



A Terminal Evaluation Report for the Project ‘*Gender Budget for Northern Uganda, Recovery, Reconstruction and Development*’

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By

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LIST OF ACRONYMS

CDD	Community Directed Development
CDO	Community Development Officer
CEDAW	Convention for the Elimination of all Discrimination Against Women
DELTA	Development Alternatives
FGD	Focus Group Discussions
GBNURRD	Gender Budget for Northern Uganda, Recovery, Reconstruction & Development
GBPNU	Gender Budget Project for Northern Uganda
KII	Key Informant Interviews
LC	Local Council
MDG	Millennium Development Goals
MGLSD	Ministry of Gender, Labour and Social Development
MP	Members of Parliament
MOU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NURRD	Northern Uganda, Reconstruction and Development
OPM	Office of the Prime Minister
PBO	Parliamentary Budget Office
PRDP	Peace, Recovery, and Development Plan
SIDA	Swedish International Development Agency
SWGS	Makerere University School of Women and Gender Studies
TOT	Training of Trainers
UNCDF	United Nations Capital Development Fund
UNDF	United Nations Development Assistance framework

EXECUTIVE SUMMARY

The UNDP in partnership with the Japanese government supported the GBPNU from January 2012 – March 2013. The objectives of the project were to build the capacity of members and staff of Parliament, district councillors and technocrats on gender budgeting; strengthen the evidence base for gender equality and women's empowerment in Northern Uganda recovery, reconstruction and development; improve the capacity of women activists to demand for gender equitable resource allocation; provide technical support to specific committees of Parliament and districts council committees on gender analysis of budgets, policies and gender sensitive oversight of government performance in Northern Uganda. The project was a collaborative initiative of the Parliamentary Budget Office (PBO), the Ministry of Gender, Labour and Social Development (MGLSD), Makerere University School of Women and Gender Studies (SWGS) and Development Alternatives (DELTA). It was implemented at the national and district level; in the Districts of Kampala, Amuru, Apac, Lamwo and Nebbi.

At the closure of the project, UNDP found it imperative to conduct a terminal evaluation of the GBPNU. Dr Euzobia M. Mugisha Baine, a gender and development Consultant was hired, to conduct the evaluation. The objectives of the evaluation were to determine the relevance, effectiveness, impact and the possibility for sustainability of the project. It also examined whether: the capacity of members and staff of parliament, district technical staff and councillors was built in gender-responsive budgeting; whether the project strengthened the evidence base for gender equality and women's empowerment in Northern Uganda; whether the capacity for women activists to demand for gender-equitable resource allocation was strengthened; and whether and how the project provided technical support and strengthened specific committees of parliament and district councils on gender responsive budgeting.

The evaluation covered the five districts and was conducted through: reviewing relevant documents (such as activity reports, periodic reports, publications, minutes of meetings, memoranda, Uganda government and UNDP policy documents among others); key informant interviews, focus group discussions and buzz group discussion with selected participants of the project and observation of naturally occurring phenomena. Data was analysed through content and discourse analysis and a report written regarding the exercise.

Major findings are that the gender GBPNU was and still is a relevant project with great ability to enhance the quest for gender equality and women's empowerment in Uganda. Apart from providing technical support to women councillors, all activities were implemented. However efficiency, effectiveness and potential for sustainability was hampered by the inability to fit the project into the annual budget cycle of parliament, delays in completion of the needs assessment and the activities that depended on it, delays in approval and disbursement of funds to the implementing partners and a very short life span of the project (one year). In terms of impact the project built capacity in gender-responsive budgeting for members and staff of parliament, district councillors and women activists in Amuru, Apac, Lamwo and Nebbi districts.

In order to achieve sustainable outcomes that can be attributed to this project, the consultant recommends as follows:

- a) The project had a number of outputs namely the Needs Assessment Report, the Gender Disaggregated Public Expenditure Incidence Analysis Report, the Districts Policy Dialogue Report and a Training Manual for Gender-Responsive Budgeting for Parliament and Districts. These outputs are a strong foundation for another phase of the project.
- b) The project partners should consider initiating a subsequent phase that would take into account the identified challenges and limitations in the implementation. They will need to create more synergy and stronger team work among themselves, and organise the project in such a way that implementation actually coincides with the national budget cycle at parliament and districts because this was a major tenet of the project
- c) Once another project is developed it should be implemented for a minimum of five years effective January of the year of implementation. The period of January-June should be used to plan and put in place the necessary mechanism to enable the project commence on 1st July, in time for the commencement of the national budget cycle.
- d) Given the lessons learnt, the project should be rolled out to all 55 PRDP districts and 9 municipalities and incorporate the sub-county as the lowest unit of implementation while targeting the least served sub counties. The District Planning office and the gender office should be equally targeted and work more closely.
- e) Implementing partnership should be expanded and to include the Office of the Prime Minister particularly to strategise on how to influence PRDP programmes and their future; and the Ministry of Finance, Planning and Economic Development (MOFPED) in order to enhance sustainability and infusion into routine budgeting processes and alignment to national development priorities.
- f) The GBPNU was implemented through a short term project approach. This is unsuitable in supporting gender mainstreaming initiatives because though it can yield short term outputs they are not easy to sustain and translate into long term outcomes. This mainly because factors that produce and reinforce gender discrimination are deeply rooted and cannot be solved in the short term with one-off interventions. To achieve sustainable and substantive gender equality and women's empowerment, the government of Japan, UNDP and the government of Uganda should adopt medium and long-term funding frameworks of 5 - 10 year cycles for gender mainstreaming activities and align them to national priorities such as the National Development Plan and Vision 2040.
- g) The government of Japan has been instrumental in supporting gender budgeting initiatives under the MOFPED since 2000 and provided the bulk of the funds for the GBPNU. However this support has been to limited areas and on a small scale basis. Gender mainstreaming is not articulated among the four priorities in the bilateral cooperation programme with Uganda. It would have been better if the bilateral programme also incorporated gender mainstreaming as a crosscutting issue in order to have more tangible impact, improve effectiveness and visibility of Japanese support to Uganda.

- h) There are many gender mainstreaming initiatives being undertaken by various organizations in Uganda and these are not well documented and coordinated. This leads to duplication and wastage of meager resources because you find some areas having many organizations budgeting and implementing similar activities in the same area while other areas have none or very few. In order to minimize this, the MGLSD should assert and strengthen its coordination role by establishing an inventory and a coordination mechanism for all organizations working in the field of gender and development in the country. If one area is already being served in a particular aspect such training in gender-responsive budgeting, then other organization interested in gender-responsive budgeting should be directed to underserved areas in regard to access to water. Such will improve targeting resources to those that need them most, enhance synergy, improve efficiency, effectiveness and overall service delivery.

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.0 INTRODUCTION

The United Nations Development Programme (UNDP) through the UNDP-Japan Partnership Fund supported the implementation of the Gender Budget Project for Northern Uganda (GBPNU). The overall aim of the project was to strengthen the capacity of policy makers to develop and implement Peace, Recovery and Development Plan (PRDP) related programmes and budgets that address the needs of women and men, girls and boys more equitably and strengthen women's voice in demanding accountability on their human rights from leaders. The specific objectives were:

- a) To build the capacity of members and staff of Parliament, and District Councillors and technocrats on gender responsive budgeting;
- b) To strengthen the evidence base for gender equality and women's empowerment in Northern Uganda recovery, reconstruction and development;
- c) To improve the capacity of women activists to demand for gender equitable resource allocation;
- d) To provide technical support to specific committees of Parliament and districts on gender analysis of budgets, policies and gender sensitive oversight of government performance in Northern Uganda.

This Project was a collaborative initiative of the Parliament of Uganda (Parliamentary Budget Office - PBO), Makerere University School of Women and Gender Studies (SWGS), Ministry of Gender, Labour and Social Development (MGLSD) and Development Alternatives (DELTA). It was implemented in the Parliament of Uganda, and the Districts of Amuru, Apac, Lamwo and Nebbi. It was expected that at the end of the project,

- a) The capacity of members of Parliament and district councillors and technocrats for gender responsive budgeting in PRDP would have been strengthened
- b) The evidence base for gender equality and women's empowerment in Northern Uganda Recovery, Reconstruction and Development (NURRD) would have strengthened through research and knowledge
- c) The capacity for women activists to demand for gender equitable resource allocation and accountability on their human rights from their leaders would have improved;
- d) Technical support to Parliamentary and District Committees on gender responsive budgeting would have been developed and provided.

The project was implemented from 1st January 2012 to 31st March 2013. After the project's closure UNDP deemed it important to evaluate and find out if the intended purpose of the project was realised. The aim of the evaluation was to assess whether the intended aims and objectives

were achieved; identify and document lessons learnt, best practices and design issues that have a bearing on future similar projects. The evaluation also analysed effectiveness, efficiency, relevance, impact, potential sustainability of the project as well as enabling and impeding factors for successful implementation of the project. The evaluation covered the implementers and beneficiaries of the project in the districts of implementation i.e. Kampala, Apac, Amuru, Lamwo and Nebbi. This report is a presentation of the results of the evaluation.

1.1 BACKGROUND

1.1.1 Gender Mainstreaming (Budgeting) in the United Nations Development Assistance Framework (UNDAF) 2010-2014

Gender equality and women's empowerment are embedded in the Millennium Declaration and are imperative for achievement of the Millennium Development Goals (MDGs). The UN and the government of Uganda are committed to the achievement of the MDGs by 2015. Gender mainstreaming and women's empowerment are areas of special focus in the UNDAF for 2010 – 2014. They are embedded in the Millennium Declaration and are imperative for achievement of 6 of the 8 Millennium Development Goals (MDGs). These are:

- a) Goal 1 on poverty reduction
- b) Goal 2 on universal primary education,
- c) Goal 3 on gender equality and women's empowerment
- d) Goal 4 on reducing child mortality,
- e) Goal 5 on improving maternal health,
- f) Goal 6 on combating HIV/AIDS and
- g) Goal 7 on ensuring environmental sustainability.

As one can note from above, Women's Empowerment and Gender Equality is the third of the MDGs and is a condition to achieve the other MDGs. UNDP Country Office derives its mandate from the United Nations Development Assistance Framework (UNDAF) 2010- 2014 whose mission is to support Uganda's capacity to deliver on the national development framework

The UNDP and the government of Uganda are committed to the achievement of the MDGs by 2015. Within its various mandates and programmes, the UNDP has consequently been assisting governments in working towards achievement of the goals including measuring of progress. The UN Joint Programming on Gender Project has a focus on enhancing progress in the attainment of MDG 3 and the other goals that hinge on promoting gender equality and women's

empowerment. In particular, the joint programme focuses on advocacy, capacity building and support for policy formulation and implementation and has the following key outcomes:

- a) Strengthening government institutions, systems and procedures to ensure gender equitable protection of rights and service delivery;
- b) Enhancing the capacity of civil society to demand and secure accountability from government for women's rights and equitable service delivery;
- c) Improving economic empowerment of women;
- d) Ensuring that the UN and its partners deliver effective, strategic and efficient support for gender responsive governance.

It is within this framework that UNDP and the government of Japan funded the Gender Budget Project. They contributed to the above outcomes by advocating for budgetary resources for the implementation of government commitments on gender equality and women's empowerment in the process of supporting implementation of Northern Uganda Recovery and Reconstruction and Development.

1.1.2 Gender Mainstreaming (Budgeting) in the Uganda Government Development Framework

Gender mainstreaming is widely accepted as a vital strategy to attain sustainable development. The Uganda National Gender Policy 2007¹ stipulates that gender mainstreaming is no longer an option but an obligation in all development interventions. The goal of gender mainstreaming is to promote gender equality and women's empowerment by

- a) Promoting the rights of women, girls, men and boys and,
- b) Ensuring equitable distribution of socio-economic, political, cultural and personal resources between men, women girls and boys.

Uganda has a number of legal instruments that aim to positively facilitate the achievement of gender equality and women's empowerment. These include among others the 1995 Constitution, the National Gender Policy 2007, the Local government Act 1993 which gives powers to the Districts to have their development plans and budgets and set priorities. Uganda has also ratified several international conventions such as the Convention of the Elimination of all forms of Discrimination against Women (CEDAW) 1979 and the African Charter on human and people's rights. Uganda was part and parcel of the Millennium declaration that came up with the 8 millennium development goals that are supposed to be achieved by 2015. As already mentioned, addressing gender equality and women's empowerment is vital to achieving 6 of the 8 millennium development goals, in addition to being an end in itself. The challenge however, remains in the implementation of many of these instruments. Many times there is lack of capacity and or willingness to genuinely address gender equality and women's empowerment issues. This runs through the planning, implementation, monitoring and evaluation of

¹ Ministry of Gender Labour and Social Development(2007, Uganda National Gender Policy

development interventions. This is the gap that the gender budget project was conceived to contribute to closing in the PRDP framework.

This report is an evaluation of whether the GBNURRD was able to achieve its aims and objectives, what difference it made and whether it was able to lay a foundation to make PRDP more gender-responsive and catalyze recovery, reconstruction and sustainable development in Northern Uganda.

1.1.3 The Peace Recovery and Development Plan (PRDP I & II)

The impact of prolonged conflict in Northern Uganda over the last two decades needs not to be overemphasized. The government of Uganda together with its various development partners developed the comprehensive Peace, Recovery and Development Plan (PRDP) 1 ² 2007-2010 and its successor PRDP 2 that seeks to consolidate peace and security and lay a foundation for recovery and development. The overall goal of PRDP is to stabilize Northern Uganda and lay a firm foundation for recovery and development. Specifically, the PRDP aims at promoting socio-economic development of the communities of Northern Uganda to bridge the gap between the North and the rest of the country, so that the North achieves “national average level” in the main socio-economic indicators. The PRDP provides a framework against which all development actors, government and non-government, are expected to align their interventions in the northern region. The first phase of the PRDP was fully implemented from July 2009 to June 2012 and the current phase of PRDP 2 is running from July 2012-June 2015. PRDP currently covers 55 districts and 9 municipalities in the Greater North (Uganda Office of the Prime Minister, 2012).

PRDP has four strategic objectives in addition to the overall goal. These are consolidation of state authority, rebuilding and empowering communities, revitalization of the economy and peace building and reconciliation. It has been noted that though this plan focuses on areas that are critical to women’s rights, it is largely a gender blind intervention. Women and girls did not significantly benefit from the implementation of PRDP I and PRDP II was developed in a gender neutral manner (OPM 2012). It is against this background that the ‘*Gender Budget Project for Northern Uganda Recovery, Reconstruction and Development (GBNURRD)*’ was conceived.

1.1.4 The Gender Budget Project for Northern Uganda (GBPNU) and its rationale

One of the negative impacts of prolonged armed conflict in Northern Uganda was the widening of the gender inequalities that already existed in the society. This made women and girls more vulnerable to existing and emerging forms of discrimination during the aftermath of the conflict and in the era of recovery and development. While the PRDP focuses on areas that are critical to women’s human rights, all its priority interventions and expected outcomes accorded low priority (if any) to gender and women’s concerns. Consequently, women and girls did not benefit equally from the resources that had been allocated for the implementation of the PRDP. In fact available statistics on the socio-economic status of women and men indicate that the gender gaps

² Government of Uganda, Office of the Prime Minister (2007), Peace, Recovery and Development Plan 2007-2010 (PRDP)

are widening. It is against this background that the project '*Gender Budget for Northern Uganda Recovery, Reconstruction and Development (GBNURRD)*' was conceived supported and implemented by the partners involved.

Gender is a variable in the budgeting process not only in Uganda but the world over. A budget and its execution often results in differential impact between male and female members of the society. That is why the 1995 Beijing Platform for Action urged all governments to incorporate a gender perspective into the design, development, adoption and execution of all budgetary processes in order to promote equitable, effective and appropriate resource allocation to support gender equality³. This was after a realisation that men and women were not benefiting equally from national budgets across the world. The GBPNU falls within this broad framework.

1.1.5 Organisation of the Report

The report is divided into chapters. Chapter one is the introduction and background which provides a rationale for the projects and locates it within the Uganda national and UNDP development assistance framework. The scope and objectives of the evaluation are described in chapter two while chapter three explains the methodology that was used to collect and analyse the data. The findings of the evaluation are presented and discussed in chapter four and are modelled along the evaluation questions as were contained in the terms of reference. The last chapter presents conclusions, recommendations and lessons learnt from implementation of the GBPNU.

³ United Nations, 1995, Beijing Platform for Action, Fourth World Conference on Women

CHAPTER TWO: THE EVALUATION SCOPE AND OBJECTIVES

2.0 Introduction

This chapter explains the boundaries of the evaluation and the purpose for which the evaluation was undertaken. It explains the scope, objectives, the target population and other aspect on which evaluation of impact was based.

2.1 . Scope

The evaluation was conducted guided by the terms of reference as provided by UNDP and was assisted by the PBO, which coordinated the project and was one of the implementing partners. The scope of the evaluation was three-dimensional. First was the geographical location of the project which covered the districts of Amuru, Apac, Lamwo and Nebbi where the project was implemented; the Parliament of Uganda (PBO) where the coordination of the project was; Ministry of Gender Labour and Social Development Ministry of Finance, the UNDP Country Office, the embassy of Japan in Uganda, Development Alternatives office and Makerere University School of Women and Gender Studies.

The second dimension was the content and subject matter of the evaluation. The key areas that were reviewed included how the project was designed and implemented, whether the expected objectives were achieved, the facilitating and inhibiting factors, resource utilisation, lessons learnt and how the project could be sustained. It also drew lessons and suggested the way forward regarding the future direction of the project.

Thirdly, the evaluation assessed whether the implementation of project covered a specific period that it was designed for ie 1st July 2011 to June 2012.

2.2 Objectives of the Evaluation

The following sections describe the objectives of the evaluation as per the TOR provided by the UNDP (attached as **annex 2**).

2.2.1 Relevance of the project

The evaluation assessed the relevance and justification of the project in the Ugandan context, particularly the PRDP districts. Particular emphasis was laid on the project objectives and performance.

Specifically the following questions were asked:

- a) Was the justification for the project sufficient right from the start?
- b) Was this project relevant to the central or local government priorities?
- c) Was this project relevant to the development partners' priorities?
- d) Was the project based on any lessons learnt from previous projects in the area?
- e) Was it based on any documentation?
- f) What was the appropriateness of the project design to the socio-cultural, economic and geographical aspects of the area?

- g) Were the projects risks assessed properly and were there measures incorporated to minimise them?
- h) What were the assumptions of the project and how appropriate were they?
- i) Is this project still relevant and useful to Uganda's development needs

2.2.2 Efficiency of the project

An analysis of the overall project performance, the outputs in relation to the inputs, and management arrangements for implementation of the project was conducted. Assessment of how economically the project converted inputs into outputs was also undertaken. Relevant questions for evaluating efficiency focused on whether:

- a) the project started as planned
- b) the time frame planned for each of the project results was respected
- c) the project proceeded according to plan
- d) implementation of the project remained within the limits of the budgets
- e) the project was sufficiently staffed from the beginning to the end
- f) all the inputs of the project were delivered on time
- g) inputs of the project were of acceptable quality
- h) the methodology of implementation was the right one under the circumstances
- i) the project got cooperation from stakeholders (parliamentarians, sector officials, district officials and women activists)
- j) the project management style was appropriate

2.2.3 Effectiveness of the project

Effectiveness of the Project was assessed by examining if the project achieved the intended objectives. A review of the activities, outputs and outcomes as detailed in the project document was done. The evaluation assessed the achievement of project indicators and reviewed the work plan, planned duration and budget of the project. In order to evaluate whether the project was effective in its processes and methods, the evaluation team specifically focused on:

- a) Whether all the activities in the logical framework were undertaken
- b) Whether the activities listed in the proposal and log frame yielded the desired results
- c) Whether most of the outputs achieved were to an acceptable standard
- d) What factors (both positive and negative) affected the achievement of project results
- e) Whether the project caused any conflict in the area of implementation

2.2.4 Impact of the project

The overall assessment of the project focused on examining both the positive and negative changes in gender-responsive budgeting in the districts of implementation, that can be attributed to the project. This was through an analysis of the situation before and after the implementation of the project. Specifically the following questions were explored:

- a) Whether the members and staff of Parliament, district councilors and technocrats were able to influence the budgeting process both at national and local government level to make it more gender-responsive.

- b) Whether the evidence base for gender equality was strengthened and how this was used to facilitate the gender budgeting process
- c) Whether the women activists and other officials trained were able to demand for and realize gender-equitable resource allocation and analyze budget performance from a gender perspective.
- d) The kind of technical support that was given to specific committees at parliament and districts in gender analysis of budgets, policies, and gender-responsive oversight of government performance in Northern Uganda.
- e) Whether the project leveraged any outcome(s) in the area of GRB in Parliament, Ministries and Districts and beyond (e.g. establishing collaborations, winning grants etc)

2.2.5 Sustainability of the project

An assessment of the sustainability potential of the initiative and the ability of the project interventions to be replicated after the project support and the likelihood of continued, long-term benefits from the project's interventions was undertaken. Specifically the evaluation focused on:

- a) whether the project can be replicated in other districts
- b) the likelihood of long-term benefits from the intervention
- c) the extent to which the project impacts and outputs can be sustainable over the medium and longer term
- d) The elements of the project that render it sustainable or unsustainable
- e) Whether the district councils and other lower local government authorities fully support the initiatives taken by the project

2.2.6 Other Aspects of the Evaluation

In addition to the above, the evaluation specifically:

- a) Examined whether the capacity of members and staff of parliament, district councillors and technocrats was built on gender budgeting and how this influenced the budgeting process both at national and the four local governments
- b) Analyzed whether how the project strengthened the evidence base for gender equality and women's empowerment in Northern Uganda recovery, reconstruction and development in the four project districts and how this was used to facilitate the budgeting process through policy dialogues
- c) Assessed how the capacity of women activists to demand for gender equitable resource allocation was strengthened.
- d) Evaluated how the project provided and strengthened technical support to specific committees of Parliament and districts on gender analysis of budgets, policies and gender sensitive oversight of government performance in Northern Uganda.

Details of how the above questions were answered are contained in section four under the 'results of the evaluation' and they form the thematic areas under which the evaluation was done. The next chapter explains the methodology that was used to collect and analyse the data.

CHAPTER THREE: METHODOLOGY

3.0. Introduction

This chapter explains the methods that were used to collect and analyze the data in order to answer evaluation questions. It includes the study population, sampling procedure and size, data collection approaches and tools, quality assurance of the data and data processing and analysis mechanisms.

3.1. Study Population:

The evaluation targeted all the groups of populations that participated in the project. These included

- a) Members of Parliament and its select committees
- b) District councillors and technocrats in the four project districts (Apac, Amuru, Lamwo and Nebbi)
- c) Women activists in the four project districts
- d) UNDP and Japanese embassy staff related to the project
- e) Implementing partners ie PBO, DELTA, Ministry of Gender, Labour and Social Development and School of Women and Gender Studies Makerere University .

3.2 Sampling

Non random sampling techniques were used targeting individuals who were directly involved in the project and those whom the project targeted. The sample was purposively selected from the above categories as follows:

Table One: Sample category and size

	Category	No
a)	<i>Project Board Members (Japan embassy, UNDP) (individuals)</i>	
	Japanese Embassy	1
	UNDP	1
b)	<i>Implementing Partners (individuals)</i>	
	Parliamentary Budget office	2
	Ministry of Gender Labour and Social Development (MGLSD)	2
	Development Alternatives	2
	Makerere University School of Women and Gender Studies (SWGS)	2
	Members of Parliament	5

	Total	15
c)	Parliament and District Technical staff (groups)	
	Parliamentary Budget office staff ⁴	1
	Amuru	1
	Apac	1
	Lamwo	1
	Nebbi	1
d)	District Councillors (groups)	
	Amuru	1
	Apac	1
	Lamwo	1
	Nebbi	1
e)	Women activists (groups)	
	Amuru	1
	Apac	1
	Lamwo	1
	Nebbi	1
	Total	13

3.3 Data Collection Approaches and Tools

The evaluation was qualitative and minimum quantitative data was generated to support qualitative arguments. Five triangulated methods were utilised to conduct the evaluation and these were:

- a) Documentary review. Documents reviewed included among others, the PRDP I &II, GBPNU project documents, activity reports, publications, minutes of meetings, training manuals, periodic reports, evaluation reports of the trainings, policy instruments (e.g. Uganda National Gender Policy, UNDP Participatory Gender Audit Report), the Local Government Act, the Constitution of Uganda, the Decentralization Policy and framework. These were documents that were related or relevant to the project.

⁴ These were part of the staff who were trained by the project to provide technical support to the committees of parliament.

- b) One-on-one key informant interviews (KII) which were conducted with individuals from project board members, implementing partners and members of parliament who participated in the project. In order to enhance response rate, appointments regarding date, time place and subject of the interview were made prior to the interview and at the convenience of the respondents. The key aspect of the KII was to validate information obtained in the various reports and /or obtain new and relevant information that may not be in the documents.
- c) Focus group discussions. These were held with parliamentary budget office staff assigned to committees of parliament, technical staff and councillors from Amuru, Apac. Lamwo and Nebbi where the project was implemented. Each of them comprised a minimum of three and a maximum of five members
- d) Observation of relevant naturally occurring events was done to strengthen the information obtained. These included the interview environment, nonverbal expressions and any unintended happenings relevant to the evaluation.
- e) Buzz groups. These were with three women activists selected to participate in each of the Districts where the project was implemented. The purpose was to explore much more deeply the impact of the gender budget project. The project recognised that women activists are not part of the formal technical and political establishment of the districts though they may have influence within them. The assumption was that they have an ability to explore issues of gender more deeply at the district and provide a more independent analysis of the impact of the project on gender mainstreaming issues within their districts or communities.

3.4. Quality Assurance of Data

The consultant personally conducted the evaluation. She was directly involved in conducting the documentary reviews, key-informant interviews, focus and buzz group discussions. She analysed the data, drew conclusions and generated recommendations and lessons learnt. The research assistant only played a supportive role (such as organising documents, transcribing interviews)

During the field visits information collected for each day was evaluated and a plan made for the subsequent day. Major issues emerging from the day and each evaluation site were discussed and recorded.

3.5 Data processing and analysis

The study employed Miles and Huberman (1994)⁵ strategy of *concurrent data collection and analysis* during and after the collection of qualitative data. Interview data was tape-recorded (where allowed), transcribed and coded before the final analysis Documents were analyzed through thematic content analysis and interview and observation data were analyzed through discourse analysis. Interview and group discussion data was compared with information contained in the various documents to enhance validity and elicit nay new emerging issues. The analysis generated findings and they are the subject of the next chapter.

⁵ Miles, M. B. & Huberman, A.M. (1994) *Qualitative Data, an Expanded Sourcebook*, 2nd ed. Thousand oaks, California. Sage (Cited in Robson, 2000)

CHAPTER FOUR: RESULTS OF THE EVALUATION

4.0. Introduction

This section presents the findings of the evaluation and is structured on the basis of the evaluation objectives as stipulated in the TOR. These are relevance, project design and efficiency, effectiveness, impact and sustainability of the project as well as the other aspects of the evaluation as stipulated in the terms of reference for the consultancy.

4.1 Relevance

The Gender Budget Project for Northern Uganda was and still is a very important and relevant project to Uganda's social economic development. This is because gender disparities are still widespread in the country and gender discrimination is not a problem that can be solved in the short term. As will be articulated in the subsections that follow, stakeholders were just starting to appreciate the problem of lack of gender-responsive budgeting and were beginning to allocate some resources to gender mainstreaming activities. There is need to assess the budget performance of those few resources that were allocated and to advocate for more. There was progress made from the project but it is still inadequate. This inadequate progress in reducing gender disparities is the reason the government of Uganda has been implementing gender budgeting initiatives since 2000, with support from its various partners (UNDP, UNCDF, SIDA and Japanese Government). Therefore the project was justified basing on prevailing gender inequalities in the Ugandan society, which need to be tackled.

The Gender budget project was based on identified knowledge gaps in gender budgeting among the technocrats and policy makers involved in the budgeting process. In Uganda's government structure, a district and sub-county are key levels at which the budget originates and is implemented. The parliament approves the budget and oversees its implementation. In 2006, the MGLSD indicated that the policy makers and technocrats at these three levels lacked the necessary skills in gender budgeting. It developed the "*Gender Budgeting Guidelines and Analytical Tools for Lower Local Governments (2006⁶)*". By implication the GBPNU helped to actualise utilisation of these guidelines, indicating that the GBPNU was very vital in meeting the Uganda's local government priorities. The Ministry of Finance, Planning and Economic Development (MFPED) indicated in 2009 that over 80% of the policy makers and implementers had no clear understanding of the concept of gender-budgeting (MFPED, 2009). The GBPNU contributed to bridging this inhibiting knowledge gap.

4.2. Project Design and Efficiency

4.2.1 Design of the Project

The location of the project in the parliamentary budget was strategic in a sense that it gave relatively easy access to members of parliament and parliamentary budget staff who are very

⁶ Local Governments are expected to utilise these guidelines in preparing and execution of their annual budgets.

crucial in the national budgeting process. This is especially so because parliamentary budget staff are relatively more stable than members of parliament who have to be elected every five years (some lose their seats) and the parliamentary committee structure can change every two and a half years. The PBO staff can always guide whichever members of parliament come to serve on the committees where they are attached, provided they have the capacity and the requisite skills.

The Gender Budget project for Northern Uganda was a one (1) year project that was supposed to commence in July 2011 and end in June 2012 following the national budget cycle. The project however effectively commenced on January 1st 2012 and ended on 31st March, 2013. This means that the budget cycle could not be followed because it starts from October/November of every year. The PBO attributed this to delays in project approval, release of funds as well as rigid bureaucracies especially those related to procedures of receiving and requesting for funds. They explained:

‘Coordinating the four partners in addition to UNDP was no mean task. They all had different and sometimes rigid bureaucracies. It took long for SWGS to open an account where to deposit funds, and when it eventually received the funds, it took long to identify the persons to carry out some of the activities. There were also too many layers in the process of disbursement of funds from responsible partner to implementing partners that were not envisaged during the design of the project (Interview, PBO, 19/7/2013).

Although the project achieved some positive results (discussed in the impact section 4.4), given the objectives of the project, it was rather ambitious to achieve them in one year. The bare minimum would have been three years whereby the needs assessment, development of the manual and the training is done in the first year, a follow-up is done in the second year (to examine whether the training had some tangible results in terms of budget allocations) and followed up in third year (to examine the budget performance of the second year and input into the third year budget). The ideal minimum time should have been five years in order to get results that are attributable to the project.

Respondents indicated that this was a pilot project. However this was not evident in the project design document. If it were then there should have been an indication as to how the project would proceed beyond the pilot on the basis of the experiences gained during the pilot stage. Follow-up actions were not part of the project design and neither were measures of success envisaged other than the outputs. As the respondent from the embassy of Japan rightly noted,

There was more focus on outputs and less on impact/outcomes. Yet as a financier we are interested in the impact and outcome (Interview, 3/9/2013)

However the outcomes of a project such as the GBPNU could not be realised in one year. Only the outputs could.

There were several other issues that were not envisaged at the beginning of the project but which were crucial for the smooth implementation of the project. These include communication, transport, and coordination at district level among others. A respondent from DELTA explained:

There was no budget for focal persons at the districts and yet these were very key for mobilisation. There was no budget for planning meetings, mobilization and facilitation

was only limited to parliament and not other implementing partners (Interview, DELTA, 25/7/2013)

Similarly a respondent from the SWGS explained:

'There was no in-built communication plan and strategy in the project. Only \$10,000 was budgeted for communication and this was spent on the national launch. And even then it was grossly inadequate. This project needed a lot of publicity and visibility but there was no budget line to facilitate these. There was also inadequate budget for transport logistics and yet this was very key. Participants needed transport refund but this appeared not to be appreciated by the funding agencies (Interview, SWGS, 27/7/2013).

The above views indicate that there was a problem of under funding for some of the crucial aspects of the project and this inevitably affected the implementation of the project.

The project brought together into partnership different stakeholders namely legislators, public servants, academia, civil society and international funding agencies. Although there were challenges in coordinating these agencies as mentioned above, the strength lied in bringing different perspectives to solve a complex problem of persistent gender inequalities in the Ugandan society. If another phase of the project is designed, this partnership should be strengthened.

4.2.2 Efficiency in Implementation of the Project Activities

Apart from providing support to the women's task force to influence the district budgets (which was not implemented due to delay in release of funds), all project activities were implemented as contained in the various activity reports. These however did not follow their time frame as had been envisaged in the project proposal. For example the needs assessment development of the training manual and conducting the training of trainers (TOT) were supposed to be done in the first quarter so that the identified needs inform the development of the manual and the manual in turn is used for the TOT and other categories to be trained under the project. However, both the manual and the needs assessment were published in the third quarter and actually the manual was published before the needs assessment report. This suggests that the manual was developed without input from the capacity needs assessment exercise. However the project coordinator explained that a draft manual was in place when the TOT was conducted. Her explanation is plausible because the content of the TOT training is relevant and part and parcel of the content of the training manual. However, it does not fully explain the differences between the recommendations of the needs assessment and the content of the manual such as that on the duration of the training. Ideally it should not have been a draft to be used but the final manual. This delay was almost inevitable given that implementation of the three activities hinged on the needs assessment where information would be obtained from a very busy, diverse and mobile category of respondents such as parliamentarians and district councillors. This is what rendered conducting the three activities in the first quarter rather ambitious.

As already mentioned above, all activities other than support to women activists were implemented. However, bureaucratic procedures within implementing partner institutions became a challenge to efficient implementation of activities. The following observations illustrate the issue.

'Implementing agencies particularly DELTA and SWGS took long to approve plans and identify people to do the work. The SWGS took long to open an account where it was to receive the project funds and when it did, it also took long to access the funds through official channels' (Interview, PBO, 29/7/2013).

Respondents from the MGLSD felt that the project should have been based in the MGLSD since it has the mandate to oversee gender mainstreaming processes in government agencies. They argued that

'Parliament is a policy making body, not an implementation body. I find it awkward to be called upon to participate in a gender mainstreaming project in another government entity (PBO and the districts) when it is the MGLSD that is supposed to take the lead' Interviews, MGLSD, 23/7/2013 and 24/7/2013)).

I totally agree with the public/private/academia partnerships but the ministry (MGLSD) should take the lead (Interview, MGLSD, 24/7/2013)

Although it is indeed the mandate of MGLSD to spearhead gender mainstreaming in government agencies, it is the view of the consultant that in principle, this does not and should not preclude any other agencies to participate, as long as they add, not hinder initiatives to mainstream gender in development activities in the Ugandan society in order to reduce the glaring gender inequalities. To do so would be against the whole concept of gender mainstreaming. In any case the National Gender Policy requires every government agency to take the necessary steps to mainstream gender in their functions. The MGLSD cannot take over the mandates of other agencies (such as parliament for its oversight of budgets) but it is supposed to guide and provide the technical support to those agencies if needed. In other words the GBPNU was helping parliament and district councils implement their mandates as required by the Uganda Gender Policy and the MGLSD's role was oversight. Therefore locating the project in parliament was an effective strategy because it gave easy access to the parliament as an institution

Technocrats from the districts observed that there was inadequate time for the Policy dialogues resulting from the Gender Disaggregated Public Expenditure Analysis Report. They needed more time for in-depth discussions about the findings so as to be able to incorporate its recommendations in the planning and budgeting process at different levels. In two districts, participants observed that the Gender Disaggregated Public Expenditure Analysis Report was simply distributed and not disseminated. They explained:

'The report was left after the meeting with a list of those to receive copies and instructions for me to make sure that everyone who received a copy signs for it. The officer who brought the reports put us on pressure to submit the signed copies' (FGD, 20/9/2013)

Respondents from the MGLSD attributed this to limited time and funding to allow in-depth internalisation of the report. This meant that recommendations arising from the public expenditure report could not be fully digested integrated in the planning and budgeting process at district and sub county levels.

4.3. Effectiveness

As already stated in 4.2, (all project activities apart from one) were implemented. The outputs are contained in four quarterly reports, project completion report, activity reports and publications (the Gender Disaggregated Public Expenditure Incidence Analysis, the Gender-Responsive Budgeting for Parliament and Districts Training Manual, Gender-Responsive Budgeting Capacity Needs Assessment). The implementing partners should be commended to have been able to implement almost all activities despite an ambitious schedule.

The project was conceived, designed and implemented in a top-down manner. The view of the district councillors and technical staff was that the sub county level should have been included as a key budget generation and implementation level in the local government structure. Involvement of the district official would have increased effectiveness of the project. Technical staff from Apac explained:

If we had been involved in the design of the project it would have been implemented better. For example DELTA had to reduce the training time because most of the people in the TOT already had similar skills. Identification of the people to be trained needed to take into account previous training. One person can train many times by different organisations when others have no training. Involving us in the design would have improved effectiveness of the project. (FGD Apac. 20/9/2013)

It should be noted however that previous gender training was a requirement for inclusion into the TOT training. However, the above view indicates that there was no clear understanding of the depth of the previous training required and the peculiar realities in each of the districts.

4.4. Impact

As indicated in section chapter two (section 2.24), assessing the impact of the project focused on examining both the positive and negative changes in gender-responsive budgeting in the areas of implementation which can be attributed to the project. These are highlighted in the subsections that follow.

4.4.1 Enhancing Ability of Technical Staff (at Parliament and Districts) Parliamentarians and District Councilors to positively influence the national budgeting process.

Four activities were planned under this objective. These were:

- a) Conducting a gender-responsive capacity needs assessment among staff and members of parliament, councilors, district technical staff at districts
- b) Developing a GRB training manual for these categories
- c) Conducting a training of trainers using the manual
- d) Training the members of Parliament, technical staff in parliament, districts and district councilors using the manual

All the above activities were accomplished and activity reports produced. The capacity needs assessment was conducted and participants identified their information gaps and made

recommendations on the best way to implement gender responsive budgeting training. However the needs assessment was not completed in time and this affected the timing and content of the other three activities that were based on it.

First, although the content of the manual is relevant to the needs identified by the participants and a draft manual was in place before the TOT, the manual addresses fewer issues than were identified in the assessment. The duration of the training recommended by the participants in the needs assessment was two weeks to 9 months depending on the depth required but the manual is based on three days training. The manual may not always have to take the exact recommendation but an explanation on how the three days were arrived at would be better. There is also a statement in the introductory part of the manual which suggest that there was no connection between the needs assessment and the preparation of the manual. On page 3 of the manual it is stated that

‘a needs assessment should be conducted before the training to capture knowledge and skills in gender analysis and gender-responsive budgeting of the targeted participants’

This statement is appropriate for a generic training manual that can be used across various categories but not one that is tailor made after the needs of parliamentarians, technocrats and district councilors were assessed. This is a gap that will need to be addressed in the design of another phase of the project.

According to DELTA, the manual is

‘Suitable for people who are already at some level of gender awareness and higher education levels such as the technical staff at parliament and districts. However for people with basic education and limited or no gender awareness the manual is above the standard. The examples need to relate to everyday aspect such as how we ordinarily make and run a household budget, and then extrapolate it to the national budget. There is a need for a simplified version for such groups where many of the councilors at the districts fall’ (Interview, 19/7/2013).

In relation to the above the district councilors from Amuru suggested that the manual and other IEC materials should be simplified and translated into local languages in order to be used more effectively. Therefore the manual needs to be reviewed to make it more relevant to the different categories of stakeholders involved in the project.

Secondly, although the content of the TOT training is relevant to the needs that were identified, it also covered fewer items than the knowledge gaps that were identified during the needs assessment and there is no explanation as to why this was the case. A key need identified that was excluded in the manual and during the TOT is ‘Generating, managing and using gender-disaggregated data i.e. the practical steps. This is vital to strengthening evidence base for gender gender-responsive budgeting because it provides a basis for decision making in budget allocation and implementation. Yet strengthening the evidence base for decision making was one of the key deliverable for the GBPNU. The problem of lack of skills in collecting gender and reporting on disaggregated data was echoed by Amuru technical staff as indicated below in reference to the training offered by the GBPNU.

'The training... did not go to the extent of developing indicators for gender responsive budgeting which would help in assigning responsibilities and facilitating monitoring and reporting on those indicators' (FGD,18/9/2013)

The content of the manual needs to be improved to respond to the needs of all the stakeholders

The most successful activity of the four was the training of members of parliament district councilors, parliamentary budget staff and district technocrats. This is because the training raised greater awareness on the importance and need for gender-responsive budgeting among the parliamentary budget office staff, parliamentarians, district councilors and technocrats and other stakeholders such as the media. The project was launched in parliament and the districts and was presided over by high profile parliamentarians. For example the launch in parliament was presided over by the Speaker of Parliament. It was attended by 169 people (including 67 parliamentarians) parliamentary budget office and other government ministries, implementing partners, district representatives, civil society and the media. The launch highlighted three key issues that lie at the core of gender budgeting i.e. the need to recognize the role of unpaid care work, reduce the burden of unpaid care work mainly borne by women and reward performance of unpaid care work, (PBO, 2012). In Apac district the launch was presided over by the Deputy Speaker of parliament. This gave the project a well-deserved publicity. When asked about the successes of the project technical staff from Amuru explained:

'The training raised a lot of awareness on gender issues. During the presentation of budget for 2013/2014, the critiques were impressive. Councillors asked gender-specific questions and actual releases to gender issues have improved. For example in the Community Driven Projects, we ensure that CDOs at the Sub-county reflect a 50:50 gender composition of community groups for men and women (e.g. NAADS and CDD), or at least a third of them must be women' (FGD, 18/9/2013)

The then project coordinator from UNDP similarly stated:

'The project generated a lot of interest and good will but unfortunately it was not followed up with the necessary support to act beyond the training. This interest dies very fast once there is no follow up support and strategy on actualising the objectives of the project' (Interview, 4/10/2013)

In relation to awareness creation, the parliamentary budget staff expressed disappointment that.

'The project created a lot of interest and momentum to have all stakeholders on board but there was no support in terms of funds and equipment to act upon the generated interest and steam' (FGD, 6/8/2013)

In Apac, the training caused a reorganisation of the district council. The technical staff explained:

'After the training, all committees of the District Council were reorganised. Fresh elections were held for Chairs of the four committees and are headed by women

compared to before when there was only one out of four. They were elected by a male-dominated district Council. And they are able to scrutinised the sector budgets to make sure they are gender-responsive’ (FGD, 20/9/2013).

Councillors from Apac similarly stated that:

‘Previously we never saw the value of putting women in certain areas. But we realised the district executive was comprised five men including the chair. All heads of department comprising the executive were men. It was agreed that all District Council Committee chairpersons became women’ (FGD, 20/9/2013).

Councillors from Nebbi appreciated that they had benefited from the training and they explained:

‘The training complemented the training we got from the Women in Democracy Advocacy Coalition⁷ which had similar objectives and we have formed a women’s caucus in the district Council. We have met twice and we are trying to organise it. Women have improved in how they articulate issues and the majority of councillors are able to participate actively in the debates such as those relating to the girl child education. Previously women used to mainly support men’s positions without much debate from them. But now it is different’ And our speaker here is (who was part of the FGD) is a woman’ (FGD, 19/9/2013).

The above views are a confirmation of the information contained in various reports that indeed the project raised awareness on gender budgeting in the framework of the PRDP.

The training of technocrats and policy makers also generated some budgetary allocations (to items that were previously excluded in the district budgets) and reallocation of funds at district and parliament level. The timing of the training was good in that it coincided with the 2012/2013 budget discussion taking place in parliament at the time. Parliament reallocated an extra 47 billion shillings to the Ministry of Health to support maternal health. (FGD with parliamentary budget staff, 6/8/2013, Interview with the project Coordinator, 19/7/2013). However the project ended before determining if indeed this extra money was actually released and spent on maternal health during the year, and not diverted to other areas of health.

In Lamwo district, during the 2013/2014 budget, the project resulted in allocation of 13 million shillings to the female-dominated Functional Adult Literacy (FAL) programme in 2013/2014, which was not there before. It also caused a revision of the District scholarships for University Students. In an FGD with District Councillors, they explained:

This year we have allocated 13 millions shillings to rollout FAL programmes where women dominate. This was not there before. Before the training every year we had 13 million budgeted to sponsor university students and we took the best students on the basis of performance at A level irrespective of the sex. The majority of students were always

⁷ This coalition is composed of women’s rights advocacy organization working or based in West Nile region in Uganda.

boys. But after the training we realised we would never get women if we continued like that. This year, we have split the money into two to be competed for separately. Women compete for 6.5 million and men for 6.5 million. This year we have four girls and three boys (FGD, 17/9/2013)

Regarding the same aspect Apac, technical staff mentioned that

'The project has improved budget allocation. In 2012/2013 financial year, gender mainstreaming activities were allocated 6 million shillings. In 2013/2014 it is 13 million' (FGD, 20/9/2013)

Similarly technical staff from Amuru district explained:

'The training has helped us in fine-tuning the prioritisation process. The tool on crosscutting issues helped us to come up with clear priorities. Prioritisation and reporting of achievements has improved. For example during the formation of water Committees, now councillors want to know how many members of the committee are female and male which was not the case before' (FGD, 18/9/2013).

The above views indicate that the project had tangible impact on budget allocations resulting from the awareness that was created.

However technical staff from Lamwo identified difficulties in influencing the budget allocations and implementation. They explained:

'Budgets are done and allocations made but implementation remains a challenge. Gender mainstreaming activities are funded from unconditional grants and locally generated funds. It is here where there is a problem because the district officials have their own priorities which mostly do not include gender mainstreaming. It is conditional grants that would be more helpful. If we continue to rely on unconditional grants, the best we can do is to make good plans which will never be implemented. The MGLSD should make sure the gender mainstreaming budgets are conditional to be sure they are spent on gender mainstreaming (FGD, 17/9/2013).

Councillors / women activists from Amuru were unsatisfied with the training and the methodology. They explained

'The raining we received was too short and gender concepts were rushed. The manual and other IEC materials should be translated in local languages in order to ease communication and understanding' (FGD, 18/9/2013)

The next stage of the project needs to follow-up such challenges and proposals to find out how to make them actionable.

4.4.2 Strengthening the evidence base for gender equality and using it to facilitate the gender budgeting process

The Gender Disaggregated Public Expenditure Incidence Analysis was conducted and a report was published. It highlighted wide gaps in resources allocated for addressing gender issues and concerns in the four PRDP districts where the project was implemented. The data presented therein can form a strong foundation for meaningful dialogues not only in the districts where the data was collected but in other district in Uganda. The public expenditure patterns are unlikely to be significantly different especially in PRDP districts with similar cultural and socio-economic characteristics. The report however highlighted weaknesses in how data is collected and reports generated. It indicates that information on who benefits from the resources actually spent in terms of boys, girls, men and women is not collected because it is not a requirement when reporting on funds utilisation (PBO, 2012: 43). Back in 2006 the MGLSD developed gender budgeting guidelines which spell out how to carry out gender-budgeting and a gender-responsive budget performance analysis. However if it is not mandatory to use them and report in a gender-disaggregated manner they remain ineffective.

During the training for members of parliament, a recommendation was made that all government ministries, departments and agencies should take deliberate efforts to generate and use gender-disaggregated data and indicators in order to inform decision making in planning and budgeting (PBO, 2012). There is need to follow-up and see if this has been taken up in practice.

Having definite responsibility centres for and a requirement to report on gender mainstreaming activities would help to solve the problem of persistent lack of gender-disaggregated data and in so doing strengthen the evidence base. Following up on these action was beyond the mandate of this project but it would have been helpful in realising this objective.

It should also be noted that actions that respondents reported to have resulted from the project were associated with the training that they received, not the policy dialogues that were conducted in the districts.

4.4.3. Ability for women activists and other officials trained to demand for and realize gender-equitable resource allocation and analyze budget performance from a gender perspective

Forty women activists were trained under this component. The key aspect in the discussion was that although the tax burden is borne by both men and women and women make a big contribution to economic development, most of their roles are not recognised, not rewarded, and the sectors they largely interact with are such as health and education are the least funded. Gender responsive budgeting was appreciated as a tool that could be used to address this challenge and participants developed action plans to inform their advocacy initiatives in promoting GRB in their districts (PBO, 2012). However districts delayed in undertaking their planning and budgeting process and the project ended before activists supported to influence the 2013/2014 budgeting process as had been envisaged by the project. However though this was the case, some activists were able to demonstrate an enhanced degree of activism. To a question on the specific issues they were able to advocate for in their districts, activists from Lamwo explained:

Recently a woman was asked to pay money for delivering in Padibe Health Centre which is a government facility. I went and challenged the in charge to ask why this was the case when Padibe is a government health facility and the woman's money was returned. (Lamwo Buzz Group 17/7/2013)

Women activists in Amuru indicated that after the training they got energised to demand for women's rights but they are being frustrated by the police. They explained:

'We have increased reporting of cases of domestic violence and defilement. We also encourage women who are victims of domestic violence and mothers of children who are victims of defilement to report to the police and LCS and not to accept cases to be settled at village level. But we are being discouraged by the referral system. When we report cases, the police ask for transport to the villages to investigate the cases. We get discourage because we do not have the money and that is the work of police' (Buzz Group, 18/9/2013)

These two examples indicate the potential and limitations of women activists at districts.

Apart from Lamwo all district women activists also doubled as councillors. This appeared to be a positive aspect because the contact persons who mobilised participants indicated that it was a deliberate effort in identification of those to be trained to select those who are district councillors so that they are able to put their activism in the district council activities. However it was difficult to confirm this. It could also have been that they were mobilised as a favour since apart from gaining knowledge, participating in the project activities had some financial benefit.

4.4.4. Technical support to specific committees of parliament and district councils

All committees of parliament and district councillors received support on gender responsive budgeting during the discussion of the National Budget Framework Paper 2012/2013 - 2016/2017, the Ministerial Policy Statements/budgets and the national budget discussion for 2012/2013 financial year. A detailed gender analysis of ministerial statements and national budget was done and briefs written regarding emerging gender issues, concerns and resource gaps. Details for each sector and the four districts are contained in a report published by the PBO (PBO, 2012).

The GBPNU had envisaged a few PBO staff would be trained and supported to provide technical support to a few committees of parliament. However during the implementation of the project an adjustment was made such that all officers attached to all committees of parliament were trained and support was therefore given to all committees of parliament.

During the training of members of Parliament, the PBO was asked to develop guidelines for sectors and share them with members of parliament to enhance their capacity in analysing sector plans and budgets. The PBO developed these guidelines and each of the PBO staff attached to a committee of parliament received a copy to facilitate their work. Each sector identified gender – specific issues that needed to be attended to, and this is an important foundation for follow-up in the next phase of the project (PBO, 2012)

The GBPNU helped in narrowing the gap between technical people and policy makers. The technical staff of Amuru explained:

‘Whereas technical staff have more technical knowledge in their areas, the political policy makers who are supposed to approve and provide oversight in the implementation are less knowledgeable. Unfortunately the training stopped at the district level and left out a cadre of staff at the and councillors at the sub-county level which is a key level in generating and implementing budgets, especially in conditional grants from the centre which form the bulk of district funds’ (FGD, 18/9/2013).

This view indicates that in the next phase the sub county should form the lowest base for the gender-budgeting initiatives.

4.5 Enabling Factors

The UN development framework provided a supportive environment within which such a project could be supported. The Millennium Declaration has been a driving force in the international development agenda over a decade now and the UN Gender Equality Strategy has helped to provide the necessary guidance in the implementation of the gender mainstreaming activities. The UNDP Country Office Participatory Gender Audit Report highlights a number of best practices that facilitate implementation of gender-related projects.

Although location of the project in the parliamentary budget office unnecessarily raised questions of mandates regarding responsibility for spearheading gender mainstreaming nationally, it enabled the project to have a direct interaction with the policy makers regarding the budgeting cycle. It should be noted that though the MGLSD spearheads the mandate for gender mainstreaming, when it comes to budgeting at Parliamentary level it also comes as a sector on its own. The location of the GBPNU gave access to all sectors of the government with relative ease especially during the discussion of the budget framework papers and sector budgets. Therefore the location of the project, as part of the project design was an enabling factor.

At parliament and in the four districts of the GBPNU there are many national and international organisations working in the area of gender and development which advocate for gender equality and women’s empowerment. For example Action Aid International, Forum for Women in Democracy (FOWODE), Action for Development (ACFODE) and UWONET, UN Women. This actually makes it difficult to apportion contribution from each of them, though they are all contributing. In Nebbi district, the women councillors felt that they got reinforcement from the training from a coalition of women NGOs operating in west Nile. They claimed that the training for the coalition lasted longer than that of GBPNU and the coalition was teaching them similar topics in gender-budgeting as those by GBPNU.

4.6. Potential for sustainability of the GBPNU

The project completion report outlines a number of issues that will facilitate sustainability i.e. the internal capacity for gender-responsive budgeting which was built among PBO staff and district technical staff, the manual that was developed, the 24 trainers, and the women activists in the

district. Whereas there is indeed potential for sustainability, it is difficult to see how this will be possible without further support. The way the project was designed and implemented can be compared to serving a meal and stopping at providing starter leaving the main course and the desert. The inertia and interest generated need to be followed up with more support so that more tangible impact can be realised.

Some of the agencies that would strengthen sustainability were not included. These are the OPM and the Ministry of Finance as the lead organ in the budgeting process. As a respondent from the MGLDS rightly commented leaving those agencies out reduced the potential for sustainability. He explained:

'The GBPNU was based on the premise that the process of developing and implementing PRDP I as well as the process of renewing PRDP I into PRDP II were not gender responsive and gender mainstreaming was not part of the process guidelines. However OPM was not part of the GBPNU. They were only invited at the launch. How would the PRDP process which was largely gender blind be influenced by this project? (Interview, MGLSD, 24/7/2013)

Sustainability would be enhanced if a linkage was made to the OPM especially the monitoring and evaluation mechanism of the PRDP.

4.7. Challenges in the implementation of the project.

Although most of the project activities were accomplished the project experienced a number of challenges. First the inability to start in July 2011 meant that the project missed the national budget cycle which starts in October / November of the previous year. Therefore its activities were not in tandem with the budget cycle and yet this was a very important aspect in the design of the project. Fitting the project activities into busy schedules of parliamentarians was a major challenge to the timely implementation of activities particularly the needs assessment.

The financial management crisis at OPM which is in charge of the PRDP programme resulted in government changing procedures of accessing funds by public officials. This worsened delays that were experienced in disbursement of funds due to internal bureaucracies and organisational arrangements embedded within the implementing partners.

The project took long to be approved and by the time of approval some of the budget lines were under budgeted inadvertently.

There are many agencies and initiatives working to promote gender equality and women's empowerment but these efforts and organs are not well coordinated and are working on small scale. This is particularly problematic for gender discrimination that is deeply rooted in the social fabric. There is no platform that is harmonising all these initiatives and synergies are not being consciously and deliberately built and coordinated. In recognition of this problem, UNDP initiated a programme of delivering as one so as to minimise duplication of efforts which leads to wastage and compromises efficiency and effectiveness in service deliver. There is need for the MGLSD to borrow a leaf and institute mechanisms to coordinate these efforts and build

synergies around national initiatives aimed at promoting gender equality and women's empowerment.

There is no doubt that UNDP has done a lot to promote gender equality and women empowerment as a strategy for achieving sustainable development across the member states including Uganda (UNDP, 2008, 2012). However inadequate institutionalisation of gender in its operations remains an inhibiting factor. Given that UNDP has been a driver in advancing the MDGs where achieving gender equality and women's empowerment is crucial, it is expected to have an overarching, well coordinated programme on gender equality and women's empowerment, not short term measures. This is because achieving gender equality and women's empowerment has a direct bearing on achieving the other MDGs. The UNDP Uganda Country Office noted that 'though gender is identified as one of the critical areas of focus in the UNDAF, this explicit support is not supported by UNDAF outcomes. Nonetheless, it is critical to note that in the roll out of the UNDAF, the UN has initiated 3 UN joint programme on gender namely: UN Joint Programme on Gender Equality; Joint Programme on Gender-Based Violence (GBV) and Joint Programme on Female Genital Mutilation (FGM). On the other hand within the context of the UNDP Country Programme Action Plan 2010- 2014, Gender has been prioritised as a cross cutting issue. Working under the Governance unit, a gender specialist was assigned to coordinate the Gender Budgeting project but on a short term basis. The Current Gender focal person also has the portfolio of HIV/AIDS. This means her attention is divided between the two portfolios. These initiatives are commendable but they are still small scale, short term and are not part of an overarching gender mainstreaming programme. For sustainability of gender mainstreaming interventions at UNDP, it would have been better to have longer term/fixed positions for a gender specialist and core staff, so as to effectively support and coordinate gender mainstreaming activities across all UNDP activities.

All the districts where the GBPNU was implemented do not have established posts for someone to coordinate or spearhead gender mainstreaming activities. The responsibility for gender mainstreaming is subsumed under community development department which means that a CDO cannot focus more on gender activities when she/he has a bigger mandate of community development. The ministry of gender should ensure that there are officers specifically appointed to take up responsibility for spearheading gender mainstreaming activities in the districts.

4.8. Visibility of the support of the Government of Japan to the implementation of the project

The Japanese government provided the bulk of the funds that supported the project and project partners endeavoured to acknowledge this support in all activity reports, related publications and all communications. However this visibility would be enhanced further if gender mainstreaming was a crosscutting issue in the Uganda-Japan bilateral programme, not a separate funding arrangement such as the GBPNU.

The project used the Japanese logo on all documents and publicity materials. However different documents carried different Japanese logos. For example each of the Capacity Needs Assessment, the Training Manual, and the Gender Disaggregated Public Expenditure Analysis Report has a different Japanese logo. Efforts should have been made to obtain the authentic Japanese embassy logo to use on documents.

CHAPTER FIVE: CONCLUSION, RECOMMENDATIONS AND LESSONS LEARNT

5.0. Conclusion

From the finding it is clear that the GBPNU was and still is a relevant project that needs to be continued but with some adjustments. It generated a lot of awareness on the importance of gender budgeting and all efforts should be made to extend it in order to realise sustainable outcomes. Although all but one activities of the project were implemented, there is need to review and harmonize the needs assessment and the training manual to ensure that it is user friendly to all the categories of stakeholders who use it.

Other than support to women activists which became time barred, all activities for GBPNU were accomplished. The implementing partners should be commended for implementing all the activities despite the very tight schedule that the project set at the beginning and the challenges encountered as highlighted in the preceding sections.

In the next stage of the project, the sub-county needs to be included as a key level of intervention in addition to the district and parliament. Respondents identified it as an important level where a budget is generated and implemented. It is particularly crucial for conditional grants because districts only act as channels but the budget and implementation is done at the sub county. The three levels are all interlinked in the budgeting process

5.1. Recommendations

This project should be extended for five years and efforts made to fit it properly into the national annual budgeting and implementation cycles the parliamentary and district council election cycle. The capacity building with technical staff at PBO and the districts should be further strengthened so that it is able to provide technical support to the 9th parliament and the current district councils and also the 10th parliament and district councils of in 2016. The current parliament is remaining with only two and a half years and the 10th parliament will have new members on committees who will need to be trained and retrained to make this project have an impact. An assumption is made that although technical staff have a lower staff turn over than the members of parliament who have to renew their mandate every five years. Technical staff at the sub county level should be brought on board since this is a key budgeting and implementation level.

Before the project is extended, it should be reviewed in order to address the challenges identified above and also expanded to include other relevant stakeholders such as the Ministry of Finance and the OPM.

From the objectives of the project the outcomes of such a project could only be two. These are: the amount and / or proportion of the budgets allocated to gender mainstreaming activities in the areas where the project was implemented (income) and the budget performance indicating that the allocation was actually executed as budgeted for i.e. to support gender mainstreaming activities (expenditure). Whereas there is evidence that there were positive results from the project and indicated in the findings assessing the outcome of budget performance was outside the project time frame. This was a major weakness in the design of the project because it means its effectiveness would be compromised

There is need for coordinating and harmonizing the many gender mainstreaming initiatives being undertaken by various organizations so as to minimise duplication and wastage. The MGLSD should take the lead. Right now there are communities that seem to be over served and others with hardly any services. As the GBPNU project coordinator rightly put it,

'There is need for a platform which can harmonize all the initiatives being taken by different stakeholders and the committees of parliament regarding gender mainstreaming activities and gender budgeting. Currently synergies are not being built. Initiatives by government agencies, civil society, and academia are being done almost in isolation. The MGLSD could take a lead and become some kind of clearing house, borrowing a leaf from the UNDP trying to deliver as one' (Interview, 19/7/2013).

Technical from Lamwo district recommended that the MGLSD looks at the entire district plans and advocate for conditional grants to fund gender mainstreaming activities in the district. Over 90% of the funds that go to Districts are conditional grants which go directly to the sub county. The districts act as conduits for these funds. Therefore for the future the sub county should be a centre of focus and implementation

During the training of the members of parliament, the parliamentarians suggested that a Gender Equality Score Card be instituted to be subjected to each of the sector budgets that are presented to parliament. They also suggested that the card should be incorporated into the then proposed Public Finance Bill to make sure that all government sectors mainstream gender in all their functions. Parliamentarians also suggested that the Budget Act of 2001 should be amended to take care of gender-responsive budgeting. These are very good initiatives that should not be left hanging. The next stage of the project should prioritise following up of these initiatives. And they initiatives should also be extended to the discussion of the sector budget performance for the previous year. Normally allocating a budget is not enough. Making sure the budget allocation was spent as budgeted is more important.

The government of Uganda and UNDP should adopt medium and long-term funding frameworks to achieve sustainable and substantive gender equality and women's empowerment. Short term project support approach in supporting gender mainstreaming initiatives can yield short term outputs but they are not easy to sustain and translate into long term outcomes because factors that produce and reinforce gender discrimination such as culture are deeply rooted and cannot be solved in the short term with one-off interventions.

5.2. Lessons Learnt

The project had envisaged that gender office or community development office would be the most crucial in the implementation of the GBPNU. However it was later realised that much as these two offices are still very crucial, with training and follow-up the Planning Officer can be a catalyst in making sure that the gender-responsive budgeting and implementation become a reality. The works of the CDOs/Gender officers can only have impact if the District Planner and his/her team are on board since they are at the heart of resource allocation in the district.

In the Uganda government structure, a sub county is a very important level when it comes to generating budgets, setting priorities and execution of the budget. All respondents acknowledged that all budgeting initiatives should involve a sub county as a basic level of implementation of the future gender-budget initiatives at the grassroots.

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ANNEXES

Annex 1. Definition of Concepts

During the evaluation a number of concepts were used and for purposes of clarity they were defined as indicated in the sub-sections below.

Gender

These are the socially constructed masculine and feminine identities in any given society. They encompass roles and responsibilities ascribed to male and female members of any given society and vary from culture to culture, history socio-political and economic situations

Gender Equality

Gender equality is equality between men and women and is based on the universal human rights idea that all human beings, both men and women, should be free to develop their personal abilities and make choices without limitations set by stereotypes, rigid gender roles and prejudices. It means that any different behaviour, aspirations and needs of men and women are considered, valued and favoured equally.

Gender Equity

Gender equity is a concept that means fair treatment of males and females in any given society. It is a matter of moral and social justice in the distribution of resources and benefits. It requires an appreciation that women and men may have different needs as well as levels of power and that these differences should be identified and addressed in a way that rectifies any imbalance between men and women and the imbalance is not perpetuated

Gender Analysis

This is the systematic gathering and examination of information on gender differences and social relations in order to identify understand and address inequalities and inequities based on gender. Gender analysis precedes any action to address issues of gender inequality and inequity.

Gender Mainstreaming

The process of ensuring that women's and men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies, and programmes in all political economic and societal spheres so that women and men benefit equally and inequality is not perpetuated (ECOSOC, 1997; Derbyshire, 2002)

A National Budget

This is a policy statement that brings together public revenue and expenditure and reflects government economic and social priorities and the fulfilment of political commitments in monetary terms to specific programmes and policies.

Gender Responsive Budgeting

This is a process of preparing a budget in such a way that it takes into consideration gender concerns and ensures that they are incorporated in the entire process from start to the end of the budget period.

Annex 2. Terms of Reference



Individual national consultant to conduct a Final Evaluation for the project Gender Budget Project for Northern Uganda Recovery, Reconstruction and Development (Award No. 00078523)

1.0 Background:

Northern Uganda experienced over 20 years of conflict that was responsible for huge violations of human rights; caused enormous suffering for the communities; led to massive forced displacements of population; loss of life and opportunities; near collapse of the economy and widespread poverty in the region. This Conflict was also responsible for the widening gender inequalities that made women and girls more vulnerable to new forms of discrimination and exploitation during resettlement reconstruction and development in Northern Uganda.

Government of Uganda through the Comprehensive Peace, Recovery and Development Plan for Northern Uganda (PRDP) 2007-2010, sought to consolidate peace and security, and lay a foundation for recovery and development. While the PRDP focused on areas that were critical to women's human rights, all its priority interventions and expected outcomes accorded low priority (if any) to gender and women's concerns. Consequently, women and girls did not benefit equally from the resources that had been allocated for the implementation of the PRDP. In fact available statistics on the socio-economic status of women and men indicate that the gender gaps are widening.

In light of this, the Ministry of Gender, Labour and Social Development (MGLSD), Parliamentary Budget Office (PBO), the Department of Women and Gender Studies (DWGS) of Makerere University and Development Alternatives (DELTA) designed the Gender Budget Project aimed at building the capacity of policy makers to develop and implement PRDP related programmes and budgets that address women and men's needs more equitably as well as strengthen women's voice in demanding accountability on their human rights from leaders. This was a One (1) year project, commencing in July 2011 and ending in June 2012. However, due to delays in the finalization of the project document, the project commenced on January 2012 and will end on 31st March, 2013.

This project contributed to the United Nations Development Assistance Framework (UNDAF) outcome on Governance and Human Rights. It also contributed to the Country Programme Action Plan (CPAP) outcome on enhancing the capacity of selected local governments and oversight entities built and

delivering accountable, inclusive and demand driven social and economic services. At the district level, the project targeted both the district councilors and technical staff in the four project districts of Lamwo, Amuru, Nebbi and Apac as well as the Women's Task Force. At the national level, the project targeted committees of parliament and the technical staff of parliament who are largely responsible for the budgeting processes. The total budget for the project is USD\$272,721 contributed from the Japanese Trust Fund and UNDP contributed USD\$ 64,500 from the TRAC resources. Operationally the project will close at the end of March, 2013.

2.0 Project Strategy:

The United Nations is committed to gender mainstreaming and women's empowerment, in its operations and programmatic work. In compliance with its principles and also a guiding development principle of Uganda, gender mainstreaming and women's empowerment are an area of special focus in the UNDAF for 2010 – 2014. Within the context of current UN reforms, UN Agencies are maximizing their comparative advantages for greater impact in their common programming framework, i.e. the UNDAF. Several joint programming areas were identified within the various Outcome Areas of the UNDAF where Agencies committed themselves to deliver as ONE in support of the national efforts. This was aimed at enhancing collaboration among Agencies and coherence in programming; reduced duplication of activities and the incidence of double funding, standardized procedures and greater efficiency of resources and reduced transaction costs of partners in government and civil society organizations who were to deal with lead agencies rather than several individual Agencies. A joint programming approach also required joint resource mobilization and joint reporting. This would enhance greater accountability of results and impact of donor support and also reduce their transaction costs by dealing with a single UN entity rather than multiple Agencies working on similar issues.

Gender equality and women's empowerment are embedded in the Millennium Declaration and are imperative for achievement of 6 of the 8 Millennium Development Goals (MDGs), viz. Goal 1 on poverty reduction, Goal 2 on universal primary education, Goal 4 on reducing child mortality, Goal 5 on improving maternal health, Goal 6 on combating HIV/AIDS and Goal 7 on ensuring environmental sustainability. Women's Empowerment and Gender Equality is the third of the MDGs and is therefore also an end in itself and not only a means for the achievement of the other Goals. The UN and governments, including Uganda are committed to the achievement of the MDGs by 2015, and the UN has consequently within its various mandates and programmes been assisting governments in working towards achievement of the Goals including measuring of progress. It is against this background that the Gender Budget Project for Northern Uganda was designed in order to inform the implementation process within the PRDP to become gender sensitive in order to respond to the unique needs of women and men; boys and girls. Gender budgeting was one of the identified entry points to deliver on this commitment.

3.0 Purpose of the Evaluation:

This Terminal evaluation is intended to assess achievement of the set objectives, and to identify and document lessons learnt, best practices and design issues that can be used to model/shape future projects. As an integral part of the project cycle, the evaluation will analyze effectiveness, efficiency, relevance, impact and potential for sustainability of the project. It will also identify factors that have affected project

implementation and facilitated or impeded the achievement of the objectives and attainment of results. Findings from the evaluation are expected to inform the Japanese Trust Fund, UNDP, the Government of Uganda, Civil Society Organizations, Local Governments, women and youth who were the main beneficiaries of the project.

4.0 Scope of the Evaluation:

The evaluation will cover project design, implementation, project results, resource utilization, issues of sustainability, lessons learnt and intended results of the project. The evaluation will cover the time period 1st January 2012 to March 2013 when the project was operational. The geographic coverage of the evaluation will include the project area of implementation namely Nebbi, Apac, Amuru and Lamwo. The target population for the evaluation will be the Members of Parliament (MPs), select committees of Parliament, key sectoral ministries, district councillors and technocrats in the four project districts as well as the women activists in the four project districts that benefited from the programme. The evaluation will also cover the project staff at the Parliamentary Budget Office (PBO) who were the Implementing Partners as well as the staff from the responsible parties i.e. Development Alternatives, Ministry of Gender, Labour and Social Development and School of Women and Gender Studies Makerere University-Kampala.

5.0 Objectives of the Evaluation:

The evaluation will address questions in relation to Effectiveness, Relevance, Sustainability, Project design and Efficiency as well as Impact. In detail, it will look at:

Relevance: This will assess the degree to which the project was justified and relevant given the country context and appropriate to the needs and the situation at the four PRDP project districts. The extent to which the project objectives and performance continue to remain useful to the country needs;

Efficiency: This will be the analysis of the overall project performance, the outputs in relation to the inputs, and management arrangements for implementation of the project. Assessment of how economically the project converted inputs into outputs;

Effectiveness of the project: Did the project achieve the intended objectives? This will be a review of the activities, outputs and outcomes as detailed in the project document. The evaluation will assess the achievement of indicators and review the work plan, planned duration and budget of the project.

Impact: The evaluation will assess the impact of the project (both positive and negative) on the target audiences and the effects. The changes in people's lives intended or unintended to which project interventions can be shown to have contributed.

Sustainability: What is the prospect of the sustainability of and replicability of the project interventions after the project support? The likelihood of continued, long-term benefits from the project's interventions.

In addition to the above, the consultant will specifically consider the following:

5.2.1 Examine how the capacity of Members and staff of Parliament, key Sectoral Ministries and District Councilors and technocrats was built on gender budgeting and how this influenced the budgeting process both at national and the four Local governments

5.2.2 Analyze how the project strengthened the evidence base for gender equality and women's empowerment in Northern Uganda recovery, reconstruction and development in the four project districts and how this was used to facilitate the Gender Budget process

5.2.3 Assess how the capacity of women activists to demand for gender equitable resource allocation was strengthened.

5.2.4 Evaluate how the project provided and strengthened technical support to specific committees of Parliament and districts on gender analysis of budgets, policies and gender sensitive oversight of government performance in Northern Uganda.

6.0 The Evaluation Methodology /Approach:

In general, the evaluation approach will comprise a desk review, field work, qualitative and quantitative data analysis among others. The approach should elaborate the sources of data, sample and sample frame for the source of data, data collection procedures and instruments, performance standards, stakeholders' participation, ethical considerations and major limitations of the methodology used. The consultant is expected to be abreast with the objectives, indicators, baseline information, historical developments, institutional and management mechanisms, project activities and any already documented 'lessons learned' of the project. The consultants will develop a detailed appropriate approach/ evaluation methodology to address the above evaluation questions. The evaluation methodology will be agreed upon by UNDP and the Project Team during the inception report, and will include:

- Review of documents related to the project such as project document, quarterly and annual progress reports, monitoring reports, field visit reports etc
- Data collection approaches and tools, focusing on structured interview with partners who are knowledgeable about the project. This will include: Implementing Partner and responsible party personnel, Project Manager, UNDP Project Personnel, members of the Project board, project beneficiaries, opinion leaders e.t.c.
- Data analysis techniques, including a table indicating how the consultants will obtain answers for all evaluation questions.

7.0 Duties and Responsibilities of the Consultant:

In addition to the above, the consultant is responsible for the following:

- Review of documentation to be provided by the project (implementation/evaluation reports)
- Conducting fieldwork and interview of stakeholders, national and local government officials, communities and stakeholders to generate authentic information and opinions.
- Writing and compilation of the information and reports as needed.
- Presentation of draft report containing the key findings, highlighting achievements and constraints, and making practical recommendations to decision makers and stakeholders.
- Finalization of the Terminal Evaluation Report.

8.0 Required Qualifications, Skills and Experience for the consultant:

8.1 Qualifications:

- A minimum of a Master's Degree or equivalent in Gender Studies, Women and Gender studies, Development Studies or Monitoring and Evaluation.

8.2 Skills:

The evaluation will be undertaken by a national consultant with expertise in conducting project evaluations in Gender Mainstreaming and particularly the Gender Budgeting area. The consultant must be independent of both the policy-making process and the delivery and management of assistance to the project. He or she should not have been engaged in the activities to be evaluated, or responsible in decision-making roles for the design, implementation or supervision of the project. The consultant is expected to be impartial and will present a comprehensive and balanced appraisal of the strengths and weaknesses of the project and activities being evaluated.

8.3 Experience:

- 10 years of relevant experience in evaluations at the national and international levels in Uganda, East Africa on international development issues.
- 10 years experience in Gender Mainstreaming and/or Gender Budgeting.
- Substantive knowledge of participatory M&E processes is essential, and experience with working with Government Ministries, Local Governments and Civil Society Organizations in Uganda will give an added advantage.
- Experience in the review/evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors, is required.
- Excellent English writing and communication skills.

9.0 Expected Deliverables and Time Frame for the Evaluation:

The products listed below are expected from the evaluation in the formats agreed upon between the consultants and UNDP. The final report will be based on the structure of UNDP evaluation report guidelines (annex 1).

The timing and duration for the assignment will be 21 working days effective from the date of signing of the contract. The following deliverables are expected from the evaluation team within the time frame stipulated in the table below:

Deliverable	Timeline(days)
An acceptable Inception Report with clear indications of understanding of the terms of reference, the deliverables and detailed methodology	3 days from the date of signing the contract
Field work debriefing before draft report writing	5 days from the date of presenting the inception report
Acceptable Draft Evaluation Report as per sample Report Outline provided; The draft evaluation report shall be presented to stakeholders in the targeted districts, Project partners and other stakeholders for review not later than 18 days after start of the assignment. Comments and feedback from all stakeholders should be incorporated into the final version of the report.	10 days from the date of field work debriefing
PowerPoint Presentation for UNDP and stakeholders	To tally with presentation of

Deliverable	Timeline(days)
	an acceptable evaluation draft
Acceptable Final Evaluation Report of a maximum of 45 pages, MS word font 12, Times Roman (excluding annexes), using the attached report format, including 5 bound hard copies and 1 soft copy.	3 days from the date of presentation of the draft evaluation report
TOTAL	21

10. Remuneration:

- The consultant's payment shall be based on the financial proposal developed for this consultancy. All the expected expenses related to the consultancy should be quoted in the proposal.
- Payment shall be made in three installments of;
- 20% payment upon submission of an acceptable inception report
- 30% upon submission of an acceptable draft report;
- 50% final payment upon submission of the approved final report incorporating recommendations from the stakeholders and/or the validation meeting

11.0 Reporting:

The consultant will work under the overall guidance and leadership of the UNDP Country Director. He/She will liaise on day to day basis with the relevant UNDP Programme Officer and will also work closely with the Team Leaders of the Accountable Democratic Governance and the Management Support Units

12.0 Reference Materials:

- Project Document for Gender Budget Project for Northern Uganda Recovery, Reconstruction and Development
- Quarterly and Annual Project Reports;
- Training Reports
- Monitoring Reports
- UNDP Quality Criteria for Evaluation Report ;
- Ethical Code of Conduct for Evaluation in UNDP;
- The Evaluation Policy of UNDP;
- United Nations Evaluation Group Standards for Evaluation in the UN (2005);
- Norms of Evaluation in the UN system;
- Any other relevant documents (recommended by UNDP)

The selected consultant will be expected to adhere to a code of conduct (Statement on Ethics), and conduct him/herself according to the expected ethical standards.

13.0 Evaluation Method and Criteria

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

- responsive/compliant/acceptable, and
- Highest Combined Score (based on the 70% technical offer and 30% price weight distribution) where the minimum passing score of technical proposal is 70%.

Evaluation Criteria:

Technical Proposal (Maximum 70 points):

- Relevance of education – 5 points
- Language skills – 5 points
- Experience in evaluations at the national and international levels in Uganda, East Africa on international development issues – 10 points
- Experience in Gender Mainstreaming and/or Gender Budgeting – 10 points
- Substantive knowledge of participatory M&E processes is essential, and experience with working with Government Ministries, Local Governments and Civil Society Organizations in Uganda will give an added advantage – 10 points
- Experience in the review/evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors, is required – 10 points
- Interpretation of the assignment, methodology and work-plan – 20 points

Financial Proposal (Maximum 30 points): To be computed as a ratio of the Proposal's offer to the lowest price among the proposals received by UNDP.

14.0 Application Procedure:

Applicants are requested to apply online at <http://jobs.undp.org> by 15th March, 2013. Applicants are required to submit an application and proposals,) including the following documents/information **in a single document** (preferably in Adobe PDF format):

1. I. Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP (see Annex II)

II Technical Proposal:

- Explanation as to why you consider yourself suitable for the assignment.
- A brief methodology on the approach and implementation of the assignment.
- Workplan for the assignment

III. Personal CV

- Highlighting past experience in similar projects.
- Work references - contact details (e-mail addresses) of referees.

III. Financial Proposal

- Financial proposal (in template provided in Annex II) stating an **all-inclusive fixed lumpsum fee** in Ugandan Shillings supported by a breakdown of costs. Such total lump sum price must include professional fee, and any other expenses related to the assignment (e.g. travel costs and accommodation for field work translation interpretation, holding of workshops/focus group discussion etc). The Consultant will be paid against the completion of specific, measurable deliverables and payment installments stated in this ToR.
- UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

- Please note that the system will only allow you to upload one document, therefore all the technical and financial proposals are to be attached to the CVs and uploaded together at once.

Annexes (to be downloaded from UNDP Uganda website, procurement notices section: www.undp.or.ug):

- Annex I: Individual Contractor General Terms and Conditions
- Annex II: Template to Confirmation of Interest and Availability and Submit the Financial Proposal

Annex 3: Data collection tools Used

8.1 APPENDIX 1. KEY INFORMANT INTERVIEW GUIDES

PROJECT BOARD

Output 5: Overall assessment of the NUGRB project

Introduction

----- (Organisation) is one of the agencies that have supported the NUGRB project by providing financial support and overall supervision of the implementation of the project. We request you to share with us your experiences and assessment of the project.

- Background to the project (UNDP-Japan framework for Gender mainstreaming)
- Design of the Project
- Experiences in implementation of the project
- Successes of the project regarding all the five output areas
- Challenges encountered
- Proposals on how the challenges can be overcome
- Any unintended results from the project (negative or positive)
- Prospects for the future of the project i.e. what are your plans for the sustainability of the project?

THANK YOU VERY MUCH FOR YOUR TIME

IMPLEMENTING PARTNERS

Output 5: Effective project implementation

Introduction:

----- has been one of the implementing partners for the GBPNU and we request that you share with us your experiences and assessment of the project regarding your component in the implementation.

- What was your organisation's responsibility regarding the project?
- Which activities were you able to implement?
- Which activities were you not able to implement and why?
- Comments on the design of the project
- Experiences in implementing and managing the project
- Successes of the project regarding all the five output areas
- Challenges encountered
- Proposals on how the challenges can be overcome
- Any unintended results from the project (negative or positive)
- Relevance of the project to your work/organisation
- Plans in place to ensure sustainability
- Prospects for the future

THANK YOU VERY MUCH FOR YOUR TIME

MEMBERS AND STAFF OF PARLIAMENT, DISTRICT COUNCILLORS AND TECHNOCRATS

Introduction

Last year the Parliamentary Budget Office (PBO) together with Ministry of Gender, Labour and Social Development (MGLSD), , the Department of Women and Gender Studies (DWGS) of Makerere University and Development Alternatives (DELTA) designed and implemented the Gender Budget project in Northern Uganda. The aim was to build the capacity of policy makers to develop and implement PRDP related programmes and budgets that address women and men's needs more equitably and strengthen women's voice in demanding accountability on their human rights from leaders. As one of the people who participated in this project we request you to share with us your experiences and views regarding the project by answering the questions we are to ask you. Your answers will inform the future direction of this and other similar projects in Uganda and beyond. Please note that answering questions is voluntary.

Output 1: Capacity of members and staff of Parliament, District Councillors and Technocrats for gender responsive budgeting built***

- You participated in the gender responsive budgeting capacity needs assessment exercise. What needs did you identify?
- Which of these needs were met by the project in order to enhance your capacity for gender-responsive budgeting?
- Are there any gender budgeting capacity needs that were not met?
- What specific gender budgeting issues were you able to raise and advocate for in parliament, district or any other fora?
- What specific gender responsive budgeting interventions resulted from the issues you raised and advocated for?
- Was the mode and content of the gender responsive budgeting training adequate?
- Other than the training what were the other enabling factors in enhancing your capacity for gender-responsive budgeting?
- What challenges did you encounter in the application of the GRB Skills?

Output 2. Evidence base for gender equality and women's empowerment in NURRD strengthened through research and knowledge

- Did you participate in the district policy dialogues?
- What were the major issues or recommendations emerging from the dialogues?
- Were you able to advocate for these recommendations to be adopted during the 2013/14 budget exercise?
- If not, why not
- Do you have any suggestions for the future of the project?
- Any other issue you would like to raise regarding any aspect of the gender-budgeting project?

*** The assumption is that this is the pool of people who participated in the needs assessment, were trained and from whom Trainers were drawn.

THANKS YOU VERY MUCH FOR YOUR TIME

FOCUS GROUP DISCUSSION GUIDE

1. DISTRICT COUNCILLORS

Introduction

Last year the Parliamentary Budget Office (PBO) together with Ministry of Gender, Labour and Social Development (MGLSD), , the Department of Women and Gender Studies (DWGS) of Makerere University and Development Alternatives (DELTA) designed and implemented the Gender Budget project in northern Uganda. The aimed was to build the capacity of policy makers to develop and implement PRDP related programmes and budgets that address women and men's needs more equitably and strengthen women's voice in demanding accountability on their human rights from leaders. As councillors from -----(district) you were key participants in this project. We request you to share with us your experiences and views regarding the project by responding to the questions we are about to ask you. Your answers will inform the future direction of this and other similar projects in Uganda and beyond. Please note that there are no right or wrong answers and answering questions is voluntary. Just feel free to share your experiences.

Output 3: Capacity of gender activists on gender-responsive budgeting improved.

- You participated in the gender responsive budgeting capacity needs assessment exercise. What needs did you identify?
- Which of these needs were met by the project in order to enhance your capacity for gender-responsive budgeting?
- What specific gender budgeting issues were you able to raise and advocate for in your district
- What specific gender responsive budgeting interventions resulted from the issues you raised and advocated for in your district?
- Was the content of the gender responsive budgeting training adequate?
- Other than the training what were the other enabling factors in enhancing your capacity for gender-responsive budgeting?
- What challenges did you encounter?

Output 2. Evidence base for gender equality and women's empowerment in NURRD strengthened through research and knowledge

- Did you participate in the research to analyse public expenditure on gender concerns in PRDP?
- How was the research conducted in your area?
- Did you participate in the district policy dialogues?
- What were the major issues/recommendations emerging from the dialogues?
- Were you able to advocate for these recommendations to be adopted during the 2013/14 budget exercise?
- If not, why not
- Do you have any suggestions for the future of the project?

- Any other issue you would like to raise regarding any aspect of the gender-budgeting project?

THANKS YOU VERY MUCH FOR YOUR TIME

2. PARLIAMENTARY BUDGET OFFICE TECHNICAL STAFF AND TECHNICAL STAFF AT DISTRICTS

Introduction

Last year the Parliamentary Budget Office (PBO) together with Ministry of Gender, Labour and Social Development (MGLSD), the Department of Women and Gender Studies (DWGS) of Makerere University and Development Alternatives (DELTA) designed and implemented the Gender Budget project in northern Uganda. The aimed was to build the capacity of policy makers to develop and implement PRDP related programmes and budgets that address women and men's needs more equitably and strengthen women's voice in demanding accountability on their human rights from leaders. As technical staff to parliament (or district) your responsibility in the project was to provide technical support to the committees. We request you to share with us your experiences and views regarding the project by discussing the questions we are about to ask you. Your answers will inform the future direction of this and other similar projects in Uganda and beyond. Please note that there are no right or wrong answers and answering questions is voluntary. Just feel free to share your experiences.

Output 4: Technical Support to Parliamentary and District Committees on gender-responsive budgeting provided.

- You are one of those who participated in the gender responsive budgeting capacity needs assessment exercise. What needs did you identify?
- Which of these needs were met by the project in order to enhance your capacity for gender-responsive budgeting?
- Was the mode and content of the gender responsive budgeting training adequate?
- What specific gender budgeting issues were you able to raise and advocate for in your Committee?
- What specific gender responsive budgeting interventions resulted from the issues you raised and advocated for in your committee?
- Other than the training what were the other enabling factors in enhancing your capacity for gender-responsive budgeting?
- What challenges did you encounter?
- Any prospects of resource allocation towards gender needs/concerns?

Output 2. Evidence base for gender equality and women's empowerment in NURRD strengthened through research and knowledge

- Did you participate in the district policy dialogues?
- What were the major issues /recommendations emerging issues from the dialogues?
- Were you able to advocate for these recommendations to be adopted during the 2013/14 budget exercise?
- If not, why not
- Do you have any suggestions for the future of the project?
- Any other issue you would like to raise regarding any aspect of the gender-budgeting project?

THANK YOU VERY MUCH FOR YOUR TIME.

3. BUZZ GROUP GUIDE FOR WOMEN ACTIVISTS

Introduction

Last year the Parliamentary Budget Office (PBO) together with Ministry of Gender, Labour and Social Development (MGLSD), the Department of Women and Gender Studies (DWGS) of Makerere University and Development Alternatives (DELTA) designed and implemented the Gender Budget project in northern Uganda. The aimed was to build the capacity of policy makers to develop and implement PRDP related programmes and budgets that address women and men's needs more equitably and strengthen women's voice in demanding accountability on their human rights from leaders. As Women Activists from -----(district) you were key participants in this project. We request you to share with us your experiences and views regarding the project by discussing the issues we are about to bring to your attention. Your views will inform the future direction of this and other similar projects in Uganda and beyond. Please note that there are no right or wrong views and participating is answering questions is voluntary. Just feel free to share your experiences.

Output 3: Capacity of gender activists on gender-responsive budgeting improved

- You were among the women activists that were trained in gender-responsive budgeting. What skills were you able to acquire?
- Was the content of the gender responsive budgeting training adequate?
- What specific gender budgeting issues have you been you able to raise and advocate for in your district?
- What specific gender responsive budgeting interventions resulted from the issues you raised and advocated for in your district?
- What kind of support did you receive from the project?
- What challenges did you encounter?

Output 2. Evidence base for gender equality and women's empowerment in NURRD strengthened through research and knowledge

- Did you participate in the research to analyse public expenditure on gender concerns in PRDP?
- How was the research conducted in your area?
- Did you participate in the district policy dialogues?
- What were the major issues/recommendations emerging from the dialogues?
- Were you able to advocate for these recommendations to be adopted during the 2013/14 budget exercise?
- If not, why not
- Do you have any suggestions for the future of the project?
- Any other issue you would like to raise regarding any aspect of the gender-budgeting project?

4 DOCUMENT REVIEW GUIDE

- Background and justification for the project
- Number and categories of agencies and people involved in the project design and implementation
- Number and categories of beneficiaries of the project
- Content of the various project reports regarding the deliverables on the five output areas
- Successes of the project on the basis of the preset objectives
- Challenges that affected achievements of the project objectives
- Any unintended consequences of the project (positive or negative)
- Recommendations for the future of the project and feasibility.

5 OBSERVATION GUIDE

- Availability of printed Documents
- Style and logical flow of ideas in the documents
- Visibility of funding partners in the documents
- Visual representation of project activities in the documents
- Discourse during the key informant interviews and focus group discussions

