; as well as the Norwegian supported SLM in Sembabule.

The evaluation noted that the drylands mainstreaming guidelines that were developed under the Programme were instrumental in facilitating the successful mainstreaming of environment and energy, and that UNDP outputs could therefore be said to have made a positive contribution to dry lands mainstreaming in Sembabule. The evaluation noted however, that there was a need to train the implementing partners to understand the linkage between environmental activities on one hand and poverty reduction and attainment of MDGs on the other hand. This would be consistent with the government's emphasis of the principle of "Prosperity for All". Furthermore, this would also provide a useful reminder that conservation of the environment was not done for its own sake but for humanity and for future generations[8].

The evaluation also noted that given the emphasis given to energy and climate change by UNDP Headquarters, the Country Office would be challenged to strengthen its own capacity and that of its implementing partners to start addressing these concerns systematically and in an integrated manner.

It was also found however, that the output for promoting sustainable utilization and conservation of environment and natural resources had not yet been realized because many of the projects and activities that should contribute to this output were still in the early stages of implementation. The outputs for increasing access to modern, affordable and reliable energy services by the poor were also yet to be realized, as MFPs had not been installed. There were, however, good prospects for the output to be achieved once the project began to operate because it offered opportunities for developing milk marketing for male participants and "ghee" production for female participants, thus giving it a broad appeal. This approach, if successful also had potential for replication under the SLM project in the dry lands.

The output on integrating disaster risk reduction into sustainable development policies and planning had been partially achieved, and activities on the EL Nino Project and National Disaster Risk Reduction Policy had been finalized but were pending cabinet approval. The Climate Change outputs had however been delayed, and the evaluation observed that some of the projects such as COBWEB, SLM and Albertine Rift Forest would go beyond 2010.

4.3. Unintended Programme Results

There was no evidence of any significant unintended results (negative or positive) that the Programme caused. However, under outcome 3 in the Environment and Energy outcome, the evaluation found that charcoal producers in Luwero and Nakasongola had relocated to Mpoma, in another sub-county of Luwero where there was more biomass. It was also possible that this migration could have been induced by a desire to escape from the regulated counties to areas where it was perceived that there was less regulation on charcoal production. This constituted an unintended result of population relocation, but not at any significant scale.

4.4. External Factors beyond UNDP Control

A number of factors compromised, but were not sufficient to stop the achievement of intended results. The evaluation noted that high levels of illiteracy in the rural areas militated against the beneficiaries' ability to learn and assimilate such concepts as business plans and bookkeeping. However, the Programme had developed some innovative approaches for

[8] Principle 1 of Agenda 21

mitigating these weaknesses. For example, at Habaloke Savings and Credit Association in Busia, they were stamping a bold colored star in the passbook to represent a deposit of Shs 500.

The evaluation also noted that due to its mandate as a technical assistance provider, UNDP did not provide capital for investment. Some SMEs reported that they were unable to take-off due to lack of seed capital. These included beekeepers in Mid North, rice farmers in Kakooga and wine makers in Bushenyi; all of who were handicapped by inadequate capital equipment.

While the return of peace to northern uganda was a welcome development, it had its own challenges. on one hand, the countryside became peaceful enough for internally displaced persons (idp) to return home and reconstruct their economic activities, while on the other hand, people that had stayed in protected camps for long periods and established themselves were required to move to new market conditions. undp had assisted many of them under previous country programmes to acquire relevant skills and to set up business enterprises relevant to that environment. following the return of peace, coinciding with the prp period, the camps had to be dismantled and inhabitants relocated to different areas of northern uganda thereby losing the social and economic investment that they had developed under the programme (goodwill, suppliers, fixed and immovable capital such as premises, etc). the demand to rehabilitate former idps also had its own challenges and mfis lost their members in the process.

Bad weather (floods and hailstorm in Bududa, Manafwa and Teso Region and drought in North and North East) resulted in poor harvest of farm crops under Programme assistance. For example, the Bududa Coffee Farmers suffered a decline in coffee harvest from 1,200 kg in 2006 to about 200 kg in 2007 per farmer. In Ankole, the Programme had introduced a cross breed of local goats with Boer he goats in an attempt to improve production and quality. The new breed, however, met market resistance due to the inferior quality of its meat.

As UNDP progressed to strengthen MFIs, Government had promised to provide funds for poverty reduction to organised groups under the much publicised *Bonna Bagaggawale* or “Prosperity for All”. People believed that *Bonna Bagaggawale* funds would be freely accessible (as were *Entandikwa* or Initial Capital funds in Luwero). This resulted in many people, including some members of the SACCOs that the Programme supported, registering parallel SACCOs in anticipation. The evaluation also found that frequent competing emerging priorities, such as preparations and hosting of the Commonwealth Heads of Governments Meeting (CHOGM) and the energy crisis in 2006 and 2007, affected allocation of government resources to PEAP/MDG activities.

The evaluation also observed several other factors beyond UNDP’s control that had contributed to delivery of outputs and status of Outcome 3 in a positive and negative way. The assessment done on Local Governments for minimum conditions and performance measures including those measures focusing on environment had previously been catalytic in making local governments accept mainstreaming of environment. Under the annual local government assessment, a local government that achieved or exceeded the expected minimum score was awarded a bonus increment of 20 percent to its budget allocation, while local governments that failed to achieve the required minimum score had their allocations reduced by 20 percent as penalty. Kapchorwa district scored 7/10 successively for the years of 2005/2006, and 2006/2007, while Sembabule scored 10/10 and 9/10 respectively in those years. This was a major incentive for local governments to mainstream environment issues into their District Development Plans.

On the other hand, the external factors that held back progress towards the realization of Outcome 3 included:

- The abolition of graduated tax in districts, and late compensation from the central government was holding them back on the implementation of identified priorities. In Sembabule for instance, the quarantine against cattle sales over the last three years had frustrated implementation of some activities, as cattle market dues had been the main source of revenue after the graduated tax for the district.

- The government threat to evict the Benet people from Mt. Elgon National Park had caused delays to the starting of activities for restoration of River Atari by the Benet people, who were yet to embrace the project, particularly in the parishes of Kaseko and Likil. In Kapchorwa, the prolonged drought has interfered with planting of tree seedlings, and for Sunflower seeds in Masindi for Energy Access for Productive Uses in Rural Uganda Project.

- The growing market for charcoal beyond Uganda (Rwanda and Kenya) was an incentive for producers to increase output, contrary to controlled and regulated trade[9].

- The rising prices of charcoal on the market could create incentives to produce a lot of charcoal for urban consumers. This was aptly captured in the sentiments expressed by some members of the Kyusa Charcoal Producers Association in Luwero, who said, "*Charcoal is our main source of income*".

- The discovery of oil in Western Uganda could also interfere with activities for biodiversity conservation in the Albertine because part of exploration was to take place in Bugoma Forest Reserve.
- The competition for sunflower from Mukwano Industries could also result in reduced sales of the seed to the bio-diesel MFPs in Masindi.
- The Land Bill could generate incentives for SLM among some people, while in others it could cause the reverse e.g. cutting of timber for charcoal because of access rights[10].
- The plan to exploit the recently discovered oil, and building of new dam at Bujagali could also create a shift in the demand of different sources of energy, including shifting government focus from biomass energy.

4.5. Crosscutting Issues

4.5.1. Gender

The CPAP called for particular attention to cross-cutting issues of gender, HIV/AIDS, environment and rights-based approach. There was however, no guidance on how these issues were to be mainstreamed. The evaluation noted that the Concept Notes, Work Plans and reports developed by implementing partners did include any details on crosscutting

[9] Read Special Report on "Charcoal trade is burning out", New Vision, March 16,2008
[10] The consultants found out that in Luwero and Nakasongola squatters have to look for property owners and pay them before cutting trees for charcoal on their land. If these squatters ultimately gain right of access, they may cut the trees faster than has been the case.

issues. The evaluation also found no evidence in the design, implementation and monitoring of Programme activities that would suggest any particular attention on crosscutting issues. There was, however, a significant representation of women in some of the projects supported under the Programme. Although in itself, this does not constitute gender mainstreaming, it is however, considered a fair start towards that goal. Box 2 below illustrates an example of the level of women membership in some projects under EUg, which had a target of reaching 40% female membership through affirmative action. The evaluation also noted that PSDC had assisted significant numbers of women among their beneficiaries.

Table 8: Share of Women Representation in SMSEs and MFIs.

Institution/Activity	Total	Share of Women	As %
Twisania SACCO loans given out in 2007	547	218	39.9
WAF Membership	30	8	26.6
Bwesa SACCO Loans Oct 2007	98	47	48
SAS staff	8	6	75
Habaleke Savings and Credit Association	30	22	73.3
Mushanga SACCO loans	63	15	23.8
APSEDEC loans accessed	55	32	58.2
Ngora SACCO Membership	204	58	28.4
Rukiga SACCO Membership	1800	1000	55.6
Kebisoni SACCO membership	890	500	56.2
Kambuga SACCO membership	736	300	40.8
Kubumbu SACCO membership	1100	600	54.56
Kihihi SACCO membership	955	455	47.6
Rice Growers Association, Members	164	41	25

There was however, no common understanding among implementing partners on how to address gender equity. Some respondents believed that gender equity only required that women should participate in the various projects and have representatives in various project committees.

Source: Records obtained from MSMEs

Nonetheless, the evaluation noted that some of the projects had begun to identify substantive gender issues and were beginning to mainstream gender into their project activities. The following example illustrates that point.

Box 2: Experience of gender mainstreaming in Sembabule

In Sembabule, it was established that at the household level, the girl child spent a lot of time collecting water and firewood such that time for play, school and rest was reduced. To address this, the district had begun projects to improve the activities undertaken by women and girl children such as water harvesting and goat rearing animal keeping. Although these activities were in their early stages of implementation, they constituted practical and substantive gender mainstreaming.

4.5.2. Institutional development and community empowerment

The evaluation noted that institutional development was inherent in most of the projects conducted in all three outcomes. In Outcome 2 on local poverty initiatives, institutional development was actually the primary objective behind all activities, so it was built into the programme plan at the concept and design level. For example, the project on Management Support to Private Sector Development was devoted to building capacity of PSDC and had the largest single budge of US$922,257 in 2006 and $889,054 in 2007, which constituted 35 percent of the total annual budget.

Under Outcome 3 on Environment and Energy, support to local institutional development, e.g. charcoal production associations, capacity building support for CBOs to operate and manage MFPs under Energy Access for Productive Uses in Rural Uganda Project was also the underlying concept in the project design. In other projects, there were also substantive institutional strengthening outcomes, such as the provision of computers to the Department of Meteorology for establishing a database on disaster prone areas and the formation of a CSO platform under the SLM programme to give a voice to the poor on the implementation of the programme.

The evaluation noted however, that the Programme did not have a deliberate strategy to link the various Outcomes to take advantage of mainline activities in one outcome to support the other outcomes. For example, if it had been designed that way, the private sector operators for the MFP under the Energy Access for Productive Uses in Rural Uganda Project could have undergone business skills development under the local poverty initiatives outcome.

The evaluation observed that more effort needed to be devoted to the process of institutional development in order to ensure that the local institutions actually appreciate their roles, rights and obligations. Many MFIs and SACCOs demonstrated that with consistent and focused capacity development, they could be able to maintain their operations independently and profitably. Building institutional capacity ensures long-term sustainability and was consistent with the UNDP mandate

However, some projects still needed more support in capacity development of institutions for management and governance. In Luwero and Nakasongola, for instance, it was the district staff that maintained the records of the charcoal production associations on behalf of the projects; in Masindi, the communities required that MFPs be installed, but had not established the necessary operational institutions and systems. These examples underscore the need for the Programme to continue with capacity building in the remaining programme period.

4.5.3. Human Right Based Approach

There was no explicit statement or reference in the programme design and project concept papers on human right based approaches. The evaluation noted however, that there was scope for mainstreaming human rights based approaches in all the programme outcomes. Under Outcome 2 on local poverty initiatives, such issues as violence in the workplace, sexual harassment and equal opportunity for all could be relevant entry points.

Under Outcome 3, the evaluation found that local leaders who met at a workshop in Kapchorwa during the evaluation raised concern about households "**upstream"** of the River Atari polluting those "**downstream**" due to use of the river for bathing and for livestock. They also noted that construction of sanitation facilities close to the river also posed health risk in event of flooding. These were issues that the community leaders acknowledged would need to be addressed in by-laws that should be developed, and that political leaders should provide the examples.

The evaluation also noted that no Environmental Impact Assessment had been conducted in Masindi for the MFPs under Energy Access for Productive Uses in Rural Uganda Project. However, it is emerging that growing of high-yielding sunflower may be attractive to households for income. Equally, where the women are not fully empowered to control their resources, it could cause the earned income going into the hands of the husbands, ultimately that could interfere with a right to food.

4.6. UNDP Partnership Strategies

The evaluation found that the UNDP partnership strategy was effective in expanding and scaling out activities, enhancing its capacity to implement and deliver intended outputs, mobilizing external support and collaboration towards its goals and values under all outcomes. Priorities for poverty reduction through support to private sector development and achieving the MDGs were clearly defined, and obtained the support of donors such as SIDA and SNV. For example, in 2006 and 2007, the outputs on developing business linkages were financed by Trust Funds under SIDA, while SNV also funded the localization of MDGs in Soroti and Kasese. However, in relative terms the non-TRAC resources only constituted 12 percent of expenditures over the two-year period from 2006-2007.

Evidence obtained indicated that a significant level of the results achieved was due to the partnerships and collaboration developed between implementing partners and other stakeholders. Table 8 shows some examples of the partnerships that were developed by the Programme.

Table 9: Examples of Project Partnerships

Institution/Project	Partners	Contribution
Kyamuhunga SACCO	Government Of Uganda	Software
	MSCL	Seed capital of Shs 450 million
	SUFFICE	Capacity building grant
	USAID Rural SPEED	Motor cycles, computers, training
Soroti Teachers	UCA, Uganda Cooperative Savings Union	
Ebenezer Laboratory Services	BUDS	Sponsored staff for training
	IAVI	Sponsored staff for training
EUg	SIDA, Norway, World Bank/IFC, Stanbic Bank, DFCU, EADB, Barclays Bank	Sponsorship underway
Alutkot SACCO	GTZ	Management information system
	SIDA	Financial systems development
	Micro finance Support Centre	Capital
Barr SACCO	GTZ	Computers, solar system
	FAO	Development of micro banker system
Aduku Agro Farmers Group	NUDIPU	Beehives and fencing
Agriculture projects	NAADS	Agricultural inputs
PRICON	SNV, Goal	Inputs
Kabalore Beekeepers Association	SNV	Strategic plan
	SATANET	Training
	TUNADO	Agriculture support
	Hives Save Lives for Africa	Beehives
Rukiga SACCO	UCA	Safes
SESPSEL	AMFIU	Consumer education
Twimpi Circles Tie and Dye Project	NAWOU, US Embassy	Training
EPSEDEC	Farm Africa; SNV; Sasakawa; Global 2000; NAADS ; Micro finance Support Centre ; AMFIEU; UNIDO	Miscellaneous
Kumi Pensioners, Kumi	UCA	Training
	Post Bank	
MIDO SACCO, Teso	SUFFICE	Capacity building
	Uganda Cooperative Alliance	Salaries for two years

Source: Records obtained for PSDCs and MSMEs.

The evaluation noted that some of the contributions made by partners were critical as they provided inputs that UNDP would not be able to provide under its mandate, for example, providing start-up capital for projects. Nonetheless, partnerships as a whole were not sufficient and were still weak at both UNDP country office level and implementing partner level. Implementing partners do not forge sufficient and strong partnerships with other development agencies to ensure that the overall goal of improving livelihoods through increased incomes of their beneficiaries is achieved. For example, PRICON did not take advantage of collaborating with GTZ and Japan International Cooperation Agency (JICA) to help its rice-growing beneficiaries to buy a tractor, even on a loan basis. During the interviews, beneficiaries attributed the success of the Programme mainly to UNDP.

The evaluation noted that there was increased global focus in the area of Environment and Energy for sustainable development. In Uganda specifically, a 5-year National Development Plan that would have one of its objectives as “to develop and optimally exploit the natural resource base and ensure environmental and economic sustainability” would succeed PEAP. This would actually have the effect of making environment an independent pillar, instead of being treated solely as a crosscutting issue. Tracking these changes would enable UNDP to identify opportunities for partnerships that would help leverage its resources. Some examples of emerging opportunities for partnership include the MDG Carbon Facility and Climate Change Fund, and the Global Environment Facility (GVEP), which was planning a project on Developing Energy Enterprise in East Africa.

However, the evaluation also noted that UNDP had worked with the IUCN Country Office, which contributed in developing a COBWEB proposal that was approved by GEF and contributed $800,000. It was also noted that a formal Memorandum of Understanding had been agreed between UNDP, NEMA and Sembabule District for mainstreaming of drylands in the district plan.

The evaluation noted that opportunities still existed for enhancing partnership and synergies in ongoing projects under Outcome 3. For example, UNDP could collaborate with GTZ who already work on charcoal production in Nakaseke and Kiboga to promote uniform production standards and market codes of practice. UNDP could also collaborate with the newly launched TRACE project under MTTI, which among others things, would prepare management plans for the Shea nut and Gum Arabic in drylands.

In mainstreaming environment in Sembabule, partnership could also be established with the Community Agricultural Infrastructure Improvement Project under the MoLG; the Farm Income Enhancement and Forestry Conservation Project under MWE; and the National Livestock Productivity Improvement Project under MAAIF. In the Albertine Rift Forest Biodiversity Conservation project, UNDP could collaborate with CARE, which was running a project on Collaborative Forestry Management; and with Prime West and ECOTRUST who have strengths in nature-based enterprise development.

5. CONCLUSIONS

In the discussion of evaluation methodology in Chapter 2 of this report, specific evaluation questions were identified for which the evaluation undertook to provide answers and make relevant conclusions based on its findings. These questions will form the basis of this conclusion:

> ***How were the outcomes and programmes/projects relevant, appropriate and strategic to the national goals and UNDP mandate?***

The evaluation concluded that the three Programme outcomes as contained in the evaluation TOR were consistent with the national goals of Uganda as contained in the PEAP under Pillar 2 of enhancing production, competitiveness and incomes; and was also capable of directly contributing to MDG 1 of eradicating extreme poverty and hunger; and MDG 7 of ensuring environmental sustainability. MDG reporting and poverty monitoring was particularly useful for providing the critical information needed to ensure that government strategies were relevant and consistent with its objectives, and that national development plans were aligned with the MDGs. The extension of MDG reports to local government level had also demonstrated the benefit by highlighting the variance between local and national statistics, thereby providing critical information for prioritizing scarce resources. The evaluation also revealed the Programme had made an impact on the lives of the individuals and communities that were targeted. Tangible progress and results could therefore be achieved in the short-term by targeting specific SMSEs and individuals and providing them with necessary skills, resources that enabled them to move out of poverty.

The evaluation noted however, that the statements of programme outcomes were not presented consistently across all programme documents. Some changes had been made in the presentation of outcomes that were not documented as a legal amendment to the CPAP 2006-2010, which was signed by UNDP and the government of Uganda. In addition, the evaluation also found that the outcomes and outputs did not have sufficient indicators for measuring progress. Given this weakness in programme design, the evaluation could not reach a conclusive objectively verifiable assessment as to the efficacy of outcomes and their level of contribution to national goals.

To what extent was programme implementation effective and efficient to achieve programme outputs and outcomes?

The evaluation was cognizant of the fact that as a mid-term evaluation, outcomes may not have been fully achieved. The evaluation concluded however, that delivery on MDG reporting and poverty monitoring had been very effective. All four intended outputs of MDG report, including for two districts; NHDR, DCR and GOAR were produced as per schedule. Progress had also been made on introducing curriculum on Human Development at national universities and this was being developed. Implementation of projects under Local Poverty Initiatives had also been done effectively; and available evidence showed that outputs were on target to be delivered. The evaluation could not ascertain however, whether implementation had been efficient or not, as there were no benchmarks on which to base any comparisons. It was noted however, that implementing partners were not networking among themselves to share experiences and lessons learnt, thereby limiting exploitation of internal synergies within the Programme.

Under Outcome 3, progress was varied, with projects at various stages of implementation. It was also noted that some of the projects under this outcome did not contain all the critical attributes that would enable them to effectively deliver their outputs. For example, it was ineffective use of resources that outputs under Climate Change Enabling Activities Phase II were delayed. In addition, it was also found to be ineffective for the projects to provide their own nursery seeds for the restoration of River Atari, and some implementing partners suggested it would be more effective to outsource that aspect of the project in order to improve delivery of seedlings to households along the river.

To what extent were programme outcomes likely to be achieved? What factors were responsible for the achievement of these outcomes?

The inconsistence in the presentation of outcomes between the CPAP and the TOR was a limitation on the evaluation. However, the outcomes in the TOR were used to assess Programme performance. On that basis, the evaluation concluded that the Programme had achieved all outputs that would contribute to outcomes. Under MDG reporting for example, the Programme had contributed to the outcome of “increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achievement of MDGs”. The evaluation found that national capacity for monitoring MDG progress had increased with the production of the four MDG reports including for the two districts of Kasese and Soroti. The evaluation also found that the second part of the outcome on increasing or monitoring participation in policy dialogue towards achieving the MDGs was not targeted for implementation before 2008.

The Programme also contributed to the outcome of “local poverty initiatives integrated into national strategies for poverty reduction”. Although there were no specific indicators for measuring this outcome, it appeared that by focusing on micro-finance as the main vehicle for enhancing competitiveness and improving productivity of MSEs, the Programme did in fact address the integration of local poverty initiatives into national strategies for poverty reduction. Under the outcome of “strategies for sustainable land management in rangelands developed; and environmental concerns incorporated into District Development Plans in two districts", the evaluation concluded that the Programme had not yet delivered the outputs that would contribute to this outcome. For example, the critical projects for sustainable land management were still at initial stages.

With regards to the factors that were responsible for the achievement of outcomes, the evaluation concluded that the UNDP contribution was very significant. In fact, UNDP activities alone could legitimately make a plausible claim of attribution for the entire outcomes. This unfortunately, speaks to the weakness of the outcomes more than it does for the UNDP contribution. By definition, an outcome was supposed to be a broad statement of developmental change for which no one organization or entity should lay independent claim to achieving. In terms of the outcomes stated in CPAP however, the evaluation obtained evidence of contribution by several other stakeholders. The evaluation noted however, that the Programme also lacked a statement of assumptions, which would ordinarily show the expected contributions from other stakeholders; and form the basis for assessing whether or not such contributions affected the outcomes.

What were positive and negative unintended results of the Programme?

The evaluation did not find any unintended results of any significant proportion. The evaluation observed however, a growing tendency towards donor dependency and expectation for free services. This constituted a deviation from the Programme objectives of making individuals and communities assume responsible and ownership for moving out of poverty. There was also a shift from local goat breeds to Boer goats, although this had begun to show signs of failure, as consumers considered the meat quality inferior.

What factors were accountable for Programme results (outputs and outcomes) to be sustainable beyond the Programme?

The evaluation found that Programme sustainability could be affected by the lack of a long-term perspective in planning and the requisite resource mobilization. The change from use of Project Support Document to Concept Notes and Annual Work Plans prevented implementing partners from developing a long-term view of their projects. For example, the evaluation found that some PSDCs had no clear vision of how they would financially and technically sustain their projects if and when UNDP support was stopped. Indeed, according to a study by Peak performance International, two Centres (TESOPS and KPSDCL) were not breaking even (revenue/expenses ration less that 1) while others had a ratio ranging from 1.01 to 1.82; well below the average ration of 2 that is recommended (Peak performance: 14). This was in spite of the systems that UNDP had put in place to ensure sustainability of the Centres; including support in developing a business plan for the centers and training. With regards to sustainability of outputs and outcomes, Outcomes 1 and 2 had the element of institutional strengthening inbuilt into them, by virtue of the fact that their projects were fundamentally capacity-building projects. For example, the evaluation noted that most SACCOs had developed capacity for designing loan products independently, and were able to sustain their operations even without the direct support of PSDCs. Similarly, the local capacity developed for MDG reporting, including steps towards introducing a university curriculum on Human Development were elements that would directly contribute to sustainability.

The evaluation also found that the rich diversity of partnerships and effective business linkages that had been developed increased the probability of sustainability of results. EUg, for example, reported that some of its clients had moved from micro to small and medium scale enterprises, thereby enhancing the likelihood of their sustainability. One of the factors that contributed to this was the ability of EUg, for attracting partners. It was noted that implementing partners also preferred, MSMEs and MFIs that were well established and had potential to grow and become sustainable.

How did Programme design, implementation and monitoring address key crosscutting issues?

The Programme design and project Concept Notes did not show how crosscutting issues were to be addressed. The evaluation noted however, that institutional strengthening was a constituent part of the Programme objectives, and therefore project activities tended to address this issue by default. The evaluation also observed that even without being deliberately programmed into the design, awareness about the need for mainstreaming gender was increasing among implementing partners. At the very least, evidence was obtained showing that SACCOs and MSMEs had deliberate policies to increase representation of women in their membership. EUg, in particular had a set target to achieve 40 percent membership of women as a way of achieving a gender balance among beneficiaries. Sembabule district was also developing initiatives for addressing the needs of women and girl children in its development activities. The evaluation however concluded that there were no specific approaches to address human rights issues at the project level, although opportunities existed for entry points of addressing human rights in projects.

What lessons learnt were of relevance to future programming?

One of the key lessons to emerge from the evaluation was that changes made to the Programme without following due process could have far-reaching consequences. For example, the failure to document and formally amend the CPAP outcomes could affect attainment of programme results and lead to misunderstandings between UNDP and its partners. The evaluation also revealed the overarching need for having a clear results framework with sufficient and relevant indicators. When this was not done, monitoring progress and assessment of results could be compromised.

Another lesson to emerge from the evaluation was the need for detailed project planning to ensure that activities would generate desired outputs. For example, it was noted that without a legal framework, charcoal producers were not bound by any standards and could move from one area to another, causing widespread destruction of the biomass.

The evaluation also learnt that it was essential to develop partnerships and collaboration in order to leverage on resources. Many of the people living in poverty were not able to raise the required seed capital to launch income generation projects and since UNDP mandate did not include funding for projects, it was essential to collaborate with other organizations that provide start-up capital. Keeping track of changes occurring in the wider development arena would enable identification of opportunities for partnership and collaboration.

The evaluation also found that joint programming could enhance Programme delivery and achievement of results. An example of productive joint planning was the restoration of riverbanks in Kapchorwa. However, lessons from GEF/SGP and MINANI Fruit Tree Project in Kumi Wetlands Fish Farming Project had not been transferred to the Restoration of River Atari Project in Kapchorwa, thereby missing an opportunity for enhancing delivery of outputs. The Energy Access for Productive Uses in Rural Uganda Project could also benefit from the lessons learnt in the GEF/SGP Solar Energy for Improved Livelihoods and Conservation project in Kalangala.

6. RECOMMENDATIONS

The evaluation recommended that UNDP should continue the Programme for the remainder of the CPAP period with adjustments of activities for specific projects but not for the overall Programme framework and content of support to PEAP Pillar 2 and MDG 1 and 7. In particular, it was recommended that:

Recommendation One
Strengthen dissemination of MDG reports and policy dialogue

The four outputs under Outcome 1 (national and district MDG reports, NHDR, DCR and GOAR) were critical tools for advocacy towards the development of policies, formulation of plans and allocation of resources (both local and external) towards realisation of MDGs. The reports should therefore be promptly disseminated countrywide to decision and policy makers at the central and local government levels, with a view to increasing awareness of MDGs and raising commitment to realign national and district plans and budgets towards support for MDG achievement. Parliament, in particular, should be closely involved, through its Standing Committees. National debate should also be held in workshops where the MDG targets are discussed. UNDP should develop a specific plan of action to foster public debates, capturing and following up on recommendations made in the reports, or supporting CSOs on capturing the issues from the reports in their advocacy work. This entails that the reports should be readily available to potential users and in public places.

Recommendation Two
Develop and disseminate guidelines on budget management and programming processes

While UNDP had developed and disseminated guidelines to streamline and expedite the approval and release of project funds, implementing partners still considered fund disbursement too slow. There was therefore need to revisit the clarity and documentation of the guidelines to streamline budget management processes in order to manage expectations. The guidelines should include procedures for submission and approval of Work Plans; timelines for disbursement of funds; procedures for establishing project accounts and budget lines; and standard templates for reporting. In relation to this, UNDP should consider further mechanisms to enhance understanding of its financial procedures by potential implementing partners. Existing implementing partners such as PSDCs should be encouraged to involve their partners and stakeholders to ensure that UNDP financial procedures were understood by all concerned.

Recommendation Three
Reorient project activities to align them with relevant outputs

As resources were always limited, the decision on which projects to support would always be difficult. UNDP should develop guidelines that enable it to leverage on internal synergies to ensure maximum impact of the Programme. The guidelines should also distinguish between emergency ad hoc projects from long-term projects. In this context, an analysis should be made to examine the opportunities and constraints limiting delivery on some projects such as Climate Change II.

Recommendation Four
Develop guidelines for addressing crosscutting issues in project Work Plans

While it was significant that some projects had a good proportion of women in their numbers, there were no specific activities for addressing gender equity and human rights issues in project Work Plans. Practical approaches such as developing loan products that specifically target women borrowers should be inbuilt into project activities in order to address gender equity. UNDP should develop a mechanism for ensuring that such crosscutting issues were adequately addressed at the planning stage. These guidelines could include joint programming initiatives or internal peer review mechanisms.

Recommendation Five
Strengthen partnership building

One of the weaknesses revealed by the evaluation was the lack of investment capital for projects. Since this was usually a critical element to kick-start projects, UNDP should leverage its comparative advantage in capacity building by collaborating with partners who had capacity to provide investment and start-up capital for projects. UNDP should also develop a plan to ensure that capacity of implementing partners in partnership building was developed adequately.

Recommendation Six
Strengthen formulation of outcomes and indicators

As a rule, UNDP should improve its Programme planning process by strengthening the formulation of outcomes and indicators. The programme logic should also articulate clearly the planning assumptions that were made. This would provide the Programme with a basis for monitoring the environment as well as determining the contributions of strategic partners to achievement of outcomes. In addition, there should be at least three indicators per outcome, and rather than having an outcome that comprises two distinct parts, different developmental changes should be stated as separated outcomes. A common results-tracking system should be developed and used by all implementing agencies.

Recommendation Seven
Embark on selective exit from MFIs, PSDCs and EUg

To discourage the emerging dependence on donor support, UNDP should gradually exit from providing support to entities that should and had capacity to operate as private enterprises. Self-sustainability of MSMEs should provide the basis for PSDCs safe exit. MFIs have an inbuilt success factor as a business entity and should be allowed to access services from PSDCs on a paid basis. The PSDCs would also develop their competence if they competed for UNDP and government contracts against other private sector entities. For the remaining period, the Programme should strengthen and nurture existing beneficiary MSMEs to maturity, laying focus on technical, financial and managerial mentoring. The programme should continue to provide services to new MFIs and MSMEs and participate in the emerging national programmes like resettlement of former IDPs and returning former LRA rebel combatants.

Recommendation Eight
Develop opportunities for joint programming

The programme should encourage implementing partners to take advantage of the experience accumulated and lessons learnt from strategic partners. For example, the experiences and lessons from GEF/SGP on MINANI Fruit Tree Project and Kumi Wetlands Fish Farming Project could be transferred to the River Atari and COBWEB projects respectively. On the same note, the Programme needs to build upon the lessons from the Poverty-Environment Initiative in order to increase its scope for contributing to poverty reduction. There is also a need to improve synergy (joint planning) among programmes, projects and Units of UNDP.

7. LESSONS LEARNT

The evaluation generated the following lessons:

- Any changes that are made to the Programme have to be documented in order to maintain consistence and for the changes to be authentic. When such changes are not document and the principal documents are not formally amended, implementation and evaluation of Programme activities are affected as will accountability of results by implementing partners.
- It is important to engage participatory processes during programme planning to ensure that all stakeholders contribute to the identification of outcomes and indicators to enable a common understanding of desired results. When outputs and outcomes are not stated clearly, some of the programme activities will have limited relevance and will not contribute to achievement of outcomes. Ideally, there should be more than one indicator per output or outcome in order to capture all the dimensions of success as they occur.
- In order to make an impact on extreme poverty, it is not enough merely to provide technical knowledge that is not accompanied by access to investment and start-up capital. Individuals that are trapped in extreme poverty often do not meet the minimum requirements to obtain micro credit that is large enough to get them out of poverty. There is need for partnership with other stakeholders who can provide start-up capital to enable the very poor to launch projects at a scale that enables them to generate sustainable income and move out of the poverty trap. Strategic partnerships should therefore be a key element of programme design.
- When end-users are involved in designing and developing their programmes, they become more committed and accountable for results, thereby making project implementation more successful. SACCOs that were directly involved in the formulation of loan products were able to sustain them and develop similar products independently.

Annex 1: List of documents reviewed

1. Harrison, M. (2007); Conservation of Biodiversity in the Albertine Rift Forest Protected Areas of Uganda.
2. Muhwezi, A and B. N. Bugembe (2007); Promotion of Sustainable Management of Ramsar Wetland Sites in Uganda.
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4. UNDP (2007); Terms of Reference for Evaluation of the Poverty Reduction Programme in Uganda.
5. UNDP (2007); Millennium Development Goals: Uganda's Progress Report.
6. UNDP (2007); Management Support to Private Sector Development: Annual Work Plan.
7. UNDP (2007); <u>Strategic Plan 2008-2011</u>: Accelerating Global Progress on Human Development.
8. UNDP (2007); MDG Reporting and Poverty Monitoring Annual Work Plan.
9. UNDP (2007); Advocacy for pro-poor Policies and Pro-poorMDG Budgets: Annual Work Plan.
10. UNDP (2006); United Nations Development Assistance Framework for Uganda, 2006-2010.
11. UNDP (2005); United Nations Development Assistance Framework for Uganda, 2006-2010.
12. UNDP (2005); Country Programme Action Plan for Uganda, 2006 – 2010.
13. UNDP (2002); Handbook on Monitoring and Evaluation for Results.
14. UNDP (2001); Second Country Cooperation Framework, 2001 – 2005.
15. UNDP (2001); Second Country Cooperation Framework, 2001 – 2005: Project Support Document for Enterprise Uganda.
16. UNDP, Government of Uganda and GEF (2007); Conservation of Biodiversity in the Albertine Rift Forests of Uganda.
17. UNDP and Government of Uganda – MEMD (2007); Annual Work Plan.
18. UNDP and Government of Uganda (2006); Energy Access for Productive Uses in Rural Areas.
19. UNDP and Government of Uganda; Climate Change Enabling Activities: Phase II.
20. UNDP and Government of Uganda (2003); Millennium Development Goals: Annual Progress Report, 2003.
21. UNDP and Government of Uganda – MAAIF Quarterly Work Plan.
22. Government of Uganda – MAAIF (2007); Developing DEAPs and Mainstreaming Dry lands Issues into DDPs: Standard Progress Report.
23. Government of Uganda – MEMD (2007); Promotion of Sustainable Charcoal Production in Luwero and Nakasongola Districts: Quarterly Report (Oct-Dec).
24. Government of Uganda –MFPED Poverty Eradication Action Plan.
25. Government of Uganda – MFPED; Medium Term Competitive Strategy (2000 – 2005).
26. APSEDEC (2007); Country Programme Action Plan: Annual Report, 2007.
27. APROCEL (2007); Annual Work Plan and Budget.
28. CPSDCL (2006); Annual Work Plan.
29. EPSEDEC (2007); Annual Work Plan.
30. Energy and Development group (2007); Energy Access for productive Uses in Rural Uganda.
31. Enterprise Uganda (2007); Annual Work Plan.

32. Enterprise Uganda (2004); Resource Mobilisation Proposal for a National Business Linkage promotion Programme.
33. GEF (1997); Developing Sustainable land Management in the Cattle Corridor of Uganda.
34. Karamoja Private Sector Development Centre (2007); Annual Work Plan.
35. Kigezi Private Sector promotion Centre Ltd. (2007); Annual Work Plan.
36. Mid-North Private Sector Development Company Ltd. (2007); Annual Progress Report.
37. PRICON (2007); Annual Work Plan.
38. PRICON (2007); Annual Progress Report.
39. Private Sector Platform for Action (2005); A Synopsis of Private Sector Policy Concerns and Suggestions for Policy Reforms.
40. Peak Performance International Uganda Ltd.; review of the Status of Implementation of Strategic and Business Plans.
41. SEPSPEL (2007); Annual Work Plan.
42. TESOPS (2007); Annual Progress Reports (2006 and 2007).
43. WENIPS (2007); Annual Work Plan.
44. WENIPS (2007); Annual Progress Reports (2006 and 2007).

Annex 2: List of People that were met

Name	Title	Institution	Contact
A: UNDP Personnel Met			
1. Mr. Wilson Kwamya	Assistant Resident Representative	UNDP	0414-233440
2. Mr. Justin Ecaat	Programme Officer,	UNDP	0414-233440
3. Ms. Fiona Lukwago	Programme Officer,	UNDP	0414-233440
4. Dr. Johnson Nkuuhe	MDG Advisor,	UNDP	0414-233440
5. Ms. Atim Sylvia	Intern	UNDP	0414-233440
6. Ms. Gloria Atuheirwe	Programme Officer	UNDP	0414-233440
7. Ms. Jenesta Atuhaire	Programme Assistant	UNDP	0414-233440
8. Ms. Celia Namyalo	Programme Assistant,	UNDP	0414-233440
9. Mr. Augustine Wandera	M&E Specialist	M&E, UNDP	0414-233440
10. Ms. Dianna Sekaggya	Programme Officer,	UNDP	0414-233440
11. Mr. Daniel Omodo McMondo	Programme Officer	UNDP	0414-233440
12. Ms. Regina Akello	Programme Assistant	UNDP	0414-233440
B: Individual Interviews			
13. Mr. Charles Ocici	Executive Director	Entreprise Uganda	0414251810
14. Dr. Katebalirwe Amooti	CPAP Coordinator	ALD, MFPED	0414236885
15. Ms. Mary Odongo, Finance and Admin	Director	Enterprise Uganda	0414251810
16. Mr. Joseph Enyimu	Financial Officer/Economist,	MFPED	0414707168
17. Mr. Kawanguzi M. Patrick,	Chief Executive Officer (Ag)/	Microfinance Manager, Mid North PSDC	0772019879
18. Mr. PK Rwabuhoro	Deputy CAO,	Lira District Local Government	0772405957
19. Mr. David Okalebo Onyoin	Chief Executive Officer	TESOPS	0772411813
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34. Mr Mugasa Stephen	Member	SS Mugasa &CO	0772479238
35. Mr Mugerwa Fred Ssali	Treasurer,	S&S General SS Ltd	0772306376
36. Mr Bunya Perez	BOD member,	Kagote Sacco	0772996070
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39. Mr Appolinari N	Small scale farmer,	Enterprises Dairy	0751593164

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40. Mr Robert Matsiko	Managing Director	Numa Feeds Ltd	0782888464
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42. Mr Adrian Beinebyabo	Chief Executive Officer	Kigezi Private Sector Promotion Centre	
43. Ms Lydia Kanyomoozi	Matooke seller,	Muhanga Trading Centre	
44. Mr Allen, Mansa	Fish Breeder	Muhanga	0772422682
45. Mr Byabazaire Joseph	Chief Executive Officer	SEPSPEC, Busia	0772572645
46. Mr Nelson Kyagera	Chief Executive Officer	EPSEDEC	
47. Mr Twikirize K C	Assistant Chief Administrative Officer	Mbale District Local Government	0712978405
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49. Mr Mujunga Yanja	Deputy Resident District Coordinator	Kapchorwa	
50. Chirimo Nelson	LC V	Kapchorwa	
51. Chemutso S	DEO		
52. Chebet Siraji	Secretary for Production	Kapchorwa	
53. Stephen Muwaya	Project Coordinator	SLM	
54. David Duli	National Coordinator	WWF	
55. Athanatius Lwanga	District Environment Officer	Sembabule	
56. Kiga F	District Planner	Sembabule	
57. Patrick Karinkiza, Ag CAO			
58. Abubaker Luswata and D Birungi	Energy Specialists	EDG	

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60. Kikonyogo L.	LCI Chairman,	Luwero district	
61. J Muwonge	CDO	Kikyusa sub-county	
62. G Jukira	Chairman	Kalerie	
63. John Kasozi	Advisor	Charcoal production project	
64. Bena Benon	Energy officer	MEMR	
65. Dr. Allan Roger	Consultant	UNDP/GEF	
66. John Okuta	Programme officer	GEF/SGP office	
67. Alex Muhwezi, Barbara Nakangu	Country Representative	IUCN	
68. Stephen Amroti	Meteorology officer	Dept. of Meteorology	
C: Group Interviews			
69. Alutkot SACCO			
70. Mid North Staff			
71. Barr SACCO			
72. Apul Pe Ol Farmer Group			
73. Ms. Rose Alok, Making Wine			
74. Aduku Agro farmers Group			
75. NUDIPU Project Officer			
76. Adyeda Imalo			
77. TESOPS			
78. Kadugulu SACCOs			
79. NGOSSACO			
80. MIDO SACCOS Ltd			
81. Kumi Govt. Pensioners SACCO			
82. Soroti, District Local Govt.			
83. Soroti Teachers			

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84. Oculai B Farmers Group, Nyero			
85. PRICON Staff			
86. Kabalore Bee Association			
87. APROCEL			
88. Bushenyi District Local Government			
89. Kyamuhunga People's Cooperatives Savings and Credit Society			
90. Bushenyi Banana and Plantain Farmers Association			
91. Connoiseur Honeys Cooperatives Society			
92. Millennium Villages Project			
93. TWIMPI CIRCLES			
94. Nyakokoni Women Cooperative			
95. Bwongyera Fish Farmers			
96. Kigezi Private Sector Promotion Centre			
97. Rukiga SACCO			
98. Kitanga Wetlands Fish Farmers			
99. Busia District Local Government			
100. Members, Habaleke, Nakawa			
101. Members, Habaleke, Mawerere			

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102. EPSEDEC			
103. Bukibino, Bududa Farmers			
104. Farmers, Nanjee Village			
105. Bunabuso Village			
106. Elgonia, Onecafe international			
107. WAF Workshop, Industrial Area, Mbale			
108. Kakooga Rice Growers Association			
109. Nakasongola Charcoal Production Association			
110. Kyikyusa Charcoal production Association			
D: Participants at Evaluation Workshop			
111. Abubaker Luswata		Energy and Development group (U) Ltd.	
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125. Duncan Rwakashaija		SGP/GEF	
126. Emopus Patrick Collins		NEMA	
127. Enid Nambuya		UNDP Kampala	
128. Fatemah Khyrunnahar		UNDP Kampala	
129. Fiona Lukwago		UNDP Kampala	
130. Florence Nakajjugo		SGP/GEF	
131. Gloria Atuheirwe		UNDP Kampala	
132. Godfrey –Kimuli Magambo		MEMD	
133. Harriet Akullu		UNIFEM	
134. Henry. G. K. Nyakojo		TRACE project-MTTI	
135. Hope Prosie Kikabi		Uganda Investment Authority	
136. Immaculate Gitta		UN Habitat/UNDP	
137. Jenesta Atuhaire		UNDP Kampala	
138. Jill Fletcher		DFID	
139. Jimmy.A. Lomakol	Chief Executive	Karamoja Private	

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143. Joseph Enyimu		MFPED	
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146. Lucy Busingye Kugonza		Micro Finance Support Centre Limited.	
147. Margaret Seemukasa	Chief Executive Officer	CPSDCL	
148. Mary Odongo		Enterprise Uganda	
149. Mary Tinuoye	Institutional Development Advisor	UNV	
150. Mfaro Moyo		UNDP	
151. Muhangi Evarist		MFPED	
152. Mwangi Mathenge		UNV –UNDP	
153. Nelson Tasenga	Chief Executive Officer	APSEDEC	
154. Nelson W. Kyagera	Chief Executive Officer	EPSEDEC	
155. Onegi P. Jenaro	Chief Executive Officer	WENIPS	
156. Paul Drake Kasande	Chief Executive Officer	PRICON	
157. Peter Wegulo		UN-Habitat/UNDP	
158. Richard Ssewakiryanga		MFPED	
159. Rose Hogan		PEI - NEMA –	

Name	Title	Institution	Contact
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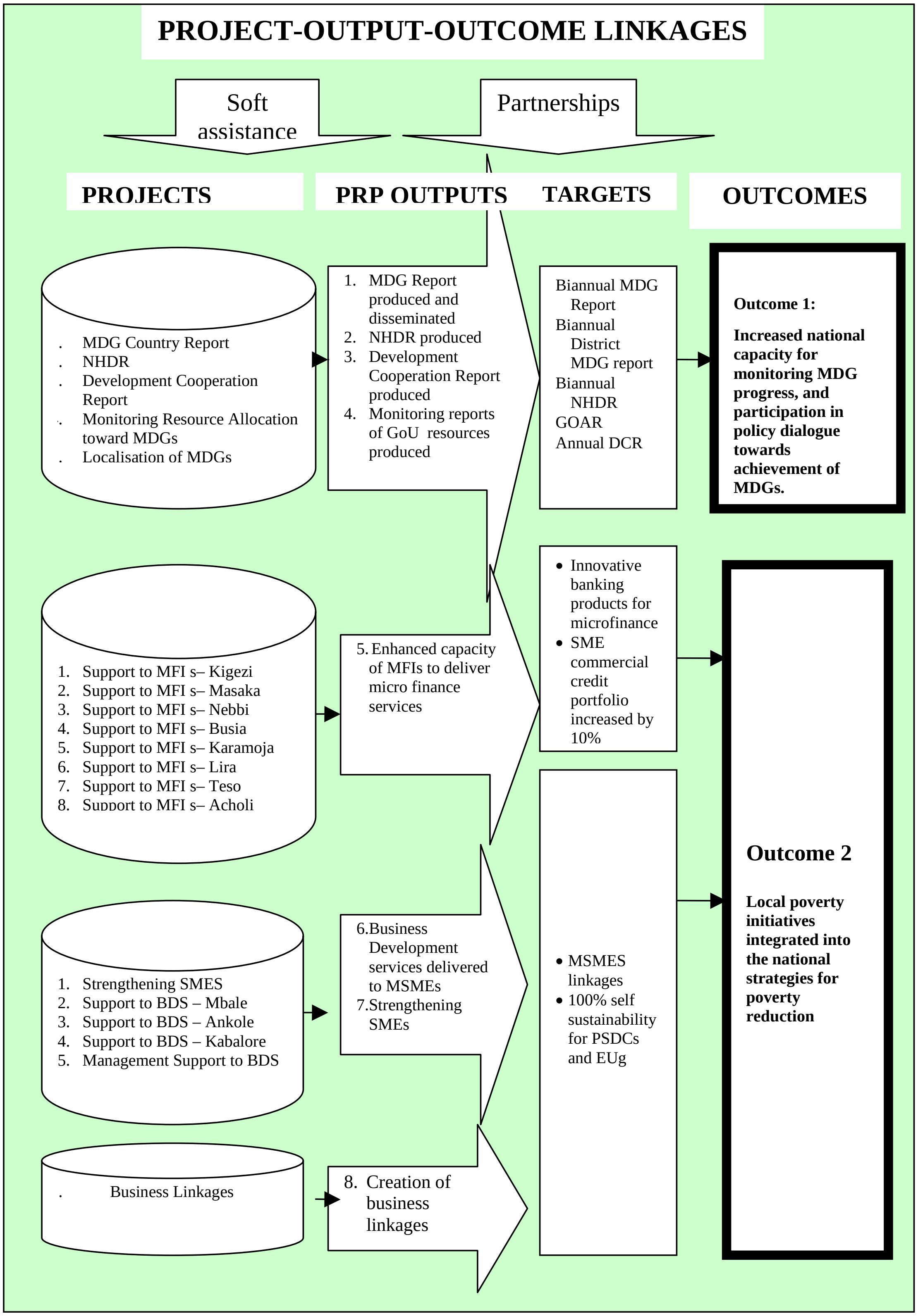
160. Rosemary Mutyabule		Enterprise Uganda	
161. Thecelah Lucy Ndagire		UNDP Kampala	

Annex 3: Original CPAP Outcomes and Outputs

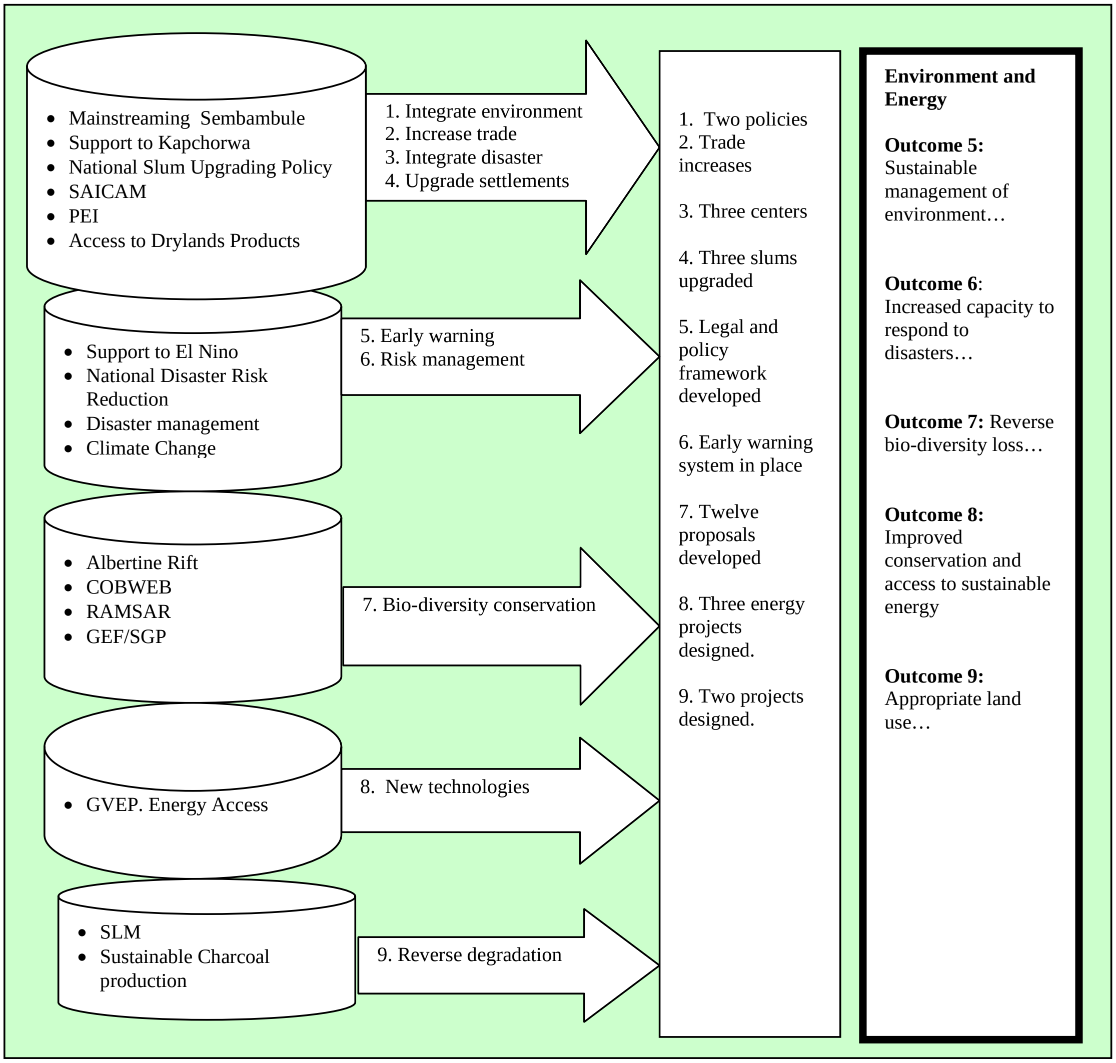
Result Code		Result Description
Outcome	**Output**	
1		**Pro-poor policies aimed at achieving the MDGs are progressively reflected in the PEAP and the national budget**
	1.1	MDG reports and National Human Development Report produced and disseminated to inform policy process
	1.2	Pro poor policies developed in a participatory manner, debated and disseminated at national and local government level.
	1.3	Monitoring reports of GoUs resource allocations towards MDGs produced
2		**Enhanced performance and competitiveness of MSMEs and MFIs.**
	2.1	Enhanced capacity of MFIs to deliver micro finance services
	2.2	Business development services delivered to micro, small and medium enterprises.
	2.3	Local Economic Development programmes developed and implemented to improve peoples livelihoods
3		**Enabling policy and regulatory environment enhanced to improve performance of MSMEs**
	3.1	A common platform established and supported to facilitate and streamline policy discussions on MSMEs.
	3.2	Sector specific MSME policies and regulations developed.
4		**Microfinance fully integrated into the Financial Sector**
	4.1	National policies/strategies for inclusive financial sectors developed
	4.2	MFIs established with formal and fully operational linkages with financial/banking institutions
5		**Sustainable management of environment, natural resources, human settlements and urbanization incorporated into the PEAP, DDPs and the National Budget.**
	5.1	PEAP and 15 District Development Plans fully incorporate and address environmental and disaster risk reduction issues.
	5.2	Increased trade in biological goods and services
	5.3	National and local Government Plans integrate environment
	5.4	Upgraded human settlements and improved provision of basic services for the urban poor.
6		**Increased capacity of the GoU to effectively respond to disasters**
	6.1	Disaster risk management and early warning system developed and strengthened
	6.2	Disaster risk management (DRM) integrated into GoU development planning process
7		**Enhanced community and civil society participation on programs seeking to reverse biodiversity loss and degradation of natural resources.**
	7.1	Increased number of sustainable use practices/ interventions for biodiversity conservation and natural resources management
8		**Improved conservation and access to sustainable energy technologies**
	8.1	Increased access to energy services, new technologies, electricity, or cleaner fuels for rural and urban poor.
9		**Enhanced application of appropriate land use practices for reversal of land degradation.**
	9.1	Increased number of sustainable land use practices/ interventions for reversal of continued land degradation.

Annex 4 Project-Output-Outcome Linkages

(a): Outcomes 1 and 2 – MDG Monitoring and Support to private Sector



(b): Outcome 3: Energy and Environment for sustainable development



Annex 5: Statement of Progress and Achievements made against the Programme Targets for Outcome 3 on Environment and Energy for sustainable development

CPAP Outcomes	CPAP Outcome indicators	CPAP Outputs	Output targets	CPAP Indicators	Projects	Statement of progress
(1) Enhanced community and civil society participation on programmes seeking to reverse biodiversity loss and degradation of natural resources ***(a) In TORs Promoting sustainable utilization and conservation of environment and natural resources***	Number of interventions for control of biodiversity loss and natural resources degradation	Increased number of sustainable land use practices/ interventions for biodiversity conservation and natural resources management	12 project proposals seeking to address issues of biodiversity and natural resources degradation through actions and participation of civil society and local communities	Number of approved pipeline project proposals	**(1)** Promotion of sustainable charcoal production	• Mobilization and registration of charcoal producers done. • Charcoal Producers Associations (CPAs) formed. • Procurement of consultancy services for guidelines on bye-law formulation and demonstration model / improved charcoal kilns done.
					(2) Promoting sustainable management of Ramsar sites	• Ramsar management handbook finalized as tool for promoting Wise Use Concept and for management of Ramsar Sites. • New Ramsar sites launched and community awareness materials prepared and awareness raising done (Brochures prepared and distributed, site meetings held). • Video documentary for awareness creation on Ramsar sites under preparation. • Local Environment Committees and district Technical Committees trained at the target Ramsar sites on management of Ramsar sites.
					(3) Conservation of Biodiversity in the Albertine Rift Forests of Uganda	• Start up activities made, particularly the recruitment of staff, procuring equipment and equipping office
					(4) COBWEB project	• Project only just recently approved.

CPAP Outcomes	CPAP Outcome indicators	CPAP Outputs	Output targets	CPAP Indicators	Projects	Statement of progress
(2) Sustainable management of the environment, natural resources, human settlements and urbanization incorporated into the PEAP, DDPs and the national budget. ***(3). Enhanced application of appropriate land-use practices for reversal of land degradation***	1. Increased budget allocation to ENR sector. 2. PEAP, DDPs and sector strategies integrate ENR, urbanization , human settlements and development issues	1. PEAP and 15 DDPs fully incorporate and address environmental and disaster risk reduction issues	At-least two national policies and three DDPs fully incorporate environmental issues and disaster risk reduction strategies.	1.Number of national policies/strategies and DDPs incorporating environmental concerns 2. Number of interventions addressing environmental concerns at the national and lower levels	**(1)** Integration of Drylands issues into district development planning in Sembabule district	• Guidelines for mainstreaming drylands issues into DDPs finalized and used in the training of DEAP facilitators • DEAP process involving community participation in preparation of PEAPs and SEAPs mainstreamed in planning and integration of DEAPs into DDPs fully established in Sembabule district. • Team work for environmental (drylands) mainstreaming, created among technical departments and staff • SLM Country Programme preparation in progress and will define framework for SLM mainstreaming into other sectors. • Inception report already presented to stakeholders at a workshop held in March 2008. • Inter-Ministerial Framework for cooperation among four ministries of MAAIF, MWE, MEMR and MLHUD signed
(b) In TORs Integrate Energy and environment concerns into policies, strategies and planning processes at the national and local levels).	3. Number of interventions on improved land use practices and land degradation control	Increased number of sustainable land use practices/interventions for reversal of land degradation.	2 sustainable land use projects focusing on improved farming practices and land management designed.	Number of pipeline project proposals	**(2)** SLM up-scaling projects under preparation)	• 2 SLM projects at design stage (one has finalized all stakeholder consultations and to be operational by July 2008)

CPAP Outcomes	CPAP Outcome indicators	CPAP Outputs	Output targets	CPAP Indicators	Projects	Statement of progress
					(3) Poverty Environment Initiative (PEI) project	**<u>National level</u>** • Supporting preparation of ENR and Climate Change working paper as input to ongoing PEAP revision exercise and formulation of the 5-year National Development Plan. • *Provided a brief to Director of Budget on Environmental Mainstreaming in the Budget Framework Papers (BFPs) from the ENR Sector working team, April 2008* • Prepared a user's manual to guide and lobby sectors and local governments to mainstream and budget for environment in their respective plans. The manual was used for the Budget Framework Papers for 2008/2009 financial year. • MFPED included a clause / paragraph on environment in a budget call circular for mainstreaming environmental issues into budget framework papers and attached the users manual as Annex 10. • Environment has been identified as one of the six main objectives and Pillars/ thematic areas of the future National Development Plan (NDP), **<u>District level</u>** • Held workshops in three districts (Butaleja, Masindi and Nakasongola) on mainstreaming environment in Budget Framework Papers (BFPs) and for district environment policy formulation.

Statement of progress against set targets and indicators for Environment and Energy Outcome cont'd

CPAP Outcomes	CPAP Outcome indicators	CPAP Outputs	Output targets	CPAP Indicators	Projects	Statement of progress
			Establishment of a cross-sectoral Inter-Agency Coordination Mechanism (ICM). A chemicals sub-sector working paper on chemicals management. National sound management of chemicals situation		**(4)** SAICM project on mainstreaming chemicals management into planning processes.	• A chemicals sub-sector working paper on chemicals management was prepared for inclusion of chemicals issues in the ENR sector working paper and eventually into the PEAP revision exercise. • Established a cross-sectoral Inter-Agency Coordination Mechanism (ICM) compost of representatives from relevant agencies of government and private sector. • Established sectoral teams for preparation of National sound management of chemicals situation report. • [illegible]p for the project at which awareness in sound management of chemicals was raised
					(5) Kapchorwa project on ;protection of River Atari	• Mobilization and sensitization of community and district leaders done. • Demarcation of 10 meter riverbank protection zone done. • 3 Tree nurseries established with 60,000 seedlings and tree planting initiated along a 10 km stretch of the river banks in line with priorities of the DDP.
					(6) Preparation of the National Slum Upgrading Strategy.	• Regional consultations for strategy formulation finalized. • Draft strategy ready for national level stakeholder review
(4) Improved conservation and access to sustainable Energy technologies ***(c) In TORs: Increase access to modern, affordable and reliable energy services by the poor***	Number of interventions supporting conservation and access to sustainable energy use	Increased access to energy services, new technologies, electricity or cleaner fuels for rural and urban poor	At-least 3 energy conservation projects developed	Project proposals on planned alternative energy technologies	**(1)** GVEP Energy access project	• Mobilization of stakeholders done. • Energy Access MFPs yet to be installed and operated. • Baseline studies for use in implementation and future monitoring of the impacts of MFPs on poverty reduction made.

CPAP Outcomes	CPAP Outcome indicators	CPAP Outputs	Output targets	CPAP Indicators	Projects	Statement of progress
(5) Increased capacity of GoU to effectively respond to disasters ***(d) In TORs: Integrating disaster risk reduction into sustainable development policies and planning)***	Not indicated	1. Disaster risk management and early warning system developed and strengthened. 2. Disaster risk management integrated into GoU development planning process	1 Legal and policy framework established. 2. Disaster risk management and early warning system in place	Number of institutional frameworks established	**(1)** Support to El-Nino response	• Identification and mapping of El Nino hot spots done and data base established as a basis for future disaster response. • El-Nino task force established and will be part of national Disaster Preparedness Committee provided for in the Policy. • Awareness creation on El-Nino done through mass media and publication of booklet on impacts of 2006/07 El Nino in selected districts.
				Policy developed.	**(2)** Support to preparation of Disaster Risk Reduction and management Policy	• Disaster risk Reduction and Management Policy finalized and ready for cabinet approval. This will form the basis for integrating disaster response and management in other sectors.
			1. Strengthened national d capacity to assess technology needs and technology transfer barriers. 2. Review of current climate observing network. 3. Review of national biomass GHG emission factors 4. Awareness rising.		**(3)** Climate Change enabling activities project	• Mitigation technology needs assessment completed. • Review of Climate observing network done. • Deliverable on Review of biomass emission factors much delayed.

Annex 6: Evaluation Terms of Reference

I.	**Terms of Reference for Evaluation of the UNDP Poverty Reduction Programme**
II.	

Date	30 January 2008
Version	Final

Background and Context

Uganda has made significant progress in achieving economic growth and improvements in the quality of life in the last decade. Income poverty fell from 56% in 1992 to 35% in 2000. However, since 2000 income poverty has risen, with the proportion of people below the poverty line rising from 35% in 2000 to 38% in 2003. The reasons for the deteriorating trend include a slow down in agricultural production resulting from prolonged drought, insecurity, and high birth rates. Regional and gender inequalities are also high. Poverty is largely concentrated in the northern and some parts of the eastern and western regions, especially those areas affected by war.

Poverty eradication is the central focus of national policy in Uganda. In 1997, the Government of Uganda developed the Poverty Eradication Action Plan (PEAP) as the main development strategy and planning framework. The PEAP is linked to a long-term vision to reduce absolute poverty to no more than 10% of the population by 2017. The PEAP is grounded on five key pillars that directly relate to the Millennium Development Goals (MDGs): economic management; production, competitiveness and incomes; security, conflict resolution and disaster management; good governance; and human development.

Eradication of extreme poverty (Goal 1) is still a major challenge in Uganda with 31% of the population living below the national poverty line. There are, however, significant regional variations with the conflict-affected northern region having the highest rate of 68% (Human Development Report 2007). Environmental sustainability (Goal 7) also remains a challenge. Soil is losing its fertility through erosion, population pressure and inappropriate farming practices. Similarly, forest and associated savannah woodlands are significantly degrading with an estimated annual loss of three tonnes/hectares. The growing need for energy is primarily covered by wood; it is used as fuel in over 90% of households, posing a major threat to the biomass and forest coverage

The United Nations Development Programme (UNDP) is helping the Government of Uganda (GoU) respond to the country's development challenges through the Country Programme Action Plan (CPAP), 2006-2010. The CPAP is a five-year framework defining mutual cooperation between the GoU and UNDP. This programme aims to contribute to the realisation of the PEAP for the timely achievement of the MDGs as articulated in the United Nations Development Assistance Framework of Uganda (UNDAF) 2006 - 2010.

In view of Uganda's priority needs and challenges, three main programmatic areas were developed under the CPAP. These are Poverty Reduction, Democratic Governance and Crisis Prevention and Recovery. Attention is given to the crosscutting concerns of gender, HIV/AIDS, environment, and applying a rights-based approach.

Description of the Poverty Reduction Programme

III. The Poverty Reduction Programme (PRP) outcome is designed to support national efforts in building capacity to eradicate poverty through targeted interventions. The overall goal of the PRP is achieving the MDGs and reducing Human Poverty and it is specifically designed to contribute to PEAP pillar 2 of enhancing production, competitiveness and incomes; and MDGs 1 and 7. The programme contributes to three of the ten outcomes of the CPAP which are the following:

IV.

Outcome 1: Increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achievement of MDGs.

To provide support to government to monitor progress made towards, and to advocate for achievement of, the MDGs through policy dialogue; MDG reporting; Poverty monitoring and coordination. Emphasis is on analytical work on pro-poor macro-economic policies and other pro-poor policy reforms and strategies that will accelerate the achievement of the MDG targets.

Specific outputs are:

- Production of MDG country Report and National Human Development Report
- Production of the Development Cooperation Report and
- Production of the Monitoring and analysis of Government Resource allocations Report

V. Outcome 2: Local poverty initiatives integrated into the national strategies for poverty reduction

VI. To support initiatives that aim to tackle local poverty directly through the promotion of microfinance and small and medium enterprises (SMEs). It also focuses on support for policy and regulatory reforms for micro-small and medium-scale enterprises (MSMEs), enterprise promotion and development of potential and existing MSMSEs.

Specific Outputs are:

- Enhanced Capacity of MFIs to deliver micro finance services
- Business Development services delivered to MSMEs
- Strengthening SMEs
- Creation of Business Linkages.

VII. Outcome 3: Strategies for sustainable land management in rangelands developed; and environmental concerns incorporated into District Development Plans in two districts.

To provide support the government to integrate environmental concerns into policies, strategies and planning processes at the central and local level. Specific to energy, the programme supports increased access to modern, affordable and reliable energy services by the rural poor.

Specific outputs are:

- Promoting sustainable utilization and conservation of environment and natural resources,
- Integrating energy and environment concerns into policies, strategies and planning processes at the national and local levels.
- Increasing access to modern, affordable and reliable energy services by the poor.
- Integrating disaster risk reduction into sustainable development policies and planning.

Partnership strategies are crucial for implementing the poverty reduction programme. They include collaborative and joint programming, provision of technical assistance, consolidation or achievement of synergies, using limited UNDP resources as seed money to leverage basket funding and/or sector- wide approaches with resourceful bilateral or multilateral development partners in the donor community.

The programme's activities are carried out mainly through various strategic implementing partners, with the Government of Uganda as the main executing agency. These partners / institutions are responsible for the daily management & delivery of programme / project activities to achieve specified results as per the signed Annual Work Plans. The PRP implementation strategy is designed with the view of linking to the PEAP development objectives. This is effective in terms of prioritizing and building capacity by supporting the government to integrate private sector and environmental concerns into the poverty reduction strategic plans (PRSPs).

The main partners for the private sector development are the 11 private sector development centre / companies (PSDCS), Enterprise Uganda and the Ministry of Finance Planning and Economic Development (MFPED). In Energy and Environment, the main partners include; Ministry of Animal Industry & Fisheries, Ministry of Water & Environment, Ministry of Energy & Mineral Development, National Environment Management Authority, District Local Governments, Makerere University, Uganda Wildlife Authority, Worldwide Fund for Nature and International Conservation Union.

Other strategic partners include government departments and institutions, United Nations specialized agencies, NGOs, CSOs, the private sector, and training and research organizations.

Purpose of the Evaluation

In 2005, Government of Uganda and UNDP entered into a new phase of cooperation through the signing of a new Country Programme Action Plan (CPAP) that came into effect on 1st January 2006. Since then a number of important developments have taken place which have implications for the relevance of the current programme. For instance, a new corporate business plan which charts the corporate direction and priorities for next 5 years has been elaborated, a new strategy for RBA the CD-PGA framework has been defined, and Government has revised the PEAP. The signing of the cessation of hostilities agreement with the LRA, has increased prospects for peace and recovery in the North, and provides new opportunities for poverty reduction interventions in the context of early recovery programmes. There have also been changes in programme management and implementation procedures resulting from implementing international agreements aimed at enhancing aid and development effectiveness – such as the Paris Declaration. All these developments have implications for the continued relevance and as well as performance of the Country Programme in general and the Poverty Reduction Programme in particular.

It is therefore timely that an evaluation of the poverty reduction programme be undertaken to assess its relevance in light of the above environment as well as its performance in terms of its effectiveness and efficiency. The evaluation results will help UNDP and Government to reposition the programme to ensure its relevance to national priorities, including the emerging priorities for Northern Uganda as well as consistency with the UNDP business plan. The evaluation will further assess the performance of the programme in terms of its effectiveness and efficiency of implementation.

Objectives and Scope of the Evaluation

The objective of the evaluation is to take stock of UNDP's contribution to the achievement of MDGs and PEAP targets through the following outcomes; i) Increased national capacity for monitoring MDG progress, and participation in policy dialogue towards achievement of MDGs ii: Local poverty initiatives integrated into the national strategies for poverty reduction and iii) Strategies for sustainable land management in rangelands developed; and environmental concerns incorporated into District Development Plans in two districts.

The mission will review the design of the programme; evaluate the strategy and approaches taken in the implementation of the programme, and draw lessons and conclusions from the results generated so far.

The lessons and conclusions will help to either review those strategies in case they are not likely to lead to the achievement of the programme or to consolidate them. Furthermore, the lessons will inform the realignment of the current programme to the national priorities and UNDP corporate mandate as well as the development of the next programme, especially with respect to identification of intervention areas for the Northern Uganda; sharpening UNDP focus on MDGs; and articulating the role of, and support for CSOs in policy engagement and programme implementation.

The evaluation is expected to generate lessons learnt, findings and recommendations in the following areas:

- An assessment and analysis of the programme outcomes: to what extent have they been achieved or likely to be achieved; and whether any unexpected results or outcomes have occurred with an appraisal of their relevance.

- An analysis of factors beyond UNDP's control that influenced performance and success of the programme (including the opportunities and threats);

- An analysis of whether UNDP's interventions can be credibly linked to achievement of the outcomes, including the key outputs, programmes, projects and assistance soft and hard;

- Whether UNDP's partnership strategy has been appropriate and effective including the range and quality of partnerships and collaboration developed with government, civil society, donors, the private sector and whether these have contributed to improved programme delivery. The degree of stakeholder and partner involvement in the various processes related to the outcome; and

- Sustainability and ownership of the programme results.

Scope of the Evaluation

The evaluation will cover projects under the poverty reduction programme. This includes projects, programmes and CO activities that contribute to the three outcomes under the three programme outcome areas; namely a) MDGs and poverty monitoring, b) local poverty initiatives and ii) energy and environment.

Methodology

The evaluation team may employ relevant and appropriate methods to conduct evaluations including review of documents, interviews with stakeholders and partners, field visits, use of questionnaires, or surveys etc. In particular, the evaluators will hold interviews and meetings with management and staff of UNDP, implementing partners, NGO Forum, CSOs, the DPSCs as well as sample of their clients. They will further conduct interviews with stakeholders including officials of the local governments, Ministry of Finance, SNV, and development partners. The mission will hold stakeholder workshops to present their findings and to validate their results. Prior to the mission, the UNDP CO shall provide relevant documentation to the evaluation team, including those listed in Annex 1 to these TORs.

Deliverables

The evaluation is expected to produce the following outputs:

- An Inception report within one week of signing the contract. This report is expected to detail out the tasks to be performed and the methodology to be adopted,
- An evaluation report within 4 weeks of singing the contract presenting findings, lessons learned and clear strategic recommendations on any adjustments and re-alignments to the current programme and recommendations to be used by UNDP CO and Government of Uganda for future programme formulation and implementation. The evaluation report should contain the lessons learnt concerning best and worst practices in producing the desired outputs at project level, suggest ways to improve the performance and delivery of the programmes and identify the critical linkages amongst the different programmes of UNDP Uganda,
- Suggest an exit strategy for the projects that only partially contribute to the outcomes of the CPAP and UNDAF.

A draft report shall be submitted to UNDP in electronic format together with three hard copies. After finalization of the report, the consultant shall submit an electronic version and five hard copies of the final evaluation report to UNDP.

The expected product from this outcome evaluation will be an evaluation report that will provide findings, recommendations, and lessons learned from the following;

❖ Qualitative and quantitative assessment of progress made towards the intended outcomes,
❖ Qualitative and quantitative assessment of relevant outputs;
❖ A rating on the relevance of the outcomes,

It should include but not be limited to the following;

❖ Lessons learned concerning best and/or less than ideal practices in producing outputs and achieving the outcomes,
❖ Strategies and recommendations for exit or continued UNDP assistance towards the achievement of the outcomes, and
❖ An monitorable action plan for follow-up

The evaluation report will provide a useful input into decisions regarding any corrective actions that may need to be taken regarding the implementation of the programmes for the remaining period of the current CPAP. The evaluation should provide lessons and recommendations for informing the strategy for UNDP support as it nears the mid term of the CPAP, as well as any experiences and practices that could be replicated or avoided in the future. The findings will also provide useful inputs into the Mid-term review of the CPAP.

Timing and Duration

The duration of assignment will be 6 weeks effective from the date of signing of the contract.

Management Arrangements

The consultancy will be directly managed and supervised by the Assistant Resident Representative (ARR) in-charge of the Poverty Reduction Programme, and under the guidance of the DRR (P), with input from all relevant GoU stakeholders. The consultants will report to the ARR (PRU) and will work in close liaison with the focal person of the Ministry of Finance, Planning and Economic Development. The consultants are expected to undertake briefing sessions to UNDP Senior Management from time to time as required.

Before the end of the Evaluation, the evaluation team leader will submit a draft report to the UNDP Country Office, as well as present their findings to relevant stakeholders. From this stakeholders' feedback workshop, their comments and suggestions will be incorporated into the final version of the report and submitted once again to the UNDP CO. The team leader will take the overall responsibility for the quality and timely submission of the evaluation reports to the UNDP Country Office.

The Evaluation Team

The programme evaluation will be conducted by a three-person team comprised of one International Consultant who will be the team leader; and two national consultants - one responsible for evaluating the Energy and Environment outcome and the other responsible for evaluating the Private Sector and MDG outcomes. The two national consultants will be under the direct oversight of the International Consultant who will be responsible for the delivery of the overall evaluation report. The Consultants shall posses the following skills, experiences and qualifications:

(A) Expertise and Experience – International Team Leader

The international consultant will have an advanced university degree and at least 10 years of work experience in managing evaluations. The team leader should have: broad knowledge of UNDP programme development and implementation modalities especially in the area of poverty reduction; Results-based management expertise (especially results-oriented monitoring and evaluation); Capacity building and institutional development expertise; and familiarity with policymaking processes (design, adoption and implementation) especially as the evaluation is to touch upon policy advice/dialogue and other upstream issues. Experience of working with the UNDP in the Africa region and East Africa in particular will be an asset. The team leader should also have good knowledge of the UN system and especially experience of managing UNDAF and CPAP revisions is a definite asset.

Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis) for the report;
- Decide the division of labour within the evaluation team;
- Draft related parts of the evaluation reports; and
- Finalize the whole evaluation report.

The team leader is ultimately responsible for drafting and presenting the report to the UNDP Uganda CO.

(B) Consultant to evaluate the Private sector and MDG outcomes:

- At-least a Master’s degree in economics, development studies, statistics or related social science fields
- Excellent ability to communicate in English both written and spoken, and to work in a team
- 7 years of relevant experience in evaluation or development programming focussing on programmes dealing with private sector development and microfinance
- Proven experience in conducting project evaluations independently
- Proven experience in report writing and drafting
- Familiarity with enterprise development, MSME development or business linkages is a strong advantage.
- Knowledge and familiarity with private sector and SME development challenges as well as with UNDP programming procedures and requirements.

(C) Consultant to evaluate the Energy and Environment outcome

- At-least Master’s degree in natural resources management and/or energy development fields,
- Excellent ability to communicate in English both written and spoken, and to work in a team,
- 7 years of relevant experience in evaluation or development programming;
- Proven experience in conducting project evaluations independently;
- Proven experience in report writing and drafting;
- Familiarity with energy and environment related development issues and priorities as well as with UNDP programming procedures and requirements is a strong advantage.

Annex 1: List of documents to be consulted (Please note that this is not an exhaustive list)

(i). the UNDP Strategic Plan 2008 -2011
(ii) the UNDAF,
(iii) the CPAP,
(iv) the PEAP.
(v) Annual Work Plans PRU projects,
(vi) Concept notes on various activities
(vii) Country Cooperation Framework II (2001-2005)
(viii) ROAR (2007)
(ix) IG&SL Programme Support Documents
(x) Enterprise Uganda Project Document
(xi) Handbook on Monitoring & Evaluation for Results
(xii) Managing for Results: Monitoring and Evaluation in UNDP (A Results-Oriented Framework)
(xiii) Guidelines for Outcome Evaluation
(xiv) Project Progress reports

(xv) Report of the mid term review of the CCF II
(xvi) Medium Term Competitiveness Strategy
(xvii) Micro Finance Outreach Plan
(xviii) Private sector platform for action, a synopsis of private sector concerns and suggestions for policy reforms. April 2005