

## Section 5. Terms of Reference

---

### Mid-Term Evaluation of UNCDF’s support to the Development Initiative for Northern Uganda (DINU)

<b>Countries in which the programme is implemented</b>	Uganda
<b>Executing Agency</b>	United Nations Capital Development Fund (UNCDF)
<b>Partner organisations</b>	Private Sector Foundation of Uganda (PSFU), Uganda Development Bank (UDBL), Ministry of Works and Transport (MoWT), Ministry of Local Government (MoLG), Local Government Finance Commission (LGFC), Uganda Local Government Association (ULGA), Urban Authorities Association of Uganda (UAAU), Ministry of Lands Housing and Urban Development and relevant District Local Governments
<b>Duration</b>	5 years (21 <sup>st</sup> December 2017 – 20 <sup>th</sup> June 2022)
<b>Programme budget</b>	<ul style="list-style-type: none"> <li>• <b>Total programme budget:</b> EUR 25,852,174</li> <li>• <b>European Union (EU) Commitment:</b> EUR 25,500,000</li> <li>• <b>UNCDF Commitment:</b> EUR 352,174</li> </ul>
<b>Disbursed to date</b>	EUR 8,951,225.05 as of September 2020

#### Evaluation during a crisis: COVID-19

*As COVID-19 spreads globally, it is a massive health, humanitarian, and development crisis. UNCDF Evaluation Unit remains operational and is adapting the way it works and manages evaluations. Our priority is the safety of our staff, consultants and stakeholders while trying to ensure that UNCDF continues to benefit from high quality evaluative evidence to support its strategic learning and accountability. The text boxes “Evaluation during a crisis: COVID-19” throughout these TOR provide additional information, including on how the conduct of this evaluation will be affected by COVID-19.*

# 1. The United Nations Capital Development Fund

The **United Nations Capital Development Fund (UNCDF)** is the UN's capital investment agency for the world's Least Developed Countries (LDCs). UNCDF uses its capital mandate to help LDCs pursue inclusive growth through the deployment of Official Development Assistance (ODA) to unlock public and private finance from the public sector and private sectors.

UNCDF works through three channels: (1) inclusive digital economies, which works to connect individuals, households, and small businesses with financial eco-systems that catalyze participation in the local economy, and provide tools to climb out of poverty and manage financial lives; (2) local development finance, which aims to capacitate local governments through fiscal decentralization, innovative municipal finance, and structured project finance to drive local economic expansion and sustainable development; and (3) investment finance, which provides catalytic financial structuring, de-risking, and capital deployment for 'missing middle' micro-, small and medium-sized enterprises to drive SDG impact and domestic resource mobilization.

By strengthening how finance works for poor people at the household, small enterprise, and local infrastructure levels, UNCDF contributes to the Sustainable Development Goals—SDG 1 on eradicating poverty and SDG 17 on the means of implementation. By identifying those market segments where innovative financing models can have transformational impact in helping to reach the last mile and address exclusion and inequalities of access, UNCDF contributes to a broad diversity of SDGs in areas such as clean energy, women's economic empowerment, climate adaptation and inclusive growth.

UNCDF's **Local Development Finance Practice** is a centre of excellence and innovative fund for local government finance and local economic development finance in the world's 47 least developed countries (LDCs). Over half of the population in LDCs live on less than \$1.25 per day and billions of people still do not have the services and employment necessary for the enjoyment of a decent quality of life. Yet many LDCs have made significant progress in economic development as measured by national statistics and indicators.

The Local Development Finance team at UNCDF addresses three problems that prevent the benefits of growth from reaching all sections of the population and all parts of the territory:

1. Fiscal resources and domestic capital markets are not investing in local governments and local economies in a way that promotes sustainable and equitable growth, which is holding back structural transformation and economic resilience;
2. Local governments and local economies are not able to attract development finance and therefore the benefits of growth are bypassing many populations;
3. Finance is not available for local catalytic infrastructure projects with high impact in critical themes such as women's economic empowerment, climate change, clean energy and food security.

The UNCDF Local Development Finance Practice Area adopts a **transformative impact financing** approach to promote service delivery, infrastructure investment and local economic development that retains value within the local territory. This builds local fiscal space and local fixed capital formation. Working with local governments, domestic banks and local businesses, UNCDF designs, pilot and test out financing mechanisms and business models in both public and private sectors that support locally designed public investments and revenue generating capital investment projects. The investment financing toolboxes include Fiscal Decentralization, Local Development Funds for public capital investment programming, Structured Project Finance, Municipal Finance, SME Finance, and Public-Private Partnerships.

## 2. Programme description

### 2.1. Uganda country context

#### Evaluation during a crisis: COVID-19

- *As of 29 April, 2021, Uganda reported 41,766 confirmed cases of COVID-19 with 341 deaths<sup>2</sup>.*
- *The Entebbe International Airport has been open since October 1, 2020. Starting March 1, 2021, the Ugandan government started a phased reintroduction of in-person classes for all school grades.*
- *Restrictions imposed by the Ministry of Health include allowing gatherings of no more than 200 persons provided masks are worn and social distancing of 2 meters is followed. Cinemas, gyms, and massage parlors have been permitted to open while casinos and gaming centers are restricted to operating between the hours of 6:30am to 7:00pm. Bars and dance halls remain closed.*
- *The curfew (2100h-0600h) remains in place. Motorcycle taxi (boda boda) drivers must cease their movements by 1800h. <sup>3</sup>*

Northern Uganda has been recovering from a protracted period of political instability that saw the destruction of its social and economic fibre. The national programmes Peace, Recovery and Development Plans (PRDPs) I, II and III have yielded positive progress on the overall security situation allowing for more freedom of movement and the resumption of economic activities<sup>4</sup>. However, the region is still faring poorly against development indicators as it continues to lag behind the rest of the country in terms of most human development indicators, with women being disproportionately affected.

Poverty rates are still high, with 32.5 percent of the population in the Northern region living below the poverty line, including sub-regional peaks at 78 percent.<sup>5</sup> Poverty is particularly marked for households engaged in crop agriculture, an activity in which women predominate and the north remained the worst affected region.

Despite the high potential of agriculture in the region, the contribution of the sector to poverty reduction and improved nutrition has been disappointing, notably as a result of poor nutrition knowledge, malfunctioning value chains, poor transport infrastructures (despite its proximity to major export markets in the region, the North only accounts for 4.5% of Uganda's exports) and lack of capacities of local governments, who are only to a limited extent capable of fulfilling their mandates (both core mandate and broad general mandate), which hampers their ability to respond to local needs and capacity to deliver quality services to its citizens.

### 2.2. UNCDF'S WORK ON LOCAL DEVELOPMENT IN UGANDA

The work of UNCDF in Uganda<sup>6</sup> is grounded in UNCDF's global approach to local development finance in LDCs. This approach recognises the need to unlock the existing sources of capital and attract new

---

<sup>2</sup> Uganda\_ WHO Coronavirus Disease (COVID-19) Dashboard \_ WHO Coronavirus Disease (COVID-19) Dashboard. Available at <https://covid19.who.int/region/afro/country/ug>

<sup>3</sup> <https://ug.usembassy.gov/covid-19-information-page/>

<sup>4</sup> [https://www.ug.undp.org/content/uganda/en/home/ourwork/crisispreventionandrecovery/in\\_depth.html](https://www.ug.undp.org/content/uganda/en/home/ourwork/crisispreventionandrecovery/in_depth.html)

<sup>5</sup> Uganda Bureau of Statistics (2019) *Poverty Maps of Uganda*. Available at [https://www.ubos.org/wp-content/uploads/publications/02\\_2020Poverty\\_Map\\_report\\_Oct\\_2019.pdf](https://www.ubos.org/wp-content/uploads/publications/02_2020Poverty_Map_report_Oct_2019.pdf)

<sup>6</sup> UNCDF in Uganda - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/uganda>

investment capital to address development challenges at the local level. To this end, UNCDF applies its seed capital and technical assistance (TA) to develop innovative solutions that leverage or mobilize, allocate, and invest resource flows to the local level for local development, thus meeting the capital funding gap (see Annexes).

Since 1985, UNCDF has been providing support to decentralization and local development in Uganda (see Annexes). An approach to financing local economic development (LED) by tapping into existing domestic capital was introduced under the name of the Local Finance Initiative (LFI)<sup>7</sup>. Since 2015, LFI has been implemented in Uganda as part of a Global Programme that has the overall objective of increasing the effectiveness of financial resources for local economic development through mobilisation of primarily domestic private capital and financial markets in developing countries to enable and promote inclusive and sustainable local development. LFI supports infrastructural projects that aim to be catalytic for LED through technical assistance in project development and last mile financing to make the projects bankable.

## 2.3. THE DEVELOPMENT INITIATIVE FOR NORTHERN UGANDA (DINU)

### 2.3.1. THE DINU INITIATIVE

In 2017, the Government of Uganda (GoU) launched the Development Initiative for Northern Uganda (DINU) funded under by the European Union (EU) under the 11th European Development Fund (EDF). DINU is designed to support the GoU in achieving national targets for SDG 1 (No Poverty) and SDG 2 (Zero Hunger).

Its general objective is to consolidate stability in Northern Uganda, eradicate poverty and under-nutrition and strengthen the foundations for sustainable and inclusive socio-economic development. Under this general objective, DINU supports interventions in three interlinked sectors:

- **Food Security and Agriculture** (SO 1): to increase food security, improve maternal and child nutrition, and enhance household incomes through support to diversified food production and commercial agriculture and through improving household resilience (notably to climate change) and women empowerment.
- **Transport Infrastructure** (SO 2): to increase trade of commodities within the region, within the country, and with neighbouring countries through the improvement of transport and lo-gistic infrastructures.
- **Good Governance** (SO 3): to strengthen capacity, gender-responsive good governance (core mandate and general broad mandate) and the rule of law at the level of local government authorities and empower communities to participate in improved local service de-livery.

Key implementing partners, including UNCDF, UNICEF, GIZ, and Trademark East Africa, have been identified to undertake these interventions according to their specializations. The DINU results framework can be found in Annexes of these TOR.

### 2.3.2. DINU'S UNCDF COMPONENT

Since September 2017, UNCDF is implementing selected actions of DINU across all 3 Specific

---

<sup>7</sup> Local Finance Initiative (LFI) - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/lfi>

Objectives<sup>8910</sup>. Under DINU, UNCDF is working with national and local organizations - MDAs, local governments, private sector entities and NGOs - to improve their capacities to identify, develop, finance and implement local investment projects using public and private finance. To do so, it applies TA, training, seed capital and specialized investment vehicles.

The theory of change of DINU's UNCDF component (Annexes) assumes that a key condition for equitable, balanced and sustainable local development is the reduction in transaction costs to improve the effectiveness and efficiency of local investments for service delivery and economic activities. Accordingly, the three outcomes of DINU's UNCDF component are:

1. Improve access to finance for SMEs engaged in agricultural value addition through a dedicated facility for Business Development Services (BDS) and blended finance.
2. Improve the stock and quality of the district-level road assets through a District Road Rehabilitation Fund and dedicated technical assistance (TA) and improve local service delivery for road assets.
3. Increase local fiscal space and improve local service delivery through a discretionary grant mechanism and technical assistance to core local government functions, including customary land tenure systems.

Under **Outcome #1**, the main vehicle for providing seed capital to incubation projects is a funding facility for small and medium agribusinesses in Northern Uganda known as Support to Agricultural Revitalization and Transformation (START)<sup>11</sup>. The START funding facility aims at providing seed capital to incubation projects along the agricultural value chain as part of its overall objective to increase local production of diversified food. The facility is intended to offer access to affordable medium-term finance for agricultural value adding projects in Northern Uganda through provision of general Business and Development Services, targeted pre-investment and post-investment BDS, and Technical Assistance grants and seed capital in the form of concessional loans, partial credit guarantees and reimbursable grants. Accordingly, START has three lines of business managed by three participating institutions: the Private Sector Foundation of Uganda (PSFU), UNCDF, and Uganda Development Bank (UDB).

Activities under **Outcome #2** provide technical assistance and finance (in the form of a conditional grant transfer mechanism) to district authorities for rehabilitation of district, urban and community access roads (together referred to as DUCAR). These activities are designed to address the key challenges in the DUCAR network, such as inadequate human resource capacity (e.g. engineering) at the district level, the weak local construction industry which lacks the financial and managerial capacity to participate in road rehabilitation, and a restricted fiscal space at the local level for implementation of road rehabilitation projects. Activities also support capacity building of staff responsible for road development and management.

**Outcome #3** is designed to support and strengthen the ongoing government reforms to improve Public Financial Management (PFM) to shape the administration and management of public resources. These reforms majorly focus on increasing efficiency in allocation, use and availability of resources, elimination of

---

<sup>8</sup> Development Initiative for Northern Uganda (DINU) - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/uganda/dinu>

<sup>9</sup> UNCDF "Support to the Implementation of Components of the Development Initiative for Northern Uganda - General Factsheet". Available at <https://www.uncdf.org/Download/AdminFileWithFilename?id=10096&cultureId=127&filename=30032020-dinu-uganda-generalfactsheet.pdf>

<sup>10</sup> The Project Document is available at <https://www.uncdf.org/article/3365/development-initiative-for-northern-uganda-dinu>

<sup>11</sup> Support to Agricultural Revitalization and Transformation (START) Factsheet. UNCDF. Available at <http://www.uncdf.org/download/file/127/6358/160518-rfp-start-uganda-factsheet.pdf>

corruption, intensifying accountability and strengthening of PFM systems. Activities also focus on: municipal asset management in the target local governments, strengthening the capacity of local authorities to support research and advocacy on policy reforms for decentralization, supporting adherence by LGs to national procurement and accountability standards, and supporting the reform of Uganda’s own annual performance assessment framework for local governments.

Outcome #3 activities are implemented by UNCDF together with several national government and non-government partners. Government partners include the Office of Prime Minister (OPM), the Ministry of Local Government (MoLG), the Ministry of Finance, Planning and Economic Development (MoFPED), the Ministry of Lands, Housing and Urban Development (MoLHUD), the Local Government Finance Commission (LGFC), and the Office of the Auditor General (OAG). Non-government partners include the Urban Authorities Association of Uganda (UAAU) and the Uganda Local Government Association (ULGA).

*DINU (UNCDF component) Framework*

Outcome	Output and activities
<p><b>Outcome 1: Improved access to finance for SMEs engaged in agricultural value addition</b></p> <p>Allocated EUR 3,851,250; Disbursed EUR 1,080,457.05 (as of September 2020)</p> <p><i>Corresponding DINU Objective: Food Security and agriculture</i></p>	<p><b>1.1. Providing seed capital to incubation projects</b></p> <ul style="list-style-type: none"> <li>• A 1.1.1: BDS</li> <li>• A 1.1.2: Project preparation and development</li> <li>• A 1.1.3: Financial services</li> <li>• A 1.1.4: START Facility Management</li> </ul>
<p><b>Outcome 2: Improve the stock and quality of the district road assets</b></p> <p>Allocated:EUR 8,423,750; Disbursed EUR 1,979,560.86 (as of September 2020)</p> <p><i>Corresponding DINU Objective: Transport infrastructure</i></p>	<p><b>2.1. Rehabilitation and upgrading of priority districts and community access roads</b></p> <ul style="list-style-type: none"> <li>• A 2.1.1. Provision of technical assistance for implementation of district road rehabilitation and improvement programmes</li> <li>• A 2.1.2. Implementation of district road rehabilitation and improvement programmes in four target districts (District Road Rehabilitation Fund)</li> </ul> <p><b>2.2. Support districts and communities in road maintenance</b></p> <ul style="list-style-type: none"> <li>• A 2.2.1. Training programme in road maintenance</li> <li>• A 2.2.2. Integration of the road rehabilitation and maintenance component in the LG annual and mid-term planning, budgeting and implementation frameworks</li> </ul>
<p><b>Outcome 3: Increase local fiscal space and improve local service delivery</b></p> <p>Allocated: EUR 6,995,000; Disbursed EUR 3,695,501.24 (as of September 2020)</p> <p><i>Corresponding DINU Objective: Good governance</i></p>	<p><b>3.1. Strengthen capacities of Local Governments in public financial management.</b></p> <ul style="list-style-type: none"> <li>• A 3.1.1. Adequate capacity and compliance with the National Rules and Regulations on PFM</li> <li>• A 3.1.2. LGs Development Plans and Budgets are gender sensitive and responsive to the local economy conditions</li> </ul> <p><b>3.2. Strengthen capacities of mandated local government units to efficiently mobilise and equitably allocate and utilise local revenue and resources</b></p> <ul style="list-style-type: none"> <li>• A 3.2.1. Updated local revenue database on the revenue sources in the target LGs</li> <li>• A 3.2.2. Increase in realization of the budgeted LR in the LGs</li> </ul> <p><b>3.3. Structured partnership with Associations of Local Authorities and key relevant institutions</b></p> <ul style="list-style-type: none"> <li>• A 3.3.1. Improved capacity of Local Governments to identify and formulate key policy is-sues for advocacy.</li> <li>• A 3.3.2. Evidence-based research to improve understanding of the key local government challenges and advocacy for decentralized governance and devolution of powers.</li> <li>• A 3.3.3. Strengthened capacity of Associations for quality assurance and review of the LG key implementation issues and support to LG participation in periodic government re-views</li> </ul> <p><b>3.4. Support and strengthen local governments' upward accountability.</b></p> <ul style="list-style-type: none"> <li>• A 3.4.1. Improved LG compliance with the national accountability and procurement stand-ards</li> </ul>

	<p><b>3.5. Support the reform and pilot implementation of GoU’s own annual performance assessment framework for local governments</b></p> <ul style="list-style-type: none"> <li>• A 3.5.1. Government performance assessment framework strengthened</li> <li>• A 3.5.2. SDG Localization Diagnostic Tracking Tool</li> </ul>
	<p><b>3.6. Incentivise performance of local governments and to stimulate community involvement</b></p> <ul style="list-style-type: none"> <li>• A 3.6.1. Improved community capacity to participate in the LG planning &amp; budgeting process</li> <li>• A 3.6.2. Local Government Excellence Fund</li> </ul>
	<p><b>3.7. Improve land governance and facilitate the registration of Certificate of Customary Ownership</b></p> <ul style="list-style-type: none"> <li>• A 3.7.1. System established and operational in five districts to protect and manage custom-ary rights in accordance with the law thus increasing tenure security</li> <li>• A 3.7.2. Mechanism for land disputes resolution designed in accordance with the law and piloted.</li> <li>• A 3.7.3. High quality M&amp;E system in place in five districts to monitor implementation of CCOs, evaluate impact of increased tenure security and draw lessons for replication</li> <li>• A 3.7.4. Provision of infrastructures and equipment to the relevant authorities to implement and facilitate the registration Certificate of Customary Ownership</li> </ul>

**2.3.3. IMPLEMENTATION STATUS: OUTCOME 1 (AS OF SEPTEMBER 2020)<sup>12</sup>**

To provide seed capital to incubation projects, activities under outcome #1 started by setting up the START Facility<sup>13</sup> to offer concessional loans, partial credit guarantees and technical assistance grants to SMEs. A total of 12 projects have been fully developed, approved by the START Facility Management Board<sup>14</sup> and submitted to UDB for financing.

The first call for proposals<sup>15</sup> attracted 342 applications of which 49 proposals were longlisted and 17 shortlisted. The START Facility team conducted a due diligence assessment on the 17 companies. As a result, 6 projects with a total value of EUR 730,457 were fully developed with a financing gap of EUR 397,578 provided by START facility to leverage the balance of EUR 332,879 from SMEs and other financial institutions. Six companies from 5 districts (Lira, Omoro, Kitgum, Arua and Zombo) were presented to and approved by the START Facility Management Board and submitted to UDB for financing. Four SMEs<sup>16</sup> have signed loan agreements with UDB<sup>17</sup> thus accessing EUR 293,823 in concessional loans under the START facility while leveraging EUR 310,267. Two other companies are still under review by UDB and addressing identified gaps critical for them to access funding. Another pipeline of 12 projects from the first shortlist

<sup>12</sup> This will be updated with new information to be provided during the inception phase.

<sup>13</sup> “UNCDF and the EU launch a new finance facility for agriculture in Uganda” - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/3653/uncdf-and-the-eu-launch-a-new-finance-facility-for-agriculture-in-uganda>

<sup>14</sup> “START Facility Inaugurates Management Board” - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/4041/start-facility-inaugurates-management-board>

<sup>15</sup> RfP\_ Support to Agricultural Revitalization and Transformation (START) Funding Facility - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/3641/rfp-support-to-agricultural-revitalization-and-transformation-start-funding-facility>

<sup>16</sup> Trained Apiary Farmers (TAF) Assured Mixed Enterprises Limited, Kana Grain Millers Ltd, Honey Pride Arua Limited, and Okoro Coffee Growers Cooperative Union.

<sup>17</sup> START Facility Announces First Applicants for Financial Closure - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/4559/start-facility-announces-first-applicants-for-financial-closure>

received pre-investment BDS in preparation for project structuring and financial modelling. The total project value of the pipeline SMEs is EUR 1,493,601, with a financing gap of EUR 1,037,005, leveraging EUR 456,596.

In addition, the START Facility provided targeted general BDS to 30 companies from the first longlist that did not make it to the shortlist<sup>18</sup>. The team also conducted business clinics for 51 prospective companies to prepare them for the second call for proposal issued in July 2019.

From the second call for proposals, the START Facility received 143 proposals of which 100 were longlisted by December 2019, 75 SMEs shortlisted and 26 SMEs selected as part of the pipeline. By August 2020, START Management had fully developed 6 SMEs from 5 districts (Lira, Zombo, Amuria, Alebtong & Gulu) which were presented to and approved by the START Facility Management Board and submitted to UDB for financing. The 6 projects submitted to UDB with a total project value of EUR 2,953,286 were fully developed with a financing gap of EUR 492,177 provided by START facility to leverage the balance of EUR 2,461,109 from SMEs and other financial institutions. The projects were undergoing different levels of appraisal by UDB and were expected to receive funding before end of 2020. UNCDF commissioned 5 individual service providers to provide pre-investment BDS support to 49 SMEs that did not make it to the pipeline, to enable SMEs to address gaps identified during the due diligence conducted earlier in the year.

As part of UNCDF's response to the COVID-19 global pandemic, the START Management Board in consultation with EU approved an initial capital of UGX 830,000,000 (approx. EUR 200,000) towards the Small Business Recovery Fund (SBRF)<sup>19</sup> to help SMEs shortlisted under START secure money to overcome their liquidity problems as a result of COVID-19. Through the facility, SMEs access working capital at zero-interest rate with a flexible repayment plan not exceeding 12 months. Under the recovery fund, Businesses can get up to UGX 40,000,000 (approx. EUR 10,000) based on the assessed individual businesses cash flow challenges. 55 applications were received following the issue of the CFP to the START shortlisted companies and 3 projects had been identified, developed and approved by START Management Board to access funding.

The third Call for Proposals has been launched in December 2020<sup>20</sup>.

#### **2.3.4. IMPLEMENTATION STATUS: OUTCOME 2 (AS OF SEPTEMBER 2020)**

Under Output 2.1 "Rehabilitation and upgrading of selected priority district and community access roads" in the four districts of Abim, Adjumani, Amudat and Moyo (including the new district, Obongi), a memorandum of understanding (MoU) was signed for disbursement of a District Road Rehabilitation Fund (DRRF). The programme with technical support from SPEA Engineering completed the technical designs for the 405 km of roads to be rehabilitated and tender documents. The road works were tendered in 11 Lots of which 10 have been contracted and rehabilitation works are at 11% delivery. All projects were expected to be completed by the end of Q1 2021. UNCDF hired a consulting company to provide supervisory technical support to the 4 districts.

With respect to Output 2.2 and roads maintenance training, the programme delivered four courses namely: Policy Makers' Labour-Based Technology Awareness course, Technical Managers Labour-Based Technology

---

<sup>18</sup> "START Facility to Increase Business Development Support to SMEs in Agribusiness - UN Capital Development Fund (UNCDF)". Available at <https://www.uncdf.org/article/4503/start-facility-to-increase-business-development-support-to-smes-in-agribusiness>

<sup>19</sup> "START Board Approves Shs 830m Small Business Recovery Fund to Support SMEs During & Post COVID-19" - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/5668/start-board-approves-shs-830m-small-business-recovery-fund-to-support-smes-during-post-covid-19>

<sup>20</sup> RfA\_ Investment projects focused on agro-processing in Northern Uganda (START Funding Facility for SMEs) - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/6382/support-to-agricultural-revitalization-and-transformation-start-funding-facility-for-small-and-medium-enterprises-smes-in-northern-uganda>



(LBT) Course, Environmental and Social Safeguard [ESSI] Course, and Rehabilitation and Maintenance Planning System (RAMPS). A total of 255 people underwent this training. A training needs assessment on road maintenance was carried in 16 core districts through a consultative process. A total of 55 course modules have been developed and planned to be delivered between 2019-2020 covering 2,186 participants. However, this training programme has been affected by COVID-19 restrictions on learning institutions that have been closed since March 2020.

On the integration of road rehabilitation and maintenance component in the LG annual and mid-term planning, budgeting and implementation frameworks, a consultant was hired to support that process and work is 60% complete.

### **2.3.5. IMPLEMENTATION STATUS: OUTCOME 3 (AS OF SEPTEMBER 2020)**

Regarding Outcome #3 (good governance), UNCDF operationalized the Local Government Excellence Fund (LGEF)<sup>21</sup> to provide financial incentives for improved performance of the beneficiary local governments as a catalyst to promote effective and efficient public service delivery<sup>22,23</sup>.

A total of 16 LGs were supported to conduct mock assessments through the Local Government Performance Assessment (LGPA) system to establish their adherence to budgeting and accounting requirements as well as compliance to crosscutting issues, sector systems and processes and supported to prepare Performance Improvement Plans (PIPs). Furthermore, to improve community capacity to participate in the LG planning & budgeting processes, a “Community Regeneration Toolkit” for Community Level Planning Facilitators was developed for Parish Chiefs and Sub County Community Development Officers.

Besides improving PFM of LGs for improved service delivery, the programme also supported the increase of local fiscal space and improved local revenues through a mapping of local revenue sources and the development of Local Revenue Enhancement Plans (LREPs), and the integration of local economy and business assessment tools into the LG Planning Guidelines. Together with support to improve local revenue sources and management and updated administrative systems, it led to a pilot initiative on local revenue digitalization.

As part of the support to improve Public Financial Management, the programme supported the capacity of local governments in PFM to integrate LED in their planning and alignment with national development plans (NDPs). Alongside Local Revenue Enhancement, the LGs received technical support and training on asset management<sup>24,25</sup> as well as Public Procurement and Disposal of Assets (PPDA) Regulations. The programme has also continued to support LGs improve compliance with the national accountability and procurement standards through hands-on support and training.

---

<sup>21</sup> “Government of Uganda and UNCDF Sign MOU for Implementation of Local Government Excellence Fund” - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/3956/government-of-uganda-and-uncdf-sign-memorandum-of-understanding-for-implementation-of-local-government-excellence-fund>

<sup>22</sup> “Yumbe District Break Ground for Modern Markets” - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/4485/yumbe-district-break-ground-for-modern-markets>

<sup>23</sup> “Omoro District Completes Phase 1 of LelaObaro Market During Lockdown” - UN Capital Development Fund (UNCDF) <https://www.uncdf.org/article/6121/omoro-district-completes-phase-1-of-lelaobaro-market-during-lockdown>

<sup>24</sup> “Time to Leverage our Assets,” Say Ugandan Local Governments - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/4077/time-to-leverage-our-assets-say-ugandan-local-governments>

<sup>25</sup> “Uganda Government Looks to Save Billions through Asset Management” - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/5273/uganda-government-looks-to-save-billions-through-asset-management>

Additional support was provided by the programme on SDG localization. Following a mapping of the LG readiness to localize SDGs, a design workshop was held for political and technical leadership of the 18 districts to build their capacity for SDG Localization and Awareness Raising at the Local Government.

The programme has also been working with Uganda Local Government Association (ULGA) and Urban Authorities Association of Uganda (UAAU), producing key policy briefs on the justification for a progressive increment of the portion of the national budget transferred to the local governments to 38% by ULGA, which also conducted a review of the Implications of PFM Reforms on the Performance of LG, as well as research to improve understanding of local government challenges and advocacy for decentralization and devolution.

### 3. Evaluation objectives

#### Evaluation during a crisis: COVID-19

*Considering the COVID-19 pandemic and resultant restrictions, the proposed evaluation methodology may be subject to change. All work of the evaluation team during the field visit shall be done within the guidelines and protocols set by the local and national government of Uganda.*

#### 3.1. Purpose, scope and objectives of the evaluation

This evaluation is being conducted in accordance with UNCDF's Evaluation Plan 2018–2021<sup>26</sup> and in line with UNDP's Evaluation Policy<sup>27</sup> (to which UNCDF is party) which sets out a number of guiding principles and key norms for evaluation in the organization following the Norms and Standards of the United Nations Evaluation Group (UNEG)<sup>28</sup>. Amongst the norms that the Policy seeks to uphold, the most important are that the evaluation exercise be independent and provide technically and methodologically credible findings that are useful and relevant to support evidence-based programme management.

The focus of this evaluation is **the UNCDF component of the overall Government of Uganda DINU programme funded by the European Union, managed by Uganda's Office of the Prime Minister (OPM) and guided by the National Steering Committee.**

With this in mind, the evaluation has been designed with the following **overall objectives**:

- to allow UNCDF and the EU to meet their accountability and learning objectives for DINU (UNCDF component);
- to support ongoing efforts to capture good practice and lessons to date;
- to guide and inform the remaining years of implementation as well as inform subsequent UNCDF programming in country and globally; with a particular interest in scaling up part of the intervention and build upon what has been achieved;
- to inform updating of UNCDF global strategies within the framework of its 2018 – 2021 Strategic Framework and beyond;<sup>29</sup>
- To assess the impact of COVID-19 on the overall implementation framework and provide recommendations for the second part of project implementation.

The mid-term evaluation is expected to assess both project results to date (direct and indirect, whether intended or not) from the first years of implementation as well as the likelihood of DINU (UNCDF component) meeting its expected end goals on the basis of current design, human resource structure, choice of partners, and broad implementation strategy. It is expected that the evaluation will provide useful and actionable recommendations to increase the likelihood of success by the end of the programme including remedial actions where the project might not be on track.

---

<sup>26</sup> Evaluation Plan (SF 2018-21) - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/3206/evaluation-plan-2018-21>

<sup>27</sup> United Nations Development Programme – Evaluation. Available at <http://web.undp.org/evaluation/policy.shtml>

<sup>28</sup> Detail of Norms and Standards for Evaluation (2016). Available at <http://www.unevaluation.org/document/detail/1914>

<sup>29</sup> Strategic Framework 2018-21 - UN Capital Development Fund (UNCDF). Available at <https://www.uncdf.org/article/3207/strategic-framework-2018-21>

Critical to this evaluation is the assessment of the relevance and effectiveness of the DINU (UNCDF component)'s approach and instruments in consolidating stability in Northern Uganda, supporting the alleviation of poverty and under-nutrition and strengthening the foundations for sustainable and inclusive socio-economic development through enhancing the capacity of local government to increase local fiscal space and improve service delivery, as well as improving access to finance for SME's engaged in the agricultural value addition and improving the stock and quality of the district road assets. As part of this, an additional important objective for the evaluation is to assess the extent to which it is already possible to see changes in peoples' lives in the communities supported thanks to the UNCDF intervention, and also whether the programme is appropriately set up to capture and understand these changes.

The **specific objectives** of the evaluation are:

- To assist UNCDF and its partners to understand the relevance, coherence, efficiency, effectiveness, and the likely pathways towards impact and sustainability of DINU's UNCDF component at the community level while understanding the context and challenges in which DINU operates;
- To provide evaluative evidence on the contribution of DINU's UNCDF component to consolidate stability in Northern Uganda, reduce poverty and under-nutrition at the level of the communities targeted, and strengthen the foundations for sustainable and inclusive socio-economic development and lessons learned so far;
- To understand better how UNCDF's component contributes to and works with the overall DINU programme, with UN agencies and other UNCDF programmes as well as with implementation partners, identify synergies and added value, including alignment with existing structures;
- To provide insights into the contribution of DINU's UNCDF component to cross-cutting issues – such as youth, human rights and gender equality;
- Based on the results of the evaluation, and in support of the principles of adaptive management, to validate and/or refine the theories of change and intervention logic of DINU's UNCDF component as necessary to support onward implementation.

### 3.2. Recommendations

To support the utility of the evaluation, while in no way restricting the scope of the conclusions that the evaluators may come to, UNCDF and the EU are specifically looking for lessons and recommendations along the following lines:

Overall recommendations sought:

- Recommendations should be short-, medium- and long-term;
- Inform UNCDF future programming – what should be taken forward to other potential sectors
- Suggest some specific intervention areas for a successor programme in light of the EU 2021-2027 programming
- Help position UNCDF with a broad range of partners – particularly EU EDF
- What lessons can be drawn to inform UNCDF's theories of change in relevant areas of its mandate;
- What lessons can be drawn from the use of the DINU's UNCDF component Implementation tools;

Specific recommendations sought:

- How to scale up some parts of the intervention and how to build on what has been done so far;
- How could the identified positive or negative external factors be mitigated or exploited further;
- What lessons from the programme management arrangement should be considered for future programmes;

- To what extent does the broader policy environment remain conducive to the replication of the lessons learnt from the programme;
- What lessons can be drawn around the appropriateness of the monitoring and reporting tools to capture changes in the lives of beneficiaries at the community level.

### 3.3. Evaluation methodology

The evaluation should be transparent, inclusive, participatory and utilization-focused. The overall methodology to be followed should be organized following a theory of change approach, framed by the UN/OECD DAC evaluation criteria<sup>30</sup>, and drawing upon a number of mixed methods (using quantitative and qualitative data) to capture direct programme results as well as (likely) contributions to consolidate stability in Northern Uganda, reduce poverty and under-nutrition and strengthen the foundations for sustainable and inclusive socio-economic development.

To do so, the methodology should draw where appropriate on established measurement frameworks for capturing these kinds of development outcomes, such as the approaches of the Donor Committee for Enterprise Development to measuring the development of markets for the poor in situations of complexity or established assessment frameworks such as Public Expenditure and Financial Accountability (PEFA) framework.<sup>31</sup>

The approach to the evaluation should also intend to capture progress against UNCDF's 'innovation-to-scale' or maturity model approach whereby UNCDF supported interventions aim to start with piloting/innovation, then move to consolidation before being scaled up by others in markets and country policy systems more broadly.

In line with good practice in evaluating this type of complex-system, change-focused intervention<sup>32</sup>, the overall methodology should be based on three concrete pillars:

- i) the programme's **theory of change** and the way this has been operationalised into a set of concrete expected results at different levels of the DINU's UNCDF component's results chain;
- ii) the **evaluation matrix** grouping key evaluation questions and sub-questions by broad UN /OECD DAC evaluation criterion allowing analysis of programme results again at different levels of its results chain
- iii) a **data collection toolkit** for the evaluation describing the quantitative and qualitative primary and secondary data collection tools that will be deployed to collect and analyse data to answer the evaluation questions, including impact questions around current or likely changes to the people's lives at the level of the beneficiary communities.

#### 3.3.1. Theory of change

The main analytical framework for the evaluation is provided by the programme's theory of change which helps organize the evaluation questions according to programme's expected results at each level of its results chain.

In doing so, the evaluation should use as far as possible a contribution analysis approach with a view to understanding the influence of relevant contextual factors, and alternative drivers or obstacles to change

<sup>30</sup> Revised evaluation Criteria – OECD. Available at <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>31</sup> <https://www.enterprise-development.org/measuring-results-the-dced-standard/>

<sup>32</sup> See, for example, pages 78 – 79 in the guidance published by CGAP

at the regional, national and local levels that may have influenced the programme’s direct and indirect, intended and unintended results including, importantly, at the level of the beneficiary communities.<sup>33</sup>

In line with UN evaluation practice, the scope of the evaluation should cover all six standard UN/OECD DAC evaluation criteria: relevance/appropriateness of design, coherence, efficiency, effectiveness, and (likelihood of) impact and sustainability. In doing so, the focus of the evaluation goes beyond assessing whether UNCDF and its partners are currently ‘doing things right’ in programme execution and management, to a broader assessment of whether, given available evidence, and in comparison with similar approaches implemented by others, the programme looks to be the ‘right approach’ to achieving the higher-level objectives agreed in the initial phase.

### 3.3.2. Evaluation Matrix

In proposing how to conduct the evaluation, the evaluators should use an evaluation matrix to operationalize the theory of change and its proposed framework of direct and indirect results into a set of measurable categories of evaluative analysis following the results chain of the intervention. The evaluation matrix should properly address gender equality (GE) and human rights (HR) dimensions, including age, disability, migration, displacement and vulnerability.

The table below presents a set of preliminary questions that the evaluators should address in their proposed approach, following the revised UN/OECD DAC criteria. A final, more detailed evaluation matrix will be developed during the inception phase on the basis of document review and initial consultation with key programme stakeholders.

The evaluation matrix is expected to be updated to take into account where relevant effects of COVID-19 on programme implementation, including but not limited to impact and limitations.

Criteria	Sub-questions
<p><b>1. Relevance</b>  <i>The extent to which DINU (UNCDF component)’s objectives and design respond to beneficiaries’, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.</i><sup>34</sup></p>	<p>1.1 How relevant and how well designed is DINU (UNCDF component) approach to the priorities of the government of Uganda, and key stakeholders considering the programme’s intended support to consolidate stability in Northern Uganda, reduce poverty and under-nutrition and strengthen the foundations for sustainable and inclusive socio-economic development?</p> <p>1.2 How relevant is the support provided by DINU (UNCDF component), including Local Government capacity building for increased fiscal space and improved service delivery; improved access to finance for SMEs engaged in the agricultural value addition and improved stock and quality of district roads assets?</p> <p>1.3 To what extent does the DINU (UNCDF component) design incorporate gender equality (GE), human rights (HR) and other crosscutting issues such as climate change for example? ? How coherent is it to needs and interests of all stakeholder groups? Does it offer good quality information on the underlying causes of inequality and discrimination to inform the programme?<sup>35</sup></p>

<sup>33</sup> For more information, please see: [http://www.betterevaluation.org/en/plan/approach/contribution\\_analysis](http://www.betterevaluation.org/en/plan/approach/contribution_analysis) .

<sup>34</sup> ‘Respond to’ means that the objectives and design of the intervention are sensitive to the economic, environmental, equity, social, political economy and capacity conditions in which it takes place.

<sup>35</sup> This includes, but is not limited to, the extent to which the programme is formulated according to international norms and agreements on HR & GE (e.g. The Convention on the Elimination of all Forms of Discrimination Against Women – CEDAW; the Universal Declaration of Human Rights – UDHR; Convention on the Rights of Persons with Disabilities – CRPD) as well as national policies and strategies to advance HR & GE.

<p><b>2. Coherence</b> <i>The compatibility of DINU with other interventions in a country, sector or institution.<sup>36</sup></i></p>	<p>2.1. How distinct/complementary is DINU (UNCDF component) approach to the overall DINU programme as well as other initiatives implemented in Uganda by government and/or key development partners such as UNDAF, with similar objectives?</p> <p>2.2 How well does DINU (UNCDF component) align with the existing structures (National structures and strategies, UN and UNDP Country Programmes, SDGs, etc). What is the added value and what are the synergies of DINU (UNCDF component)?</p>
<p><b>3. Efficiency</b> <i>The extent to which DINU (UNCDF component) is likely to deliver results in an economic and timely way.</i></p>	<p>3.1 How well has DINU (UNCDF component) delivered its expected results to date, including in terms of budget allocation and cost-effectiveness of activities? How well are the key implementation partnerships functioning (between UNCDF and other implementing partners of DINU, and between UNCDF and the national/ local government and national/ local authorities)?</p> <p>3.2 What is the quality of outputs (deliverables) provided to date? How appropriate is the programme’s monitoring system to track direct programme results and its broader contribution to the overall objectives?</p> <p>3.3 How well is the programme being governed, through the involvement and contributions of key partners such as the EU and the government counterpart?</p> <p>3.4 How well are resources (financial, time, people) allocated to integrate Human Rights (HR) &amp; Gender Equality (GE) in the implementation of UNCDF component, and to what extent are HR &amp; GE a priority in the overall intervention budget? To what extent are such resources being used efficiently?</p>
<p><b>4. Effectiveness</b> <i>The extent to which DINU (UNCDF component) is expected to achieve its objectives, and its results, including any differential results across groups.</i></p>	<p>4.1 To what extent are DINU (UNCDF component) activities under Outcome 1 contributing to Improved capacity and access to finance for SMEs engaged in agricultural value addition?</p> <p>4.2 To what extent are DINU (UNCDF component) activities under Outcome 2 contributing to Improved stock and quality of the district road assets?</p> <p>4.3 To what extent are DINU (UNCDF component) activities under Outcome 3 contributing to increased local fiscal space and improved local service delivery by local governments?</p> <p>4.4 To what extent is DINU (UNCDF component) on track towards progress on HR &amp; GE? To what degree are the results achieved equitably distributed among the targeted stakeholder groups?</p>
<p><b>5. Likely Impact</b> <i>The extent to which DINU (UNCDF component) is expected to foster inclusive and sustainable growth and employment of youth and women.</i></p>	<p>5.1 As currently designed and implemented, to what extent are DINU (UNCDF component) results under Outcome 1 likely to contribute to increased food security, improve maternal and child nutrition, and enhance household incomes through support to diversified food production and commercial agriculture and through improving household resilience (notably to climate change) and women empowerment.</p> <p>5.2 As currently designed and implemented, to what extent are DINU (UNCDF component) results under Outcome 2 likely to contribute to increased trade of commodities within the region, within the country, and with neighbouring countries through the improvement of transport and logistic infrastructures.</p>

<sup>36</sup> The extent to which other interventions (particularly policies) support or undermine the intervention and vice versa. This includes internal coherence which should address the synergies the interlinkages between the intervention and other interventions carried out by the same institution/government, as well as the consistency of the intervention with the relevant international norms and standards to which that institution/government adheres. External coherence considers the consistency of the intervention with other actors’ interventions in the same context, including complementarity, harmonization and coordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.

	<p>5.3 As currently designed and implemented, to what extent are DINU (UNCDF component) results under Outcome 3 on track to contributing to strengthened capacity, gender-responsive good governance (core mandate and general broad mandate) and the rule of law at the level of local government authorities and empower communities to participate in improved local service delivery.</p> <p>5.4 To what extent are DINU (UNCDF component) results likely to change attitudes and behaviours towards HR &amp; GE on various stakeholder groups, and to reduce the underlying causes of inequality and discrimination?</p>
<p><b>6. Sustainability</b>  <i>The extent to which the net benefits of DINU (UNCDF component) are likely to continue beyond the life of the intervention<sup>37</sup></i></p>	<p>6.1 To what extent are any changes in the access to finance for SMEs engaged in agricultural value addition sustainable over time? (Including from a market development perspective)</p> <p>6.2. To what extent are any changes in the stock and quality fo the district road assets and improved local service delivery for road assets sustainable over time?</p> <p>6.3. To what extent are any changes in local fiscal space and improved local service delivery sustainable overtime?</p>

### 3.3.3. Data collection toolkit

Finally, on the basis of the questions included above and the information present elsewhere in this Terms of Reference and on the UNCDF website, the evaluation team should deploy a data collection toolkit (that includes gender disaggregation and triangulation tools) that will include both existing secondary data as well as new primary data to be gathered during the country visit which together will be able to answer the questions listed above in the matrix organized by different levels of the results chain.

#### Evaluation during a crisis: COVID-19

*The proposal should outline any adjusted evaluative approaches/ methodologies that may be needed to implement the evaluation effectively, including extended desk reviews, primary use of national consultants and virtual stakeholder meetings and interviews. This will be further detailed in the inception report.*

*If part of the evaluation is to be carried out virtually then remote interviews may be undertaken through telephone or online (skype, zoom etc.). Consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely.*

*International consultants can work remotely with national evaluator support in the field if it is safe for them to operate and travel. No stakeholders, consultants or UNCDF staff should be put in harm's way and safety of all is the key priority.*

The combination of primary and secondary tools or separate 'lines of evidence' should number at least five and be designed – as with the rest of the evaluation - with triangulation and complementary assessment of the sub-questions in the matrix in mind. Suggested lines of evidence include:

- Document and literature review;
- Analysis of deliverables and financial reports;

<sup>37</sup> Note that this should include as far as possible an examination of the financial, economic, social, environmental and institutional capacities of the systems needed to sustain net benefits over time, including analyses of resilience, risks and potential trade-offs.



- Structured, semi-structured and/or in-depth interviews;
- Quantitative surveys;
- Direct observations;
- Focus groups including implementing partners

Bidders are particularly requested to focus on how they will measure the results of the DINU programme (UNCDF component) to date at the outcome level, using methods built around a contribution analysis approach. Bidders are encouraged to propose additional alternative innovative methods and approaches in line with UNCDF Evaluation Unit's objective to promote innovation in development evaluation in line with international good practice. In proposing the evaluation methodology, bidders are requested to respect the various quality standards for UNCDF evaluation set out in Annex.

### **3.3.4. Case Studies**

Interested bidders are also requested to include in their proposal a proposed approach to 'diving more deeply' into programme relevance performance and (likely) impact to date by way of case studies of investments supported and of technical assistance provided to partners. The choice of case studies will be decided during the inception phase and should be chosen to support the broader evaluation approach and sampling strategy.

### **3.3.5. Human rights and gender equality**

The evaluation must include an assessment of the extent to which the design, implementation, and results of the project have incorporated a gender equality perspective and rights-based approach. The evaluators are requested to review UNEG's *Guidance in Integrating Human Rights and Gender Equality in Evaluation* during the inception phase<sup>38</sup> as well as the UN Disability Inclusion Strategy<sup>39</sup>.

In addition, the methodology used, data collection and analysis methods should be human rights and gender-sensitive to the greatest extent possible, with evaluation data and findings disaggregated. Evaluators should also review the most recent publications by the United Nations on the seven drivers of women's economic empowerment in the context of the SDG focus on leaving no one behind<sup>40</sup>.

The promotion and protection of Human Rights (HR) & Gender Equality (GE) are central principles to the mandate of the UN, and all UN agencies must work to fundamentally enhance and contribute to their realization by addressing underlying causes of human rights violations, including discrimination against women and girls, and utilizing processes that are in line with and support these principles. Those UN interventions that do not consider these principles risk reinforcing patterns of discrimination and exclusion or leaving them unchanged. It is therefore important that evaluations commissioned by UNCDF take these aspects into account.

The 2019 United Nations Disability Inclusion Strategy provides the foundation for sustainable and transformative progress on disability inclusion through all pillars of the work of the United Nations: peace and security, human rights, and development. The Strategy enables the UN system to support the implementation of the Convention on the Rights of Persons with Disabilities<sup>41</sup> and other international

<sup>38</sup> [http://www.uneval.org/papersandpubs/documentdetail.jsp?doc\\_id=980](http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=980)

<sup>39</sup> <https://www.un.org/en/content/disabilitystrategy/>

<sup>40</sup> In addition to the UN Evaluation Group guidance on embedding gender equality and women's empowerment into UN evaluations: <http://www.unevaluation.org/document/download/2107>, please see for information the latest report by the UN Secretary General's High Level Panel on Women's Economic Empowerment: Leave No One Behind – Take Action for Transformational Change on Women's Economic Empowerment <http://hlp-wee.unwomen.org/>

<sup>41</sup> <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>

human rights instruments, as well as the achievement of the Sustainable Development Goals, the Agenda for Humanity and the Sendai Framework for Disaster Risk Reduction<sup>42</sup>.

UNCDF takes seriously its commitments to GE and women's empowerment throughout its programme cycle, including evaluation. In the latest independent review of the quality of UNCDF evaluation reports under the UN's System-Wide Action Plan, overseen by UNEG, its Evaluation Unit was scored as "exceeding requirements" and the Unit is committed to guarantee that all the evaluations it designs and manages meet the UNEG GE-related norms and standards and apply the UNEG guidance during all phases of the evaluations.

---

<sup>42</sup> <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>

## 4. Management roles and responsibilities

To ensure independence and fulfilment of UN evaluation standards, the Evaluation Unit of UNCDF in New York – supported by M&E colleagues in Uganda - is responsible for the design and management of this evaluation and will hire an independent firm (Evaluation Team) to conduct the evaluation.

**UNCDF Evaluation Unit:** In line with the organisational setup for evaluation at UNCDF, the Evaluation Unit in New York – reporting directly to the Executive Secretary of UNCDF in line with relevant UN Evaluation Group norms on organisational independence of evaluation entities in the UN system - is responsible for the design and management of this evaluation and for the overall quality of the evaluation report .

**Evaluation Team:** An independent firm will be hired by the Evaluation Unit to conduct the evaluation. The Evaluation Unit will provide substantive support, including joining the Evaluation Team in the data collection mission and supporting the implementation of remote/virtual data collection. The Evaluation Team will work closely with the UNCDF DINU programme team (see below). They will be responsible for arranging all meetings and field visits, with support from the programme team and the Evaluation Unit. The Evaluation Team is expected to organize its own travel, visas, accommodation and local transport. The Evaluation Team shall safeguard the rights and confidentiality of information providers, for example, measures to ensure compliance with legal codes governing areas such as provisions to collect and report data. Furthermore, the Evaluation Team will at all times conduct the evaluation in accordance with the principles outlines in the UNEG 'Ethical Guidelines for Evaluations'<sup>43</sup> based on commonly held and internationally recognized professional ideals to conduct themselves in accordance with the highest standards of integrity as enshrined in the Charter of United Nations. The Evaluation Unit takes its responsibilities very seriously in this regard, particularly given the access that will be given to economically vulnerable populations. Finally, the Evaluation Team will need to sign the UNEG Code of Conduct for Evaluation in the UN System<sup>44</sup> and return a copy to the Evaluation Unit.

**UNCDF DINU Programme team:** The programme staff will provide administrative and logistical support. This will include: timely access to an extensive range of documentation for the desk review; an updated stakeholder list with contact details, including emails, telephone numbers and preferred method of access (if possible); and assistance in scheduling meetings in Uganda. The programme staff will also be available for initial briefing and final debriefing in Uganda and shall make itself available to answer questions and provide documents. The programme staff may provide office space in Uganda for the evaluation team to work upon request.

**Advisory Panel:** The Panel will be comprised of key programme stakeholders (including potentially representatives of UNCDF, the Office of the Prime Minister, the EU and others. The role of the Advisory Panel will be to support the Evaluation Unit in managing the evaluation by participating in the following:

- Reviewing and commenting on the inception report
- Reviewing and commenting upon the draft report
- Being available for interviews with the evaluation team

---

<sup>43</sup> <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>

<sup>44</sup> <http://www.unevaluation.org/document/detail/100>

As appropriate, representatives from the national counterpart and key funders are welcome to observe the conduct of the evaluation – COVID-19 permitting. In doing so, care will be taken to allow access by the evaluators to stakeholders in a confidential manner where necessary.

## 5. Audience and timing

The primary audience for this evaluation is UNCDF, other DINU implementing partners, and key stakeholders, including the European Union, MDAs, LDGs (18 districts), Uganda’s Office of Prime Minister (OPM), NAO, Delegation Agreements and Grantees, UNRAs in Uganda and others.

### **Evaluation during a crisis: COVID-19**

*Considering the COVID-19 pandemic and resultant restrictions, the proposed evaluation schedule may be subject to change. All work of the evaluation team during the field visit shall be done within the guidelines and protocols set by the local and national government of Uganda.*

The evaluation will have three distinct phases:

#### **Phase 1 - Inception**

- Kick-off meeting between the evaluation team and the Evaluation Unit to ensure clear understanding of the evaluation methodology, approach and main deliverables as per TOR;
- Adjustments to any evaluative approaches/methodologies that may be needed to implement the evaluation effectively in response to the COVID-19 restrictions in Uganda, including safety guidance, extended desk reviews, primary use of national consultants and virtual stakeholder meetings and interviews;
- Kick-off meetings with Advisory Panel, the DINU programme staff, as well as the senior management of UNCDF, to familiarize the Evaluation Team with the programme objectives, results to date and expectations for this evaluation;
- Provision of all relevant documents;
- Stakeholder mapping and selection;
- Finalization of the evaluation methodology and tools, including the sampling strategy and the data collection strategy.
- Finalization of data collection tools (questionnaire, checklist, guidelines). The Evaluation team will be responsible for pre-test and finalization of tools and techniques for the survey. The data collection tools will be in English language.
- Finalization of the schedule for field visit;
- Interviews by the team with key stakeholders

#### **Phase 2 – Data collection mission**

- Considering the COVID-19 pandemic and resultant restrictions, the schedule and length of field visit may be subject to change and will follow guidelines and protocols set by the local and national government of Uganda. No stakeholders, consultants or UNCDF staff should be put in harm’s way and safety is the key priority.
- Primary data collection, including site visits, focus groups discussions, and key informant interviews
- Security briefing with UNCDF country office
- Debriefing sessions with the key in-country stakeholders will be organized to present emerging trends/ preliminary findings and to build ownership of the findings with programme counterparts

- The Team Leader may be asked to debrief the Advisory Panel and Evaluation Unit at the end of the field visit. This with a view to provide a sense of the evaluation team’s preliminary findings ahead of the draft reporting phase.
- The evaluators are also expected to conduct interviews with key informants from HQ.

### Phase 3 – Reporting

- Analysis and synthesis, including a technical debrief with UNCDF DINU staff on initial findings and final questions
- Drafting of the evaluation report
- HQ debrief of the final evaluation report to UNCDF senior management.

In drawing up the proposed work plan, the evaluation team should be given sufficient time to complete: i) a thorough review of all relevant programme documentation during the inception phase and preparation of the methodological approach to be followed by the evaluation team; ii) one data collection mission (field visit), and iii) a thorough write-up phase of the evaluation report, to include analysis and transparent aggregation of the different ‘lines of evidence’ collected during the preceding evaluation phases into case studies and a final evaluation report with relevant annexes.

During the country visit, the expected level of effort for the evaluation should include 15 days (minimum) per person in country with a minimum of two members of the evaluation team to visit the country (i.e at least 30 person days). These team members should be experienced evaluators with relevant technical knowledge of the intervention being assessed.

In total, it is expected that the evaluation will take at a minimum between 90 - 100 person days to complete, including all team members’ contributions to the inception, field visit and write up phases of the evaluation.

The methodology – including the final sampling strategy - should be further developed by the evaluation team during the inception phase under the supervision of the Evaluation Unit. The below proposed timeframe and expected deliverables will be discussed with the evaluation team and refined during the inception phase. The final schedule of deliverables should be presented in the inception report.

The Evaluation Unit reserves the right to request revisions to the evaluation deliverables until they meet the quality standards set by the UNCDF’s Evaluation Unit for evaluation reports (please see Annex for more details).

The Evaluation Team Leader is responsible for preparing and submitting the following deliverables:

Phase	Deliverable	Tentative timeframe
<b>Phase 1: Inception</b>	An <b>inception report</b> presenting a full description of programme implementation to date as well as the final evaluation matrix, methodology, <b>data collection toolkit</b> and detailed work plan with timeline following a template to be provided by the Evaluation Unit. The report must also detail any adjusted evaluative approaches/methodologies that may be needed to implement the evaluation effectively due to COVID-19.	Q2-Q3 2021

<b>Phase 2: Field visit and data collection mission</b>	-	Q3 2021
<b>Phase 3: Reporting</b>	<ul style="list-style-type: none"> <li>• A <b>Draft Evaluation Report</b><sup>45</sup> organized by evaluation sub-question, presenting evaluation findings and recommendations for DINU’s UNCDF component, aggregated and synthesized on the basis of the results of the different data collection and analysis tools (35-45 pages).</li> <li>• <b>Annexes</b> with summary of findings from each of the ‘lines of evidence’ used to support the evaluation findings<sup>46</sup></li> <li>• An <b>Executive Summary</b> of maximum 5 pages summarizing the main findings and recommendations in English and French</li> <li>• <b>Case studies</b> following the template provided</li> <li>• A <b>PPT slideshow</b> for HQ debriefing (20 minutes’ presentation) summarizing the main findings and recommendations.</li> <li>• A <b>Final Evaluation Report</b> that incorporates comments received from all partners and a matrix of recommendations to be used for the Management Response and action, with recommendations for the next phase of the programme.</li> <li>• If all or part of the evaluation was carried out virtually as a result of COVID-19, the report should reflect such limitations.</li> </ul>	Q3-Q4 2021

---

<sup>45</sup> Including up to three rounds of revisions.

<sup>46</sup> All completed tools and datasets making up the different lines of evidence should be made available to the Evaluation Unit upon request (including field notes, transcribed highlights from interviews and focus group discussions, details from quantitative analysis). Bidders are requested to make sure that the Evaluation Team is ready to provide this information upon request.

## 6. Composition of Evaluation Team

The evaluation team should present a combination of expertise and experience in both the theory and practice of international development evaluation as well as in the various technical areas that UNCDF is working in, including: i) capacity building of Local Governments, including in the area of PFM, gender-responsive good governance and the rule of law and the empowerment of communities to participate in improved local service delivery; ii) funding of small and medium-size agribusinesses, Business Development support and agricultural value chain as it relates to food security and nutrition; and iii) road rehabilitation and upgrading at the district and community level in developing countries).

It is requested that the proposed evaluation team be made up of at least the following roles:

- 1 Team Leader with at least 10 years of relevant evaluation experience and relevant technical experience
- Team member(s) with at least 10 - 15 years of relevant thematic experience (local government finance, PFM, SME finance, road rehabilitation and upgrading)
- At least 1 national expert

The evaluation team should strive for gender-balance in its composition and include representatives from Uganda and/or who possess background knowledge/expertise in Uganda.

### **Overall expertise/experience**

Overall, the team should be offer the following expertise and experience:

- Applied knowledge of theory-based approaches to programme evaluation, using both quantitative and qualitative analysis of existing secondary data and primary data sources;
- Experience in local government finance and local economic development in least developed countries;
- Experience in measuring the performance of public financial management systems at the local level, including planning, efficiency in allocation, use and availability of resources, intergovernmental fiscal transfer systems, local government revenue systems, elimination of corruption, Output Oriented Budgeting, Performance Based Budgeting, financial management, capital investment programming, procurement, Gender sensitive and Climate change responsive LGs Development Plans and Budgets;
- Experience in technical assistance to the implementation and financing of local economic development strategies through PPPs, SME finance and infrastructure finance;
- Experience in providing policy support, grant, loans and other forms of development finance instruments to public institutions;
- Experience in infrastructure finance and investment at the sub-national level and the principles of local economic development such as clustering, externalities, linkages and public promotion of economic activity with social impacts;
- MSME investment financing at the market and policy level in LDCs,
- Understanding of how to assess programme contribution to market development/systemic changes in the area of SMEs and agricultural value chains as they relates to food security and nutrition as well as rehabilitation and upgrading of district and community access roads to ensure all-weather accessibility to services and markets for population and commodities; to increase trade of commodities (region/ country/ cross-country)

### **Evaluation expertise/experience**

- Proven experience (at least 10 years for the team leader) with designing and conducting international development evaluations that apply relevant mixed-methods evaluation approaches to a variety of different modalities in international development cooperation, involving inter-governmental organisations and their government and private sector counterparts.
- Knowledge of how the UN system functions is highly preferred.
- Demonstrated experience in integrating gender equality, human rights and youth in evaluation.
- Evidence of formal evaluation and research training, including familiarity with OECD or UN norms and standards for development evaluation, as well as the evaluation of complexity as applied to market development approaches, such as that of DCED.
- Relevant experience of undertaking/participating in evaluations in the areas covered by this intervention, including experience using a range of qualitative and quantitative evaluation methodologies to assess program results at individual, institutional, market and policy levels.

### **Thematic expertise/experience**

The teams should also demonstrate much of the following thematic expertise/experience:

#### ***Local Government Finance / Public Financial Management***

- Proven international experience in the field of local development, local economic development, local government finance, decentralization, intergovernmental fiscal transfer systems, development planning, public financial management and budgeting;
- Proven experience in capacity building of Local Governments in PFM, including supporting and strengthening local governments' upward accountability.
  - Proven experience in Local government PFM, compliance with National Rules and Regulations, PFM diagnostics for compliance and performance (customized PEFA Methodology) including Community Based interventions in the areas of LG PFM Compliance and Performance;
  - Proven experience and strong knowledge in technical support to the LGs in applications of IFMS and ICT system at the local level focusing on strengthening capacities of LGs to analyse and make cash flow forecast, budget performance analysis, carry out integrated planning and budgeting processes, implement modern procurement systems, integrated accounting, revenue and expenditure management systems, oversight bodies and mechanisms, improve public service delivery and management; LG Financial Accounting and Regulations Manuals;
  - Proven experience and knowledge of asset management and development of asset management strategies;
  - Proven experience and knowledge of mobile tax registration and payment systems using mobile money platforms;
  - Proven experience and knowledge of land governance and registration of certificate of customary ownership, to allow communities to affirm their rights and request government protection, increase tenure security, reduce potential for conflict, efficient land information system for service delivery; land dispute resolution, monitoring system
  - Proven experience National Annual performance assessment frameworks for Local Governments;
- Proven experience in capacity building of Local Government Units to efficiently mobilise and equitably allocate and utilise local revenue and resources;
  - Proven experience and strong knowledge of LG Development plans and Budgets that are Gender sensitive and responsive to climate change challenges and local economic conditions;



- Proven experience and knowledge of technical and financial support to develop Local Economy Development strategies and experience with the principles of local economic development such as clustering, externalities, linkages and public promotion of economic activity with specific social impacts
- Experience in technical assistance to the implementation and financing of local economic development strategies through PPPs, SME finance and infrastructure finance;
- Proven experience and strong knowledge of capital investment planning in LGs, infrastructure finance and investment,
- Technical expertise as a provider of technical assistance, policy support, grants, loans and other forms of development finance instruments to public institutions;
- Proven experience and knowledge of gender sensitive Local Economy Assessment (LEA);
- Proven experience and knowledge of climate vulnerability and risk assessments (CVRA) using participatory methods at community level;
- Proven experience and knowledge in the design, finance and implementation of catalytic economic projects to empower women and youth and improve local climate change adaptation, mitigation and resilience, including empowerment of refugee and host communities;
- Proven experience and knowledge of local government revenue systems, mapping and assessing local revenue sources, management and administration systems, revenue data bases management – update and linkages to financial management systems;
- Proven experience and knowledge of Development of Local Revenue Enhancement Plans and revenue mobilization plans;
- Proven experience and knowledge of incentives performance of local governments and stimulate community involvement, including improving community capacity to participate in LG planning and budgeting process, financial incentives – Local Government excellence Fund – and Discretionary Development Equalisation Grant (DDEG);

### ***MSME and SME finance for Food Security and Agriculture***

- Knowledge and awareness of issues relating to MSME/SME access to finance in a least developed country context, seed capital (loans, partial credit guarantees and reimbursable grants) to incubation projects, BDS and advisory for start-ups and MSME/ SMEs;
- Proven experience in identifying gaps in financial and technical assistance services to capital – intensive value adding agricultural projects in storage and processing;
- Proven experience and strong knowledge in access to finance for projects promoted by women and youth and contribute to their economic empowerment as well as projects that aim at reducing environmental risks and ecological scarcities along the identified value chains;
- Proven experience in alignment between public sector interventions and private sector economic activities;
- Proven experience in leveraging domestic capital for investments in agriculture by attracting farmers' savings, concessional and regular finance and guarantees from financial institutions and private firms;
- Proven experience and strong knowledge of working to support financial institutions/ national development finance institutions;
- Proven experience and strong knowledge of funding facilities for small and medium agribusinesses;
- Comprehensive knowledge of DCED benchmarks and industry best practices;
- Experience at the country sector level/understanding of building enabling environments/stakeholder engagement;
- Experience of market development approach; low-income market segments; electronic payments;

- Skills and experience in value chain analysis;
- Prior experience and knowledge in Youth and Women Economic Empowerment;

***Stock and Quality of district road assets for local service delivery***

- Proven experience and strong knowledge in the provision of technical assistance for implementation of district road rehabilitation and improvement programmes;
- Proven experience and strong knowledge in preparation/ review of detailed engineering designs, scope/ prioritisation, cost estimates and implementation timeframe of rehabilitation works, including tender preparation and contracting;
- Proven experience and strong knowledge of conditional grant transfer mechanisms to allow LGs to contribute to road assets development and rehabilitation; including management of funds operations to ensure coherence between partners and delivery;
- Proven experience and strong knowledge of providing technical support and advisory services in the road sector, support to road assets maintenance, training programmes in road maintenance for LGs, integrating road rehabilitation and maintenance component in the Local Government annual and mid-term planning, budgeting and implementation frameworks;

In order to meet good practice in ensuring sufficient coverage of gender equality and women's empowerment in the evaluation design and conduct, one gender equality and empowerment expert should be appointed within the evaluation team to ensure that the evaluation reports this accordingly. The expert should focus on gender data disaggregation and gender-related impacts at the client level. The expert will have the responsibility for appraising the substance and effectiveness of approaches, products, outcomes and risks of women's financial inclusion.

COVID permitting, the country visit team should include the Team Leader. The Team Leader should also have demonstrated experience in conducting evaluations and be equipped with the relevant skills and experience to 'apply an evaluative lens' at all points during the conduct of the country visit.

## 7. Impartiality requirements

We take the opportunity here to remind potential bidders that in line with UN norms and standards for evaluation, the ability of the evaluation team to conduct an independent and impartial evaluation of the intervention being assessed is a pre-requisite. With this in mind, interested firms should ensure specifically that members of the evaluation team that are proposed have not had any previous experience of working with or supporting the programme being evaluated or have any plans to do so for the duration of the programme being implemented.

## 8. Price and schedule of payments

### *Evaluation during a crisis: COVID-19*

*In line with the UNDP's financial regulations, when determined by the UNCDF Evaluation Unit and/or the evaluation team that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid.*

*Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.*

The technical proposal cannot include any information on costs. The financial proposal should provide a detailed costing for the scope of work and deliverables described for each of the above-mentioned evaluations. The Financial Proposal shall list all major cost components associated with the services and the detailed breakdown of such costs, including fees, travel costs, per diem, etc. All outputs and activities described in the offer must be priced separately on a one-to-one correspondence.

Any output and activities described in the offer but not priced in the Financial Proposal shall be assumed to be included in the prices of other activities or items, as well as in the final total price.

Schedule of payments:

- 25% of contract: upon submission of inception report;
- 35% of contract: upon submission of draft evaluation report;
- 40% of contract: upon approval of final evaluation report.

## Annex 1 – UNCDF Presence in Uganda

Since 1985, UNCDF has been providing support to decentralization and local development in Uganda through a series of consecutive programmes – described as **District Development Programmes (DDP)** I, II and III - at the district level. The strategy used has evolved from project-driven infrastructure delivery (for **DDPI 1998/1999**) to institutional development and policy impact as well as a new local development model (for **DDPII 2002/2007**) to LED support (for **DDPIII 2009/2012**). The earlier programmes focused on local public financial management, including introduction of a performance-based discretionary grant mechanism to support local development. Once piloted, the performance-based grant mechanism, was taken to scale by the Government and other development partners, making the backbone of Uganda's modern intergovernmental transfer system. The latter programme, **DDPIII (2009-2012)** was designed to focus on the mobilisation of the strategic role of the LGs as a pivotal actor for stimulating and promoting economic growth at both the local and national levels. This programme built upon the achievements of its predecessors, DDP I and II, and their contribution towards the development and activation of an effective local government system to transform local governments into effective promoters and enablers of LED in close partnership with the private sector.

Two more programmes were implemented in 2010-2015 to apply the UNCDF local governance and development approach to the challenge of post-conflict recovery and women's economic empowerment. The UNCDF – UNDP **joint programme on Building Sustainable Peace in Karamoja** supported the positive recovery trends in Northern Uganda to ensure their sustainability through diversified livelihoods, better market access and income generation activities. The **joint programme on Gender Equality and Women's Empowerment** (FAO, ILO, UNCDF, UNDP, UN Habitat, UNHCR, UNICEF, UNFPA, UN OHCHR,

UN Women and WHO) supported central and local governments to develop strategies, systems and staff capabilities to increase women's access to sustainable livelihoods and gainful employment.

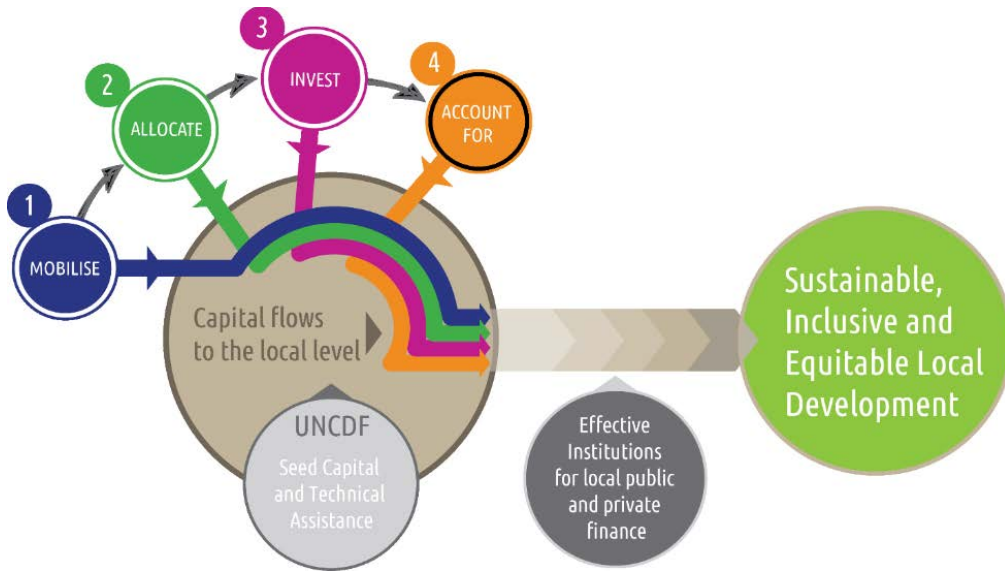
A new approach to financing local economic development was introduced in 2010 under the name of the **Local Finance Initiative (LFI)**<sup>47</sup>. This approach puts emphasis on tapping into existing domestic capital for LED financing. Since 2015, LFI has been implemented in Uganda as part of a Global Programme that has the overall objective of increasing the effectiveness of financial resources for local economic development through mobilisation of primarily domestic private capital and financial markets in developing countries to enable and promote inclusive and sustainable local development. LFI supports infrastructural projects that are catalytic for LED through Technical Assistance in project development and last mile financing to make the projects bankable. Similarly, the DINU project will benefit from the presence of another innovative programme, **Mobile Money for the Poor (MM4P)**<sup>48</sup> that offers digital solutions to sustainable branchless and mobile financial services. MM4P experiences in digitizing agricultural value chains and establishment of mobile payment platforms will allow the DINU project to apply mobile technologies to improve access to finance for agribusiness SMEs and increase local revenue generation. Yet UNCDF programme, Joint Working Programme on Equitable Economic Growth in Cities will allow UNCDF to incorporate in the DINU implementation process local-level solutions that foster inclusive and equitable economic growth.

---

<sup>47</sup> <http://lmftf.uncdf.org/what-we-fund/local-finance-initiative-lfi>

<sup>48</sup> <https://www.uncdf.org/mm4p/home>

## Annex 2 - UNCDF approach to Local Development Finance



## Annex 3 – DINU Result Framework

*General objective of the programme is to consolidate stability in Northern Uganda, eradicate poverty and under-nutrition and strengthen the foundations for sustainable and inclusive socio-economic development.*

Specific Objective	Result	Activity
SO 1: to increase food security, improve maternal and child nutrition, and enhance household incomes through support to diversified food production and commercial agriculture and through improving household resilience (notably to climate change) and women empowerment.	R 1.1: increased production of diversified food;	A 1.1.1-facilitate the adoption and production of diverse food crops and animal products A 1.1.2-facilitate access to key inputs and output markets for women and men small-scale farmers A 1.1.3-train farmer groups and other small market operators along the value chain in community saving and credit schemes A 1.1.4-support vocational training institutes, A 1.1.5-Sustainable climate proofed water infrastructure built in Karamoja A 1.1.6 - support the land registration of Communal Land
	R 1.2: increase market accessibility;	A 1.2.1-foster linkages between smallholder farmers, agro-processors and market operators; <b>A 1.2.2-Providing seed capital to incubation projects (UNCDF component)</b> A 1.2.3-support the private sector in developing decentralised rural electrification projects A 1.2.4-assess and identify market opportunities and product niches
	R 1.3: nutrition-specific interventions	A 1.3.1-Developing and promoting community based nutrition initiatives including micro nutrient supplementation & deworming, promotion of maternal and young child feeding practices, hygiene and sanitation and child care. A 1.3.2-Increase the use of effective family planning methods with the aim of decreasing the number of teenage pregnancies and increasing child spacing which address both nutrition and population growth issues.
SO 2: to increase trade of commodities within the region, within the country, and with neighbouring countries through the improvement of transport infrastructures.	R 2.1: transport infrastructures in the regions are improved and climate-resilient;	A 2.1.1-Rehabilitation and construction of selected roads connecting remote and disadvantaged districts to the main road network (connecting roads) <b>A 2.1.2-Rehabilitation and upgrading of selected numbers of priority districts and community access roads within 4 priority districts (Amudat, Adjumani, Abim, Moyo) (UNCDF component)</b>
	R 2.2: Cargo distribution system and storage capacities are improved in Northern Uganda	A 2.2.1-Construction of a logistic hub in Gulu

<p>SO 3: to strengthen capacity, gender-responsive good governance (core mandate and general broad mandate) and the rule of law at the level of local government authorities and empower communities to participate in improved local service delivery.</p>	<p>R 3.1: Capacities of Local governments to manage core public financial processes is strengthened to improve service delivery and local development;</p>	<p><b>A 3.1.1 - Strengthen capacities of Local Government in public financial management; (UNCDF component)</b>  <b>A 3.1.2: Strengthen capacities of mandated local government units to efficiently mobilise and equitably allocate and utilise local revenue and resources (UNCDF component)</b>  <b>A 3.1.3-Structured partnership with Associations of Local Authorities and key relevant institutions for research and advocacy on institutional and policy reforms relating to core mandates of local governments (UNCDF component)</b></p>
	<p>R 3.2: Upward accountability of Local Governments increased;</p>	<p><b>A 3.2.1-support and strengthen local governments' accountability institutions in their interaction with line ministries and national accountability institutions. (UNCDF component)</b>  <b>A 3.2.2 – support the reform and pilot implementation of the Government of Uganda's own annual performance assessment framework for local governments (UNCDF component)</b>  <b>A 3.2.3-incentivise performance of local governments and to stimulate community involvement (UNCDF component)</b></p>
	<p>R 3.3: Downward accountability of Local Governments to its constituents is strengthened by empowering citizens, civil society, media, NSAs, private sectors in their interaction with Local Government;</p>	<p>A 3.3.1-Increase downward accountability mechanisms  A 3.3.2-Support initiatives Office of Prime Ministers' Baraza60 as complemented by public expenditure tracking and budget transparency initiatives of Ministry of Finance, Planning and Economic Development  A 3.3.3-Foster the oversight role of CSOs (and other actors) by strengthening their collaboration with local governments</p>
	<p>Result 3.4: capacities of local government to deliver services to communities strengthened.</p>	<p>A 3.4.1-strengthen the capacities of Uganda Police Forces and other Justice, Law and Order institutions to consolidate peace and security in Karamoja  A 3.4.2-support nutrition governance at decentralised level;  <b>A 3.4.3-support districts and communities in road maintenance (UNCDF component)</b>  A 3.4.4-Strengthen integrated catchment-based planning, management and development of water resources in Karamoja</p>

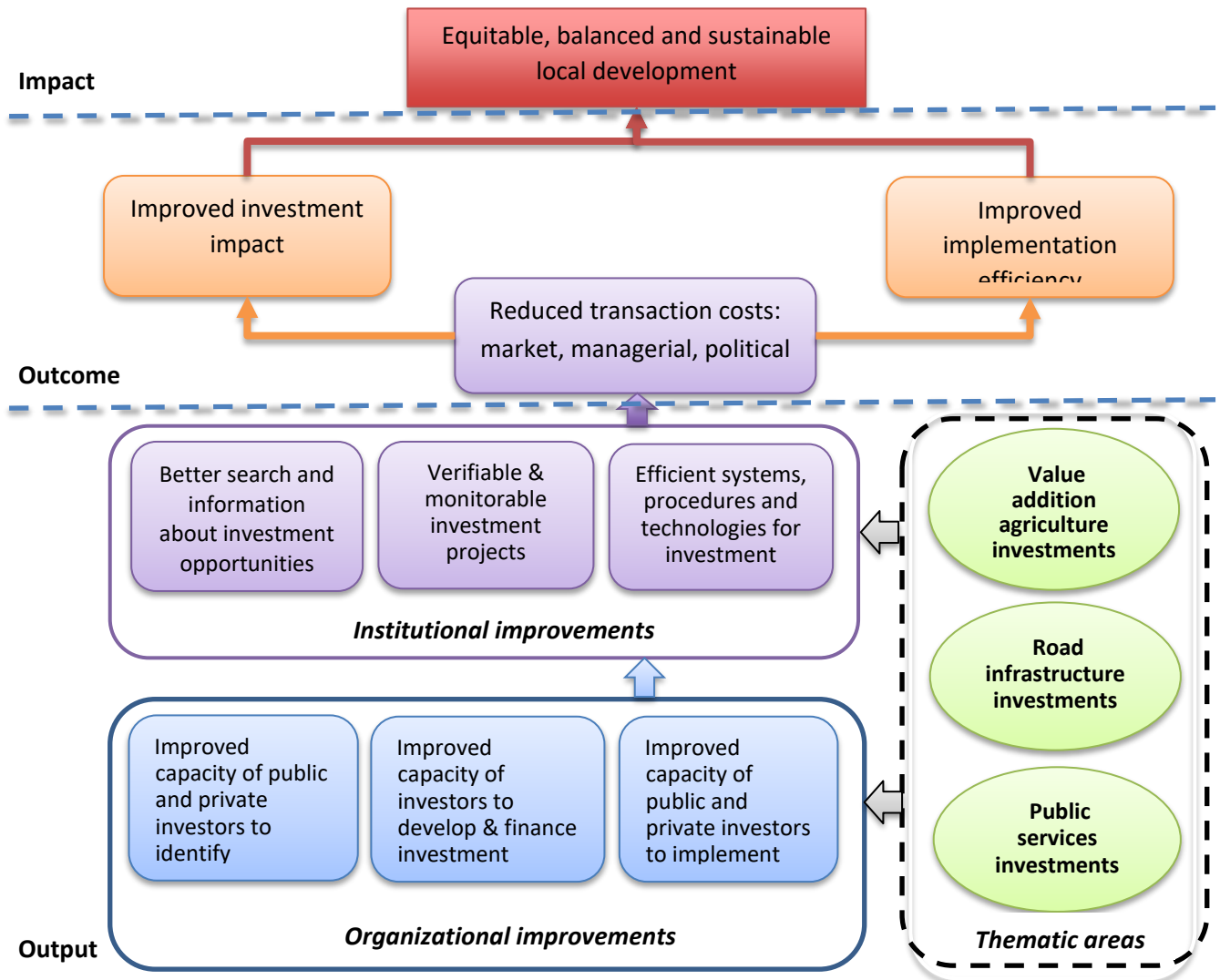
		<p><b>A 3.4.5-improve land governance and facilitate the registration of Certificate of Customary Ownership (<i>UNCDF component</i>)</b></p> <p>A 3.4.6-Build Capacity of Production Departments in Local Government at District and Sub-County levels</p>
--	--	--



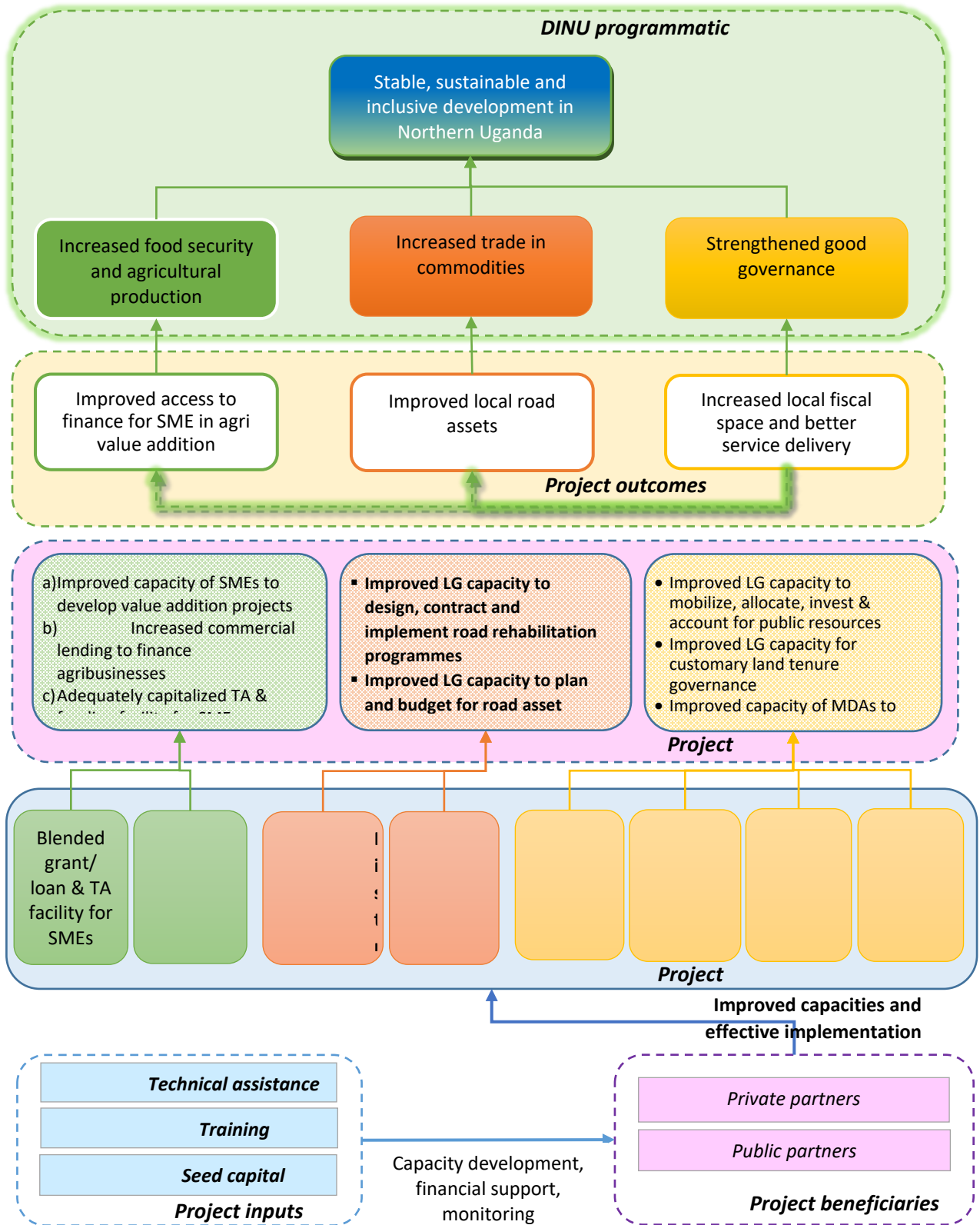
## Annex 4 - Activities of UNCDF component under DINU Result Framework

DINU component	DINU Activity
Food Security and Agriculture	<ul style="list-style-type: none"> <li>• Activity 1.2.2 - Providing seed capital to incubation projects: design and implement a mechanism for providing BDS and seed capital in the form of loans, grants and reimbursable grants to promising projects.</li> </ul>
Transport Infrastructure	<ul style="list-style-type: none"> <li>• Activity 2.1.2 - Rehabilitation and upgrading of priority district and community access roads within 4 priority districts (Amudat, Adjumani, Abim, Moyo).</li> </ul>
Good Governance	<ul style="list-style-type: none"> <li>• Activity 3.1.1 - Strengthen capacities of Local Governments in public financial management.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.1.2 – Strengthen capacities of mandated local government units to efficiently mobilise and equitably allocate and utilise local revenue and resources.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.1.3 - Structured partnership with Associations of Local Authorities and key relevant institutions for research and advocacy on institutional and policy reforms relating to core mandates of local governments.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.2.1 - Support and strengthen local governments' accountability institutions in their interaction with line ministries and national accountability institutions.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.2.2 – Support the reform and pilot implementation of Government of Uganda's own annual performance assessment framework for local governments on key indicators such as stakeholders participation in planning and budgeting, local revenue mobilisation and compliance with PFM related rules and regulation.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.2.3 - Incentivise performance of local governments and to stimulate community involvement through provision of top-up grants based on a reformed performance assessment and aligned to the intergovernmental transfer and grants system.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.4.3 - Support districts and communities in road maintenance.</li> </ul>
	<ul style="list-style-type: none"> <li>• Activity 3.4.5 - Improve land governance and facilitate the registration of Certificate of Customary Ownership.</li> </ul>

## Annex 5 – DINU (UNCDF component)’s Theory of Change



# Annex 6 – DINU (UNCDF component)’s Logical Framework



## Annex 7 : UNCDF Evaluation Quality Standard

Following UNDP's Evaluation Policy, to which UNCDF is party, all external evaluations commissioned by UNCDF's Evaluation Unit are subject to external quality control by UNDP's Independent Evaluation Office. Bidders are requested to respect the elements of this quality assessment tool in coming up with their proposed approach for the evaluation.

<b>TOR and Design (Weight 15%)</b>
1. Do the Terms of Reference clearly outline the focus for the evaluation in a logical and realistic manner?
2. Do the Terms of Reference detail timescales and budgets for the evaluation?
3. Does the TOR clearly outline the evaluation's planned approach?
4. Is the proposed outline of the evaluation approach and methodology clearly detailed in the ToR?
5. Does the ToR request the evaluator to include gender and vulnerable group issues within the evaluation?
<b>Report and Methodology (Weight 30%)</b>
<b>STRUCTURE</b>
1. Is the evaluation report well-balanced and structured?
2. Does the Evaluation report clearly address the objectives of the evaluation as outlined in the ToR?
<b>METHODOLOGY</b>
3. Is the evaluation's methodological approach clearly outlined?
4. Is the nature and extent of the project/ programmes stakeholders or partnerships and their role and involvement in the project/ programme explained adequately?
5. Does the Evaluation clearly assess the projects/ programmes level of RELEVANCE?
6. Does the Evaluation clearly assess the projects/ programmes level of EFFECTIVENESS?
7. Does the Evaluation clearly assess the projects/ programmes level of EFFICIENCY?
8. Does the Evaluation clearly assess the projects/ programmes level of SUSTAINABILITY?
<b>DATA COLLECTION</b>
9. Are data collection methods and analysis clearly outlined?
10. Is the data collection approach and analysis adequate for scope of the evaluation?
11. Are any changes to the evaluation approach or limitations in implementation during the evaluation mission clearly outlined and explained?

<b>REPORT CONTENT</b>
12. Does the evaluation draw linkages to the UNDP country programme strategy and/ or UNDAF?
13. Does the Evaluation draw linkages to related National government strategies and plans in the sector/ area of support?
14. Does the evaluation detail programme/ project funding and provide funding data?
15. Does the evaluation include an assessment of the projects M&E design, implementation and overall quality?
16. Are all indicators in the logical framework assessed individually, with final achievements noted?
<b>Crosscutting (Weight 15%)</b>
1. Are human rights, disabilities, minorities and vulnerable group issues addressed where relevant?
2. Does the report discuss poverty/ environment nexus or sustainable livelihoods issues, as relevant?
3. Does the report discuss disaster risk reduction and climate change mitigation and adaptation issues where relevant?
4. Does the report discuss crisis prevention and recovery issues, as where relevant?
5. Are the principles and policy of gender equality and the empowerment of women (GEEW) integrated in the evaluation scope and indicators, as relevant?
6. Does the Evaluation's Criteria and Evaluation Questions specifically address how GEEW has been integrated into the design, planning, implementation of the intervention and the results achieved, as relevant?
7. Are gender-responsive Evaluation methodology, Methods and tools, and Data Analysis Techniques selected?
8. Do the evaluation findings, conclusions and recommendation take gender equality and the empowerment of women (GEEW) aspects into consideration?
9. Does the evaluation draw linkages to the SDGs and relevant targets and indicators for the area being evaluated?
<b>Evaluation Findings, Conclusions and Recommendations (Weight 40%)</b>
<b>FINDINGS AND CONCLUSIONS</b>
1. Does the evaluation report contain a concise and logically articulated set of findings?
2. Does the evaluation report contain a concise and logically articulated set of conclusions?
3. Does the evaluation report contain a concise and logically articulated set of Lessons learned?
4. Do the findings and conclusions relate?
5. Are the findings and conclusions supported with data and interview sources?
6. Do the conclusions build on the findings of the evaluation?
7. Are risks discussed within the evaluation report?
<b>RECOMMENDATIONS</b>
8. Are the recommendations clear, concise, realistic and actionable?

9. Are recommendations linked to Country Office outcomes and strategies and actionable by the CO?

## Section 6: Returnable Bidding Forms / Checklist

This form serves as a checklist for preparation of your Proposal. Please complete the Returnable Bidding Forms in accordance with the instructions in the forms and return them as part of your Proposal submission. No alteration to format of forms shall be permitted and no substitution shall be accepted.

Before submitting your Proposal, please ensure compliance with the Proposal Submission instructions of the BDS 22.

### Technical Proposal Envelope:

<b>Have you duly completed all the Returnable Bidding Forms?</b>	
▪ Form A: Technical Proposal Submission Form	<input type="checkbox"/>
▪ Form B: Bidder Information Form	<input type="checkbox"/>
▪ Form C: Joint Venture/Consortium/ Association Information Form	<input type="checkbox"/>
▪ Form D: Qualification Form	<input type="checkbox"/>
▪ Form E: Format of Technical Proposal	<input type="checkbox"/>
▪ Form H: Proposal Security Form	<input type="checkbox"/>
<b>Have you provided the required documents to establish compliance with the evaluation criteria in Section 4?</b>	<input type="checkbox"/>

### Financial Proposal Envelope

**(Must be submitted in a separate sealed envelope/password protected email)**

▪ Form F: Financial Proposal Submission Form	<input type="checkbox"/>
▪ Form G: Financial Proposal Form	<input type="checkbox"/>