1. Executive Summary

The United Nations Development Programme (UNDP) in Uganda designed a Country Programme Document (CPD) and associated Country Programme Action Plan (CPAP) tosupport the work of Government, civil society organisations and communities in Uganda on addressing pressing development issues related to accountable democratic governance, economic growth, and poverty reduction. The country programme seeks to contribute to the achievement of the goals and objectives of the National Development Plan (NDP) and the United Nations Development Assistance Framework (UNDAF) 2010-2014. At the time of this Final Evaluation, the Programme has completed four years of its five year period of implementation. UNDP and other development partners financed the CPAP with roughly US $68 million.

The overall purpose of the CPAPis to promote livelihoods and employment, promote democratic governance and improve access to high quality social services. The Programme uses a rights based perspective and promotes the Paris Declaration, joint programming, and strategic partnership. Projects were implemented through largely National Implementation Modalities (NIM), with Government and/or civil society organisations as implementing partners.

The 35 projects associated with the CPAP are implemented through two thematic areas – Accountable Democratic Governance and Growth and Poverty Reduction – and focus on a wide variety of governance, policy development, crisis prevention, early recovery and peace building, disaster risk reduction, environment and energy, economic growth, and poverty reduction issues. All projects and associated interventionsarelocation and context-specific and are largely implemented through the Government of Uganda and Ugandan civil society partners.

Main Findings

Accountable Democratic Governance (ADG)

As a result of the CPAP, people in Uganda are more aware of, and are speaking out on, governance issues. Civil society is influencing policy development, and government is improvingits service delivery record. The CPAPis effectively supporting participating partnersin fostering citizen empowerment by working together with the communities to help them better understand their role in local decision-making processes. Due to the passion exhibited by local government working together with community groups, poor and historically marginalised communities now have better access to basic services. As a result of

the CPAP, citizens in the diaspora have become more engaged in issues of governance and more vocal in holding their leaders accountable. UNDP and its implementing partners have been able to proactively build alliances and participate in networks with other development actors to assert the responsibility of the state to reduce poverty, respect human rights and uphold the rule of law.

The governance sector is characterised by high political sensitivity and associated risk. It is an area of considerable complexity where local and institutional knowledge is critical as a basis for conceptualising and designing programming initiatives. There is a requirement for a substantial investment in front-end analysis as a means to facilitate a well-informed programme with a strong monitoring system to measure whether interventions are actually having an impact on improving governance in a given context. It is our opinion that the CPAP programme has been able to position UNDP in Uganda as a credible voice on issues of governance and human rights and able to make a good contribution to building accountable democratic governance in the country, particularly with the Government of Uganda. The Programme demonstrates innovative approach to tackling governance issues in Uganda, allowing for decentralised, flexible programming, linkages to relevant issues through coordinated joint efforts, and emphasising the centrality of people and communities in policy dialogue and implementation. This innovation is holding true in that it has been an effective and efficient way to raise awareness and build capacity towards actions for better governance.

Growth and Poverty Reduction

There have been direct benefits derived from the interventions pursued under this component of the UNDP Uganda CPAP. Key among the achievements included the building of agronomy skills of various farmers, development of business linkages and scaling up of technologies to facilitate increased volumes of supply. Of the 12 agriculture commodities being championed under the NDP2, under the CPAP programme, value chain analysis studies were done for 5 commodities: rice, cassava, beans, honey and coffee. These studies have been critical in informing the NDP2 process. In addition, the CPAP programme has been instrumental in employment creation by largely focussing on vocational training particularly for the youth from the North. The programme has played a key role in supporting the Tourism sector and playing a catalytic role which has resulted into the sector being recognised as a top priority to contribute towards structural transformation for the NDP2.

In order to address challenges of environment and natural resources degradation which negatively impact on efforts to promote growth, wealth creation and poverty reduction, UNDP contributed to creating an enabling environment through policy reviews and pilot initiatives to inform policy. For instance under the CPAP, UNDP supported preparation and updating of policies and strategies for environment natural resources management as well as several innovative pilot initiatives for biodiversity conservation, sustainable land management, renewable energy technologies and climate change resilient development using the Small Grants modality. In addition, UNDP used track resources to attract significant track resources from the GEF and other global financial sources.

Under the CPAP, UNDP supported initiatives in energy and environment have generated significant outcomes (see attached meta-analysis report and outcome 3.2 indicators below for more details).The annual report of results (ROAR) for the year 2013 indicates that: 37 institutions (national and local) haveintegrated environment, Climate Change, DRR and energy access strategies in theirdevelopment plans; 54 initiatives (100%) for energy and natural resource management and climate change adaptation and mitigation have been implemented and6 policies including 3 strategies for Biomass, E-waste, and DRM have been developed. The outcomes for 2012 were follows: 20 institutionshad the capacity to develop and implement policies and strategies for ENRM and CCAM; 36 initiatives had been completed and 3 policies had been developed.

Specifically, Uganda prioritized the integration of climate change issues in the National Development Plan 2010/15. In 2012, the draft National Climate Change policy and its implementation strategy were completed (Joint Water and Environment Sector Performance Report 2012). During the policy development process, institutional framework for coordination of interventions was established including the National Policy Committee, the Development Partners' thematic Group and an Inter- Ministerial Technical Committee on Climate Change.

In order to improve use and management of natural resources in the drylands, sustainable land management (SLM) issues were integrated in district development plans and conservation agriculture practices adopted to improve land productivity, enhance economic growth, and reduce poverty. Conservation agriculture has been adopted as an appropriate technology to address land degradation and adapt to climate change in the drylands (Joint AgriculturalAnnual Sector Review 2012).

UNDP supported the adoption of conservation agriculture practices for SLM among 400 farmers in these target districts. As a result, yields have increased by 200-300% for maize and beans among pilot communities. These practices are now being adopted by local authorities and farmer groups, and replicated by other farmers in these regions.

Under the SLM project, UNDP contributed to improving livelihoods of people in 6 districts: Nakasongola, Lyantonde, Nakaseke, Kamuli, Sembabule and Kaliro districts, totaling a population of 1.5 million, through interventions to integrate dryland issues in Local Government plans and budgets and replicated best practices in sustainable land management.

To inform regional Climate Change (CC) coping strategies, UNDP invested in raising awareness, supported the adoption of low-carbon and CC-resilient local development approaches, and promoted community level mitigation and adaption UNDP's small grants program has also enabled communities to plant 600,000 seedlings to increase forested area.

In the area of biodiversity, the area of natural forests and woodlands has continued to reduce as a result of change of land use to agriculture and grazing, high demand on timber, fuel wood and other land uses. To date, the decline in forest cover is estimated, at 92,000 hectares per annum, with 34% reduction in private forests compared to 12% in the protected areas (Water and Environment Annual Performance report- WESPR 2012).

In response to the rampant depletion of the country's forest resources, Government placed a national ban on the cutting of trees on 6th March 2012. As a result of the ban, several measures were instituted to streamline timber, charcoal and log harvesting in the country. In a bid to address the increasing levels of deforestation particularly in the Biodiversity rich Albertine Rift, Government launched the Strategic Plan for the Northern Albertine in June 2012. The strategic plan provides a framework for addressing forest biodiversity loss; balancing oil and gas development; and biodiversity conservation. Some of the projects supported by UNDP to achieve biodiversity conservation: The Kidepo Conservation Project and the Conservation of the Biodiversity in the Albertine Rift Forests of Uganda.

Main Conclusions

Most of the CPAP 2010-2015 objectives are likely to be achieved within the scope of the project level parameters (key outputs) as the majority of projects have been successfully implemented or are likely to be successfully completed over the course of the next year.While this is a positive finding, we note that the CPAP was thinly spread, lacking cross linkages within the UNDP structure itself and externally with other relevant development programming.

Efficiency and Effectiveness:

Compared to what was originally envisioned, UNDP invested less than anticipated ($67.8 million vs. $40.8 million) of their own resources but notably, they were able to mobilize resources beyond what they had anticipated ($37.4 million vs. $34.8 million) towards the programme. Despite a slow start due to issues discussed further highlighted below, UNDP has been able to gain momentum in steadily increasing its delivery rate, thereby demonstrating efficiency in implementing what they committed to achieve.

The short life-span of most projects will not guarantee effectiveness of results because before an intervention takes root, it comes to its end. Project coverage is low, with poor visibility and the good effects felt by targeted beneficiaries are not at scale.

Accountability for the implementation and reporting on the results of the programme is clearly laid out within the CPAP's logframe and UNDP's Evaluation Policy which a good start in building a robust monitoring and evaluation framework for a programme the size of the CPAP. UNDP has an integrated on-

line Atlas work plan system (IWP) supported by UN harmonized Approaches to Cash Transfer (HACT) M&E tools which aggregates data and tracks output/impact.

Monitoring, evaluation and learning have improved over time during the CPAP period, and have been informing programming processes. They have been a basis and/or informing of work planning and project development, and have been tracked over time. Building a strong theory of change for the next programme period and inducting all partners on their place within it will help build a common purpose amongst UNDP, its partners, and beneficiaries. The use of annual and bi-annual review meetings is a good foundation. peer learning across the thematic units limited was limited in early 2010/11, but this has changed overtime and currently there are strategies in place that address the silos which include weekly programme level meetings to discuss the status of programme implementation. These are further complemented by annual/quarterly reviews, portfolio reviews, programme joint monitoring, and thematic evaluations. UNDP CO has annualised learning/plans/strategies in place which it adheres to and implements. The structure of learning reports, which was large in size, has been improved. CO now has well-structured learning reports with a maximum of 5 pages.

Sustainability of CPAP Outcomes:

Sustainability has been inbuilt for projects through building capacity across the projects and policy reviews, and supporting government, e.g.in the development ofthe Uganda strategic investment framework (USIF) and Tourism Policies. Programme monitoring reports, Result Oriented Annual Reports (ROARs), project evaluation reports and evaluation surveys by UNDP and Non-UNDP actors suggest that there is a high degree ofproject sustainability and ownership. However, some projects require more time to be fully sustainable as they started late and are supposed to be wound up by the end of the current CPAP.

The majority of projects, with exception of those under the Crisis Prevention and Recovery Unit (CPRU) and one other project within the Governance Unit, are executed nationally which is the appropriate mode of execution for Uganda. CPRU Projects from 2013 have been implemented directly by UNDP at the request of Government following the corruption scandals in Office of the Prime Minister the thought implementing partner for projects implemented in Northern Uganda. The projects are implemented in collaboration with the Office of Prime Minister through the districts local governments of Northern Uganda and selected CSOs. National execution, per se, enhances the sense of ownership. It was reiterated by the implementing partners that the ownership of the overall programme belongs to Ugandans.

The next one year remaining of the current Country Programme Document (CPD) should enable the Country Office (CO) to fully implement its country programme and achieve the results it had set itself to reach during the present programme cycle. This extension should also be able to compensate for the almost two-year delay experienced between the approval of the CPD, in September 2009, and the full operationalisation of the country programme, which occurred in late 2011, early 2012. More generally,

this extension will enable UNDP to contribute to the implementation of the UNDAF Action Plan, which runs up to the end of 2015 under the already approved one year extension of the UNDAF 2010-2014.

Recommendations:

Werecommend that:

1. The CPAP continues to promote livelihoods and employment, promote democratic governance and improve access to high quality social services. There is a need to increase the rate of development and implementation of services across Uganda, particularly focused on the priority sectors highlighted in the NDP one and Vision 2040.

2. UNDP Uganda can better address emerging issues in the next CPAP. Such issues include: governance and human rights, especially in the extractive sector and other priority sectors in the NDP2, and youth employment; upstream policy support targeted at the GoU for increased sustainability, transparency and accountability; implementation of the NDP2 at the national and district level; capacity building within the priority sectors to better monitor and evaluate effectiveness; downstream district / local government capacity building in identified gap areas and where necessary, pro poor service delivery at the local level.

3. To build a robust theory of change for the next CPAP and implement through a programmatic approach. A "Programmatic approach" means that UNDP CO should focus on building larger multi-year projects (2-5 years) with enhanced synergies across selected thematic areas. We suggest that for the upcoming programme period the Country office opts for a modality which can be best described as focused sectoral programmes. This approach links components and/or sub-projects in a coherent, coordinated fashion; a design that can be used when the government (and perhaps donors) is committed to a sectoral approach as components of an overall programme.

4. To enhance coordination and capacity building, building on local strengths and available assets, especially with respect to projects in Northern Uganda. We urge that, whenever possible, capacity building components of projects/programmes continue to be clearly spelt out and that these components are monitored and evaluated independently.

5. To include gender mainstreaming. The gender mainstreaming elements include, but are not limited to: collecting sex-disaggregated data; examining this data using gender analysis; identifying gaps through gender analysis and consultations with both women and men; and raising awareness about gaps through policy dialogue and advocacy.

6. To strengthen communication for development elements of the CPAP. A strengthened more robust communications strategy anchored in modern technology should be developed that stretches across programming elements and links up results reporting.

7. To build and/or update UNDP's detailed partnership strategy that clearly defines why and how UNDP will diversify its partnerships in Uganda.

8. To increase the coverage of districts by developing other similar projects in different regions in Uganda and build in the design strategies for replication of good outputs, outcomes and impact in order to scale up the positive experience.

About this Final Evaluation

The main objective of the evaluation is to take stock of UNDP's contribution to the achievement of NDP objectives through the 10 CPAP 2010 – 2014/15 outcomes. The evaluation mission undertook a review of the design of the programme; evaluated the strategy and approaches taken in the implementation of the programme, and drew lessons and conclusions from the results generated so far, including how gender has been mainstreamed in the programme. The lessons and conclusions in this report will inform the UNDP future programmingand its alignment to UNDP Strategic Plan 2014 -2017, national priorities and UNDP corporate mandate, especially with respect to identification of intervention areas; sharpening UNDP focus on MDGs and discussions around the Sustainable Development Goals; articulating the role of partners in programme implementation. The full ToR are included as an Annex of this report.

3.2 Lessons learned

3.2.1   Capacity building related issues:
- Administrative structures and formal linkages. These must be built and strengthened so that the organisations and systems responsible for the implementation, integration, and oversight of programs have the capacity to carry out their functions effectively and responsively and to sustain them over time. Linkages that facilitate cooperation among diverse organizations also contribute to sustainability.
- Champion and leadership roles. Leadership buy-in and active promotion by multiple champions across partners help ensure success. Champions and leaders with the ability to communicate their commitment, engage others, address barriers, and build system capacity are especially valuable.
- Resource development. Adequate and sustainable funding, staffing, technical assistance, and materials can help sustain innovations.
- Administrative policies and procedures that support programs, organisations, and systems also support adoption and sustainability of innovations. These help to assure that innovations remain part of the routine practice and send a clear message about the desirability and expectation for sustaining efforts.

- Community and practitioner expertise. Building and maintaining expertise in such areas as political economy, needs assessment, logic model construction, selection and implementation of evidence-based programs, fidelity and adaptation, evaluation, and cultural competence supports capacity building and sustainability.

3.2.2   Sustainability related issues:
- Alignment of program with stakeholder needs. Despite the capacity of partners to implement an innovation, it must meet the needs of intended users and other stakeholders if it is to be sustained. Less complexity, more compatibility, and a high degree of perceived benefit are associated with sustainability.
- Relationship among stakeholders. Establishing and maintaining positive relationships among stakeholders supports sustainability. Collaboration between program developers and implementers and supportive networks among implementers is helpful.
- Quality of program implementation. Commitment to quality of program implementation via process, fidelity, and outcome evaluation based on logic models helps sustain an innovation and ensure commitment by adopters.
- Effectiveness. Commitment to effectiveness is also critical to sustainability.
- Ownership among stakeholders. Strengthening ownership of an innovation among stakeholders and adopters increases its sustainability. Ownership has a stronger influence on sustainability than do regulative measures.

3.2.3   Design related issues:
- Projects should build in elements of small grants to community to allow for innovation and flexibility.
- Governance-related projects produce maximum result if coordinated by the various relevant actors in Ugandan society themselves (the sense of ownership). One such project is the tripartite architecture for peace.
- To improve on the design of the, it is advisable to engage both local consultants and potential implementing partners at the design stage, with the objective of tailoring the project to country or area specific needs.