

Evaluation of Irish Aid's Uganda Country Strategy Programme 2010–2014

Final Report

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The views expressed in this report are those of the authors of this report, and do not necessarily reflect the opinion or conclusions of Irish Aid.

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Acronyms and Abbreviations

ACODE	Advocates Coalition for Development and Environment
AMICAALL	Alliance of Mayors' Initiative for Community Action on AIDS at Local Level
CAO	Chief Administrative Officer
CEDOVIP	Centre for Domestic Violence Prevention
CHOGM	Commonwealth Heads of Government Meeting
CSF	Civil Society Fund
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DAC	Development Assistance Committee of the Organisation for Economic Cooperation and Development
DDP	Deepening Democracy Programme
DFID	Department for International Development
DGF	Democratic Governance Facility
EQ	Evaluation Question
ESP	Expanding Social Protection
EU	European Union
FAWE	Forum for African Woman Educationalists
FINMAP	Financial Management and Accountability Programme
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GoU	The Government of Uganda
HIV/AIDS	Human immunodeficiency virus infection / acquired immunodeficiency syndrome
HOM	Head of Mission
HQ	Headquarters
IFAD	International Fund for Agricultural Development
INGO	International Non-Governmental Organisation
IRCU	Inter Religious Council of Uganda
JAF	Joint Assessment Framework
JBSF	Joint Budget Support Framework
JLOS	Justice, Law and Order Sector
KPEP	Karamoja Primary Education Programme
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture
MDG	Millennium Development Goals
MOES	Ministry of Education and Sports
MOEM	Ministry of Energy and Mineral Development
MOFPED	Ministry of Finance, Planning and Economic Development
MOGLSD	Ministry of Gender, Labour and Social Development
MTN	Mobile Telephone Network
MTR	Mid-Term Review
NDP	National Development Plan

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NGO	Non-Governmental Organisation
NRM	National Resistance Movement
NUSAF	Northern Uganda Social Action Fund
OAG	Office of the Auditor General
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OPM	Office of the Prime Minister
PAC	Public Accounts Committee
PFM	Public Finance Management
PRDP	Peace, Recovery and Development Plan
SAGE	Social Assistance Grants for Empowerment
SARA	Scan, analyse, respond and act
SESEMAT	Secondary Science and Mathematics Programme
SIP	Sector Investment Plan
SME	Small and Medium Enterprise
TASO	The AIDS Support Organization
TIU	Transparency International Uganda
ToC	Theory of Change
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic Health Survey
UHRC	Uganda Human Rights Commission
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS,
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UPF	Uganda Police Force
UPSR	Uganda Poverty Status Report
UWONET	Ugandan Women's Network
WB	World Bank
WFP	World Food Programme

Executive Summary

Introduction

The purpose of this evaluation of Irish Aid's Country Strategy Paper (CSP) was to provide an independent, evidenced-based assessment of the performance of the CSP for the period 2010–14, as well as to identify lessons learned as an input into the design of the next CSP and to inform programming more broadly within Irish Aid. The evaluation took place in three phases (inception, fieldwork and reporting), with the fieldwork taking place between 26 October – 8 November 2014, including field visits to two sub-regions of the country: Karamoja and Busoga.

Context

Uganda is the second most populous land-locked country in the world, with a population of 34.9 million. Despite a drop in numbers below the poverty line of USD1 per day, from 56.4% in 1992/1993 to 19.7% in 2013, the country remains one of the poorest in the world. The country has experienced a marked increase in income inequality over the same period. Poverty is concentrated in rural regions, particularly the north. It is particularly severe in Karamoja, a geographically, economically and socially isolated area in the north east of the country. Over 80% of its one million inhabitants live below the poverty line.

The main drivers of economic growth are services, especially telecommunications, wholesale and retail trade. Natural resources are becoming a key potential driver of growth in Uganda, with major discoveries of oil found in the Western region. Social indicators in Uganda have improved, but the country is unlikely to meet all the Millennium Development Goals. Access to health and education varies notably across regions, and HIV and AIDS continue to affect a significant proportion of the population.

The political context in Uganda is becoming less favourable to civil society voices. Violence and discrimination against marginalized groups is also a concern in Uganda and inequalities still persist in women's rights and gender equity. Women are vulnerable to gender-based violence, which is still high, estimated at 56%. Furthermore, corruption is an increasing challenge in Uganda, with a worsening position in Transparency International's Corruption Perception Index and a number of high-profile procurement scandals. In November 2012, the discovery by the Ugandan Office of the Auditor General of the misappropriation of EUR 11.6m (including EUR 4m of Irish funds) of donor funds¹ in the Office of the Prime Minister, led to the suspension of funding to Government. This incident seriously

¹ Funds intended for the Peace, Recovery and Development Plan for support to Northern Uganda, including Karamoja

damaged the confidence of all donors, including Irish Aid, in using government systems and created tensions between donors and the Government of Uganda.

Irish Aid in Uganda

Uganda has been a partner country for Irish Aid since 1994, with Ireland also having strong connections with Uganda through the presence of Irish missionaries, dating back to the early 1900s. While Ireland has been a relatively small donor, it has gained respect through its sustained presence and historical linkages between the two countries.

The 2010-2014 CSP

The goal of the Irish Aid Country Strategy Paper 2010-2014 in Uganda was to reduce chronic poverty and vulnerability in Uganda in line with the Ugandan National Development Plan. The three key areas of support under the CSP were social service provision (education, HIV/AIDS, and gender-based violence), governance and promoting economic opportunities. The CSP sought to combine support to and learning from strong engagement in Karamoja with national-level assistance.

Following the October 2012 fraud in the Office of the Prime Minister, Irish Aid suspended funding to Government across the programme. A complete review of Ireland's way of operating in Uganda was conducted, and an Interim Programme was put in place for 2013 and subsequently extended for 2014 and 2015. The main areas of focus that had been part of the CSP were retained, although some sub-components/projects which had been receiving funding through government systems were discontinued.

A total annual budget of EUR 32m was originally approved for each year of the CSP, with funding to be disbursed through various financing modalities. Following the fraud, budget adjustments were made, which reduced the actual monetary contribution to the CSP to approximately half of the originally anticipated value. Up until 2012, much of Irish Aid funding was channelled through Government (46%). Following the fraud, the budget was revised, with annual budgets of EUR 12.5m in 2013 and EUR 21m in 2014. The channels of delivery also changed, with the majority of Irish Aid funding provided through fund management agents (70%).

Evaluation Findings

Findings on the design of the CSP

The original CSP design was relevant in terms of priority areas, but still broad. The focus on poverty, economic development, and governance reflected a combination of Government of Uganda, beneficiary and Irish Aid priorities. The CSP was true to the central priority of Irish Aid's support in developing countries, namely to address the plight of the most vulnerable. It also took account of the key cross-cutting issues, with the exception of environmental challenges. However, the CSP did not

sufficiently take into account indications that the Government was moving in a direction of less transparency in its engagement with donors and showing increasing signals that there was an overall weakening of Uganda's governance structures.

Assessment of the Implementation of the CSP and Results of Irish Aid's Work

At the output level, the **social services component** which included a focus on completion and retention rates in education, increased access to quality HIV prevention services, and addressing gender-based violence, produced tangible and widely acknowledged results in all three areas.

A combination of complementary activities in education (focusing on access and quality and including the important support to bursaries in Karamoja, Ireland's area of concentration) have increased access to education, contributed to improved quality of teaching, and changed attitudes towards education, in particular of girls. Prevention work in HIV/AIDS has been sustained through Irish Aid's contribution and used to fill gaps as donor priorities have changed. It has also leveraged better coordination. Innovative work in gender-based violence has been taken up by other organisations and has increased access to service provision.

The move from working mainly through government systems to a combination of management agents and working through NGOs following the fraud was relatively smooth in this component. However, it had an impact on the scope of the education construction work (which had to be downscaled) and resulted in the discontinuation of selected education interventions which targeted quality and were implemented directly by the Government of Uganda. The choice of an NGO as management agent for the work with the Ministry of Gender, Labour and Social Development was challenging in practice and the reverse accountability (of a ministry to an NGO) had consequences for the relationship between the two parties.

The **governance sector** was most hit by the suspension of funding through government systems, which were the main channel of delivery of support. Despite this this changed context, the sector has seen strong areas of progress. For the first time, Government of Uganda started preparing a consolidated government annual performance report under the Office of the Prime Minister.

A strong aspect is linkages that have been established between different service providers in the government sector, and between civil society and various government institutions, which has contributed to better access to rights and justice for the Ugandan people. This is very visible in Karamoja. The Justice Law and Order Sector and community policing registered some success, in particular in terms of improved services, security, referral of cases and changed attitudes at local levels.

The establishment of the Democratic Governance Facility enabled civil society organisations to continue to have strategic input into the governance sector and

human rights, although it has also increased competition between civil society organisations. The FINMAP financial management programme has been seen as delivering solid results with progress noted in improved budgeting and scrutiny by Parliament, as well as in strengthening the integrity of the Integrated Financial Management System. The gender and equity budgeting support led to positive results in the Karamoja sub-region with increased budget allocation for maternal and child health by district local governments.

Economic opportunities component was a new area. Some of the initiatives were in domains where Irish Aid had little experience. Irish Aid put in place programmes that were ambitious in scope, poorly designed, and which for a variety of reasons faced challenges in implementation. This resulted in practice in a loose combination of initiatives without explicit coherence. The engagement with Traidlinks which sought to respond to a new Irish Aid institutional priority did not produce the expected results. The livelihoods programme in Karamoja led to some positive changes but faced challenges in implementation and was far too short to be able to bring about durable change.

Developments in social protection have, however, been positive. There has been a strong shift in Government's attitude and commitment towards social protection. The social protection pilot successfully tested a new model of social protection involving grants to the elderly and provided valuable lessons for going to scale. A social protection policy is in place and has been approved at the highest level of Government. Irish Aid has also supported some valuable research and studies around the oil industry through International Alert, contributing to informing a crucial national debate.

Relevance, effectiveness, efficiency and sustainability of the Irish Aid engagement

The original CSP was broadly relevant but should have made tighter choices in reducing the number of areas of intervention and being more cognisant of the signs of broader change in the political economy. The OPM fraud justifiably triggered a strong reaction. However, a more detailed risk analysis and contingency planning at the outset of the CSP might have allowed Irish Aid to send a strong signal to the Government of Uganda in a way that involved less collateral damage to the programme. The changes following the OPM fraud shifted the balance towards greater civil society involvement and involved greater reliance on the use of management agents. This ensured continuity of a number of key activities and contributed to an enhanced civil society role which, while desirable, put pressure on the Government-civil society relationship. In the case of management agents, the choice was probably inevitable, given the lack of alternatives, to ensure continuity.

Irish Aid has been effective in highlighting the plight of the vulnerable at national level, particularly relating to Karamoja, and has helped develop strategies for

addressing issues of poverty and gender-based violence. Irish Aid's long-term commitment to education during a period of over ten years was identified by the evaluation as the single most effective input for addressing the goals that Irish Aid is committed to. Irish Aid has also been effective in a number of other areas, including gender-based violence, HIV/AIDS, and social protection. However, Irish Aid has also missed opportunities and made choices that undermine its effectiveness. It chose to engage broadly in complex areas, such as livelihoods and economic opportunities, where it had little experience.

Irish Aid's work was affected by the OPM fraud with the adjustments to the programme following the fraud, including the changes in implementation modalities and the annual approach to CSP programming for the latter three years of the CSP, reducing Irish Aid's effectiveness and efficiency in achieving the originally anticipated outcomes.

Despite the current year-on-year approach, there are several elements of the programme which have good prospects for achieving long-term sustainability. The Karamoja bursary programme has made an important impact and is likely to continue to do so.

Conclusions

The CSP design reflected the priorities of beneficiaries, the Government of Uganda and Irish Aid, and also a more streamlined approach, with clearer linkages between financial investment and policy dialogue, and greater focus on chronic poverty and vulnerability. However, it was overambitious, did not sufficiently respond to a changing environment, and was not sufficiently prioritised.

The OPM fraud and the subsequent changes resulted in a CSP that consisted of two very different phases. These changes impacted on the effectiveness and likely sustainability of some programmes in the second phase. Challenges in the second phase arose because of uncertainty about the medium-term continuity of the Irish Aid programme, short planning periods and more elaborate internal processes. At an external level, the programme was affected by a reducing coherence among donors.

Overall, Irish Aid has contributed to some very important inroads into reducing poverty and promoting asset creation, expanding access to social services (including in terms of justice) and generating greater awareness around gender and gender-based violence. This has been due to (i) the important social capital that Irish Aid has built up over time, building on Ireland's acknowledged neutrality and openness; (ii) Irish Aid's consistent focus on vulnerability, on the poor and the marginalized; (iii) the focus on Karamoja, an area which has very significant challenges, which is difficult to understand, and hard to reach; (iv) the quality of its technical inputs through an experienced, strong, and highly competent locally recruited team in some of the key domains where it intervenes; and (v) an effective combination of its aid and diplomatic engagement, with the work in HIV/AIDS and social protection being

good examples of a whole of Embassy approach. Irish Aid's commitment to providing educational opportunities in Karamoja has been important, whereas the economic opportunities component has been disappointing, with the exception of social protection. The management of the Traidlinks partnership has been a heavy burden for the Embassy.

Recommendations

Scope of the programme

In the next CSP Irish Aid should be both strategic and modest in terms of what it takes on. Durable impact can be achieved through sustained investment in some of the basic ingredients for development, e.g. access to education. While such interventions might not always be as politically interesting as those in other areas, they reflect areas of strength that Irish Aid has had, as well as a modest approach to the contribution that Irish Aid can make.

Irish Aid should use the coming year and the findings of this evaluation to make decisions on how to reduce the level of ambition of its programme, focusing on depth rather than breadth. This would ensure that Irish Aid can a) capitalize on its comparative advantage; b) build on progress made so far; and c) continue to make a difference over the next CSP period. In the opinion of the evaluation team, areas that lend themselves to this include gender-based violence, education, justice, law and order, HIV/AIDS, and social protection. Irish Aid's role in influencing should continue to be central in the next CSP. This approach is also compatible with continuing to take a special interest in Karamoja.

Anticipating and managing risks

A more structured risk assessment as part of the CSP design and planning process and a better system for monitoring and reporting changes during implementation should be put in place by HQ and explicitly implemented for the next Uganda CSP. This will ensure that the evolving environment is given more attention and is taken into account in design and implementation. This should follow the principle of containment, with the aim of ensuring that risk incidents in particular areas of the programme do not necessarily jeopardise every component of the programme (the "fuse box" principle).

Sector priorities and modalities

Irish Aid should continue its engagement in the justice, law and order sector and in governance. Governance and fiscal management are crucial in contributing to poverty alleviation. Irish Aid's continued support to the Office of the Auditor General has been important in this respect, together with the activities in the justice sector. However, the effectiveness of these activities is currently constrained by the modalities that are being used.

Irish Aid should review in the coming period how other donors have

worked with modalities that strengthen government systems and develop a strategy, in close consultation with HQ, that considers a cautious and conditional engagement in government systems while introducing essential safeguards in areas that are critical to the governance and the fiscal management agenda and that are complementary to the efforts of other like-minded partners.

Given the critical state of the HIV/AIDS response, and Irish Aid's acknowledged added value, Irish Aid should continue to play a lead role in the HIV/AIDS response with a view to increasing financial participation by the state and other actors from a social responsibility perspective. This evaluation recommends an even stronger shift to advocacy/technical support that focuses on increasing Government and private sector participation in the funding of the HIV/AIDS response and that envisions a reduction in the proportion of donor funding in the medium term – with strong engagement from the diplomatic and trade dimensions of the Embassy's role. In addition, Irish Aid may want to consider a limited number of 'gap filling' activities that are conditional to performance and complementary to areas of priority.

Irish Aid has played a unique and important role in addressing gender-based violence. This work is producing promising results and should continue to be part of the next CSP.

Karamoja

Continued engagement in Karamoja should be an important component of the next CSP. This should focus on continuing work in areas where Irish Aid's support has been successful and where Irish Aid has comparative advantage, in line with the overall focus of the CSP as under the preceding recommendation.

Irish Aid should develop a strategy for strengthening coordination, for joint planning, and for bringing about synergies in Karamoja – an area where it could envision a lead role, given its convening power, acknowledged neutrality and deep understanding of the context. Support to Karamoja should include strengthening the Karamoja office, research to support decision-making, and giving the office more responsibility for technical supervision and support. Support to bursaries for Karamojong pupils should be an important focus of the programme in Karamoja.

Policy influence

The Embassy should make influencing priority agendas and areas that it has close affinity to a central aspect of the next CSP. The year 2015 can be a useful preparatory year for developing a strategy/advocacy plan for this and for identifying areas of focus. This evaluation has shown how Irish Aid very effectively combined its diplomatic and development agendas, and the unique social capital that it has, to engage with difficult and thorny issues, and has made progress on them.

This thinking should capitalise on a strong engagement with the Embassy in Nairobi around ways to further advance the Africa Strategy and ensure that Irish Aid's engagement in Uganda is informed by regional trends and issues.

Economic opportunities

Irish Aid should review its engagement in the economic opportunities agenda critically in light of the findings of this evaluation. The scope of its engagement under economic opportunities should be scaled down to its current engagement in social protection and the continuation of the work that has been done through International Alert around conducting studies and disseminating findings, which would feed into the priority areas of the next CSP and does not necessarily have to be part of an economic opportunities agenda. Should continue engagement in economic opportunities be part of the next CSP, the Embassy should give priority to strengthening its internal capacity through careful analysis and design, which is realistic about where Irish Aid can add value, and through ensuring that the human resource and financial implications of any proposed engagement are adequately taken into account.

Irish Aid should rethink the engagement with economic development / opportunities to focus on actions that are complementary rather than direct interventions in the sector. This could include further strengthening and expanding Irish Aid's work around gender and gender-based violence, given the particularly negative impact of expanding oil and other natural resource extraction on women, as well as continuing its advocacy and research role on the impacts of oil and natural resource extraction on specific regions and aspects of development based on experience under the current CSP. It could also play a supporting role as an Embassy to ensure that Irish businesses that wish to engage in Uganda are aware of the context.

Irish Aid should consider commissioning, early on in the new year, a further independent evaluation of Traidlinks, if further information for decision-making is required. Any continued support to Traidlinks under the next CSP should also be funded and managed from Dublin. This would be entirely coherent with the fact that Traidlinks was conceived at HQ level as a pilot programme that happened to be set in Uganda and would make it more feasible for the Embassy to have a role which is coherent with its level of responsibility.

Aid coordination

Engaging with the efforts to enhance coherence among donors and to rebuild relations with Government that reflect a new type of relationship given the evolving context should be an important priority for the next CSP. Irish Aid's contribution as a unique and highly respected partner in Uganda that is close to Government and its global role as a leader in aid effectiveness are important assets that can add value to these efforts.

Lesson learning

Developing capacity internally for lesson learning, and re-engaging more strongly in monitoring, should be a key activity in 2015 in preparation for the new CSP. The findings from such lesson learning and monitoring will be important inputs into the dialogue with other donors.

1. Introduction

1.1 This report presents the findings and conclusions of the independent evaluation of Irish Aid's Country Strategy Paper (CSP) for the period 2010 to 2014. The evaluation was conducted by Mokoro Ltd on behalf of Irish Aid between July and December 2014.

1.2 The purpose of the evaluation was to:

- Provide an independent, evidenced-based, assessment of the performance of the Irish Aid CSP in Uganda between 2010 and 2014;
- Identify lessons learned as an input into the design of the next CSP and also to inform programming more broadly within Irish Aid.

1.3 Five main evaluation questions and a number of sub-questions were identified in preparation for the evaluation, to guide the team's inquiry. The evaluation questions (EQ) are presented in Table 1 below.

Table 1 Main Evaluation Questions and Sub-questions

EQ1	Was the design of the CSP in line with needs and priorities?
1.1	To what extent was the choice of objectives, strategies, thematic areas/sectors, and partners in the CSP consistent with the priorities and needs of the target group in Uganda?
1.2	Was the balance between engagement at national level and local level in line with these priorities and with the focus on the most vulnerable?
1.3	Have Irish Aid's commitments to cross-cutting issues (HIV&AIDS, Governance, Gender and Environment) been appropriately integrated and aligned across the programme to reflect Irish Aid priorities?
EQ2	What have been the results of Irish Aid work?
2.1	To what extent did the Irish Aid CSP contribute to its stated objectives (at the level of results) and to meeting the developmental challenges, priorities and the needs of the target groups in Uganda?
2.2	How effective and efficient were the different financial instruments / aid modalities and delivery mechanisms during the implementation of the CSP?
EQ3	What accounts for the results (or lack of results)?
3.1	How coherent was the Irish Aid country programme (including between the political, trade and development functions of the Embassy), both in its design and in its implementation?
3.2	How coherent was the Irish Aid programme with the programmes of other actors in Uganda?
3.3	How coherent was the design and delivery of support to Karamoja?
3.4	What has been learned about CSP performance from the relationships between the planned, emergent, reprogrammed and actual implemented strategies?

EQ4 Has Irish Aid followed a clear and consistent strategy?

- 4.1 To what extent did the Theory of Change (implicit and/or explicit) underpin the Programme strategy, and was this validated and streamlined within Irish Aid and their partners?
- 4.2 Have the CSP inputs, activities and outputs adequately reflected the goals, priorities and strategies of the CSP?
- 4.3 How effective and efficient were the monitoring and evaluation process used during the implementation of the CSP?

EQ5 How sustainable are the changes that have taken place as a result of Irish Aid's efforts?

- 5.1 To what extent are the results and achievements to date likely to be replicable and sustainable?
- 5.2 Are there linkages between the outcomes to which Irish Aid has committed and contributed and observable medium to longer term impacts for Programme beneficiaries?

1.4 A full overview of the evaluation questions can be found in the terms of reference for this assignment which are in Annex A.

1.5 This report consists of seven chapters. The remainder of the report is organized as follows: Chapter 2 provides a brief overview of the evaluation approach and methodology and Chapter 3 provides a summary background on Uganda, its recent history, development and economic progress, and the aid environment. Chapter 4 provides an overview of Irish Aid support to Uganda. Chapter 5 discusses the findings of the evaluation with respect to the key evaluation questions. The main conclusions of the evaluation are brought together in Chapter 6. Finally, Chapter 7 outlines the recommendations of this evaluation, which can feed into the preparation of the next Irish Aid CSP. The report is supplemented by several Annexes, which are listed in the Table of Contents.

1.6 The report is accompanied by two learning briefs, one on aid modalities in Uganda and the other on Irish Aid engagement in Karamoja. These papers serve as stand-alone documents.

2. Evaluation Process and Methodology

2.1 The aim of the evaluation was to assess the current Irish Aid programme and produce recommendations to inform future strategic planning. In order to answer the evaluation questions the evaluation systematically reviewed the relevance, logic and coherence of the CSP against the context in which it was implemented and against the overall goals of Irish Aid. The evaluation also reviewed the implementation of the CSP, in particular with respect to the efficiency and effectiveness of the programmatic interventions, and in this context was able to draw a number of conclusions about the sustainability of the interventions supported by Irish Aid.

2.2 The methodology used in the evaluation combined a Theory of Change approach with Contribution Analysis. The Theory of Change provided insights into how inputs were expected to contribute to final results via outputs and intermediate and final outcomes. The methodology further provided clarity on the connections between design, processes, and outcomes. This approach was then used to compare what was expected to happen with what happened in reality.² Contribution Analysis complemented the approach by explicitly recognizing that Irish Aid's actions were part of a much broader context in which a range of actors contributed to the same interventions that Irish Aid was supporting.

Box 1 Categories of stakeholders consulted

- Irish Aid staff (former and current) at headquarters
- Irish Aid staff (former and current) in Uganda
- Government of Uganda officials from central and sub-national levels
- Development partners
- Programme implementers (NGOs and others)
- Programme beneficiaries
- External informants such as researchers and independent persons

2.3 In terms of data collection, the evaluation combined a review of relevant literature with data collection in Uganda. The data collection was guided by an evaluation framework (Annex B) which linked the evaluation objectives to areas of enquiry and detailed evaluation questions, and identified for each area the manner in which data would be collected. The framework was used as a guide to recording and triangulating the team's findings, and for ensuring that all areas of the evaluation were addressed in full.

2.4 The evaluation was conducted in three phases:

- **Phase 1: Inception.** This phase took place between July and September 2014. It consisted of a review of key documentary sources, interviews with Irish Aid programme staff, and an inception mission to Uganda led by the team leader, which also included stakeholder-focused interviews in addition to a review of secondary resources. A key output of this phase was the Inception Report, which outlined the methodology for the evaluation.
- **Phase 2: Fieldwork.** The fieldwork took place between 26 October and 8 November, 2014. During this period the team met a range of stakeholders (see Box 1 above and Annex C). A full list of interviewees can be found in Annex D. An interview compendium brought together notes from all the interviews to ensure all team members were abreast of all information and to ensure the most efficient analysis possible of the interview data. Field visits were carried

² The utility of a Theory of Change for evaluation work emerges from the need to lay out a sequence of outcomes that are expected to occur as the result of an intervention, and to enable evaluators to develop an evaluation strategy around tracking whether these expected outcomes are actually produced. It also provides an understanding of where, how, and why this change process has worked, and where it was not achieved.

out in two sub-regions of the country: Karamoja and Busoga.³ In Kampala the team held a debriefing with Irish NGOs and with Embassy staff and senior management.

- **Phase 3: Reporting.** Draft and final report preparation took place in December 2014 and January 2015. This final version takes account of the comments received from Irish Aid.

2.5 Throughout the evaluation, the focus was on ensuring a participatory process. The production of an inception report, the initial briefing of stakeholders in country, a subsequent debriefing and the circulation of a draft report for comment were all intended to ensure full participation of stakeholders in the various phases of the evaluation.

3. Context for the Evaluation

3.1 Uganda is the second most populous land-locked country in the world, with a population of 34.9 million (UBOS, 2014). It gained independence from Britain in 1962. The transition to independence was dominated by turbulence and unrest. Political power struggles and clashes with neighbouring countries played out against a backdrop of complex internal fighting between Uganda's different ethnic groups.

3.2 In 1986 Yoweri Museveni led the National Resistance Movement to power, and in 1996 he won a democratic presidential election. There was a period of reform, including the adoption of a revised constitution which allowed for a more developed democratic system and the pro-market restructuring of the economy, signalling positive recovery from the war-torn situation of previous years. However, Uganda's involvement in the neighbouring Democratic Republic of the Congo on the side of the rebels in the late 1990s and the protracted civil war with the Lord's Resistance Army in Northern Uganda impeded progress and stability in the ensuing years.

3.3 Since the mid-2000s, the country has transitioned towards relative political stability and sustained economic growth, although the political system has become less pluralistic in recent years, with the President, after the constitution was amended to abolish term limits, assuming a sixth term in office in 2011. Uganda's real growth of Gross Domestic Product (GDP) in the 1990s and 2000s averaged around 7% per year. In spite of a significant drop in numbers below the national poverty line of US\$1 per day, from 56.4% in 1992/1993 to 19.7% in 2013 (UPSR,

³ The team used a combination of individual and group meetings and focus group discussion to collect data. Stakeholders include district and sub-county authorities, stakeholders from the education sector (teachers, students mentors and scholarship beneficiaries), livelihoods partners (INGOs, NGOs, women's associations, community leaders), traditional authorities, kraal peer educators, GBV stakeholders (NGOs, legal professionals, health workers, police, community volunteers, religious representatives and beneficiaries) and NGOs working under the DGF.

2014),⁴ the country remains one of the poorest in the world. Uganda's economy has been susceptible to external shocks, including the global economic crisis, volatility in international commodity prices and fiscal profligacy in the run-up to the 2011 elections. As a result, inflation soared to over 30% in 2012 and real GDP growth hit a low of 2.8% in 2012 but recovered to 5.6% in 2013 (CIA, 2013). A tightening of monetary policy in 2013 resulted in macro fundamentals being brought back into line with national commitments.

3.4 The main drivers of economic growth are services, especially telecommunications, wholesale and retail trade and, to a lesser extent, public administration (WB, 2013). The service sector has had a stable share of the economy, with 46.8% of GDP (WB, 2013). Industry has seen its share rise from 25.0% to 28.7% between 2005 and 2013. The contribution of agriculture has fluctuated sharply year on year (e.g. 26.7% in 2005, 22.7% in 2008, and 24.5% in 2013 (WB, 2013).

3.5 Structural change is increasingly evident in the occupational composition of the labour force. Although most of the population is engaged in agricultural activities, only 42% of households rely on subsistence agriculture as their main source of earnings, while private non-agricultural wage employment has been growing at 12% per year, which is the second highest rate in Africa (UNDP, 2013).

3.6 Natural resources are becoming a key potential driver of growth in Uganda. Since 2008, major discoveries of oil have been made around Lake Albert in Western Uganda. So far, 6.5 billion barrels of oil equivalent have been estimated with 1.4 billion barrels of these resources estimated to be recoverable (MOEM, 2014). Government revenue at peak production could be in the order of US\$2 billion to over US\$3 billion annually, possibly more than double Uganda's current budget (WB, 2014b). Donor-sponsored mineral mapping surveys have also charted beryllium, chromium, copper-cobalt, gold, iron ore, lead, limestone, lithium, marble, tin, titanium, tungsten and uranium in Uganda. The Government's National Development Plan 2010/11–2014/15 cites the mineral and petroleum sectors as two of the eight primary growth generators for Uganda's future and the Government has put a firm focus on investing in infrastructure to enable the extractive industry to be operational. The Government has committed to a vision of becoming a middle-income country within 25 years, although this is unlikely to be achieved based on the current growth trajectory.

3.7 Poverty reduction has been a key priority for the Government of Uganda. In 1997 the Poverty Eradication Action Plan was developed as the vehicle for translating the country's long-term development aspirations into specific achievable goals. The

⁴ The multidimensional poverty index for Uganda (UMPI) captures multiple aspects of poverty, with education, health, access to public utilities and housing conditions, and access to information taken to comprise the four key dimensions of wellbeing.

poverty eradication vision is part of the current National Development Plan, but with an additional emphasis on economic transformation and wealth creation.

3.8 Despite a significant reduction in income poverty (see ¶3.3 above) the country has also observed a marked increase in income inequality over these same two decades resulting in 50% of the income share now being held by the wealthiest 20% compared to 6% held by the poorest quintile of the population and 2% by the bottom income decile (WB, 2013). Per capita income has only risen by 4% in the past twenty years, in part due to high population growth. At 3.3% per year, the population growth rate in Uganda is among the highest in the world, and it has remained stable since 2004. Urban population growth outpaces rural population growth (with rates of 5.4% and 2.9% respectively) (WB, 2013). UNDP's 2014 Human Development Index ranks Uganda at 164 out of 187 countries.

3.9 Poverty is concentrated in the rural regions and has deep-rooted geographic, historic, sociocultural, political and economic characteristics. The poorest areas of the country are in the north, where poverty incidence is above 40% and exceeds 60% in many districts. This area is also the centre for outbreaks of civil strife which have disrupted farmers' lives and agricultural production (IFAD, 2013).

3.10 Poverty is particularly severe in Karamoja, a geographically, economically and socially isolated area in the north-east of Uganda which has a harsh and difficult climate. Its population represents only 3% of the population of Uganda and is mainly pastoralist and semi-nomadic which has further contributed to the lack of understanding of its culture and way of living. 82% of Karamoja's one million inhabitants live below the poverty line (UBOS, 2010), making it the most impoverished area in the country. The region is affected by serious malnutrition, poor health (including rapidly increasing levels of HIV and AIDS), and a lack of access to basic services and livelihood markets. As in many areas of the country, women and girls in particular face challenges. Conflict and insecurity have compounded these problems although the region has become more stable in recent years. Nonetheless, Karamoja is also a region with potential. It is an ecologically diverse area, with opportunities for crop and livestock production, and natural resources, and it has attractions for tourism.

3.11 Social indicators have improved, but the country is unlikely to meet all of the Millennium Development Goals (see Annex F). Life expectancy for the citizens of Uganda increased from 51.9 years in 2004 to 58.6 years in 2012. Access to social services is notably different across regions, as are health and education outcomes, with the northern region, again, disproportionately disadvantaged. A targeted response and the introduction of a mass education programme in the mid-1980s when HIV prevalence had reached epidemic proportions reduced the prevalence to 7.2% of the adult population (Ministry of Health, 2011). However, HIV and AIDS continue to affect a significant proportion of the population, particularly among young people (15 to 24), and Most at Risk Populations where rates are creeping up

again. HIV prevalence in Uganda has consistently been higher among young women compared to men since the early years of the epidemic.

3.12 Ugandan civil society organisations (CSOs) have been instrumental in developing political participation and in monitoring progress from an independent perspective. However, freedom of expression has been increasingly restricted and CSOs' reliance on external resources makes them vulnerable to the interests of funders. Constitutional reforms in 2005 saw the lifting of a 19-year ban on political opposition activity, but in practice President Museveni and the National Resistance Movement have an entrenched hold on power. Human rights reports describe a political context which is becoming less favourable for civil society voices. Human rights abuses have been perpetrated in the context of suppressing public criticism and political opposition (UHRC, 2014).

3.13 Violence and discrimination against marginalized groups are also a concern in Uganda. Uganda's human rights record has faced strong criticism since 2013 when Parliament sought to introduce long-term prison sentences for homosexuality and 'promotion' of homosexual practices. This law was subsequently nullified on the grounds that it was passed without a quorum. However, it did lead to questions by various international institutions and bilateral agencies in 2013 and 2014 over the continuation of donor assistance.

3.14 Whilst women's rights and gender equality are formally acknowledged by the Government as integral to the development process and have led to the establishment of various national mechanisms and frameworks, inequalities persist. The country was ranked 73rd out of 86 in the 2012 Social Institutions and Gender Index (OECD, 2012a). Discrimination against women and girls in the economic, social and political sectors limits female economic autonomy and access to education, and leaves women vulnerable to gender-based violence (GBV). GBV is still high, estimated at 56.1% (UDHS, 2011), and discrimination against women in Uganda through traditional rules and practices that exclude them or give preference to men persist, constraining women's empowerment and economic progress (GoU and Irish Aid, 2014).

3.15 In 2012, Uganda received USD 1.66 billion in official development assistance (ODA) which accounted for 9.9% of the country's gross national income. The bulk of ODA to Uganda targeted the health sector, accounting for 38.3% of all ODA received in 2012, followed by other social sectors (18.2%) and economic infrastructure and services (12.8%). There has been a downward trend in ODA in recent years from USD 1,723m in 2010 to USD 1,578m in 2011 and USD 1,655m in 2012. General budget support accounted for USD 68.8m in 2012, down from over USD 300m in 2011. The top three donors to Uganda are the USA (USD 396m), the World Bank (USD 188m), and the EU (USD 160m) (see Annex F).

3.16 Corruption is an increasing challenge in Uganda, with a worsening position on Transparency International's Corruption Perception Index (ranked 140/177 in 2011) and a number of recent high-profile procurement scandals.⁵ According to Afrobarometer, 2008, corruption is widespread, and perceived to be highest in local government, tax authorities and the police. While various institutions have been established to tackle corruption and are playing an important role in strengthening accountability (such as the Office of the Auditor General), implementation of sanctions against corruption is weak (Global Integrity, 2009). The African Peer Review Mechanism, 2009, estimated that over UGX 330 billion (USD 184m) is lost every year to corruption in procurement, which represents around 7.5% of government spending. In 2010, revelations by the Auditor General highlighted misuse of funds for the 2007 Commonwealth Heads of Government Meeting held in Kampala (PAC, 2010). The United Kingdom's Department for International Development (DFID) did not reinstate its support to General Budget Support following this misuse of funds (OECD, 2012c).

3.17 In November 2012 new accusations of fraud led to the suspension of budget support to the value of around USD 300m by various major international donors (Austria, Belgium, EU, Ireland, Germany, Sweden). The Ugandan Office of the Auditor General discovered that EUR 11.6m of donor funds had been misappropriated, including EUR 4m of Irish Funds. The report highlighted that the corruption involved senior level collusion across the Office of the Prime Minister (OPM), the Accountant General's Office and the Bank of Uganda. Collusion between individuals was central to the corruption, leading to various investigations and suspensions. Since 2012 work has been undertaken to rectify weaknesses in controls in the Accountant General's office as well as within the Bank of Uganda. Controls have been strengthened, including with support from the Joint Budget Support Framework of the government financial management reform action plan (JAF, 2014). However, this incident, which was closely followed by the events around the anti-homosexuality act, created tensions between donors and the Government.

4. Irish Aid in Uganda

4.1 Historical Context

4.1 Uganda has been a partner country for Irish Aid since 1994, and Irish Aid's development programme has seen five successive CSPs up to 2014. The annual programme has grown from 700,000 Irish Pounds in 1994 to reach a peak of EUR 41.8m in 2008, with a current level of EUR 21m.

⁵ According to Cammack, 2007, since independence Ugandan politics has been dominated by personalised rule and concentration of power in a small circle of leadership within the NRM and the top ranks of the military. The move towards political competition has reinforced a neo-patrimonial system, where desire to retain power by the President and the NRM has undermined reform, effective policy-making and social cohesion.

4.2 In addition to its development focus, Ireland also has strong connections with Uganda through the presence, dating back to the early 1900s, of Irish missionaries. It is not uncommon to come across Ugandans in various walks of political and economic life who studied under Irish nuns or priests, and/or who spent time in Ireland on scholarships.

4.3 While Ireland has been a small donor in the overall development context, it has gained respect through its sustained presence and historical linkages and through the perceived similarities between the two countries (religion, history of occupation), as well as through its good relations with Uganda.

4.2 Irish Aid Strategy

4.4 The overall goal of the Irish Aid Country Strategy Paper for Uganda for 2010–2014 was to reduce chronic poverty and vulnerability in Uganda in line with the Ugandan National Development Plan. This CSP followed on from earlier CSPs which have seen a gradual evolution from project-based approaches in the 1990s to predominantly sector and general budget support modalities under the 2007–2010 CSP. The previous CSP had also seen efforts to reduce the number of areas of engagement, in line with concerns that the programme was being spread too thin, and with donors' focus on division of labour.

4.5 The CSP 2010–2014 in some ways represented a continuation of the areas of focus under the previous programme (see Chapman *et al*, 2009). However, it took an explicit two-track approach which had not been evident under the previous programme and sought to combine support to and learning from a strong engagement in Uganda's most impoverished region (Karamoja) with national-level assistance. The three key areas of support under the CSP were:

- Social service provision (education, HIV/AIDS and Gender-Based Violence);
- Governance (which was also a focus in the earlier CSP); and
- The new area which had been identified in the evaluation of the previous CSP, namely promoting economic opportunities.

Table 2 Key areas of support under the two CSP periods

CSP 2007-2009	CSP 2010-14
Human Development <ul style="list-style-type: none"> • Education • HIV/AIDS 	Social Service Delivery <ul style="list-style-type: none"> • Education • HIV/AIDS • Gender-based violence
Governance <ul style="list-style-type: none"> • Justice Reform • Public Sector Management • Democratic Accountability 	Governance <ul style="list-style-type: none"> • Democratic governance; Justice Law and Order • Effectiveness and efficiency of government systems • Civil Society Support
Economic Management <ul style="list-style-type: none"> • Strengthening the budget process and supporting pro-poor economic policy reform 	Economic Opportunities <ul style="list-style-type: none"> • Assets and economic opportunity of the most vulnerable in Karamoja (Peace, Recovery and Development Plan, Social Protection,

- Support to the private sector (Livelihood Support)
- Capacity of Ugandan institutions (public and private)

4.6 Table 3 below describes the components that were identified in order to meet the CSP objectives.

Table 3 Main Components and Areas of support: CSP 2010–14

Programme Component	Description	
Social Service Delivery	Improving education quality	Curriculum reform in primary education, teacher training, personnel management, regulations, and in-service training in science and maths for secondary school teachers with support from the Curriculum Development Centre, Education Service Commission, and SESEMAT
	UNICEF – teacher mentoring in Karamoja	Building capacity of centre coordinating tutors and inspectors to support primary teachers’ capacities in applying Basic Requirements & Minimum Standards in all primary schools in Karamoja.
	Bursaries for Karamoja and Acholi regions	Bursaries and mentoring of Karamojong children at secondary education and university levels (by FAWE), and in Acholi for secondary education
	Karamoja Primary Education Programme	Prioritisation of infrastructure improvements in the primary sub-sector, targeting 21 schools in Karamoja.
	Support to vocational education	Support to St. Simon Peters Vocational Training Centre to improve the quality of Vocational Education and Training to enable the youth participate in the oil and gas and related sectors through support to electrical installation and welding trades
	HIV/AIDS	Support, with DFID and Danida, to quality HIV prevention services for the most vulnerable. Includes the Civil Society Fund focused on scaling up evidence-based prevention activities, improved access to quality services provided by non-state actors, ‘hard to reach areas’ and a more equitable allocation of resources around prevention.
	Gender-Based Violence (GBV)	Strengthening of Government response to GBV through a multi-sectoral reference group, improved donor coordination, addressing GBV in Sector Reviews, and advocating for a national GBV strategy.
Governance	Civil Society Support Programme	Support to a small number of CSOs in promoting human rights, anti-corruption work and supporting the chronically poor and marginalised.
	The Joint Budget Support Framework	Mechanism for joint discussion and monitoring of principles and structures for budget support. The focus is on reducing transaction costs and promoting a harmonised approach. No funding here.
	Deepening Democracy Programme, including	Enhancing democracy through support to the Electoral Commission on voter education; capacity building for a multiparty political system;

Programme Component	Description	
Democratic Governance Facility	strengthening parliamentary autonomy/oversight; supporting civic engagement; and strengthening the capacity of the media to enhance election related programmes	
Financial Management and Accountability Programme	Support to FINMAP, the Auditor General and Parliamentary Financial Accountability Committees to improve the efficiency and effectiveness of PFM and accountability within Central and Local Government	
Gender responsive and equitable budgeting	Support to the Ministry of Finance, Planning & Economic Development in budget tracking on equity, training on gender & equity for local government, and analysis on gender, chronic poverty and vulnerability.	
Justice Law and Order Sector (JLOS)	Strengthening of the justice sector, focusing in particular on transitional justice, gender-based violence, corruption and policing.	
Building Economic Opportunities	The PRDP for Karamoja	Support to the Peace, Recovery and Development Plan (PRDP) in Northern Uganda, a three-year plan aiming to consolidate peace and security as well as recovery and development in the region. Irish Aid funds to flow through the Ministry of Finance.
	Social Protection	Implementing a social protection system for elderly vulnerable persons as a core part of Uganda's national planning and budgeting processes through implementation of a cash transfer pilot.
	Livelihoods and economic opportunities in Karamoja	Support to civil society organisations to address specific problems facing pastoralists. Areas of attention included access to public services (health, education, extension, water), building peace and security, and interaction with state authorities.
	Traidlinks	Funding of an Irish not-for-profit organisation to support private sector development in Africa.
	Strengthening capacity and transparency in the emerging oil sector	Capacity building to ensure that the worst risks associated with increased resource exploration in Uganda are mitigated and that the natural resource benefits the Ugandan population at large

4.7 Neither the enhanced support to Karamoja nor the new economic opportunities areas were fully identified in the CSP. This decision left room for the Embassy to develop these areas during the initial implementation period of the CSP.

4.8 The CSP was approved in February 2010 and it was planned to have a mid-term review two and a half years into the programme, to provide an opportunity to review progress overall for the CSP and to allow for specific components to be adjusted. However, the discovery in October 2012 by the Office of the Auditor General of fraud in the Office of the Prime Minister involving Irish Aid and other donor funds led to the suspension of Irish funding across the programme and triggered a complete review of Ireland's way of operating in Uganda. This event

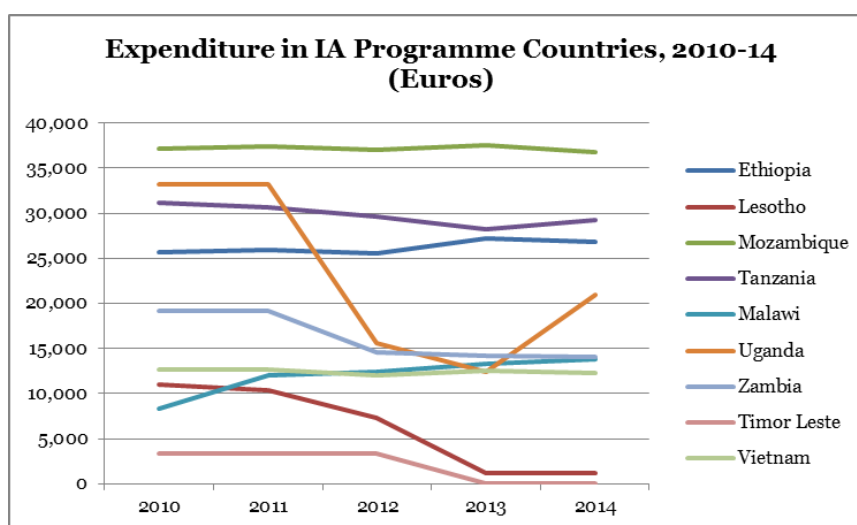
seriously damaged the confidence of all donors, including Irish Aid, in using government systems.

4.9 After the discovery of the fraud, the planned mid-term review of the CSP was cancelled and an Interim Programme (Irish Aid, 2013d) was put in place for 2013 in lieu of the CSP. The Interim Programme was subsequently extended with a second separate Interim Programme (Irish Aid, 2014e) for 2014. A further interim programme is planned for 2015. During these revisions the main areas of focus that had been part of the CSP were retained (with budget cuts), but the portfolio was reorganized into three more streamlined components rather than the eight objective areas that had characterized the previous CSP. For purposes of monitoring and reporting, the successive Interim Programmes became discrete annual programmes.

4.3 Funding to the CSP

4.10 An annual budget of EUR 32m was approved for the Uganda CSP, making it the second largest Irish Aid programme out of nine key partner countries at the time (see Figure 1 which also highlights the impact of the OPM fraud on disbursements).

Figure 1 Irish Aid Bilateral ODA, Partner Countries



Source: Irish Aid Annual Reports

4.11 Funding for the CSP was to be disbursed through various financing modalities including conventional project support, basket funds and other arrangements jointly with other donors, and targeted Sector Budget Support, reflecting the modalities that other donors were favouring at the time. In the first period of the CSP, prior to 2012, much of the Irish Aid funding was channelled through Government (46%), just under one third was provided through fund management agents/fund holders, 16% to international and local NGOs, and just over 5% through United Nations organisations.

4.12 The OPM fraud was discovered in October 2012 and resulted in a revision of the programme budget. For 2013, expenditure of EUR 22.5m was approved,⁶ and in 2014 a budget of EUR 21m was approved for the Interim Aid Programme to Uganda (out of the anticipated EUR 32.75m for that year before the OPM fraud). It should be noted that this reduction took place in a context where budgets for development aid had been declining since 2009 due to the overall budgetary situation in Ireland. The EUR 4m misappropriated funds were restituted to the Irish Government on the 27th of December 2012 – two months after the discovery of the fraud.

Table 4 Actual Expenditure by Irish Aid Programme Components, Uganda 2010–2014 (EUR)

	2010	2011*	2012	2013*	2014 (budgeted)	Totals
Governance	10,469,351	9,670,347	3,214,344	3,050,000	3,650,000	30,054,042
Social Service Delivery	15,063,019	14,799,711	7,829,594	8,430,648	12,720,000	58,842,972
Business Development and Economic Opportunities	6,461,005	3,564,795	3,803,769	4,218,516	3,530,000	21,578,085
Process Fund and Programme Management	1,204,819	1,069,730	807,508	658,352	1,100,000	4,840,409
Total Programme Expenditure	33,198,194	29,104,583	15,655,215	16,357,516	21,000,000	115,315,508

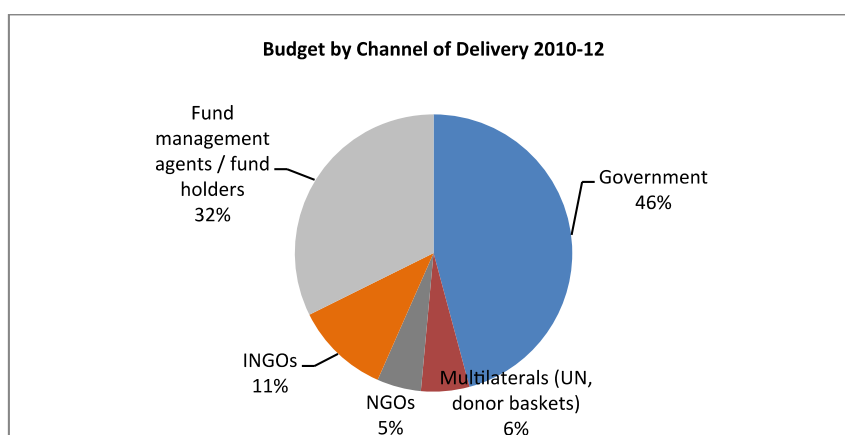
Source: The figures for 2010–2013 inclusive are derived from audited accounts, and the 2014 figure is from the IDC approved budget. The actual expenditures vary from the original budget, due to the misappropriation of funds in 2011. The original budget for the CSP can be seen in Annex G.

* In 2011, EUR 4,000,000 from the Business Development and Economic Opportunities expenditure meant for the PRDP was misappropriated in a high level fraud in the Office of the Prime Minister in 2011. This money was refunded in December 2012 by the Government of Uganda and re-programmed in 2013.

4.13 The channels of delivery also changed considerably. The majority of Irish Aid funding (70%) was provided through fund management agents from 2013 onwards. Of these, just over half the funds went to fund holders (i.e. entities that receive funds for onward granting to other organisations such as local NGOs), and the remainder to fund management agents (such as Deloitte Uganda and Maxwell Stamp) who make payments on behalf of Irish Aid. The proportion of direct grants to NGOs (international and local) and to multilateral organisations increased marginally. Government directly received just 3% of Irish Aid funds in 2014.

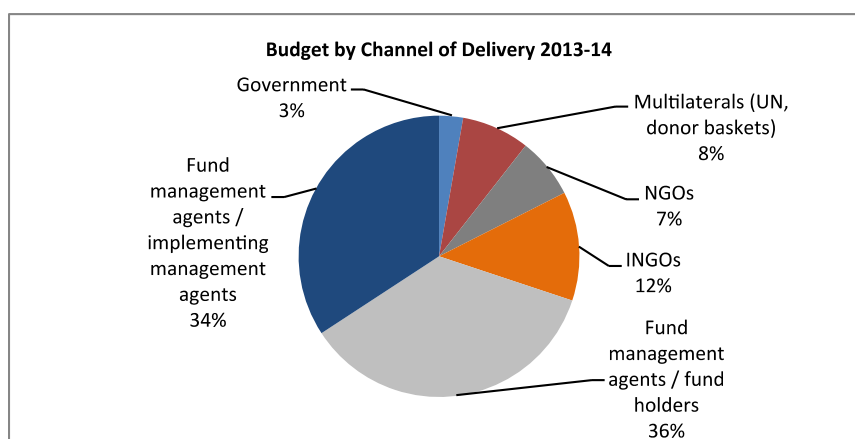
⁶ Consisting of 12.5m approved funding, authorisation to spend the EUR 4m that was recovered from the Ugandan Government, and EUR 6m in reprogrammed funding

Figure 2 Budget to Irish Aid Programme in Uganda (2010–2012) by Channel of Delivery



Source: Irish Embassy Kampala Financial Database, 2014

Figure 3 Budget to Irish Aid Programme Uganda (2013–2014) by Channel of Delivery



Source: Irish Embassy Kampala Financial Database, 2014

Note for Figure 3: Fund Management agents include Fund Holders and Implementing Management Agents. Funds to Fund Holders are for onward granting to local NGOs and other organisations. Funds to Management Agents are for making payments on behalf of Irish Aid.

4.14 Over the period evaluated, the bulk of the funding has gone to the Better Delivery of Social Services Component of the Irish Aid programme, which in 2014 received EUR 12.72m.

4.15 It should be noted that in addition to the funds that were provided directly through the programme of bilateral assistance for longer-term development goals, funding to Uganda has also come directly through Headquarters for the following areas:

- Emergency and humanitarian relief – in particular in the fragile, conflict and climate change affected areas of the country;
- Fellowships for Ugandan higher education students to study in the country or region, or in Ireland;
- Support to Non-Governmental Organisations (NGOs), civil society and Irish missionaries

These streams of funding into Uganda are not a part of this evaluation.

4.4 Programme Management

4.16 Supervision of the CSP programme has been the responsibility of the Embassy in Kampala and of a liaison office in Karamoja. The CSP assumed a staff complement of two development specialists in the programme team, as had been the case with the previous CSP. However, the additional development specialist to Uganda was not appointed and this led to the reorganisation of the CSP implementation team with the creation of thematic team leads to support the development specialist. In the case of the new area of livelihoods and economic opportunities, the combination of staff challenges and reorganisation has meant that portfolio responsibility has moved frequently over the period. HQ became closely involved in the management of the Embassy for a period of just under one year following the OPM scandal. In addition it should be noted that the Embassy was without an accredited Ambassador from October 2013 to May 2014.

5. Findings

5.1 Overview

5.1 This chapter is organised as follows:

- Section 5.2 considers issues pertaining to the design of the Uganda CSP. It examines the key findings of the evaluation regarding relevance and coherence, and the integration of cross-cutting issues in Irish Aid programming.
- Section 5.3 addresses the results of the CSP in each of its three main areas.
- Section 5.4 considers the relevance, effectiveness, efficiency and sustainability of the programme as a whole.

5.2 Findings on the Design of the CSP

5.2 This section of the report reviews the CSP design. Specifically, it assesses the extent to which the design of the CSP reflected:

- Objectives, strategies and partners that were consistent with the priorities and needs of the target group in Uganda.
- An adequate balance between national and local-level inputs and the extent to which this balance was in line with the needs and priorities of the most vulnerable.
- Irish Aid's commitments to cross-cutting issues (HIV and AIDS, Governance, Gender and Environment), and the degree to which they were mainstreamed and integrated throughout the CSP.

In assessing these issues this section also considers the relevance of the choices that Irish Aid made in the CSP design.

5.3 The evaluation was able to establish from interviews and documentation that the CSP design was based on a participatory preparation process, which included internal reflection papers, studies to better understand the context, and consultations to feed into the design of the CSP. A number of important events in the period 2008–09 helped to inform lesson learning for the CSP 2010–14. These included the mid-term review of the 2007–09 CSP carried out in June 2008, a 'Lesson Learning' workshop held in December 2008, the 2009 OECD DAC Peer Review of Ireland which used Uganda as a case study, and the Independent Evaluation of the CSP in 2009. The mid-term review and lesson-learning process recommended that the programme in Uganda should be streamlined and more focused, with clearer linkages needed between financial investment and policy dialogue, and a greater focus on chronic poverty and vulnerability. The 2009 OECD DAC Peer Review praised Ireland's leadership in producing good results in some sectors. It recommended that Ireland adopt a five-year country strategy for its programmes in line with the timeframe for the national plan. And it stressed the importance of donors making medium-term financial commitments in support of local planning and budgeting systems. It also suggested the streamlining of the portfolio in a number of sectors and a gradual withdrawal from smaller projects.

5.4 The Options Workshop held in March 2009 provided an opportunity to consider Ireland's comparative advantage in Uganda, identifying Ireland's neutrality, compliance with policy frameworks, strong technical capacity and empowered local staff, flexibility, strong policy engagement, integrated approach, and internal synergy. Positive findings also included coordination capacity, a clear strategic direction, responsiveness, Ireland's history of conflict resolution and its missionary links, better aid effectiveness across the programme, a preparedness to lead and innovate, and a long relationship with the Government and other partners. Finally, the workshop identified a history of good progress in delivery of quality basic services to the poor, a strengthened response to HIV/AIDS, a reformed primary school curriculum, and justice reform engagement.

5.5 The design process was helped by the fact that the Uganda CSP followed what was at the time new Irish Aid guidance on CSP design and on Results-Based

Management, ensuring a thorough process of reflection and a final product which reflected a careful identification of objectives, strategies, priorities, and indicators. It was the first time the Uganda CSP had included an explicit logical framework and a Theory of Change. The logical framework spelt out clear linkages between programme objectives and programme outcomes. However, it should be noted that the logic model for the CSP was not explicitly revised when substantial changes were made to the programme mid-way and that reporting continued to refer back to the original objectives and outcomes as formulated in the 2010–2014 CSP document.

5.6 At the time of the CSP design Uganda had seen important progress in areas related to poverty reduction. The analysis done at the time (which is reflected in the CSP and supporting documentation) highlighted the sustained positive economic growth that the country had experienced over the preceding period and the forecast of increasing revenue from natural resources in the years to come.

5.7 It was also clear that in spite of growing wealth, vast areas of the country continued to lag behind in terms of development. While the Government was fully aware of the growing inequality in the country and commitments were made to further reduce poverty in these areas, actual spending was increasingly on administrative areas and allocations to the social sector budget continued to decline over time (WB, 2014). In addition, governance, corruption, and lack of space for civil society were flagged by Irish Aid from the analysis as issues of some concern. Although again some commitments were made by the Government to reform these areas, there were already clear signs that in reality the Government was becoming more restrictive. The CSP also noted that while there had been some progress in poverty alleviation, challenges to the participation of girls and women in society persisted and underlined important challenges in terms of gender equity.

5.8 A combination of Irish Aid's areas of comparative advantage, areas where Ireland was reaping benefits of its work during the preceding CSP period, and the Ugandan Government's own shift from a strong poverty focus to an agenda in its new National Development Plan that was more focused on infrastructure and transformative development, was important in determining where Ireland might move forward. This resulted in a programme that combined three areas of work – social services, governance and economic opportunities – of which a considerable proportion was a continuation of what Ireland had been working on before. The new areas of the CSP were economic opportunities and the Karamoja programme (which previously had seen only ad hoc activities mostly concentrated on education). The economic opportunities component was very relevant in the light of Irish Aid's development policy (Irish Aid, 2011d) and its Africa Strategy (Irish Aid, 2013e) both of which were published after the CSP was approved. It was also relevant to Uganda's own changing development priorities. Nonetheless, the details of the economic opportunities stream were not worked out at the time and this came within an overall context where Irish Aid had started to see CSPs as overall strategies which could

identify areas of programme development yet to be undertaken. We return to this when discussing the evaluation's assessment of effectiveness in section 5.4.

5.9 Karamoja was an area of increased focus for the CSP. There were mixed views about taking on Karamoja. There was an appreciation that it was a complex area of the country with a nomadic pastoralist population being exposed to rapid socio-economic transition. Identified risks included the viability of introducing education interventions for a pastoralist community and also security concerns. Karamoja was a neglected and misunderstood area at all levels, including at the highest levels of Government. In addition to addressing aspects of chronic marginalization, the intention was also that experience in Karamoja would inform national interventions. Working in education in Karamoja was seen as important as the area needs good leaders and Government support to education in the region was very weak at the time. Therefore education and scholarships were to become strong elements of the programme.

5.10 The evaluation established from the interviews and documentary records that these choices were certainly relevant in view of the priorities of the vulnerable populations and the challenges for girls' and women's participation in social and economic dimensions of development. In fact this relevance was enhanced by Irish Aid's decision to move from education-focused ad hoc activities in Karamoja (bursaries and construction) to a more integrated approach, which would cover all three component areas of the portfolio and which specifically proposed to create synergies across the programme. This was made possible by the fact that security had improved in Karamoja. It was also relevant that synergies would be sought between the various activities supported by Irish Aid in Karamoja and a continued engagement by Irish Aid at national level in policy discussions and in the sector and budget support mechanisms, which were important at the time.

5.11 The analysis by this evaluation found that many of the positive aspects of Irish Aid's engagement in Uganda up to the time that the CSP was designed were taken into account. It made sense to have an increased focus on Karamoja given the Irish policy of addressing chronic poverty and focusing on the most marginalised (Karamojong are marginalised in all respects)⁷ and the existence of the Peace, Recovery and Development Plan (PRDP). The PRDP was put in place as a structured regional development programme that was supported by a range of donors and that had a structured programme management and monitoring system in place. The proposed CSP was also courageous in seeking to address difficult topics such as: (i) giving priority to the poorest region of the country (Karamoja), (ii) giving high priority to gender equality and gender-based violence, and (iii) giving attention to the emerging and highly sensitive issues around oil resource revenues. Irish Aid

⁷ While Karamoja did not have the largest number of poor people, it had the highest proportion of poor people, making the choice for this north-eastern area highly relevant.

recognized that there were risks in this approach. However, the risk analysis had limitations as is referenced in paragraph 5.14.

5.12 While Irish Aid's proposed objectives clearly fit within Uganda's stated strategic priorities, the CSP also focused on needs which were not being explicitly addressed by Government. This included the choices related to focusing on regional poverty in Karamoja, support for advancing justice, law and order, and ensuring transparency and wide benefits from resource exploration (and particularly oil) in Uganda.

5.13 The portfolio, as proposed in the CSP document, did not, however, take sufficient account of the emerging evidence at the time that Ireland was operating in an already changing context in the country. Uganda was already seeing opposing trends that were evident in the CSP analysis in terms of corruption and diminishing space for opposition. Some points were not made forcibly enough in the CSP. For example, at the time the National Resistance Movement was fast becoming an entrenched patrimonial regime and there was clearly a decreasing alignment between donor and Government of Uganda objectives regarding the importance of poverty reduction, governance, transparency and equity, at the same time as Uganda was becoming less dependent on aid.

5.14 The CSP also did not substantially reflect on the changing dynamics of the aid environment and the changing patterns of modalities emerging across donors in Uganda. Informants who were involved at the time noted a focus that was slanted towards the positive experiences of working through Government, an area that Irish Aid and partners had invested in substantially and which continued to feature prominently in the proposed CSP, with a less strong analysis of the challenges associated with this. These challenges were tabled in the risk analysis section of the CSP and monitored in the implementation period, but did not take a prominent place in the main CSP document and were not included in a discussion of contingency plans.

5.2.1 Choice of partners

5.15 Ireland's choice of partners was relevant in light of the context at the time, which as noted had seen considerable investment over time in moving towards support to Government systems. It was also relevant to the aid effectiveness agenda on which Ireland had been one of the leaders. Irish Aid and other donors' analysis at that time was that aid inflows to a large extent facilitated the implementation of important poverty-reducing programmes that otherwise would have been neglected given Uganda's limited domestic revenue, limited access to commercial sovereign credit, and the drain of defence and high administrative expenditure in a patronage context. There were indications that the relationship with Government especially in the areas of the provision of sector and general budget support was very likely to change.

5.16 The CSP included a discussion of the four cross-cutting issues and of Irish Aid's comparative advantage in these areas. However the focus was strongest in HIV/AIDS, gender and governance and weak with respect to the environment. A focus on women and girls was mainstreamed into the choices, in particular in the service delivery component which was the largest portion of the portfolio and where the HIV/AIDS, education and gender-based violence components all targeted equitable participation and opportunities for women and girls. Governance was included as a specific component of the portfolio as well as being mainstreamed into other components. Environmental challenges were highlighted in terms of the expected future impact on the country. However, while noting this, and the fact that this was not an area where Irish Aid had been strong in the past, the CSP did not include a focus on strengthening this aspect.

5.2.2 Conclusions on the CSP Design

5.17 The above analysis has traced the origins of the CSP and examined the decisions and influences on its design. The analysis shows that the original CSP design was relevant in terms of choices of priority areas, but that it was still broad, and did not sufficiently take into account indications that the Government was moving in a direction of less transparency in its engagement with donors and showing increasing signals that there was an overall weakening of Uganda's governance structure. The focus on poverty, economic development, and governance reflected a combination of Government of Uganda, beneficiary and Irish Aid priorities. It was true to the central priority of Irish Aid's support in developing countries, namely to address the plight of the most vulnerable. It also took account of the key cross-cutting issues, with the exception of environmental challenges. However, as noted, while the CSP tried to reduce the scope of its activities, it remained relatively broad. Further, it did not substantially take account of the clear trends of a country that was at the cusp of significant change and movement towards a patronage state, and that was also heavily engaged in regional conflicts.

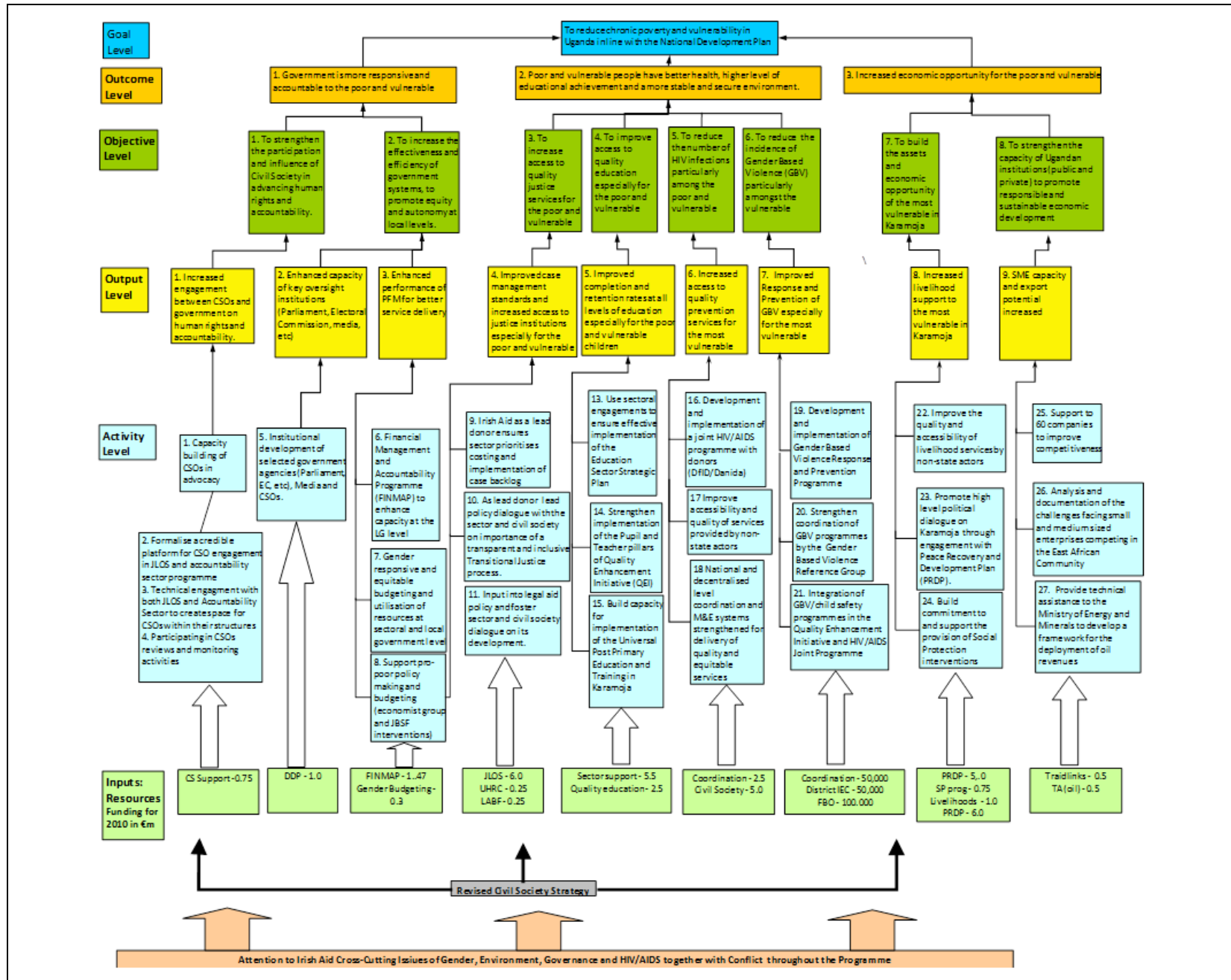
5.3 Assessment of the Implementation of the CSP and Results of Irish Aid's Work

5.18 The following three outcome level goals were identified in the CSP document:

- Government is more responsive and accountable to the poor and vulnerable;
- Poor and vulnerable people have better health, higher levels of educational achievement and a more stable and secure environment;
- There is increased economic opportunity for the poor and vulnerable.

5.19 Nine expected outputs would feed into the attainment of these goals, as shown in the logic model for the CSP (see Figure 4).

Figure 4 Logic model for the CSP



5.20 This section examines the results for the three main component areas of the portfolio – social services, governance, and economic opportunities⁸ – for which figures per component and sub-component are provided in Table 5 below.

Table 5 Expenditure by Component Area and Sub-Component Area under the CSP 2010–2014

	Total Expenditure EUR	% of Expenditure by Component
Social Service Delivery:		
Education	23,055,989	39.18%
HIV/AIDS	32,900,000	55.91%
GBV	2,456,983	4.18%
Humanitarian Response	430,000	0.73%
Total Service Delivery	58,842,972	
Governance:		
CSO Support Programme	1,386,867	4.61%
Justice, Law and Order Sector	10,337,513	34.40%
Community Policing	1,450,000	4.82%
Financial Management and Accountability Programme	2,790,000	9.28%
Deepening Democracy Programme	1,800,000	5.99%
Legal Aid Basket Fund	350,000	1.16%
Uganda Human Rights Commission	250,000	0.83%
Gender Budgeting	900,000	2.99%
Democratic Governance Facility	9,712,000	32.32%
JBSF's Technical Advisory Support Unit	327,662	1.09%
Support to OAG	750,000	2.50%
Total Governance	30,054,042	
Economic Opportunities:		
Peace, Recovery & Dev. Prog.(PRDP) (Ministry Of Finance)	3,468,442	17.22%
SAGE (MOGLSD), with Maxwell Stamp PLC	7,950,744	32.33%
Livelihood Support (Oxfam)	4,951,040	24.59%
Traidlinks	3,835,000	19.04%
TA Oil (International Alert)	977,859	4.86%
Int. Livestock Research Institute	395,000	1.96%
Total Economic Opportunities	21,578,085	
Total of Components	110,475,099	
Process Fund and Programme Management	4,840,409	
TOTAL PROGRAMME EXPENDITURE	115,315,508	

5.21 The evaluation was asked to answer the following question with respect to results:

- To what extent did the Irish Aid CSP contribute to its stated objectives (at the level of results) and did the CSP meet the developmental challenges, priorities and needs of the target groups in Uganda?

⁸ For the sake of clarity the component titles that are used here are those that were adopted to align with the Embassy thematic groups. The original component titles can be found in Table 3.

5.22 Given the changes in implementation priorities, channels, funding and other arrangements that took place mid-way through the implementation of the CSP following the OPM fraud, we discuss the results and corresponding modalities prior to and following October 2012 in turn, labelling these as Phase 1 and Phase 2, and linking them to results overall over the whole period. As noted earlier, the logic model for the CSP was not explicitly revised for Phase 2 and reporting (in the Annual Reports for 2012 and 2013, and in the November 2013 Lesson Learning Workshop) continued to refer back to the original objectives and outcomes of the CSP.

5.3.1 Service Delivery

Assessment of Portfolio Component 1 – Targeting Improved Delivery of Social Services

5.23 Over the CSP period Irish Aid support to improving social services (original CSP objectives 4 to 7) had a very strong focus on helping the poor and vulnerable, with a view to producing objective/output level results across three main areas as per the logic model:

1. Increasing equitable access to quality education
2. Reducing HIV infections
3. Reducing the incidence of gender-based violence

The focus on social services was streamlined during the previous CSP, when decisions were made to discontinue support to health and agriculture.

5.24 In total, Irish Aid spending in this area amounted to approximately EUR 59m over the evaluation period.

Table 6 Annual spend on Social Services (EUR), Irish Aid Uganda 2010–2014

	2010	2011	2012	2013	2014 (budgeted)	Total	Primary Purpose
Education							
Education Sector Support	6,650,000	-	-			6,650,000	Sector Budget support
<i>National Curriculum Development Centre</i>	200,000	200,000				400,000	Primary Curriculum Reform
<i>UNICEF</i>	50,000	150,000	150,000	264,000		614,000	Karamoja Teacher Mentors
<i>SESEMAT</i>	100,000	100,000		100,000	153,000	453,000	Science & Maths teacher training
<i>Education Service Commission</i>	300,000	300,000				600,000	Primary Curricula Reform
<i>Forum for African Women Educationalists – Uganda</i>	472,234	421,389	686,154	936,534	883,000	3,849,463	Bursaries and mentoring (secondary and higher education)

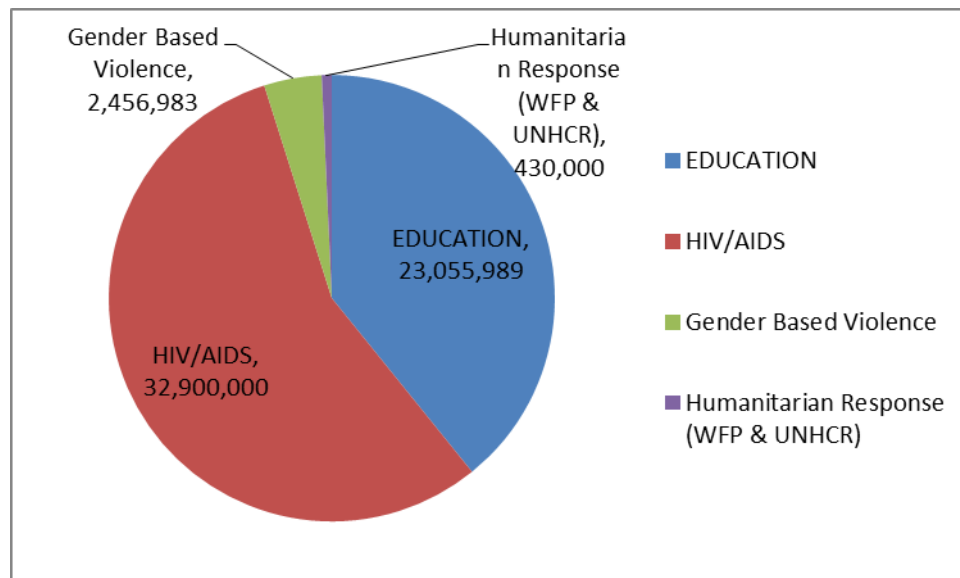
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	2010	2011	2012	2013	2014 (budgeted)	Total	Primary Purpose
<i>Acholi Bursaries</i>	108,722	178,640	162,790				Bursary scheme Acholi
UPPET Karamoja Consultants	83,813	-				83,813	Consultancy support
Karamoja Education (Deloitte take-over from Government post OPM)	-	6,150,000	45,713		3,960,000	10,155,713	Rehabilitation & construction of classrooms in Karamoja
Vocational Education	-	-			250,000	250,000	Support to St Simon Peters VTI
Total	7,964,769	7,500,029	1,044,657	1,300,534	5,246,000	23,055,989	
HIV/AIDS							
Ugandan Aids Commission	500,000	500,000	500,000	500,000	500,000	2,500,000	Improving fund management & institutional organisation
AMICAALL & TASO	-	600,000	300,000	300,000	300,000	1,500,000	NGOs building capacity for local gov't & communities.
<i>Joint UN Programme of Support on AIDS in Uganda</i>	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000	6,000,000	Scaling up of prevention, care & treatment & social support to reach sustainable universal access,
Civil Society Fund	4,900,000	4,500,000	4,500,000	4,500,000	4,500,000	22,900,000	Scaling up evidence-based prevention activities
Total	6,600,000	6,800,000	6,500,000	6,500,000	6,500,000	32,900,000	
Gender-Based Violence							
Ministry of Gender, Labour & Social Development (from 2012: CEDOVIP)	399,116	399,969	186,053	401,797		1,386,935	Support to Busoga GBV response and national advocacy
Faith Based Partnership	99,134	99,713	98,884	98,317		396,048	Support to Faith-Based Organisations
GBV partner					674,000	674,000	
TOTAL	498,250	499,682	284,937	500,114	674,000	2,456,983	
Humanitarian Response				130,000	300,000	430,000	
TOTAL Social Service Delivery	15,063,019	14,799,710	7,829,594	8,430,648	12,720,000	58,842,972	

Source: Irish Embassy Kampala Financial database, 2014

5.25 Expenditure by sub-component is reflected in Figure 5 below and shows that HIV and AIDS and education have represented the bulk of this component.

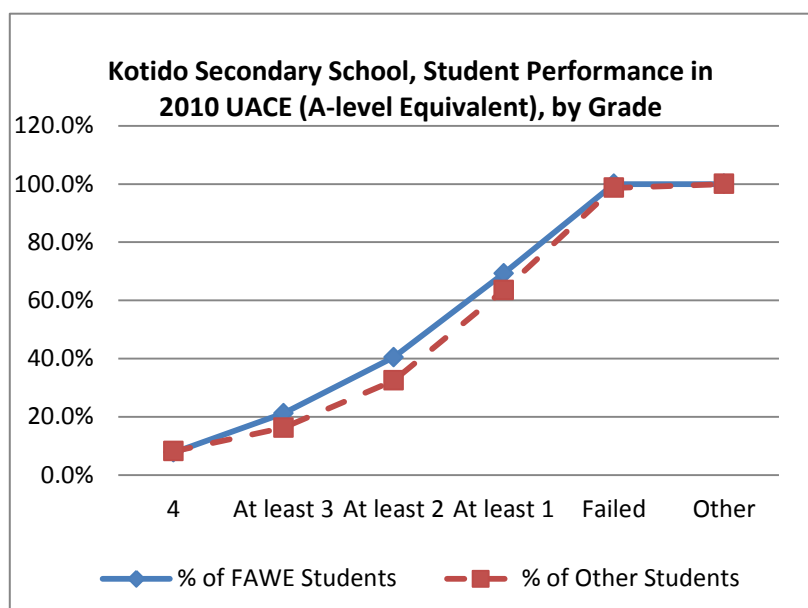
Figure 5 Expenditure on Social Service Delivery 2010-14 by subcomponent (EUR)



Education

5.26 The education sub-component of the social services area has as its overall objective to “improve access to quality education especially for the poor and vulnerable” (Irish Aid, 2010b). Its primary focus was on Karamoja, but also included links to national level supervision/support by the Ministry of Education and Sport (MOES). Irish Aid has played a leading role within the Education Development Partners Group (co-chair from July 2012–2013) and is amongst the longest standing partners in the Education sector.

5.27 An important part of the funding under the education component went to scholarships for secondary (and later higher) education, where EUR 3.8m was expended between 2010 and 2014. Between 2010 and 2014 39% of the expenditure on the social service portfolio was spent on education. In Phase 2, the approved budget for education was reduced by 86% in 2012, from



EUR 8,067,000 to EUR 1,098,844.

5.28 In the area of education Irish Aid was able to build on years of work under the previous Country Programmes. This included the bursary programme which was initiated in 2005 and the construction and improvement of education infrastructure which had also been a focus in the prior period (Chapman et al, 2009). Through this work Irish Aid had built up important social capital and recognition for working in a difficult, remote and underprivileged area.

5.29 Overall, in the first half of the CSP the social services component made good progress in meeting the indicators and consisted of a set of mutually reinforcing areas of intervention with a strong focus on strengthening government capacity. The programme sought to address challenges in access to education by poor students through continued support to the bursary programme with the Forum for African Women Educationalists (FAWE). This programme was already in place, but various changes were made following the evaluation of the programme (Abola, 2010). These included: (i) securing a stronger focus on mentoring of pupils; (ii) introduction of a higher education component; (iii) ensuring that FAWE as implementation partner had the necessary field presence; and (iv) initiating the provision of vocational education opportunities which would provide a link to employment opportunities for those secondary education graduates who would not go through to higher education. The changes that took place in Phase 2 did not affect this component, and funding through FAWE has continued without interruption throughout the CSP period.

5.30 Increased access to improved schools at primary and secondary level was another important component of the CSP. This was also a major area of expenditure (EUR 10.1m over the evaluation period). Under the CSP, 21 primary schools in Karamoja (3 in each of the 7 districts in the sub-region) were to benefit from infrastructure improvements. These schools were identified through a study in 2012 and bid documents for tendering were drawn up, and a procurement process was launched. In line with the focus at the time the funding was channelled through government systems and a steering committee was established in the MOES to manage the process and a coordinator was appointed. Progress in this component was satisfactory during Phase 1.

5.31 Education also included a range of complementary activities around in-service teacher training and mentoring implemented by institutions linked to the Ministry of Education and Science. These activities targeted education quality at primary and secondary levels. The Quality Education Initiative included partnering with UNICEF to improve teaching in Karamoja through a mentoring/coaching approach. Training was provided for teachers in the twelve worst performing districts in the country. A specific Memorandum of Understanding with UNICEF also focused on the implementation of a gender-based violence programme for schools which has seen advocacy campaigns promoting girls' education being carried out and resulted in the setting up of girls' clubs in secondary schools. Science and mathematics teaching, through in-service training and exposure visits to build capacity through peer

learning, received particular attention through a joint Secondary Science and Mathematics Programme (SESEMAT) with the MOES and the Japan International Cooperation Agency. Through the Education Service Commission work was initiated to put in place incentives to enhance teacher morale and to monitor performance of teachers.

5.32 Following the OPM fraud the funding to the education authorities was stopped. This effectively ended the collaboration with the National Curriculum Development Centre and the Education Service Commission (see Table 6 above) – both government institutions – and terminated part of the work on improving education quality. Nonetheless, some important results were achieved, for example the introduction of a register of public sector employees which by 2012 included 70% of the staff in the system. This enabled the Government to improve payroll management and to have better oversight of its employees and of attempts at fraudulent salary payments. The support to the implementation of reforms in primary curricula by the National Curriculum Development Centre was also considered important.

5.33 The activities that were being implemented by UNICEF continued in Phase 2, as did the support to SESEMAT. Interviewees expressed a strong feeling that both the UNICEF work and SESEMAT have contributed to the modest improvement in standards as reflected in gradually improving teacher competencies. However, there is only limited evidence that this is resulting in improved learning by pupils. This is an area that may need more time for results to become evident.

5.34 In the area of construction activities, for which funding had been channelled directly to the Government until 2012,⁹ alternative solutions were identified in Phase 2. The scope of the building works included provision of dormitories, teachers' housing and sanitation facilities. The Ministry of Education gave approval for primary schools in hard-to-reach areas to have boarding facilities in order to facilitate learning and avoid children walking long distances to receive an education. Thus these boarding facilities are provided to assist in improving learning outcomes. A management agent (Deloitte (Uganda) Limited) was recruited to implement the construction programme. However, the need to restart the contracting process for construction works increased the costs of the works and meant that the scope of the works at each of the target schools had to be reviewed and cuts had to be made. It also resulted in substantial delays. While efforts were made to communicate transparently with schools and district level authorities about the financial and other consequences of the changed implementation modality and to involve the education authorities in decisions about the revised priorities, the failure to meet the objectives initially agreed with the community was still an issue when the evaluation team met community and local authority representatives. Working with a management agent

⁹ There were significant delays with funds that had been provided to the Government prior to the OPM scandal. In spite of funding advances in autumn 2011, sub-contractors had still not signed a contract by October 2012.

has had challenges both for the Embassy in Kampala and for partners in the field (including at the level of contract negotiation which was reported to be difficult in a context of limited actors operating in this area). However, all parties acknowledged that every effort was made to ensure that the MOES at local level was involved in supervision of the activity.

5.35 The long-term support to the bursary programme for Karamojong pupils dating back to 2005 has been a particularly successful results area and one where targets were achieved and surpassed. This programme, implemented by FAWE was not affected by the 2012 changes. Over the CSP period, the bursary programme supported over 1,700 Karamojong children to go to secondary education, of whom 65% were girls. Under this CSP scholarships were extended on an experimental basis for undergraduate studies, an initiative that was widely cited as being extremely important in providing an additional incentive to students on bursaries. 2014 was also the first year that graduates who benefitted from secondary level scholarships in 2005 graduated from university and they are, in some cases, returning to Karamoja (see Box 2). It has changed perceptions around the importance of education and made a qualitative difference to the lives of Karamojong young people, particularly girls and women.

5.36 Some areas of the education component saw an increase in funding after 2012 and the ensuing revisions to the Irish Aid portfolio. This has particularly been the case for activities that were or are managed by multilateral partners. In the case of the gender-based violence work in education, Irish Aid increased funding to UNICEF for promoting girls' education. The results in this area have been promising. This has included increased awareness of gender-based violence in school through advocacy work and establishment of Girls Education Movement clubs and at policy level a major area of progress has been the development and dissemination of the gender in education policy. In addition, a mentoring programme introduced across primary schools in Karamoja has resulted in improved planning and monitoring of schools, with over one third of the schools reaching the targets they had set themselves.

Box 2 Case Study – The FAWE Bursary Programme for Karamoja

Irish Aid began to support the secondary school bursary programme in Karamoja in 2005. The programme sought to improve the levels of access and equity in the post-primary sector. Girls represent 65% of the beneficiaries. In 2011 the programme was expanded to include tertiary and vocational education. The FAWE bursary programme provides for school fees, uniforms, scholastic materials, basic hygiene items, and transport to school at the beginning and end of term for boarding school students.

To date, a total of 1,750 secondary school students have been beneficiaries of the bursary programme. 90% of these students have completed schooling to O-level equivalent and 62% to A-level equivalent. The "Class of 2005", the first year of the programme, has now completed tertiary education. Under the FAWE programme, nine young women and five young men completed their university studies in 2014, a further 66 are currently enrolled in tertiary institutions and 30 FAWE alumni are on Government of Uganda scholarships at tertiary level. Beatrice Acuko, a FAWE beneficiary from the "Class of 2005", returned to Kotido Secondary School as a teacher and FAWE student mentor in 2014.

A key part of the compact with programme beneficiaries is that they come back to work in Karamoja. In this context the fact that Beatrice Acuko has come back to work in the school where she studied is a strong inspiration to other pupils in Kotido.

In focus group discussions students of Kotido Secondary School highlighted important impacts of the programme beyond the education of beneficiary students alone. These included:

- An aspirational dimension – [without the programme] "I would not have worked hard in my primary level to get first grade".
- Providing an alternative life path for children – "FAWE has saved me from being killed from shepherding by the raiders", [without FAWE] "I would be married by now with four children because the sister I follow has six children so the programme really grabbed me from early marriage".
- Decreased risky sexual behaviour, reducing levels of pregnancy and HIV among bursary pupils, and delaying early marriage.
- Improved self-esteem of students.
- Improved enrolment and retention of Karamojong children.
- Changed community and parental perceptions about schools.

The Government of Uganda and Irish Aid are now beginning to see the benefits of a long-term investment in the education sector in Karamoja. Investments in infrastructure under the previous CSP have complemented the bursary programme well. The evaluation was also able to establish that the availability of higher education opportunities for Karamojong pupils has resulted in a marked improvement in performance by students who are motivated by the opportunity to go to University.

Nonetheless, there are also a number of issues to which Irish Aid should remain attentive in attempting to bring about long-term sustainability and the efficiency and effectiveness of the bursary programme. These include the integration and harmonisation of the programme within broader national frameworks for student bursaries and scholarships in Uganda, once a framework is established (Abola, 2010). The fact that the package of support does not include health insurance has been raised by students as an issue, although FAWE and the Embassy have put in place a limited fund for critical medical issues. The programme is not without stress, however, for pupils, as was apparent from the interviews with beneficiaries of secondary school bursaries in Karamoja, in particular in light of the very limited number of bursaries that are available for higher education.

5.37 Irish Aid invested considerably in the area of education and as mentioned has contributed to increasing access and participation in education. The strong focus on girls and gender is starting to contribute to changes in perception around schooling and the role of women in societies. Nonetheless, for most of the work related to improving education quality it is still too early to say how effective the interventions have been. The focus on activities that are mutually compatible/reinforcing across the education portfolio and that mainstream cross-cutting issues (in particular gender-based violence) was highlighted as important in the education sector, e.g. construction plus training plus bursaries. However, working with Government but not channelling funding through Government has posed additional challenges, in particular in terms of capacity development and ownership by Government and it remains to be seen whether the scale and scope of the activities is sufficient to make durable changes.

HIV/AIDS

5.38 The **HIV/AIDS** sub-component was a second important area of focus under the social services component. The CSP objective aimed at “reducing the number of HIV infections, particularly among the poor and vulnerable”. Work on HIV/AIDS has a national reach and also includes a specific focus on Karamoja.

5.39 At national level, HIV/AIDS support sought to strengthen coordination and monitoring and evaluation through engagement with and funding to the HIV/AIDS Partnership Fund throughout the four years covered by this evaluation. Building on previous contributions to this mechanism, the focus was on supporting research and dialogue among partners, strengthening evidence collection, and increasing the capacity of the Uganda AIDS Commission (UAC) and of civil society umbrella organisations for resource mobilization. An evaluation of the Partnership Mechanism in 2013 was overall positive and highlighted the role that Ireland had played in replicating mechanisms for coordination around HIV at decentralized levels (Uganda Aids Commission, 2013).

5.40 Also at the national level, Irish Aid contributed to the Joint United Nations Programme of Support¹⁰ and the HIV/AIDS Civil Society Fund (CSF). The CSF supports civil society organisations in scaling up evidence-based prevention and to reach hard to reach areas. Funding that has been channelled through civil society organisations has allowed the CSF to reach 101 out of the 112 districts in the country, and has been particularly important in extending access by poor and vulnerable people to prevention. The most recent evaluation of the CSF found that the fund has effectively contributed to the attainment of the goals of Government national, sector and thematic plans and that it has made a commendable contribution at output level, reaching more than 2.1 million people with behaviour-change communication services of several forms, extending coverage of HIV Counselling and Testing and extending services to Orphans and Vulnerable Children (Ease International, 2011). The focus in the more recent period of the CSP has been on learning from innovative projects and identifying best practices to guide future investments. This has been particularly important in supporting prevention activities which have been seriously underfunded.

5.41 Support to HIV in Karamoja over the evaluation period has been of particular importance given the rapidly rising HIV prevalence rate in that area following the cessation of conflict in 2010.¹¹ Irish Aid has provided financial support to two national NGOs, the Alliance of Mayors’ Initiative for Community Action on AIDS at Local Level (AMICAALL) and The Aids Support Organization (TASO). Both are

¹⁰ Irish Aid contributed, but the main funding came through core funds.

¹¹ The prevalence of HIV in Karamoja was much lower during the period of conflict. However, since the region has opened up after the cease-fire HIV prevalence has rapidly risen to levels that are at par with the rest of the country.

NGOs which are building capacity in local governments and among local communities.

5.42 These activities got under way in early 2012. An HIV/AIDS stakeholder meeting organized by the Karamoja Region Local Government in 2012 brought about a 'whole of district' approach through which all actors at district level – government entities (health, education, social protection), religious groups, traditional authorities, civil society organisations, community based organisations – work closely together to ensure a continuum from prevention to care and support. The use of kraal peer educators (see Box 3) has emerged as a particularly important dimension of this support, and their linkage with traditional elders' councils (who are trained by TASO) is beginning to address underlying causes and pre-disposing factors of the spread of the HIV epidemic. While the approach to using kraal peer educators is not unique to the Irish Aid-funded projects, the context in which they operate with a whole-of-district approach, and enhanced civil society activity through the support of TASO which funds these local organisations, has allowed their support to their peers to be well linked to services. The positive result of this work was clear to the evaluation team in meetings organised at community level. As a result of work by TASO, more couples are going together for ante-natal care. More couples who want to get married are also making sure they have been tested and are able to produce a certificate that they are HIV negative. The work has clearly strengthened the pathway to getting access to HIV testing. Elders underscored that this has contributed to the establishment of the Sub-County Aids Committee which did not exist before. There was agreement among our interviewees that without doubt, the Sub-County Aids Committee has played a critical role in linking services – assisting People Living with HIV and AIDS, sensitising communities, and communicating reports from peer educators, which were sent on to the Department of Health.

Box 3 The important role of Kraal Peer Educators ...

Peer educators have effectively played the following roles:

- Mobilization of the community to go for voluntary counselling and testing
- Awareness-raising on gender, HIV/AIDS, rights, etc.
- Mobilization of women for family planning
- Condemning courtship rape
- Condemning wife inheritance
- Reporting of bad practices to elders
- Linking community with health services
- Providing support to people who are sick, e.g. transportation

5.43 At local level it was also clear that this work has resulted in more active Government involvement and leadership which has strengthened coordination, mobilization and resource allocation, and has resulted in the passing of new by-laws as reported by interviewees. Key aspects of gender equality have also been highlighted through this process, as many of the reasons why women and girls are more vulnerable to HIV and AIDS are related to gender issues.

5.44 Finally, it is interesting to note that while Irish Aid has been an important funder, its most important contribution has been its complementary technical support. This has allowed the HIV response to be more effective (in particular in the areas of prevention), has improved coordination, and has provided critical gap-filling technical and financial support.

5.45 Irish Aid played a key role throughout the period under evaluation in identifying and supporting ways of enhancing the effectiveness and efficiency of the HIV response, and interviewees affirmed that Irish Aid's contribution by far outstripped the strict financial value of the support.

5.46 In the period up to 2012 Irish Aid's contribution included:

- Leadership by the Irish Ambassador in the AIDS Development Partners group in designing and monitoring a road map for improving fund management and institutional organisation of the Uganda AIDS Commission, which resulted in a satisfactory audit. Moreover, during the period of the CSP, the Uganda AIDS Commission underwent significant organisational reforms which led to improvements in the management of the programme.
- Influence in global fora on the policy and management of the Global Fund for AIDS, Tuberculosis and Malaria, both through engagement at country level and directly via headquarters.
- Advocating with other partners to strengthen data collection and management at all levels of the HIV response.
- Funding of a mid-term review of the HIV and AIDS Civil Society Fund (Ease International, 2011) which ensured that one of the outputs would be a road map for transferring management of the Fund to a local firm. The review recommended that it was now time for the Fund to focus on (a) best practice in service provision and (b) more on outcomes rather than outputs.

5.47 Post 2012:

- Irish Aid chaired the Development Partners Group between June 2013 and 2014 and continued to play a lead role in innovation, and technical discussions, in identifying ways for the response to become less dependent on external funding, including in the development of a business case for funding the HIV response and in plans to establish a National HIV/AIDS fund – a very important point given that to date only around 10% of the HIV response is funded by the Government, making the country's HIV and AIDS response extremely vulnerable to changes in donor priorities. The Embassy also played a lead role in relation to the discussions around the anti-homosexuality bill and its potential impact on the HIV prevention and response programmes. In addition, continued support by Ireland has provided technical inputs at national level which have further strengthened the monitoring of results and the identification of best practices and which have been of significant value to

ensuring leadership of the partners.

- With the changing context in the country, which has seen many donors moving from country-level support to funding through global structures, Irish Aid's support at country level, through funding and technical and policy inputs at national level, has become even more valuable and critical in the latter part of the evaluation period.
- Finally, the flexible nature of Irish Aid funding was considered by stakeholders interviewed to be particularly critical because of the increasingly restrictive nature of AIDS funding through channels such as those that are in place by the US Government and in the context of the Global Fund for AIDS, Tuberculosis and Malaria. Within a changing environment, with many donors now opting for providing support through global mechanisms such as the Global Fund for AIDS, Tuberculosis and Malaria, the continued support by Irish Aid at country level was acknowledged by all, even partners who no longer provide direct funding to the country level, as even more critical.

Gender and Gender-Based Violence

5.48 Gender is the **third sub-component under the strengthening of social service provision**. The corresponding CSP objective for gender is to “reduce the incidence of gender-based violence (GBV), particularly among the most vulnerable” (Irish Aid, 2010b). The focus of Irish Aid support over the CSP period was on strengthening coordination mechanisms for the Government and civil society response to GBV.

5.49 While the initial focus was on a national level response, with as noted the objective of enhancing coordination, Irish Aid found in practice that working at local level was more effective. Of particular importance in this decentralized approach has been Ireland's engagement in Busoga region, an area which was targeted because of its particularly high levels of GBV. The Busoga Joint Programme to address GBV was launched in 2011 and was in its third year of implementation at the time of this evaluation. Activities in Busoga have focused on putting in place a local coordinated response by Government and civil society partners. Activities have included partnership-building meetings, baseline surveys, community mobilisation to support behaviour change and the recruitment of community activists. To generate awareness of GBV, the programme has used a multi-pronged approach that has included the production and airing of GBV prevention radio spots in the local language, analysis of the Quran to identify appropriate messages for the Muslim community, GBV commitment books signed by imams and sheikhs, radio and TV media campaigns, and community activities during the December “16 days of activism against GBV”. Irish Aid has also provided support to faith based organisations, to the Ugandan Women's Network (UWONET) and to the Centre for Domestic Violence Prevention (CEDOVIP).

5.50 In 2012 the Busoga GBV programme expanded to include plans for the establishment of shelters for victims of GBV. Two GBV shelters have been established and will improve access to services for GBV survivors and facilitate the referral of GBV cases by the 192 community activists based in the region. As the shelters have only begun functioning recently, it was too early for the evaluation to establish what their impact had been. However, the establishment of the shelters was reported by government and CSO actors as a very positive and important development. Commitment to making this a success is illustrated among other things by the fact that guidelines for shelter management were drafted by the Government in 2013 and then disseminated. A further positive development was the establishment in 2013 and 2014 of ten shelters by other service providers, indicating that this is an area where other partners are learning from Irish Aid amongst others.

5.51 The recent mid-term evaluation (GoU and Irish Aid, 2014) and further analysis of available documentation and stakeholder interviews clearly highlighted the significant changes that are taking place three years into this programme. These include:

- Increased ownership and support from local government leadership for GBV prevention and responsive coordination by the government which has improved at national and district local government levels. Specifically, in order to enhance access to justice to victims of sexual violence, the Justice Law and Order Sector in 2013 provided funds to the Uganda Police Force to specifically facilitate health workers involved in the examination of victims of crimes. The evaluation team found evidence in Busoga of the introduction of GBV desks in police stations, increase in referrals following sensitisation, record keeping by community activists, religious councils (e.g. saw the Muslim council court case notes), GBV shelter etc.
- Improved capacity of districts and sub-counties in the areas of GBV management, data collection and reporting. This was evident from ledgers that collected data and improved linkages between services.
- Growing political emphasis on GBV. A Member of Parliament from Kamuli has taken the issue forward to Parliament. An action plan on GBV is waiting to be approved by Government.

Box 4 Case Study – Gender-Based Violence

History of Irish Aid support to GBV in Uganda: The Irish engagement in this area goes back to the Irish Government White Paper on Development (2006) and its focus on gender and vulnerability. In 2006 Irish Aid in Uganda convened Irish NGOs around a common GBV strategy and in 2008 Irish Aid recruited a Social Development Advisor with experience in gender, and chaired the Justice, Law and Order Sector (JLOS) group of donors who helped to push through passage of the Domestic Violence Bill. In the same year Irish Aid funded the 'Mapping Exercise of GBV programmes in Uganda' which identified the specific gaps in working with faith communities and in their response to domestic violence.

Support from Irish Multi-Annual Programme Scheme (MAPS): Irish Aid funding under

MAPS supported a programme facilitated by Trócaire that included a national campaign using homilies and posters to promote key messages against domestic violence, using the authority of the Church, and to support individuals and families to reflect on their role and responsibilities in preventing domestic violence. It also runs a diocesan-based project in Soroti which seeks to strengthen response mechanisms to domestic violence at community level.

GBV Support from Irish Aid in-country: Under the CSP 2010–2014 Irish Aid strengthened coordination mechanisms for the government response to GBV by engaging in the multi-sectoral GBV Reference Group. It also worked to improve donor coordination and advocated, with other donors, for the development and implementation of a national GBV strategy. The Irish Aid-funded GBV Joint Programme in Busoga has taken a multi-sectoral approach. Irish Aid is funding a joint programme with UWONET and CEDOVIP (a partner of Raising Voices), and the Ministry for Gender, Labour and Social Development. CEDOVIP mobilizes communities, particularly men, as agents of change to prevent and respond to GBV in Busoga. The programme's 192 community activists and Action Groups are using recommended GBV Referral Guidelines with GBV duty bearers (police, medical and probation personnel) in handling cases. Irish Aid has also supported UWONET to provide two GBV shelters in Busoga.

Lessons Learned:

- It is possible to bring about coordination between government sectors and other actors. The GBV work coordinated by the MOGLSD and the programme engages the Ugandan Police Force, Community Policing, Health Centres, Community Development Officers, Community Development Directorate, Prisons, Magistrates and local courts.
- Irish Aid's flexible funding of Trócaire directly through MAPS, complemented by direct funding to CSOs by the Irish Embassy in Kampala, has been important.
- Irish Aid has been able to use its concrete experience and evidence to influence policy. For example, Irish Aid chaired the Justice, Law and Order Sector development partners group (2011) and committed resources to research. This helped Trócaire identify the gap in faith-based engagement on domestic violence and together with the visit of former Irish President Mary Robinson gave voice to GBV issues. These activities are believed to have helped revive momentum for the passage of two draft bills: on Domestic Relations and on Domestic Violence (Jones, 2011).
- Irish Aid has been prepared to invest in a theologically informed process of awareness-raising, despite its own secular position. In working with the Muslim Council the Sasa! Methodology has been adjusted to suit faith-based language.

- An increase in the number of cases of GBV that are reported to police stations (in some cases numbers have more than tripled).
- Adoption of protocols for the handling of sexual violence cases by health providers.
- Increased support by the Inter Religious Council of Uganda which has continued to support religious leaders to identify positive messages from the Holy Quran and Holy Bible. GBV awareness was incorporated into the weekly Jumu'ah and Ramadan ceremonies by the Muslim Supreme Council. A monitoring tool for GBV work by religious leaders was developed.
- Support by Irish Aid to the Uganda Bureau of Statistics to include a module on GBV in the 2011 Uganda Demographic and Health Survey.
- Evidence of changing community attitudes and social tolerance: During the

mid-term review (2014), about 87% said wife beating was totally unacceptable compared to 85% at the beginning of the Programme (2011). At national level, findings show a declining trend in the percentage of women who find wife beating acceptable when compared to the results of the UDHS 2011 Report according to which 74% of women and 51% of men accepted wife beating for one reason or the other. Findings also indicated that opinions about forced marriage before the age of 18, forced labour, denial of access to services and a woman beating her co-wife seem to have significantly changed. Equally, there are fewer (1%) respondents now compared to baseline who find child labour acceptable. A similar trend is seen in those who find it acceptable to force a girl to marry before the age of 18 years (from 6.2% at baseline to 4% at the mid-term review). The review notes that the apparent decline is likely to have been brought about by the awareness, advocacy and community

- Enhanced knowledge and skills among duty bearers being brought about by delivery of advocacy and capacity building activities.

5.52 There is also evidence of significant progress towards reducing community tolerance of GBV, including a reported reduction in community acceptance of practices that promote GBV such as wife beating and early marriages. Help-seeking behaviour among the most vulnerable groups has improved significantly, as established by the mid-term evaluation.

5.53 Since 2012 the interaction with the Ministry of Gender, Labour and Social Development has become more complex. After the OPM fraud, approximately EUR 200,000 in support was withdrawn from the Ministry of Gender and a period followed without any financial support while alternative mechanisms for continuing funding were explored. The solution that was identified involved Irish Aid signing an addendum for the gender component which made the Centre for Domestic Violence Prevention – a Ugandan NGO – the financial management agent, with the Ministry of Gender as an implementation partner. In practice, this has been a problematic solution. The contracting of an NGO to manage funds on behalf of a government entity (effectively reversing the relationship of accountability) has generated tensions with the Ministry of Gender, Labour and Social Development which are reported to have adversely affected the implementation of the work. This relationship should be seen in the context of reducing space for civil society and acts of some intimidation towards civil society organisations.¹²

¹² Positive examples were also reported, such as the work of the John Paul II Justice Centre with the Police Force on community police training.

Conclusions

At the output level the social services component of the CSP targeted improved completion and retention rates in education, increased access to quality HIV prevention services, and improved response and prevention of GBV, with a specific focus on the most vulnerable. Irish Aid made relevant choices and contributed to tangible results in all three areas. Complementary activities in education have increased access to education, contributed to improved quality of teaching, and changed attitudes towards education. Prevention work in HIV/AIDS has been sustained through Irish Aid's contribution, in particular to coordination. Irish Aid played a key role throughout the period in enhancing the effectiveness and efficiency of the HIV response. Innovative work in GBV has been taken up by other organisations and has increased access to service provision. The move from working mainly through government systems to a combination of management agents and working through NGOs in Phase 2 was relatively smooth in this component. However, it had an impact on the scope of the construction work and resulted in the discontinuation of selected education interventions which targeted quality. The choice of an NGO as management agent for the work with the Ministry of Gender has had some undesirable consequences.

5.3.2 Strengthening Governance

Assessment of Portfolio Component 2 – Strengthening Governance

5.54 The CSP expected outcome for the governance component was “Government is more responsive to the poor and vulnerable.” The component had three objectives: a) to strengthen the participation and influence of civil society in advancing human rights and accountability; b) to increase the effectiveness and efficiency of government systems, to promote equity and autonomy at local levels; and c) to increase access to quality justice services for the poor and vulnerable.

5.55 The key outputs expected by the end of CSP, as reflected in the logic model are:

- Increased engagement between civil society organisations and government on human rights and accountability
- Enhanced capacity of key oversight institutions (Parliament, Electoral Commission, media, etc.)
- Enhanced performance of public financial management for better service delivery.

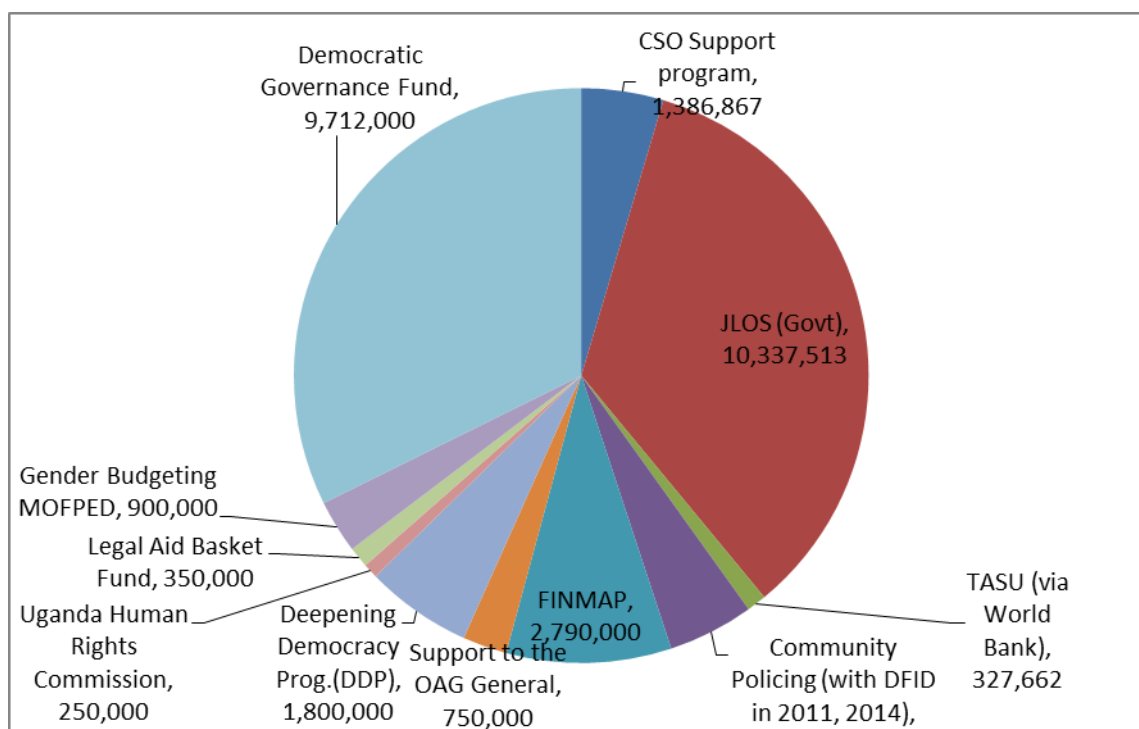
5.56 As set out in Table 3 above, the Governance component consisted of six different areas of work. Spending was programmed to be almost EUR 30.05m over the CSP period. Expenditure by sub-component is reflected in Figure 6 below and shows that the Justice, Law and Order Sector (JLOS) and the Democratic Governance Facility (DGF) represented the bulk of commitments for this component.

**Table 7 Annual Spend on Governance (EUR), Irish Aid Uganda
2010–2014**

	2010	2011	2012	2013	2014	Totals	Detail
	Actual	Actual	Actual	Actual	Budgeted		
CSO Support programme	699,351	687,516				1,386,867	Financial support to CSO, folded into DGF in 2012
JLOS (Govt)	6,500,000	3,837,000	513			10,337,513	Human rights, access to justice, accountability and related governance areas.
TASU (via World Bank)		163,831	163,831			327,662	Human rights, access to justice, accountability and related governance areas.
Community Policing (with DFID in 2011, 2014)	-	1,000,000			450,000	1,450,000	An Garda Síochána & Police Service Northern Ireland support to community policing with Uganda Police
FINMAP	1,470,000	1,320,000				2,790,000	Strengthening financial management & accountability
Support to the Auditor General				300,000	450,000	750,000	Support to the forensic audit and IT unit
Deepening Democracy Programme	1,000,000	800,000				1,800,000	Voter education; multiparty political system capacity dev't; parliamentary oversight; civic engagement; capacity development of the media
Democratic Governance Facility	-	1,462,000	2,750,000	2,750,000	2,750,000	9,712,000	As Deepening Democracy Programme, DGF from 2012 onwards.
Uganda Human Rights Commission	250,000	-				250,000	Contribute to the enhancement of human rights observance in Uganda
Legal Aid Basket Fund	250,000	100,000				350,000	Enhancing access to justice for the poor and vulnerable
Gender Budgeting MOFPED	300,000	300,000	300,000			900,000	Enhanced MOFPED gender and equity budgeting
TOTAL	10,469,351	9,670,347	3,214,344	3,050,000	3,650,000	30,054,042	

Source: Irish Embassy Kampala Financial database, 2014

Figure 6 Expenditure on Governance 2010-14 by sub-component (EUR)



5.57 Of the three components of the CSP, governance was the most profoundly affected by the 2012 events as a substantial portion of the portfolio was implemented through the government systems.

5.58 The decision to suspend funding through government systems and the review of Irish support as a whole resulted in a reduction of the budget for this component by two thirds. As a result, in 2013–2014 the Governance component included only support to Democratic Governance Facility and support to the Office of the Auditor General (OAG). Support to Justice Law and Order Sector was discontinued after 2012, and the work with gender and budgeting with the Ministry of Finance was also terminated.

5.59 The analysis below examines what was achieved up to 2012 and what results followed in Phase 2.

Civil Society Support Programme

5.60 The CSP planned to support civil society organisations to complement the work of the Justice Law and Order Sector and the Deepening Democracy Programme and to strengthen accountability, with priority for organisations working with the chronically poor and marginalised. A selected number of civil society organisations in Karamoja were to receive basic training in human rights and in building management capacity. The experience of these organisations would be used to influence sector and national policy dialogue.

5.61 During 2010 and 2011, Irish Aid supported four civil society organisations and through this support the following results were achieved in Phase one of the CSP:

- The African Centre for Treatment of Torture Victims launched a report on the nature of torture in Uganda. The Centre was also pivotal in drafting the Prohibition of Torture Bill, in providing leadership for lobbying, in advocating for its passage through an umbrella organisation called the Coalition against Torture, and in processes leading to actual enactment of the Prohibition of Torture Act.
- The Human Rights Centre Uganda implemented a project promoting and protecting the rights of human rights defenders. The support allowed for the establishment of a working group that focuses specifically on protection and security of human rights defenders, the creation of seven networks of human rights defenders across the country, and the initiation of an advocacy programme with the Human Rights Committee of Parliament (Irish Aid, 2012a).
- Funding was also provided to Transparency International Uganda (TIU). This organisation worked with education authorities to produce a report in 2011 on the utilisation of Universal Primary Education funds in eleven districts in northern Uganda. The report identified several fiduciary risk areas. The information from the report was critical to the establishment of Voluntary Accountability Committees. These were used, in combination with community radio programmes and national advocacy meetings, to strengthen community monitoring on the utilisation of primary education funds. In addition, TIU focused on educating members of parliament to promote greater accountability towards the public.
- Advocates Coalition for Development and Environment (ACODE) conducted a study on the central and local government allocations to the environment and natural resources sector in Karamoja. The report revealed that this sector receives less than 0.1% of government district funding despite being the most productive. ACODE used the report to present a petition to Parliament on the state of under-funding of the Environment and Natural Resources sector. This was followed by the drafting of a long-term (15-year) rolling district plan to address issues of natural resources and their contribution to livelihoods. The organisation also completed studies on 'Budgetary Allocations to the Environment and Natural Resources' and on the 'Forestry and Wildlife Tenure and Access regimes in Karamoja.'

5.62 Support to civil society continued in Phase 2 without any major impact from the OPM fraud. Irish support to civil society was found by the evaluation to have been instrumental in engaging these organisations in the Justice Law and Order

Sector, through capacity building, careful selection of advocacy issues, and financial support for studies. Results and outcomes over the full evaluation period include:

- The establishment of formal, national civil society organisation consultative platforms which has led to the participation of 60 civil society organisations in the various working groups in the Justice Law and Order Sector.
- An increase in the number of districts with a complete chain of Justice Law and Order services from 30% in 2011 to 35% in 2012–2013.
- The establishment of a draft legal aid bill and draft legal aid policy for cabinet approval.
- Improved results in selected access to justice indicators (case backlog reduction, access to justice institutions, and confidence in system), particularly in Karamoja.
- The prioritisation of access to quality justice in the new sector investment plan, SIP III, with a focus on land and family justice, Karamoja, and reducing corruption
- A decrease from 35.3% in 2012 to 31.3% in 2013 of torture complaints received by the Uganda Human Rights Commission¹³
- A decrease in the number of qualified audit reports for Karamoja region districts.¹⁴

Support to the Joint Budget Support Framework (JBSF)

5.63 Irish Aid engaged at a policy level in the Joint Budget Support dialogue and its framework for monitoring. Irish Aid used the Joint Budget Support Performance Assessment Framework¹⁵ and the judgement on progress against this as a trigger for contributions that it made to sector budgets. This approach was seen as a valid avenue to addressing system wide issues in the sectors supported by Irish Aid, and as an important means for engaging in reviewing overall progress on poverty reduction.

5.64 Support to the Joint Budget Support Framework had started prior to the CSP. In the first two years of the implementation of the Irish Aid CSP the sector working groups continued to be an active avenue for dialogue on Government performance. Critical issues were raised on corruption, increasing the credibility of the budget process, and strengthening financial management systems in the public sector. By 2012, the donors and Government had successfully gone through three cycles of

¹³ After having increased from 34.8% in 2011 to 35.3% in 2012, because of the election period violence, despite the torture law having been passed by Parliament.

¹⁴ The proportion of negative reports (qualified, disclaimer and adverse opinions) was at 56% in 2012/13, while the unqualified reports declined from 59% to 44%. According to the 2012–2013 audit report, 42% qualified reports were at central government and 63% at local government levels while 58% clean audit reports were at central government and 37% at local government levels.

¹⁵ The Joint Performance Framework was important as it tracks results over a number of financial, governance and sector indicators and was considered to provide a rigorous and transparent tool for fund releases.

Joint Budget Support assessments. However, the loss of donor and public funds in the OPM corruption scandal in the fourth quarter of 2012 led to suspension of donor support for northern Uganda and of General Budget Support to the country.

5.65 In response to the fraud the Government of Uganda, on its own initiative, developed a High Level Financial Management Reform Action Plan Matrix. In the period that followed over 80% of the measures from the matrix were implemented, including an important high-level agenda point that had been a discussion point for many years, namely the introduction of a single treasury account for the Ministry of Finance, Planning and Economic Development.

5.66 Irish Aid did not revise its decision to suspend use of government systems (with the exception of its very clearly targeted support to the Office of the Auditor General – see the discussion of FINMAP, from ¶5.70 below). In Irish Aid's view results were disappointing for some key objectives of the matrix, in particular the failure to indict the public officials involved in mismanagement. Other donors like Austria, Belgium, the World Bank, and the European Union have reinstated their support, with additional safeguards built in. This ultimately left the architects, advocates, and implementers of the matrix – individuals within the Government of Uganda who had shown strong commitment to the reform and had seen it as an opportunity to bring about change – feeling unsupported.

5.67 Discussions are currently on-going between the Local Development Partners Group (as the Joint Budget Support Donor Group no longer exists) and the Government of Uganda on a wider reform dialogue based on five principles (including the engagement with donors using different modalities). The recently initiated joint evaluation of General Budget Support will feed into this discussion. However, the internal coordination structures and division of labour amongst Government agencies and amongst development partners is currently unclear, and this is limiting effective dialogue. There is no clear agreement on entry points, relevant counterparts or level of engagement. Both donors and Government believe that the current ambiguity may result in duplication of efforts, fragmentation and increased transaction costs. It is likely that emerging evidence of limited impact on income poverty and poverty dialogue, as well as pressure in donors' home bases to demonstrate attribution for results, will feed into these decisions as part of the broader context.

The Deepening Democracy Programme

5.68 The support to the joint donor Deepening Democracy Programme involved six development partners (Ireland, Norway, Denmark, Sweden, UK, and the Netherlands) and focused on providing funding and on building capacity of civil society organisations. Donors contributed a total of EUR 3.3m over two years (2009–2011) to a basket fund managed by the Danish Human Rights and Good Governance Office. The initial focus was on ensuring free and fair elections in 2011. Other objectives included institutionalising an effective multi-party political system,

strengthening parliamentary oversight, encouraging civic engagement, and strengthening independent media to promote accountability. Over the period of its implementation the Deepening Democracy Programme contributed to:

- Credibility of election results by supporting the purchase of the Electronic Results Transmission and Dissemination System
- Efforts by the Electoral Commission to engage all the political parties in planning and other processes
- CSO engagement in monitoring the electoral process.
- Addressing women and gender concerns, including the Domestic Violence and Female Genital Mutilation bills that were eventually passed into law through efforts by the Uganda Women Parliamentary Association.

5.69 In 2011 the Deepening Democracy Programme was replaced by the Democratic Governance Facility (DGF). Previous bilateral support to CSOs and the legal aid basket fund was rolled into the new DGF. This means the previous grantees now have to compete for the basket fund. Irish Aid support to the DGF is not earmarked but is meant to support three objectives: Deepening Democracy; Rights Justice and Peace; and Voice and Accountability. The first annual review of the DGF was conducted in June 2012 and concluded that the programme was largely on track and that progress was already being made against the three objectives for the fund. The review found that the three-objective structure and the choice of interventions were based on a thorough political economy analysis. However, it also concluded that some of the targets were likely to be too ambitious for a five-year programme aimed at improving democratic governance in Uganda and that the expectations of donor countries might need to be lowered to some extent.

Box 5 Selected results from the Legal Aid Basket ...

- A study to inform the Legal Aid Policy and Draft Legal Aid Policy and Bill
- Justice Centres piloted
- Paralegal Advisory Services Programme in place
- Developing legal and regulatory framework and publication of the pro bono legal aid regulations
- 571 cases with 536 advocates enrolled handled by the Pro Bono Legal Aid
- Complementary public defence and resolution of 1,658 cases through alternative dispute resolution
- A study in Karamoja aimed at informing JLOS' access to justice interventions in Karamoja sub-region.

Strengthening Government Systems – FINMAP

5.70 The Financial Management and Accountability Programme (FINMAP) had the goal of bringing about transparency and reducing opportunities for corruption. The programme intended to enhance institutional capacity in accounting, financial management and internal audit at central and decentralized levels. It aimed to improve external oversight by continuing to strengthen the Office of the Auditor

General, as well as the capacity of parliamentary Financial Accountability Committees. The total budget for FINMAP from Irish Aid amounted to EUR 6.69m,

5.71 Until support to FINMAP was stopped in the transition from Phase 1 to Phase 2, substantial progress had been made. According to the Public Financial Management peer review report of September 2012 (GoU, 2012b), major improvements had been made in budget classification, in budget formulation, in improving the credibility of the budget and reducing overall deviations, in making the budget more in line with agreed strategies and policies, and in successfully implementing a new financial management system. The review also noted that FINMAP had contributed to the achievements in public finance management (PFM) including in procurement, setting up audit committees, increasing budget transparency, improving budget information through publication of monthly releases in the media, restructuring of Office of the Auditor General to strengthen it, facilitating straight-through processing of salaries, and assisting Parliamentary Accounts Committees to clear the backlog of audit reports. A Mid-Term Review of FINMAP in 2013 confirmed these achievements. The report found that FINMAP II had made substantial progress but went on to note that the programme interruption and cessation of most external funding in November 2012 had resulted in a failure to make the system business processes work in such a way that the benefits were fully realised. Nonetheless, over the longer term support to FINMAP was not drastically affected as other donors like Norway, World Bank and the European Union continued their funding after a short interruption.

5.72 After 2012, Irish Aid decided to continue support to the OAG on a bilateral basis by providing EUR 300,000 in 2013, and EUR 450,000 in 2014. Part of the rationale for continued support was that the OAG had played a critical role in the discovery of the OPM fraud. The focus of the support was on sensitizing leadership, building the capacity of oversight committees, and addressing the longstanding problem that good reports are produced but do not lead to action. This targeted support has been very effective, but is narrow given the need to also strengthen other complementary parts of government.

5.73 The decision to suspend the use of Government of Uganda systems sought to respond to political realities in Ireland, which required a strong response to the situation. Nonetheless, interviewees from government, as well as from external donor and civil society partners, commented to the evaluation team that this decision was at odds with one of the key objectives that Irish Aid and many of its like-minded partners had been focusing on, namely to strengthen government systems and capacity. This has led some of the other donors – who were also affected by the fraud - to conclude that continued support to Government was critical, and contributed to their decision to continue support after the OPM incident (albeit with additional measures built in to safeguard against fraud).

Gender Responsive and Equitable Budgeting

5.74 Irish Aid also supported gender-responsive and equitable budgeting, the purpose of which was to ensure that gender and equity is part of the budgetary processes and that it results in a more equitable utilisation of basic public services at central and local government levels.

5.75 To address this, Irish Aid set out to establish a strategic partnership with the Ministry of Finance, Planning and Economic Development to help sector working groups to identify, plan and budget for gender and equity issues, and to include subsequent support to budget tracking on equity issues. An important additional focus was on training sector working groups and other partners in addressing gender and equity issues at local government level, as well as complementary support to analytical work on gender, chronic poverty and vulnerability.

5.76 As part of this initiative, a simplified gender manual was developed by the Ministry and translated into Ngakaramojong for use by the lower local governments in the Karamoja sub-region. At the national level, work focused on the Ministry of Education and Sports in the area of gender and equity budgeting. In 2012, the Budget Monitoring and Accountability Unit completed its first financial and physical monitoring of the Peace, Recovery and Development Plans (PRDP) in all the Karamoja districts. Gender support teams were established in these districts and senior technical and political leaders were trained in the districts on the simplified gender budgeting manual. These interventions brought about a marked increase in budget allocation for maternal and child health at district level in the Karamoja sub-region. This activity was discontinued in 2012 given that funding was being channelled through Government systems.

Support to the Justice Law and Order Sector (JLOS)

5.77 In this sector¹⁶ Irish Aid focused on transitional justice, gender-based violence, corruption and policing as part of a joint programme with the Netherlands, Denmark, Austria and Norway. Support focused on implementing a case backlog reduction strategy to ensure that the root causes of the backlog were addressed (in particular policy reforms, performance management, corruption and institutional capacity) and on the development of a legal aid policy to enhance access to justice for the poor and vulnerable through innovative strategies such as the use of paralegals, alternative dispute resolution, and secondary legal aid. The sector support also focused on developing a transitional justice framework to facilitate reconciliation and accountability after the conflict in northern Uganda, a process that was one of Irish Aid's priorities while lead donor.

¹⁶ Support to JLOS was initially planned under outcome 2 in the CSP but moved to the governance outcome after re-programming in 2012 and is therefore reported here under the governance section.

5.78 In Karamoja Irish Aid support focused on strengthening the involvement of civil society organisations in the justice process. The initiative sought to:

- Establish transparent and systematic platforms for dialogue with civil society organisations at national and local levels.
- Provide financial support to civil society organisations to advocate against torture and engage on processes relating to passing of the torture law.
- Provide support to the legal aid basket fund, facilitate the training of selected civil society organisations in Karamoja on basic human rights, and build financial and project management capacity.
- Support the work of magistrates in Moroto, Kotido and Abim districts through procurement of vehicles, as well as the construction of accommodation for judicial officers in Moroto district.

Box 6 The Muyenga model for policing ...

The Muyenga model for policing is based on a proactive approach. The central principle is to involve the community in policing themselves. The model thus seeks to create close interaction between police and communities to identify and solve problems. In order to achieve this interaction the model includes a focus on: organising regular meetings (in meeting halls if possible so everyone can participate), making the police approachable, and sensitization of individuals on their security rights and responsibilities. The model also involves registering people resident in the community and forming security committees to cover subdivisions of the community. Some committees carry out patrols to prevent crime (where there is sufficient voluntary capacity to do this). Minutes of meetings are taken and statistics gathered to guide priorities. Effectively, under this model the community develops its own policing structures and can establish buildings and provide voluntary assistance. The SARA model – scan, analyze, respond and act – of problem solving is at the basis of the approach.

Strengthening Community Policing

5.79 Support to the police programme focused on community policing and the public order management bill (see Box 5) and was a joint initiative by Irish Aid and DFID. This initiative has been very successful. A community policing strategy now exists, based on An Garda Síochána's SARA model. The principle of community policing has been adopted as a national policy and priority and is embedded in Uganda's Vision 2040.

Box 7 Community Policing – From Police Force to Police Service

Irish Aid support to Community Policing was provided through An Garda Síochána which facilitated a number of training exercises both in Ireland and in Uganda to build capacity of police officers in community policing, based on "Muyenga" (see Box 6). The model has been effective in providing accessibility and visibility and establishing effective collaborative engagement, community empowerment, and partnership to provide solutions to community problems. During the field visits the evaluation team came across various examples of the manner in which this has brought about changes in attitudes and service delivery.

- In Moroto the District Police Commissioner has been able to open police posts up to parish

levels. Officers have been trained and have received bicycles – the bicycles enhance physical fitness, don't need fuel, and are user-friendly.

- Partnerships have been established with communities which has resulted in the building of police posts using locally available materials.
- In Karamoja, various people spoke of communities moving down from mountains and settling and thus needing security.
- The police policy has moved from being office-based to being community-based.
- Police have also adopted the approach of being part of the community and walking around the village.
- In addition, police are now working with a system of Community Liaison Officers. A concrete example is the case of a local businessman who is being threatened by his competitors. He submitted a complaint to the Human Rights Commission, and this was forwarded to the police who are taking action.
- Community crime preventers have been trained to represent police in the community. They do mobilization, provide information, and are also empowered to arrest and hand over people to police. The Constitution specifies that as a citizen you have to participate, and hand over to the relevant authorities afterwards.
- At senior level the leadership is committed to ensuring that the approach is rolled out to all stations. The Inspector General of Police is also using the same approach.

Statements from interviewees highlight that An Garda Síochána played an important role in opening the Uganda Police Force up to this shift in mindset and to bringing about a fundamental change in the philosophy of the police.

Lessons Learned

The community policing based on the Muyenga model is a demonstration of how traditionally shared collective responsibility for security long practiced by Africans can be used to bring social solidarity between the affluent (people with lots to protect) and the very poor (people with great need) in a country with very low police-to-population ratio. The model also moves from the reactive approach to policing towards a more pro-active footing. With limited support to a core team of well-trained officers, the model is easily cascaded to the lower levels. Involvement of the community in maintaining security is vital not only for them to know their security rights and responsibilities, but also to plan and implement actions that will help to improve the security situation in any given community as they develop their own policing structures using the SARA model of problem solving – scan, analyze, respond and act. Since the government has decided to include this content into the syllabus for the Uganda Police Force (UPF) the future graduates of the police training school will come out when they are already equipped with the skill. Meanwhile, a sustainable training programme at this stage on an ongoing basis will help to cover the scaling-up of the initiative, the reassignment of police and the promotion or movement of trainers.

This model was particularly important in places like Karamoja where there had been many years of insecurity and lawlessness. By supporting the model in Karamoja, Irish Aid was able to integrate the justice reform initiatives in the region while alleviating the problem of low number of police personnel per population. By working together with UK government to support UPF mainly through technical assistance, training and provision of equipment, the Irish government demonstrated that like-minded development partners can come together and fill a critical gap in the justice system.

5.80 The sector has increased coverage of districts and is setting up case management committees to improve the dispensation of justice by appropriate authorities, has registered an increase in case disposal at all levels of court, and has reduced the length of stay on remand for capital offenders. Visits to communities by

the evaluation team highlighted that the community policing model has helped to improve neighbourhood security and change the public perception of the police as well as the way police do their work.

5.81 The evaluation found that An Garda Síochána played an important role in promoting a change of attitudes and practices among the Uganda Police Force. Continued support to this initiative in the new CSP – which the government plans to roll out country wide – could go a long way to improving the security of people and their property.

Conclusions

The governance sector was most hit by the suspension of funding through government systems, which were the main channel of delivery of support. Because of this changed context, the sector has seen both strong and weak areas of progress.

For the first time in 2010/11, Government of Uganda started preparing a consolidated government annual performance report under the Office of the Prime Minister based on the NDP I. This improved access to information that influenced debate (Cabinet and stakeholders) on resource allocation, utilisation and accountability.

A very strong and positive aspect of change is linkages that have been established between different service providers in the government sector, and between civil society and various government institutions, which has contributed to better access to rights and justice for the Ugandan people.

The Justice Law and Order Sector and community policing registered some success in particular in terms of improved services, security, referral of cases and changed attitudes at local levels. The establishment of the Democratic Governance Facility enabled civil society organisations to continue to have strategic input into the governance sector and human rights, although it has also increased competition between civil society organisations.

The FINMAP programme has been seen as delivering solid results with progress noted in improved budgeting and scrutiny by Parliament, as well as in strengthening the integrity of the Integrated Financial Management System. The gender and equity budgeting has seen positive results in the Karamoja sub-region with increased budget allocation for maternal and child health by district local governments.

5.3.3 Economic Opportunities

Assessment of Portfolio Component 3 – Economic Opportunities

5.82 The support to economic opportunities was addressed through objectives 7 and 8 of the CSP. This component aimed at:

1. Building assets and economic opportunities of the most vulnerable in Karamoja; and
2. Strengthening the capacity of Ugandan Institutions (public and private) to promote responsible and sustainable economic opportunities.

5.83 The economic opportunities component had a strong focus on areas with high levels of vulnerability in Uganda, including Karamoja itself. It included: a) financial support and participation around the dialogue related to the Peace, Recovery and Development Plan (PRDP) for the Northern Region of Uganda which focused on infrastructure development in education, health, roads and water and sanitation; b) a social protection programme; c) the Karamoja livelihoods programme which was implemented through an international and local NGOs; d) a separately implemented series of research activities which were to feed into the understanding around livelihoods and the context in Karamoja and Uganda as a whole; and e) support to business opportunities through Traidlinks and work around the oil sector.

5.84 Economic opportunities was a relatively small proportion of the portfolio (23% from 2010–13). It was also a new area of engagement. The economic opportunities component of the CSP was formulated loosely, deliberately allowing room for the component to be developed in an incremental manner in recognition of Irish Aid's limited experience and the need for flexibility in terms of approach.

Table 8 Annual spend on Economic Opportunities (EUR), Irish Aid Uganda 2010–2014

	2010	2011	2012	2013	2014	Totals	Detail
	Actual	Actual	Actual	Actual	Budgeted		
Karamoja							
Peace, Recovery & Dev. Prog (Ministry of Finance)	3,468,442					3,468,442	Consolidate peace & security and recovery & development in Northern region
SAGE (MOGLSD), with Maxwell Stamp PLC	750,744	800,000	1,600,000	2,400,000	2,400,000	7,950,744	Implement pilot cash transfer social protection system for elderly vulnerable persons
Livelihood Support (Oxfam)	1,491,819	1,514,795	1,075,910	868,516		4,951,040	Addressing specific problems facing pastoralists in Karamoja
	5,711,005	2,314,795	2,675,910	3,268,516	2,400,000	16,370,226	
Business Development							
Traidlinks	650,000	850,000	900,000	700,000	735,000	3,835,000	Funding of an Irish non-profit organisation to support private sector development in Africa.
International Alert	100,000	400,000	227,859	250,000		977,859	Mitigate risks of resource exploration in Uganda; ensure profit benefits Ugandan people

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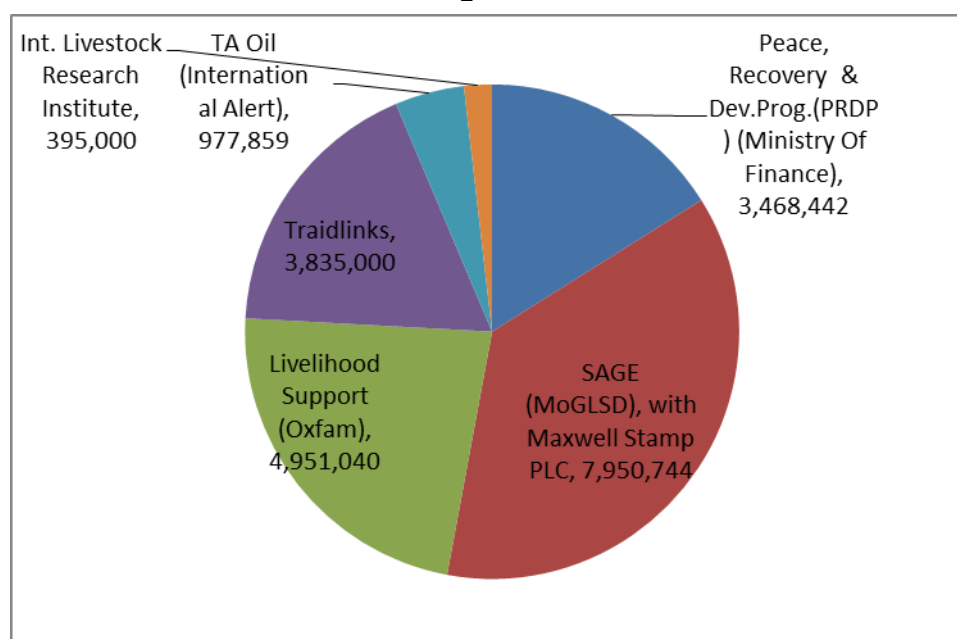
	2010	2011	2012	2013	2014	Totals	Detail
	Actual	Actual	Actual	Actual	Budgeted		
International Livestock Research Institute					395,000	395,000	Improve food & nutritional security for poor households
	750,000	1,250,000	1,127,859	950,000	1,130,000	5,207,859	
Total	6,461,005	3,564,795*	3,803,769	4,218,516	3,530,000	21,578,085	

Source: Irish Embassy Kampala Financial database, 2014

* In 2011, EUR 4m from the Business Development and Economic Opportunities expenditure disbursed to the Peace Recovery and Development Programme was misappropriated in a high level fraud in the Office of the Prime Minister. The fraud was discovered in October 2012 and the money was refunded in December 2012 by the Government of Uganda. It was subsequently re-programmed to other projects in 2013.

5.85 With the exception of the support to PRDP (which was implemented by the Government and where support was discontinued in 2012) the financial commitment and modalities for this part of the country programme were not affected by the changes following the OPM fraud, mainly because most of the activities were implemented through non-government entities.

Figure 7 Expenditure under Economic Opportunities 2010-14 by Sub-component (EUR)



5.86 The next section examines key results areas across the economic opportunities portfolio, highlighting where and in what manner Irish Aid has contributed and where the results fell short of expectations.

Peace Recovery and Development Plan

5.87 Under the CSP, Irish Aid's support in the preceding period to the Poverty Action Fund was replaced by support to the Peace Recovery and Development Plan. The Peace Recovery and Development Plan focused on 28 different interventions in

the northern region of Uganda and aimed at consolidating peace and security by strengthening state authority, rebuilding and empowering communities, rehabilitation of the economy, and peace building and reconciliation.

5.88 Provision of support to the Peace Recovery and Development Plan took various forms depending on the donors involved. Irish Aid, Norway, Sweden and Denmark provided support by entering into a Joint Financing Agreement with the Government with financial support channelled through the Ministry of Finance, Planning and Economic Development, while oversight and management of the fund was in the hands of the Office of the Prime Minister. Other donors channelled resources through a World Bank Trust Fund. Irish Aid recruited a Liaison Officer in Karamoja to engage in joint monitoring of the Peace Recovery and Development Plan together with the Budget Monitoring and Accountability Unit of the Ministry of Finance, Planning and Economic Development and local structures for development. In addition, Irish Aid participated in national and local dialogue structures around the Peace Recovery and Development Plan.

5.89 The mid-term review of the Peace Recovery and Development Plan (2011) highlighted results in a number of areas, including:

- Improved law and order
- Improved delivery of social services
- Provision of economic infrastructure

However, conflict drivers such as land, youth unemployment and reintegration of ex-combatants were found not to have been adequately assessed or addressed. The programme also gave insufficient attention to the provision of economic opportunities for youth. The discovery of the fraud cast a dark shadow over the programme and terminated Irish Aid support to this initiative.

Social Protection (SAGE)

5.90 The economic opportunities component also provided support to the Social Assistance Grants for Empowerment (SAGE) Programme – supported by DFID (as lead agency) and UNICEF (participating as a non-funding, technical support agency) in addition to Irish Aid.

5.91 The SAGE programme was set up as a pilot to strengthen leadership around social protection and to provide evidence of whether social protection through payment of monthly cash grants to senior citizens and vulnerable households is a viable and cost-effective means of reducing poverty and vulnerability. The SAGE grants to senior citizens began in October 2011. By 2012, 32,000 beneficiaries had received social cash transfers in 14 districts. During this period the Ministry of Gender, Labour and Social Development also drafted and finalized a Social Protection Policy Framework – an important achievement. By 2014, monthly grants were being provided to 108,000 vulnerable households living in chronic poverty in

15¹⁷ districts, including two districts in the focus area of Karamoja, surpassing the CSP target of 90,000 beneficiaries. The Irish Aid-supported component in Karamoja differed from the main programme in two respects: (a) grants were paid only to the elderly (in other districts there was an additional component for vulnerable households); and (b) because of lower life expectancy in Karamoja, the age of entitlement was set at 60, rather than 65 as elsewhere.

5.92 Documentary evidence as well as interviews and field visits allowed the evaluation to triangulate that the SAGE programme has been successful in reaching the number of targeted beneficiaries and in improving social and economic development. In terms of scope, Karamoja was not initially included in the pilot but Irish Aid's financial contribution to SAGE allowed the programme to extend to Karamoja and to increase its reach from 12 to 14 districts (with the addition of Moroto and Nakapiripirit in Karamoja).

5.93 Interviews with beneficiaries confirmed findings of a 2013 independent evaluation which gave an A+ rating to the programme and which showed how the monthly cash grants of 21,000 shillings (EUR 7.50) per beneficiary have contributed to improved family nutrition, increased access to education (many of the beneficiaries are carers of young children whose parents have died), and improved health, and have allowed for investment in productive assets and in economic opportunities through the employment of labour in the community.

5.94 These findings are further confirmed by the independent follow-up study by Oxford Policy Management of social protection beneficiaries in 2014 which found that “the programme is likely having a positive impact on total household consumption” and is also “having a positive impact on...wellbeing” with recipients now feeling that they can meet their needs. Increased expenditures on items such as food and clothes are reported to have positively affected elderly beneficiaries' self-esteem. The grant has reduced “their dependence on others...thus enhancing their status and dignity, improving their capacity to fulfil basic needs, and increasing their ability to share and thus access reciprocal support networks” (Brook et al, 2014, p. 23). Positive findings are also reported with respect to orphans in that “orphans living with the older persons are now able to receive part of the scholastic (sic) requirements such as books, pens, uniforms” which has improved school retention, especially at primary level (SAGE Moroto, 2014).

5.95 In terms of modalities, funding for the Social Protection Programme was provided through a Management Agent, Maxwell Stamp PLC (MSP) who set up and staffed a Social Protection Secretariat as a separate programme implementation unit under the Ministry of Gender, Labour and Social Development. The Ministry initially seconded four staff to the unit, although this number was later increased. From the beginning all donor funds were channelled through Maxwell Stamp who also

¹⁷ The additional district was identified and included at the request of the President of Uganda.

contracted the Payment Service Provider – MTN – to make payments to beneficiaries via their mobile money system.

5.96 Prior to 2012 Maxwell Stamp also channelled funds for certain expenditure through the Ministry of Gender, Labour and Local Development to support policy and advocacy work. Funds to support the implementation costs of rolling out the SAGE programme at district level were channelled through the Bank of Uganda down to district level. The programme was also supported by SAGE implementation units located in district offices with dedicated bank accounts, and specially recruited staff. After 2012 funds were no longer channelled through government systems. Expenditure in Kampala was managed directly by Maxwell Stamp who also transferred funds directly to SAGE district units to support the rollout of the programme. According to key interviewees – and as confirmed by the increase in the number of beneficiaries – the change in modality has not significantly affected results, although it has led to some challenges for the management agent.

5.97 The support to social protection is an intervention where preliminary indications point to success. Overall, the SAGE pilot social protection programme has been successful in demonstrating a “proof of concept”. The model has shown that direct transfers, as well as the use of certain innovative technology (such as mobile transfers), can have important social and economic benefits. The Irish support for SAGE made possible the extension of the programme to an area of the country with extreme levels of poverty and vulnerability, demonstrating that there too it was possible to work with a model of this kind.

5.98 It is also noteworthy that Irish Aid as a small donor successfully argued for this extension in scope and the adapting of the social protection eligibility criteria to the circumstances in Karamoja. The fact that the Government of Uganda has extended the SAGE programme at its own initiative to an additional district is a sign of the political attractiveness of this programme, and the pressure that will likely ensue to roll it out more widely.

5.99 Interviewees singled out the importance of Irish Aid’s contribution to SAGE as a knowledgeable and neutral technical partner. The participation of the Embassy in a study visit to Mauritius and South Africa (through the Head of Development) with five ministers provided an opportunity to learn from best practice and advocate for government funding. The political leverage of Irish Aid with parliamentary committees was also highlighted as important in providing entry points for raising issues around social protection.

5.100 However, some challenges remain. The Government of Uganda disbursed UGX 2 billion to SAGE in both 2013 and 2014 but, contrary to its initial commitment, funding levels have not increased over time. Government of Uganda informants at senior level expressed their commitment to the SAGE programme in interviews with the evaluation team and emphasised that the pilot has contributed to swaying the initially cautious view of Government. Nonetheless they also indicated that the reduction of overall budget support to the national government following the

OPM scandal has led to severe budget constraints at a time when Government has also prioritized investment in infrastructure including for the extractive industry. In this context, it is difficult to envision a takeover of the social protection programme by the Government in the next few years. This potentially clashes with the expectations of donors who are expected to make further support to SAGE after 2015 conditional on an increase in Government funding.

Support to Livelihoods and Economic Opportunities

5.101 An important part of the economic opportunities component of the CSP focused on Karamoja through support to an Oxfam-implemented Livelihoods Programme. This was complemented by Irish Aid's commissioning and financing of various research studies that were expected to feed into the understanding of livelihoods, economic opportunities, and the development challenges in the Karamoja region.

5.102 The Oxfam GB Livelihoods Programme, *Building Viable, Resilient Livelihoods for the People of Karamoja Programme*, was implemented in five sub-counties in Kaabong District, six sub-counties in Kotido District, and two sub-counties in Moroto District, targeting 39,000 households out of some 1,200,000 agro-pastoralists in the region. The project sought to build livelihoods; support increased access to appropriate production services (mainly animal health and water), governance and advocacy; and contribute to the empowerment of women.

5.103 The final evaluation of the programme took place between June and September 2013 and measured progress against the baseline. It reported that only 50% of the project objectives were either fully or partially achieved (Robinson, 2013) and concluded that the programme had contributed to:

- Increasing access to water for production activities
- Increasing the number of male and female-headed households participating in the local government process
- Ensuring that there is a strong pastoral alliance representing pastoralists in Karamoja
- Increasing community members' awareness of what is contained in Parish and Sub-County plans for their area
- Increasing skills and opportunities and the confidence of women
- Increasing awareness of and changing attitudes towards domestic violence in Karamoja, and playing a part in the formulation of national policies.

5.120 The evaluation established that the Oxfam programme suffered from issues related to design, conceptualization and implementation. The design was based only tangentially on the local context which led the programme to engage in areas which were insufficiently understood and not necessarily the most relevant or likely to succeed. This was the case for the training in harvesting of gum arabica trees, which took place through the programme. An initial study had indicated willingness of

communities to participate in the programme and had potential actors, but did not sufficiently take into account other contextual, cultural and economic factors. As noted by one key interviewee, “It turned out that Kotido is highly degraded and the gum arabica trees are far from the target communities. This affected project implementation, and expected outputs from the project. Participation of women and other vulnerable community members was affected as they need to balance between household chores and gum collection, bearing in mind the long distances”.

5.121 In addition, while the original design foresaw close collaboration between local community organisations to reach the project objectives, Oxfam adopted an approach of requesting tender proposals from local organisations. This put them in the position of becoming de facto service providers for Oxfam, contributing to a competitive environment among organisations which had previously worked harmoniously together.

5.122 The approach also fragmented interventions because they were short in duration and often started late given that the organisations had to complete the accounts for a previous grant before receiving a new one. Grants were sometimes disbursed during periods of the year that were not necessarily appropriate to the activity. The modality of annual grants fundamentally clashed with the characteristics of livelihood improvement which is a long-term endeavour and therefore difficult to manage through annual programming (and in practice, delays in releasing annual grants left even shorter periods for expenditure).

5.123 Taking into account some of the challenges that had been faced in implementation due to delays and management challenges on the part of the implementing partner, Irish Aid funded a five-month extension phase for the programme from November 2013 – March 2014, implemented by the same consortium to consolidate the results.

5.124 During this phase progress was made in improving management systems and community and local government engagement on infrastructure projects (grain stores, grinding mill and valley tanks). Sustainability of community animal health services was sought by institutionalising the relationship between the Community Animal Health Workers Association and the District Local Government Veterinary services, and agreeing annual district budgetary allocations to animal health. Progress was also registered in land issues, and a popular version of the National Land Policy was developed and translated to assist the district leadership in strengthening of land administration institutions to secure pastoralist land rights as well as regulate land use practices. In addition, Elders' Councils committed to rebuilding their traditional leadership structure to play their role in customary land administration, working closely with the communal land association leadership and involving women and the youth that were not previously considered in the administration. Some progress was also achieved on the uptake and use of changes in weather and climate information trends for integration into a functional early warning system. Visits by the evaluation team to programme locations confirmed

that, although the project had been terminated, some activities were still on-going, such as the community-managed grain mills. Other activities had stalled since the project ended.

5.125 This evaluation concludes that in spite of efforts by local partners, the programme was only a partial success. It was unable to make significant inroads into addressing the negative perceptions of pastoralism and the land access problem. It was also unable to complete important support that had been provided to communities in acquiring Certificates of Communal Land Ownership.

5.126 It appears from interviews with persons involved at the time that the potential market actors and stakeholders were not adequately engaged at the beginning of the project and that despite a validation exercise at the outset with major stakeholders, there was actually very limited buy-in by the stakeholders themselves, in particular in the private sector. This left the delivery of the project in the hands of humanitarian agencies and reduced the integration with and the focus on business. This combined with the fact that with the chain of funding from Irish Aid to Oxfam to local-level community organisations meant there were too many barriers and layers before reaching the final beneficiaries, and potentially too little benefit for them.

5.127 The implementation of this component suffered from inadequate staffing levels and skills in Oxfam which left the project without adequate supervision. The staff changes within the Embassy over the implementation period also saw the supervision of the economic opportunities component change repeatedly, further creating difficulties in terms of adequate supervision.

Research to enhance understanding of the Karamoja and national context

5.128 Livelihoods research was the second area under this sub-component. The focus was on “coordination of relevant research that will facilitate evidence-based planning, programming and implementation, targeting those bearing the heaviest burden. This will help to focus on the poor and vulnerable” (Irish Aid, 2010b).

5.129 Over the CSP period EUR 2.6m

Box 8 Study on Customary Authority in Karamoja – selected recommendations

- Economic development in Karamoja should be locally led, and focus on increasing the relevance of customary authority.
- Development should strengthen the role of the elders in mediating group conflict and resource sharing.
- Government should limit its role in land use management to policies that support and bolster the important livestock sector.
- Education is critical to the future of Karamoja but education curricula should not disparage pastoralism or traditional culture.
- Legal aid should foster greater cooperation between the customary and formal sectors.
- Gender-sensitive programs should focus on closing the gap between men and women in traditional fora.
- The provision of security for communities in Karamoja is a basic condition necessary to reinvigorating customary institutions.

was spent on various research studies which were carried out by different entities. Key studies included:

- A baseline assessment of opportunities and constraints in mining and minerals in Karamoja.
- An assessment of Karamoja's tourism potential.
- A study on customary law, livelihoods change and conflict mitigation in Karamoja.
- An assessment of how Irish Aid might support vocational education.
- A study of the Ugandan middle class.

5.130 A review by the evaluation team highlighted that while a number of these studies led to very interesting conclusions and recommendations (see Box 7), the commissioning of the studies was not always sufficiently linked to a decision-making process and to clear CSP priorities. In addition, some of the studies were not disseminated and follow-up work was not initiated, bringing into question the usefulness of the research. Some of the studies have not been used to the extent originally anticipated because Irish Aid has been operating on a year-by-year basis since 2013 which has made it difficult to make longer-term decisions that would take forward the more far-reaching recommendations. However, it was noted that the Local Development Partners Group and Heads of Mission meetings with Government were instrumental in disseminating some of the results of the studies at national level to relevant policy makers.

Support to Local Private Sector Development

5.131 Two main areas of support fell under this sub-component, namely support to the Irish organisation Traidlinks¹⁸ and the harnessing of economic opportunities from the oil sector. Traidlinks was established in 2006 as an initiative of Irish Aid Dublin. In its initial phase Traidlinks had focused on the "Heart of Africa" brand; this aimed at promoting brands from Africa but faced difficulties with product quality and sourcing. Traidlinks reoriented its approach to focus on a mentoring programme which aimed to help small and medium-sized enterprises to strengthen their capacity and their basic business know-how in order to begin to access new markets.

5.132 Over the CSP period EUR 3.8m of Irish Aid funds were provided to Traidlinks. The CSP envisioned that supporting Traidlinks would address the priorities expressed in Ireland's Africa Strategy of expanded ties with African countries to include trade, investment, and people-to-people links (Irish Aid, 2011d). At the same time it would create employment in the small to medium-size enterprise (SME) sector, which Uganda's National Development Plan identified as having the potential

¹⁸ Traidlinks was established in 2006, following on from the Private Sector forum of Irish Aid. It aims to link the Irish private sector with the development agenda in Uganda, with envisioned benefits to both. It is a privately led not-for-profit company limited by guarantee.

to play a major role in job creation and in generating additional demand for locally sourced primary agricultural products.

5.133 In this context the CSP anticipated that Traidlinks would expand its training programme for small and medium companies to 60 companies in Uganda over the five-year period and that it would assist in identifying regional market opportunities. Uganda was selected as an appropriate country in which to gain experience because of being English-speaking, and also because of the involvement of Tullow Oil (a UK registered company with an Irish CEO) in Uganda. A number of indicators were identified to monitor the success of Traidlinks' engagement, including the number of new jobs created and retained, additional turnover and exports generated, levels of investment, and increases in purchases at the 'farm gate'.

5.134 The evaluation of Traidlinks which reported in 2013 (Tomesen, 2013) found that it was not possible to report systematically against these indicators, for a variety of reasons: there had been a de facto shift in focus from agricultural towards industrial activities, many of the firms actually mentored did not fit the original criteria for SMEs to be supported; and the project did not keep sufficient records of its activities and their outcomes. It concluded that Traidlinks' contribution to the CSP objectives was very limited.¹⁹

5.135 The available evidence points to a variety of factors, internal and external, which appear to have contributed to the overall disappointing performance of Traidlinks. This includes a lack of clarity on the exact niche that Traidlinks would fill (Crowley, 2013), a persistent lack of understanding of the logic model for the intervention (Tomesen, 2013), weak project design (including insufficient understanding of the context and optimistic assumptions about what Traidlinks would achieve), and challenges in the management of Traidlinks, including in establishing Traidlinks as a viable organisation, which took much time to address. Much of the effort over the initial two-year period appears to have gone into organisational and management aspects of the project (including dealing with issues related to taxation of Traidlinks under Ugandan law), with insufficient attention to

¹⁹ The Traidlinks evaluation noted:

"We have also examined the extent to which the Traidlinks project has contributed to the outcomes envisaged in the Irish Aid *Country Strategy Paper Uganda 2010-2014*".

"The contribution of the Traidlinks project to the outcome that "Government is more responsive and accountable to the poor and vulnerable" has been limited because the Government of Uganda, represented by UEPB [Uganda Export Promotion Board], has not shown effective commitment to support regional trade development through MarketLinked.

"The impact on the Irish Aid outcome that "Poor and vulnerable people have better health, higher levels of educational achievement and a more stable and secure environment" has been limited as well. Outreach and effect on household security and other poverty indicators have not been measured, but appear to be rather minimal.

"The contribution to the outcome "There is increased economic opportunity for the poor and vulnerable" has been limited. We conclude that this outcome is not only rather limited but that it has not being systematically considered in the project design, implementation and monitoring." (Tomesen, 2013, section 4.7)

proper project design and to performance on the expected outputs. An analysis of the funding flows to Traidlinks highlights extraordinarily high staff costs (at 68% of the funding provided by Irish Aid) which when offset against the outputs raise issues of cost-effectiveness.

5.136 The relative lack of experience of Irish Aid in this area was cited by some interviewees as a compounding factor, as Irish Aid was counting on Traidlinks to lead in the work, but ended up having to engage in much more direct supervision. As a result of the very substantial challenges it became necessary for the Embassy to be closely involved in implementation, which risked affecting its ability to monitor objectively and with credibility (Tomesen, 2013).²⁰

5.137 Finally, it appears that the experience and know-how of leaders of relatively large and successful Irish businesses were insufficiently accessed to support relatively small SME development in Uganda. In addition, it can be questioned whether Irish businesses – with a totally different niche in Ireland and a lack of experience operating in Uganda or elsewhere in Africa – could realistically have been expected to provide the kind of support that was needed. It also raises a broader question, noted in the Tomesen report, of whether it would have made more sense for Irish Aid to draw on experience of entities such as the International Finance Corporation and DFID rather than developing its own home-grown model without previous evidence that such experiences were effective.

5.138 On balance, the available evidence on Traidlinks points to disappointing results against a relatively high investment, and to the conclusion that the envisioned strengthening of the SME sector through this initiative has been at best only partially achieved. In this context the mid-term evaluation of Traidlinks states that “The project goal to contribute to economic opportunities for the poor and vulnerable through development of the SME sector, has thus been achieved to a very limited extent” (Tomesen, 2013, p. vi). This view was nuanced in a subsequent visioning exercise, which should be noted but which does not have the same status as an independent evaluation (Crowley, 2013). The visioning exercise highlighted recent innovative developments and prominence was given to the qualification that delays in producing results are probably partly related to the fact that this is an area where little is known and that time is needed to find suitable models of collaboration..

5.139 Nonetheless this evaluation is of the opinion that the evidence overall points to poor performance in this particular part of the portfolio and that both the conclusions and the lessons of this sobering experience need to be given weight in decisions concerning future funding.

²⁰ The Tomesen evaluation was strongly contested by Traidlinks. However, the evaluation team reviewed this report and found no reason to believe that it was not of a standard that would normally be associated with a credible evaluation. In addition, the other evidence that this evaluation collected was consistent with the findings of the Tomesen report.

Building Capacity in the Oil Sector

5.140 This final sub-component of the CSP aimed at building capacity in the context of oil exploration. The aim was to help mitigate potential adverse effects of natural resource exploitation, encapsulated in the phrase "resource curse syndrome", where an apparent bonanza may lead to undesirable macroeconomic effects, accentuate inequalities and worsen corruption. The specifics of this area were left open in the CSP design and evolved in a manner different from what was initially envisaged.

5.141 Initial work focused on bringing together various partners to discuss a possible basket fund for support to vocational training in the oil sector and to develop a multi-donor trust fund for vocational training (work which took place in 2011 and 2012). This was discontinued among other reasons because of the OPM fraud. The EUR 1m funding that had been put aside for this activity was returned to headquarters.

5.142 The other area of work was more successful. Irish Aid provided financial support to the non-government organisation International Alert to propose a framework for the oil and gas sector in Uganda. This financial support allowed International Alert to conduct studies which have fed into reflections and decision-making processes in country by Government and others. For example, International Alert's work in 2011 on the oil and gas sector supported discussions in Parliament on the development of a legal framework for the sector, and also supported training for parliamentarians to deepen understanding of the proposed revenue management law. International Alert also provided conflict-sensitivity training to a number of entities.

Conclusions

As a new area the economic opportunities component of the CSP was formulated loosely. This allowed Irish Aid to develop this component in an incremental manner. However, there was little guidance from Irish Aid to the implementing partners in shaping the component and some of the initiatives were in areas where Irish Aid had little experience and where it put in place programmes that were ambitious in scope and not very well designed such as was the case for the livelihoods programme. It resulted in practice in a loose combination of different initiatives without explicit coherence.

The expected results in the area of economic opportunities – which through Traidlinks and other initiatives sought to respond to a new institutional priority and test strengthened engagement with the private sector – have only been achieved to a limited extent. Little progress was made in generating economic assets through support to Ugandan companies and to farmers in Karamoja. The engagement of Traidlinks produced limited results. The Karamoja Livelihoods Programme also only partially delivered expected results, albeit for different reasons.

Developments in social protection have, however, been positive. A social protection policy is in place and has been approved at the highest level of Government. There has been a strong and positive shift in Government's attitude and commitment towards social protection. The social protection pilot successfully tested a new model of cash grants to the

elderly and brought out lessons which will be in valuable in going to scale. Irish Aid was also able to bring about the extension and adaptation of the pilot to Karamoja, where it has provided immediate benefits.

Irish Aid has supported some valuable work around the oil industry through International Alert, contributing to informing a crucial national debate.

5.4 Relevance, Effectiveness, Efficiency and Sustainability of the Irish Aid Engagement

5.143 The evaluation was asked to make an assessment of the relevance, effectiveness, efficiency and sustainability of the CSP and to highlight factors that explain these findings. It was also tasked with examining how effective and efficient were the selected financial instruments, aid modalities and delivery mechanisms that were applied during the implementation of the CSP.

5.4.1 Relevance

5.144 Considerations concerning the relevance of the design have been discussed in section 5.2 of this report. The CSP design was found to be broadly relevant to the goals of beneficiaries, the Government of Uganda and Irish Aid, but insufficiently cognisant of the conflicting trends in Uganda, and the changing context in the East Africa region. The CSP was also weak on contingency plans for addressing the quite substantial risks that were identified during the programming stage of the CSP. The CSP also did not do enough in prioritizing its focus and ended up being broader than its 'slimmed down' label intended.

5.145 The OPM scandal required Irish Aid to rethink the programme. This rethinking went as far as considering a full closure of the programme. When this was rejected and the decision was made to continue, Irish Aid was forced to make profound changes to the modalities for implementing the programme. Whilst the CSP was based on a foundation of working through government systems – an area which Irish Aid had invested in heavily over the previous period and under the previous CSP – alternative solutions to deliver the aid portfolio had now to be identified and implemented.

5.146 The choices that were made for the second phase of the Irish Aid support (after the OPM crisis) were thus conditional on finding a way of working which avoided excessive risks and fragmentation of the programme over too many implementation partners. In this context the evaluation finds that – within the restrictions that were imposed at a political and policy level – the Embassy made relevant choices, and, in a short period of time and under considerable pressure, identified ways of working which on the whole were in line with the changed context.

5.147 Nonetheless, and as can be seen in the analysis in the preceding part of this chapter, the changes still resulted in elements of the programme being ceased across all three main component areas. Governance was most severely affected as a consequence of the fact that a large portion of the governance support had been

channelled through government institutions and their budget management processes.

5.148 While much time and effort was invested in finding more than adequate solutions for this situation, the choices made clearly affected the programme across the four OECD DAC criteria that the evaluation was asked to look at.

5.149 On the relevance side, Phase 2 brought a shift to focusing directly at beneficiary level, reducing the extent to which Irish Aid could effectively support government capacity building and system strengthening. It also resulted in the discontinuation of Irish Aid financial support to selected areas of Government which had been identified as engines of change from within, such as budgeting, monitoring, and accountability. This included some activities that were promising but which had to be discontinued as a result of the fraud, therefore not building on the investments that had been made. It also reduced the coherence of the interventions, for example, supporting the OAG but without linking this to other areas of support under FINMAP.

5.150 Irish Aid was commended by many of the partners interviewed for having made the important choice at the time not to disengage on all fronts. Moreover, in areas where it was no longer providing funding directly through government systems, Irish Aid still continued to participate in coordination fora and provided technical inputs. Finally, where alternative solutions were put in place – such as working through management agents – efforts were made to ensure that Government played the necessary supervising and decision-making role, for example, in the case of the construction work in education, although the modalities did pose limitations to the extent to which this was possible and there could be ‘ownership’ in practice.

5.151 Irish Aid communicated its choices to its partners in good time, and this was particularly important in terms of maintaining its relationship with the Government of Uganda. Nevertheless the Phase 2 shift reduced Irish Aid’s emphasis on international commitments on aid effectiveness. It also means that the anticipated benefits from joint budget support – better management of government funds overall – were put to one side.

5.152 Deciding that Irish Aid would suspend use of government systems as a viable option for its support in the short to medium term was an immediate decision and a necessary response to the political imperative in Ireland to take action. This affected how Irish Aid could work in the short term in response to the crisis. However, the impact went further because Irish Aid did not react in the manner anticipated by Government to the changes that were made through the High Level Action Matrix following the fraud because of the limited follow-up to criminal investigations related to the fraud. This could mean that an important opportunity was missed to realign Irish Aid’s work with Government and acknowledge changes that were being made from within, and in particular to support change-makers within Government, some

of whom were courageously using the opportunity of the OPM fraud to push for long-needed reforms, such as the establishment of a single treasury account.

5.153 The evaluation concludes that the original CSP was broadly relevant but should have made tighter choices in reducing the areas of intervention and being more cognisant of the signs of broader change in the political economy. The OPM fraud was felt as a major breach of trust and was bound to trigger a strong reaction. However, better risk analysis and contingency planning might have allowed Irish Aid to send a very strong signal to the Government at a lower cost in terms of collateral damage to the programme and to Irish Aid's relationships with reformers within Government. It shifted the balance towards greater NGO involvement and involved a new focus on the use of management agents. This ensured continuity of a number of key activities and contributed to an enhanced civil society role which – while desirable – put pressure on the government-civil society relationship. In the case of management agents, the choice was probably inevitable to ensure continuity.

5.4.2 Effectiveness and Efficiency

5.154 The evaluation found that Irish Aid has very effectively highlighted at national level the plight of the vulnerable, particularly in Northern Uganda, and has helped develop strategies for addressing issues of poverty and gender-based violence. Irish Aid is recognised and respected for its consistent commitment to these issues and for speaking out on them. Other more profound changes in terms of attitudes towards pastoralist communities may need more time, but as noted by one of the evaluation's key informants, 'seeds have been planted'.

5.155 Irish Aid's long-term commitment to education in Karamoja, over a period of close to ten years, is probably the single most effective input for addressing the goals that Irish Aid is most committed to: poverty, hunger, gender, exclusion and equality. It has given Ireland an important entry point into Government through the Ministry for Karamoja, which is headed by the wife of the President.

5.156 The bursary programme, in combination with investments in quality infrastructure and education quality, is beginning to produce a vocal group of advocates for an excluded area of the country. The mentoring system that was introduced under this CSP has provided critical support to the young scholarship students and has brought education closer to communities, raising the importance of girls' education. The fact that Irish Aid's support through education and scholarships dates back to much earlier and has included the work of Irish priests and nuns in education as well as the provision of opportunities to study in Ireland has contributed to creating a small but growing and influential group of persons within Government who hold Ireland in high regard and who will advocate for many of these important agendas. While this was not the aim of the CSP itself, it was an important aspect that the CSP was able to effectively build on.

5.157 Irish Aid has also been effective in a number of other very important areas, prominent examples of which have been described in the previous section, including

gender-based violence, HIV/AIDS, and social protection. Important contributory factors for the effectiveness in these areas are the manner in which Irish Aid combined its prior and institutional knowledge in these areas with technical skills to match the specificities of the context, its position as a neutral broker with a capacity to work across different stakeholder groups, its skills as a negotiator, its longstanding knowledge of the context (including of the issues at local level), and its position in coordination mechanisms (such as in leading on the basket funds in HIV/AIDS). The example on gender-based violence in Box 4 is informative in this respect.

5.158 The CSP clearly sought to bring together activities that had previously been implemented in Karamoja in an ad hoc fashion into a stronger and more coherent framework. However, in practice the CSP was broader than just the work in Karamoja as other geographic areas with local interventions were also covered, including work on addressing gender-based violence in Busoga, and the support to the northern region of Uganda for the PRDP; this required attention across a range of geographical areas and made it more difficult to focus. The evaluation team found that, nevertheless, the programme as a whole was generally coherent as well as effective.

5.159 However, Irish Aid has also missed opportunities and made choices that on balance undermined its effectiveness. It chose to engage broadly, in complex areas such as livelihoods and economic opportunities – both areas where Irish Aid had little experience (as was recognized in the CSP) and where its added value was not very clear. With the exception of social protection, where Irish Aid was able to benefit from the additional technical expertise of a partner (DFID), it failed to conduct sufficient preparatory and background work, to consider alternative options, or to understand the complexities that needed to be addressed. The economic opportunities area was also affected, as noted, by internal changes in staffing (and staff uncertainty following the OPM fraud).

5.160 Traidlinks is a specific case because it was not designed by the Embassy. The weaknesses of that endeavour became problematic because the Embassy had to take on a direct role of supporting the weak management of Traidlinks which jeopardized its monitoring role.

5.161 Cost-effectiveness is a challenging area to evaluate, in particular because with the OPM fraud mid-way through the CSP major changes were undertaken. It has thus in some cases become more difficult to follow the links between inputs and outputs. However, the indications are strong that resorting to management agents increases unit costs because of overheads. These costs are partially offset against benefits that were apparent in some of the interventions in terms of quality (e.g. in education construction).

5.162 In terms of factors that explain these results on effectiveness and cost-effectiveness, interviewees made it clear that Irish Aid has consistently punched above its weight and has skilfully combined its technical/development skills with its political influence. Through its direct link to beneficiaries Irish Aid has demonstrated

a capacity to understand issues that matter to the groups that it seeks to assist. It has used its convening power very effectively, and has drawn on lessons from experimental programmes to inform dialogue in and across different fora.

5.163 Irish Aid was among the first donors to start engaging local staff in senior positions. While it is difficult to establish exactly what the degree of influence has been it is important to note that the professionalism of Irish Aid national senior staff, and of Irish Aid staff in general, figured very prominently in the discussions on explanatory factors for the areas of success that Irish Aid has had.

5.164 The considerable social capital that Irish Aid has built up over time has been extremely important in allowing Ireland to talk across different types of organisations and institutions and to bring together stakeholders with very different perspectives. It has also made it possible for Irish Aid to work effectively in areas which are potentially sensitive and thorny such as gender-based violence and human rights. This social capital is something that is acknowledged to be exceptional among the donor community and that has considerable value to Irish Aid, but also to other partners who engage with Irish Aid and see Ireland and the Embassy as having a privileged link to Government. However, the social capital should not be taken for granted but explicitly nurtured, a point to which we return in our recommendations.

5.165 As a small donor, Irish Aid has skilfully identified opportunities for linking up with initiatives by other partners and for adding value to these initiatives. This was the case, for example, with the pilot on social protection which Irish Aid extended to Karamoja, and where Ireland has played an important role in the dialogue with the Government, contributing diplomatic skills to the dialogue with Government on options, on solutions for sustainability, and on scaling up.

5.166 Because Irish Aid has flexible funding where other organisations are often limited by strict and centrally managed decisions on what to finance, it has been able to maximise its own contribution as well as that of other partners. This was the case, for example, in HIV/AIDS, where Irish Aid has filled very important gaps in prevention support and in strengthening management through a combination of skilled technical support and financial support.

5.167 Irish Aid's efficiency has, however, clearly been affected by the OPM fraud. The process that followed the fraud, the choices for working through other implementation modalities, and the phased approach of the CSP programme have reduced Irish Aid's effectiveness and efficiency in achieving the originally anticipated outcomes. In terms of efficiency, increased use of management agents entails higher overhead costs to achieve a perceived reduction in fiduciary risk, and also changes the nature of the partner management workload for Embassy staff, potentially detracting from their work on analysis, relationship-building and influencing. Effectiveness is also affected more subtly: distancing implementation from government systems could erode working relationships that Irish Aid has built up over many years and reduce opportunities for future influence.

5.168 The fraud has also affected the overall aid environment. Irish Aid is not the only development agency to have made choices to channel funds through and to different entities. This has brought about a shift over the last two years from predominantly funding through Government to funding multilateral and civil society organisations (which have received proportionally more funding compared to the previous phase), and there has been a resulting shift in power dynamics. This exacerbated an already difficult relationship and Government's attempts to reduce the space for action by civil society may be partly a reaction to this trend in donor behaviour.

5.169 The effects of the OPM fraud on Irish Aid were far wider than just a change in modalities. In the period following the fraud Irish Aid was recentralised to a degree with very strong support and also intervention from Headquarters so that for a while the programme was in effect run from Dublin. This transition period which lasted over a year reduced the focus on monitoring of Irish Aid-funded activities and scaled back Irish Aid's engagement with its partners. It had repercussions beyond the initial period in that Irish Aid became more internally focused and somewhat less engaged during the post-OPM phase of the CSP.

5.170 The OPM fraud was also followed by a long period of uncertainty which has had implications for staffing, retention, and staff confidence at the Embassy. It resulted in a year-on-year approach for the latter three years of the CSP, as noted in the introduction, making it much more difficult to plan for longer-term outcomes. This piecemeal approach clearly increased transaction costs all round, with the introduction of more demanding processes internally and increased interaction with Dublin, and also led to new ways of working.²¹ All these changes resulted in reduced technical involvement in the programmes, both in Kampala and in Karamoja and other sub-national areas. They contributed at least partly to less attention being given to some of the synergies that were expected to be promoted during CSP implementation. In Karamoja there has been little evidence of synergies with the work of other agencies. And although there is evidence of synergies within some components (e.g. the various dimensions of the work in education) there has been little by way of synergies across different components.

5.171 Monitoring is an important aspect of effectiveness. This was the first Uganda CSP that had a CSP-wide baseline and which was regularly monitoring against planned indicators. Had the fraud not taken place it would probably have been possible to draw clearer conclusions about areas where Irish Aid has contributed at outcome and impact level. But the changes following the scandal reconfigured aspects of the programme. An effort was made to identify indicators to match the post-OPM planning needs and to strengthen monitoring, in the context of increased focus on more broadly strengthening internal management and control systems.

²¹ These changes took place in a context where public sector reform had been a focus in Ireland. The OPM fraud accelerated many of these changes.

However, in practice results monitoring activities received less attention in the programme after 2012.

5.4.3 Sustainability

5.172 On sustainability the record for Irish Aid as established by this evaluation is mixed, and there is no doubt that the current year-to-year approach has not helped. It is very difficult to assess the sustainability of the programme as a whole over a five-year period which became split into two very different phases. Nevertheless, it is possible to identify elements of the programme which have good prospects of achieving long-term impact for beneficiaries, and to comment on the implications for sustainability of the different ways of working.

5.173 As noted, the Karamoja bursary programme has made an important impact, and will likely continue to do so, as an increasingly large group of graduates (the majority of whom are women) are taking on prominent roles in Karamoja and becoming 'ambassadors' for their region.

5.174 The work on gender and gender-based violence clearly needs more time, but changes are taking place at the outcome and impact level as documented above. The work that Irish Aid has done to influence commitments and policies at national level is an important contribution to ensuring that gender is given prominent attention.

5.175 In HIV/AIDS the greatest threat to the sustainability of the national response is the manner in which the HIV/AIDS response is being funded. This is clearly beyond an agenda that Irish Aid can take on in its own right. Irish Aid is playing a singular role in strengthening the national capacity to respond, through providing technical support and funding where many partners have left. This choice makes sense given that in the absence of this support the response would most likely come under even more severe threat. The plans to develop an AIDS Trust Fund, which Irish Aid would contribute to (and could consider providing seed funding for), would be a step in the right direction for a more sustainable funding mechanism for a medium- to long-term approach.

5.176 On social protection it is not possible at this stage to make a definite statement about sustainability. The pilot has been set up to support government systems and to progressively create capacity for implementation, which at an institutional level augurs well for sustainability. The political pressure that has been generated will, in the assessment of this evaluation, ensure that the programme will continue, at least in the current districts. The commitment of the Government to future financing will be a deciding factor on sustainability.

5.177 Sustainability is also affected by the choice of modalities. The most challenging aspect of resorting to management agents for activities that would otherwise be implemented by Government is that there are areas where it is unlikely that an intervention can produce the same result that would normally be addressed by working through government systems, such as capacity building and sustainability

of interventions in areas that might otherwise be implemented by Government²². It may also lower the quality of Irish Aid's interactions with Government, and therefore reduce Irish Aid's accumulated "social capital" with Government. The choice in Phase 2 of modalities that do not involve channelling funding through Government and the wider repercussions of the OPM fraud on relations with donors are making it necessary to reconsider the ambitions of programmes and initiatives so that they match what is realistically achievable.

6. Conclusions

6.1 *The CSP design reflected the priorities of beneficiaries, the Government of Uganda and Irish Aid.* The design was in line with the Ugandan National Development Plan and with the priorities of Irish Aid's Africa Strategy and with its One World, One Future policy.²³ Discussions with beneficiary groups consistently highlighted that the changes envisioned by Irish Aid were very pertinent to their needs and priorities.

6.2 *The CSP design reflected a more streamlined and focused approach, with clearer linkages between financial investment and policy dialogue, and greater focus on chronic poverty and vulnerability.* However, in implementation during Phase 2, these linkages between investment and policy dialogue became weaker in a number of areas of the programme.

6.3 *However, the CSP design did not make sufficiently hard choices about responding to the changing political environment, nor were interventions across the CSP effectively prioritised, resulting in an over-ambitious programme.* In the area of economic opportunities the implementation of the CSP was affected by a combination of inadequate design and optimistic assumptions about the scope and potential impact of programmes.

6.4 *The OPM fraud and the subsequent changes resulted in a CSP that effectively consisted of two very different phases; these changes, inevitably, impacted on the effectiveness and likely sustainability of some programmes in the second phase.* Total discontinuation of the support to Uganda was a real option in the early days after the scandal, and a period of significant reflection, analysis of options and discussions at the highest level were held in order to salvage the programme. In the end, a number of activities which were implemented through Government were discontinued. For other activities alternative solutions were found.

²² The overwhelming evidence in the pre-Paris era was that efforts to strengthen pro-poor basic services via parallel projects outside government systems were not a good bet for sustainability.

²³ Although this document was published subsequent to the approval of the Uganda CSP.

6.5 Implementation in the second phase has faced challenges because of uncertainty about the medium-term continuity of the Irish Aid programme, short planning periods, more demanding internal processes, and reducing coherence among donors who were previously committed to the same aid effectiveness goals. The limited choice of modalities and the cuts that were made in the programme have had adverse effects on coherence, synergies, effectiveness and cost-effectiveness overall, and also for monitoring and lesson learning. They also cut short some of the work that had been on-going through support from Irish Aid and others to strengthen internal controls and PFM within Government, which if continued would likely have strengthened government systems.

6.6 Irish Aid has contributed to some very important progress in reducing poverty and promoting asset creation, expanding access to social services (including in terms of justice) and generating greater awareness around gender and gender-based violence. Irish Aid made good contributions in the areas of education, gender-based violence and social protection. Results are also evident from Irish Aid's work in selected areas of Governance although this area was heavily affected by the changes after 2012. In some areas, e.g. social protection and HIV/AIDS, Irish Aid has very effectively used its development expertise, its acknowledged skills in diplomacy and its reputation as a neutral broker to push for reforms.

6.7 Important contributory factors to Irish Aid's successful engagement in the areas above are: (i) the important social capital that it has built up over time, with its acknowledged neutrality and openness; (ii) its consistent focus on vulnerability, on the poor and the marginalized; (iii) the focus on Karamoja – an area which has very significant challenges, which is difficult to understand, and is hard to reach; and finally (iv) the quality of its technical inputs through an experienced, strong, and highly competent locally recruited team in some of the key domains where it intervenes.

6.8 Irish Aid's single most important contribution has probably been its sustained commitment to providing educational opportunities for girls and boys in Karamoja which builds on previous engagements including work done under previous CSPs. The focus on education has generated a cadre of Ugandans and Karamojong who can be change-makers in the future. The mentoring approach has been an important addition under the current CSP to the scholarship programme. The success in generating a cadre of well-trained Karamojong highlights the important benefits that can be reaped through sustained support and from accepting that profound changes in development take time.

6.9 The strategy of linking experimentation and local lesson learning to wider processes of dialogue has been an important characteristic of the Irish Aid programme and has produced results in key areas. This impact is reflected in the adoption of policies and frameworks for action across a

number of areas, including in social protection, governance, and gender. It has contributed to Ireland's reputation as a skilful and knowledgeable partner with a clear agenda for change.

6.10 *In the new area of the CSP – economic opportunities – the results have been disappointing at best, with the exception of the area of social protection.* The complexities of engaging in this component were underestimated. In its implementation the economic opportunities component of the CSP has lacked coherence, reflects insufficient analysis and understanding of the specificities of the context, and has faced challenges in terms of technical inputs and supervision, including in relation to the capacity of the implementation partners. The management of the Traidlinks partnership in particular has been a heavy burden for the Embassy.

6.11 *Irish Aid's engagement in a programmatic approach for developing Karamoja is a new aspect of the CSP and is extremely valued by beneficiaries, local and national government and other partners. It has produced some very promising results and changes,* including changed attitudes of communities vis-à-vis schooling of girls, improved access to education, stronger recognition of the role and plight of women, improved access to justice, and infrastructure improvement. Irish Aid's long-term engagement has contributed to its social capital in the region and the country, and to extending its sphere of influence in ways that were likely not initially predicted. However, Irish Aid's special concern for Karamoja should not mean that Irish Aid should engage in every sphere of development there.

7. Recommendations

Scope of the programme

7.1 Irish Aid has been successful in a number of areas, while operating under conditions that have imposed constraints. In a complex and rapidly evolving context like Uganda, it is tempting to want to engage in a multitude of different areas. **In the next CSP Irish Aid should be both strategic and modest in terms of what it takes on.** Durable impact can be achieved through sustained investment in some of the basic ingredients for development, e.g. access to education. While such interventions might not always be as politically interesting as those in other areas, they reflect areas of strength that Irish Aid has had, as well as a modest approach to the contribution that Irish Aid can make, and they fit with the fact that Irish Aid has a modest budget and is a small donor in Uganda. **Irish Aid should use the coming year and the findings of this evaluation to make decisions on how to reduce the level of ambition of its programme, focusing on depth rather than breadth.** This would ensure that Irish Aid can a) capitalize on its comparative advantage; b) build on progress made so far; and c) continue to make a difference over the next CSP period. In the opinion of the evaluation team, areas that lend themselves to this include gender-based violence, education, justice, law and

order, HIV/AIDS, and social protection. Irish Aid's role in influencing should continue to be central in the next CSP. This approach is also compatible with continuing to take a special interest in Karamoja.

Anticipating and managing risks

7.2 A more structured risk assessment as part of the CSP design and planning process and a better system for monitoring and reporting changes during implementation should be put in place by HQ and explicitly implemented for the next Uganda CSP. This will ensure that the evolving environment is given more attention and is taken into account in design and implementation. This should follow the principle of containment, with the aim of ensuring that risk incidents in particular areas of the programme do not necessarily jeopardise every component of the programme (the “fuse box” principle).

Sector priorities and modalities

7.3 Irish Aid should continue its engagement in the justice, law and order sector and in governance. Governance and fiscal management are crucial in contributing to poverty alleviation. Irish Aid's continued support to the Office of the Auditor General has been important in this respect, together with the activities in the justice sector. However, the effectiveness of these activities is currently constrained by the modalities that are being used. **Irish Aid should review in the coming period how other donors have worked with modalities that strengthen government systems and develop a strategy, in close consultation with HQ, that considers a cautious and conditional engagement in government systems** (while introducing essential safeguards) in areas that are critical to the governance and fiscal management agendas and that are complementary to the efforts of other (like-minded) partners.

7.4 Given the critical state of the HIV/AIDS response, and Irish Aid's acknowledged added value, Irish Aid should continue to play a lead role in the HIV/AIDS response with a view to increasing financial participation by the state and other actors from a social responsibility perspective. This evaluation recommends an even stronger shift to advocacy/technical support that focuses on increasing government and private sector participation in the funding of the HIV/AIDS response and that envisions a reduction in the proportion of donor funding in the medium term – with strong engagement from the diplomatic and trade dimensions of the Embassy's role. In addition Irish Aid may want to consider a limited number of ‘gap filling’ activities that are conditional to performance and complementary to areas of priority.

7.5 Irish Aid has played a unique and important role in addressing gender-based violence. This work is producing promising results and should continue to be part of the next CSP. It inherently takes time for such reforms to take root and for attitudinal changes to become irreversible. The gender-based violence support is not a costly programme; in financial terms it leverages

inputs from other Ugandan and non-Ugandan, government and non-government players.

Karamoja

7.6 Continued engagement in Karamoja should be an important component of the next CSP. This should focus on continuing work in areas where Irish Aid's support has been successful and where Irish Aid has comparative advantage (in line with the overall focus of the CSP as under the preceding recommendation). In addition to implementing specific initiatives, under the next CSP **Irish Aid should develop a strategy for strengthening coordination, for joint planning, and for bringing about synergies** in Karamoja – an area where it could envision a lead role, given its convening power, acknowledged neutrality and deep understanding of the context. Support to Karamoja should include strengthening the Karamoja office, research to support decision-making, and giving the office more responsibility for technical supervision and support. Support to bursaries for Karamojong pupils should be an important focus of the programme in Karamoja, and will make a strong input into preparing Karamoja for the changes that will inevitably come in the next decade or two.

Policy influence

7.7 The Embassy should make influencing priority agendas and areas that it has close affinity to a central aspect of the next CSP. The year 2015 can be a useful preparatory year for developing a strategy/advocacy plan for this and for identifying areas of focus. This evaluation has shown how Irish Aid very effectively combined its diplomatic and development agendas, and the unique social capital that it has, to engage with difficult and thorny issues, and has made progress on them. This is a huge advantage that Irish Aid has over other partners. This thinking should capitalise on a strong engagement with the Embassy in Nairobi around ways to further advance the Africa Strategy and ensure that Irish Aid's engagement in Uganda is informed by regional trends and issues.

Economic opportunities

7.8 Irish Aid should review its engagement in the economic opportunities agenda critically in light of the findings of this evaluation. The scope of its engagement under economic opportunities should be scaled down to its current engagement in social protection and the continuation of the work that has been done through International Alert around conducting studies and disseminating findings, which would feed into the priority areas of the next CSP (and does not necessarily have to be part of an economic opportunities agenda). Should continued engagement in economic opportunities be part of the next CSP, the Embassy should give priority to strengthening its internal capacity through careful analysis and design (which is realistic about where Irish Aid can add value) and through ensuring that the human resource and financial implications of any proposed engagement are adequately taken into account.

7.9 Irish Aid should rethink the engagement with economic development / opportunities to focus on actions that are complementary rather than direct interventions in the sector. This could include further strengthening and expanding Irish Aid's work around gender and gender-based violence (given the particularly negative impact of expanding oil and other natural resource extraction on women), continuing its advocacy and research role on the impacts of oil and natural resource extraction on specific regions and aspects of development (based on experience under the current CSP), and playing a supporting role as an Embassy to ensure that Irish businesses that wish to engage in Uganda are aware of the context.

7.10 Irish Aid should consider commissioning, early on in the new year, a further independent evaluation of Traidlinks, if further information for decision-making is required. In addition, this evaluation recommends that **any continued support to Traidlinks under the next CSP should be funded and managed from Dublin**, rather than through the CSP budget and management arrangements. This would be entirely in line with the fact that Traidlinks was conceived at HQ level as a pilot programme that happened to be set in Uganda and would make it more feasible for the Embassy to have a role which is coherent with its level of responsibility.

Aid coordination

7.11 Efforts are currently on-going among a group of donors, including Irish Aid, to rebuild coherence among bilateral and multilateral partners. Irish Aid is an acknowledged partner with much to contribute to these efforts. Engaging with the efforts to enhance coherence among donors and to rebuild relations with Government that reflects a new type of relationship given the evolving context should be an important priority for the next CSP. Irish Aid's contribution as a unique and highly respected partner in Uganda that is close to Government and its global role as a leader in aid effectiveness are important assets that can add value to these efforts. This is another area where engagement with the Embassy in Nairobi will be valuable.

Lesson learning

7.12 Additional value can come from strengthening the lesson learning and monitoring dimensions of the Embassy. Developing capacity internally for lesson learning, and re-engaging more strongly in monitoring, should be a key activity in 2015 in preparation for the new CSP. The findings from such lesson learning and monitoring will be important inputs into the dialogue with other donors.

ANNEXES

Annex A Terms of Reference

Evaluation of Irish Aid's Uganda Country Programme 2010-2014

19th May, 2014.

1. Background

The Republic of Uganda is located in Eastern Africa, bordered by Kenya, South Sudan, the Democratic Republic of the Congo, Rwanda, and Tanzania (The Great Lakes Region). Uganda is the second most populous landlocked country with a population of about 35.9 million people (2002 census – 24.2 million); GDP (PPP) per capita of \$1,414 (IMF retrieved, April 2013); real GDP growth 2012/13 of 5.8% and UN HDI ranking of 161/187 countries. Uganda is one of the poorest nations in the world. Despite making enormous progress in reducing the countrywide poverty incidence from 56% of the population in 1992 to 22% in 2012/13, poverty remains deep-rooted in the country's rural areas, which are home to more than 85% of Ugandans.

Political Context

Uganda gained independence from Britain in 1962. During the past 24-year rule of President Yoweri Museveni, Uganda has been transformed from a failing state into one of Africa's fastest-growing economies, and has achieved a level of stability that was absent under previous regimes of Presidents Obote and Idi Amin. Following the transition to multi-party democracy in 2005, President Museveni's National Resistance Movement (NRM) remains the dominant political force in Uganda, and the opposition remains weak. No obvious successor to President Museveni has emerged, and the NRM has announced its intention to seek a fifth term for President Museveni in elections scheduled for 2016.

Irish Aid Development Programme

Uganda was designated an Irish Aid programme country in 1994. Support has increased significantly over the years, from an initial programme of less than €1.0m per annum to a budget of over €33m in 2010/11, but reduced to €15.6m/22.5m/21m in 2012/13/14 due to the corruption case in the Office of the Prime Minister (OPM) involving donor funds. The goal of the Irish Aid **Country Strategy Paper (CSP) 2010-2014**, was to reduce chronic poverty and vulnerability in line with Uganda's own National Development Plan. The strengthened focus on the chronically poor saw Irish Aid target its support at the most impoverished region of the country, Karamoja, while maintaining a support at national level through assistance to education and HIV and AIDS, with governance remaining as a central element. As a result of the fraud in OPM all funds going through Government systems (apart from the support to the Auditor General) were suspended in late 2012 and an **Interim Programme for 2013** was developed. An extension of the **Interim Programme into 2014** was subsequently approved.

In addition to funds provided directly through the programme of bilateral assistance in Uganda for long-term development, support from HQs is also channelled to NGOs,

missionaries and civil society organisations; for humanitarian relief and as part of Irish Aid's Development Education Strategy. In 2012, this amounted to an additional €7.65m.

Uganda CSP 2010/2014

The ***overall goal*** of the current CSP was to reduce chronic poverty and vulnerability in Uganda in line with the Ugandan National Development Plan.

The set ***outcomes*** of the CSP were:

- Government is more responsive and accountable to the poor and vulnerable.
- The poor and vulnerable people have better health, higher level of educational attainment and a more stable and secure environment.
- There is increased economic opportunity for the poor and vulnerable.

There were eight ***objectives*** underpinning the CSP:

1. To strengthen the participation and influence of civil society in advancing human rights and accountability
2. To increase the effectiveness and efficiency of government systems, to promote equity and autonomy at local levels
3. To increase access to quality justice services for the poor and vulnerable
4. To improve access to quality education especially for the poor and vulnerable
5. To reduce the number of HIV infections particularly among the poor and vulnerable
6. To reduce the incidence of Gender-based violence (GBV) particularly amongst the vulnerable
7. To build the assets and economic opportunity of the most vulnerable in Karamoja.
8. To strengthen the capacity of Ugandan institutions (public and private) to promote responsible and sustainable economic development

Four ***strategies*** were identified to deliver on the above objectives:

- a. Focus on the chronically poor and vulnerable
- b. Promote policy priorities
- c. Link local to national
- d. Ensure aid effectiveness

The **logic model** for the CSP is attached as **Annex B**. Targets and indicators were defined for each CSP outcome level and for specific tracking of the attainment of the CSP objectives by the Embassy teams through the performance measurement framework.

The Interim Programme 2013 and 2014

In 2012, following the discovery by the Ugandan Comptroller and Auditor General of a fraud in the Office of the Prime Minister (OPM), the Uganda CSP 2010-2014 was suspended, as was all Irish Aid funding through government systems. An Interim Programme was then developed with a reduced budget of €22.5m (2013) and €21m (2014).

The three targeted **outputs** of the Interim Programme for 2013 and 2014, as per the Embassy Business Plan of 2014, are:

- 1) Improved governance in Uganda through democratic accountability, stronger protection for human rights, and better public financial management;
- 2) Better delivery of social services in education, HIV/AIDs, gender and social protection including humanitarian assistance;
- 3) Greater economic opportunity.

The targeted **outcome** is as follows: improved impact on poverty reduction in Uganda, with a focus on Karamoja, as verified by the Results Framework.

Many of the activities being undertaken in the Interim Programme are either through partnerships with CSOs, joint donor basket funding arrangements, the UN, or as project interventions in partnership with the Government of Uganda but utilising fund management agents to handle Irish Aid contributions. The governance component of the CSP was affected the most as its major interventions were initially implemented through government systems.

2. Purpose of the Evaluation

The **purpose** of this evaluation is twofold;

- 1) To provide Irish Aid management with an independent, evidenced-based assessment of the performance of the Irish Aid Uganda Country Strategy Programmes undertaken during the period 2010-2014.
- 2) To provide accountability for the funds expended during the period and to identify lessons learned that will help inform future strategic decision making for Irish Aid programming in Uganda and more broadly within Irish Aid.

3. Principles of the Evaluation

- **Alignment**

The evaluation, in so far as possible, will link with any relevant national, regional or international review or evaluation processes. It will also take note of any relevant DFAT/Irish Aid review processes or strategies- e.g. the One World One Future Policy, the Africa Strategy and the review of the Local Development Policy.

- **Independence**

Those carrying out the evaluation must be objective and independent and cannot previously have had any involvement in developing or managing the Irish Aid Ugandan Country Programme.

- **Evaluation Principles, Criteria and Quality Standards**

The evaluation will be guided by the OECD-DAC internationally accepted evaluation principles, performance criteria (Relevance, Efficiency, Effectiveness, Sustainability and Impact. The extended criteria of Coherence and Coverage may also be included) and quality standards, as well as the processes and standards set out in the Irish Aid Evaluation & Audit Unit Evaluation Operations Manual.

4. Scope of the Evaluation

This evaluation will primarily assess the strategic direction and focus of the Irish Aid – Uganda Country Programme Strategies during the period 2010 - 2014, keeping very much in mind the context from which the CSP emerged and the changes which were made during the period and the current reality on the ground in Uganda.

The evaluation will examine and assess the decisions taken and modalities used to implement the programme since 2012. In particular the different types of aid modalities selected for implementing the CSP programmes over this period will be analysed, along with their potential usefulness for future programming in Uganda.

A Lesson Learning Brief on the variety of aid funding modalities available and selected within the context of the Irish Aid CSP implementation in Uganda will be developed which will be of wider importance or relevance to Irish Aid. A second Lesson Learning Brief will be prepared on examining the approach used in implementing the programme components in Karamoja, which is an area that presents a high degree of fragility and where over 30% of the overall CSP funding was expended. These two lesson Learning Briefs will be developed further during the inception phase of the evaluation. A more detailed note on the specifics for these lesson learning briefs is attached at **Annex A**.

Overarching evaluation question:

The overarching question for this evaluation is as follows:

“To what extent did the Irish Aid programme in Uganda in the period 2010-2014 contribute to the reduction of chronic poverty and vulnerability in Uganda in line with the National Development Plan?”

A set of indicative core evaluation questions which will help address the overarching question will be structured around the standard DAC criteria of relevance, effectiveness, efficiency, sustainability and impact. Specifically the Evaluation Exercise will consider the following key questions and others as found relevant:

Relevance

1. To what extent was the design of and strategic choices of sectors, themes and partners made within the CSP based on good contextual, political economy, poverty and vulnerability analyses?
2. Have Irish Aid’s cross-cutting issues (HIV and Aids, Governance, Gender and Environment) been appropriately integrated and aligned across the programme?
3. What has been learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies?

Efficiency & Effectiveness

4. How efficient and effective were the various different financial instruments / aid modalities, delivery mechanisms and monitoring and evaluation processes used during the implementation of the CSPs?

5. To what extent did the Irish Aid CSPs contribute to its stated objectives (at the level of results) and meeting the developmental challenges, priorities and the needs of the target groups in Uganda?
6. How effective in its implementation was the coherence, interlinking, complementarity and synergy across the programme and between its component parts (including between the political, trade and development functions of the Embassy)?
7. How effective in its implementation was the coherence, interlinking, complementarity and synergy across the component parts in its delivery of support to Karamoja?
8. To what extent was/were the Theory/ies of Change (implicit and/or explicit) underpinning the strategy relevant, valid and understood by Irish Aid and its partners?

Sustainability

9. To what extent are the results and achievements to date likely to endure in the longer term?

Impact

While the primary focus of the evaluation is not on the impact of the programme, given the longer timeframe this requires, it is expected that where evidence of programme impact is available (positive or negative) that this will be documented.

5. Methodology

With the focus of the evaluation on the strategy, results (the achievements of the CSP) and lesson learning, it will be important that the evaluation can show sufficient evidence and rigour of analysis, especially concerning causal claims. Thus, the consultant will be expected to propose an approach / methodology which can provide the necessary credibility to both the process and the end products.

In addition to gathering information from the field work, there are a significant number of reviews, evaluations and case studies that have already been conducted, or are currently underway, on the various CSP components and themes which can be drawn on by the evaluators.

It is envisaged that the evaluation will consist of three broad phases:

Phase I: Inception

This first phase will consist of:

- An inception meeting with the Evaluation & Audit Unit
- Desktop review of documentation; including existing reviews and evaluations.
- Since the evaluation is to have a strong orientation towards learning, it is intended to produce a learning brief(s) on a theme(s) / subject(s) identified above which will be finalised during the inception phase.
- Interviews with key informants from Irish Aid and other stakeholders (telephone and video conferencing can be used as appropriate).

- Brief **inception visit** (4 days) to Uganda to discuss field mission
- Refinement of methodology and detailed planning for the field mission.
- Prepare an **Inception Report** detailing the output and the analysis/reflections from the above activities and which will include an identification of the key issues to be examined and a refinement of core evaluation questions.

Phase II: Field Mission

The second phase will consist of:

- A further review of documentation.
- A field visit to Uganda.

It is envisaged that the field visit will be scheduled to have up to a maximum of 12 days in country. It is proposed that the evaluation field work will focus on the programme as implemented in the Karamoja Region. The visit will validate, or otherwise, the evidence arising from the documentation review and inception work. It is intended that a debriefing prior to departure from Uganda will be held with key stakeholders outlining key/emergent findings and issues.

Phase III: Reporting

The final phase will consist of a debrief from the field visit at Irish Aid HQ, any follow up work with Irish Aid staff, writing of the draft and final reports, production of the Learning Briefs, writing of a Policy Brief summary version of the final evaluation report (4 pages) and which is suitable for publication on the DFAT website and a HQ final presentation and debrief of the evaluation report.

6. Outputs

The expected outputs of the assignment are as follows:

- At the end of Phase I, an **Inception Report** (not more than 15 pages) will be submitted that briefly sets out inception phase activities and analyses, refines the methodology, clarifies and finalises the Learning Briefs, proposes further refinement of the evaluation scope, summarises key issues to be addressed during the second phase of the evaluation, and presents a refined work plan for the remainder of the assignment.
- A **Final Evaluation Report** (of about 50 pages, excluding appendices) that will include an executive summary, findings, analyses, key lessons and recommendations for Irish Aid both in Kampala and at Headquarters. The report should be structured around the three Programme Areas (i.e. Governance, Social Services, Delivery and Economic Opportunities) and the core evaluation questions, with particular attention given to how the programme operated in Karamoja Region. The primary audience for this report is Irish Aid Uganda team and technical and desk staff in Irish Aid Headquarters.
- An **Information Brief** containing a summary version of the final evaluation report (4-6 pages) and which is suitable for publication on the DFAT website. More than an

executive summary, this Brief should capture concisely, clearly and in so far as possible in non technical language, the main findings, conclusions, recommendations and lessons learned of the main report in a manner that preserves the evidential integrity of the evaluation.

- Two **Evaluation Learning Briefs**.
- **Debriefing** with HQ.

Reports should demonstrate familiarity with the OECD-DAC *Quality Standards for Development Evaluation* and be written to a high standard, ready for publication. The contractor should provide its own internal quality assurance for all products before they are forwarded to the Department of Foreign Affairs and Trade. A maximum of up to (100) consultancy days will be available for this assignment.

7. Timeframe

In order to maximise learning and utility of this evaluation for the planning of a new CSP for Irish Aid in Kampala there is pressure to undertake this evaluation at the earliest stage. Therefore as soon as the relevant procurement processes are completed an early start is highly desirable.

Immediate availability of the contractor will therefore, be important in order to expedite a rapid start of the process.

The evaluation process should commence ideally in June with a field visit estimated to take 12 days taking place in early September, and the evaluation should be fully completed by the end of October. Depending on the field visit a first draft report of the Learning Briefs will be expected by end of September at the latest. A Final report and the Learning Briefs should be completed by end of October, 2014.

The service provider must be able to confirm their availability during this timeframe.

8. Evaluation Team selection

The Evaluation Team is likely to consist of two international consultants and two local consultants (based in Uganda). In addition to strong general development evaluation skills, the team should collectively be able to demonstrate;

- A range of knowledge and skills relevant to Irish Aid's areas of engagement in Uganda (including local development programmes).
- Experience of evaluating complex donor country level programmes and/or their component parts.
- A strong knowledge of aid effectiveness and experience of evaluating aid modality mechanisms.
- Strong political economy analytical skills.
- Experience of evaluation work in fragile regions; and
- Strong and recent relevant experience of the Ugandan development context.

The selection of the contractor for this evaluation will be through the 'mini- tender' process established as part of the main framework contract for future evaluation services for the Evaluation and Audit Unit of the Department of Foreign Affairs and Trade. Contractors

accepted under the Framework Contract procedure have already provided information related to methodology and proposed teams. For this country specific evaluation, contractors are now asked to make a submission (not exceeding 10 pages) providing the following additional information;

- A brief statement of their understanding of the Uganda country-specific context.
- A brief re-elaboration of the methodology they envisage taking cognisance of the context and their understanding of Irish Aid's Uganda country programme and any other methodological information and requirements indicated in this ToR. The methodology should name the evaluation tools that will be used and the judgement points/criteria that might be used to provide answers to the proposed key questions in section 4 above. If an evaluation framework or matrix is to be used, an overview of what that framework/matrix will look like should be provided.
- A time-specific plan to implement the evaluation, within the outline timeframe indicated.
- The proposed team for the evaluation with details of the responsibilities of each team member. A short ToR for the team leader should be provided justifying the appropriateness of the team leader to manage and undertake this assignment. If the details of the team members have been already provided in the original framework submission, there is no need to re-submit this information.
- Details of the proposed number of consultancy days, and costs, for each team member.

The service provider must be able to demonstrate how they can assure quality control of both the process and the outputs described above.

Consultants will be selected according to the following criteria:

- Understanding of the Terms of Reference (10 %)
- Proposed methodology and planning of the assignment (20 %)
- Relevant Uganda country experience and understanding of the Uganda development context (15%)
- Experience of evaluating complex donor country level programmes and/or their component parts, including aid modalities and effectiveness aspects, or multi - country evaluations (10%)
- Overall balance and complementarity of the proposed team regarding the desired expertise (10 %)
- Experience and suitability of the Team Leader (10 %)
- Cost (25 %)

9. Management Arrangements

The evaluation will be managed by an officer of the Evaluation and Audit Unit of Department of Foreign Affairs and Trade. A Reference Group (to be made up of staff from the Evaluation and Audit Unit and Irish Aid HQ staff) will support the overall exercise.

Irish Aid Kampala will assist with arrangements and logistics for the field visit. Irish Aid HQ and Kampala will provide all necessary briefing material related to Irish Aid programmes and policies. The consultant should make clear its own internal management arrangements to the Department of Foreign Affairs and Trade and identify the points of contact for management, administration and logistics, and quality assurance.

The Evaluation and Audit Unit will manage a communications strategy for the evaluation process and end products.

Annex A²⁴ Evaluation Learning Briefs – Information Note

Purpose:

The purpose of the learning briefs is to enhance the overall utility of the evaluation by providing brief, but focused learning with regard to topics/themes of particular interest to Irish Aid.

Approach

The theme or subject of each Learning Brief will be agreed during the Inception period of the evaluation. Themes should be chosen on the basis of relevance and importance to the evaluation and/or the learning needs of Irish Aid. It is possible that an Evaluation Learning Brief, if carefully chosen, could help to answer more than one evaluation question. The Learning Brief represents an in-depth and stand alone enquiry on a particular issue being addressed by the overall evaluation, presenting key findings, conclusions and recommendations with regard to that issue in a clear and concise manner. The Learning Brief, therefore, is not a separate piece of work as such, but should be seen as forming part of the presentation of evidence for the overall evaluation and will be annexed to the final report. Essentially, the content of the Learning Brief will be drawn from the main body of the final report and will communicate in an easy-to-access way a particular issue - somewhat akin to the presentation of a 'case study'.

The subject of an Evaluation Learning Brief could be:

- A particularly important programme or activity or partner
- An aid modality
- A particular innovation
- An activity/issue of cross cutting or strategic importance.
- A particular contextual issue, impacting positively or negatively on implementation of the CSP
- Output of a particular data collection exercise that deserves special attention- e.g. a focus group exercise with key stakeholders.

The Evaluation Learning Brief should not be more than 8 pages in length, should use plain English as far as possible, and should have a high standard of presentation using colour and visuals where appropriate.

The Evaluation Learning Briefs might be delivered as 'interim products' of the evaluation process, even before the issuing of the first draft of the main report.

²⁴ Annex B of the ToR is a separate pdf document.

Annex B Evaluation Matrix

Key Questions/sub-questions	Analysis/indicators	Sources of Information
EQ1 Was the design of the CSP in line with needs and priorities?		
<p>1.1 To what extent was the choice of objectives, strategies, thematic areas/sectors, and partners in the CSP consistent with the priorities and needs of the target groups in Uganda?</p> <p><i>relevance</i></p>	<ul style="list-style-type: none"> • Base-line at start of the period in terms of context, political economy and vulnerability and government priorities • Analysis of efforts by development partners and GoU at the time • Alignment of the choices of Irish Aid with the base-line, and the programmes of other development partners (DPs) 	<p>(mostly secondary data analysis)</p> <ul style="list-style-type: none"> • CSP design documentation • Contextual, political economy and vulnerability analysis (research documentation) • Government national plans • Documentation of other main DP programmes
<p>1.2 Was the balance between engagement at national level and local level in line with these priorities and with the focus on the most vulnerable?</p> <p><i>relevance</i></p>	<ul style="list-style-type: none"> • Evidence of lesson learning from the previous CSP period being reflected in the programme design • Analysis of critical opportunities and strengths of Irish Aid in the CSP design documentation • Evidence of a considered choice of various alternative options of engagement and of a clear identification of the expected value added by engaging in this manner • Perceptions of key stakeholders 	<p>(Combined use of secondary and primary data)</p> <ul style="list-style-type: none"> • CSP design documentation • Key informant interviews

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Key Questions/sub-questions	Analysis/indicators	Sources of Information
<p>1.3 Have Irish Aid's cross-cutting issues (HIV&AIDS, Governance, Gender and Environment) been appropriately integrated and aligned across the programme to reflect the Irish Aid priorities?</p> <p><i>relevance</i></p>	<ul style="list-style-type: none"> • Cross cutting issues visible in the design and operationalization of the CSP, including in relevant internal & external documentation • Evidence of Irish Aid efforts to ensure adequate technical, financial and material, inputs in these areas • Perceptions of key stakeholders about the importance accorded to cross-cutting issues • Indicators on cross-cutting issues included and monitored in the monitoring framework for the CSP • Responsibility vis-à-vis cross-cutting issues included in the Terms of Reference of Irish Aid staff 	<p>(Mostly secondary data/ analysis)</p> <ul style="list-style-type: none"> • CSP design documents • Review of monitoring framework and reports • Review of staff ToR • Feedback and perceptions from key stakeholders • Field visits and observations
EQ2 Has Irish Aid followed a clear and consistent strategy?		
<p>2.1 To what extent were the Theories of Change (implicit and/or explicit) underpinning the strategy relevant, valid and understood by Irish Aid and its partners?</p> <p><i>relevance of the design</i></p>	<ul style="list-style-type: none"> • Consistency of the overall ToC with the findings from the contextual analysis • Strengths and 'realisability' of the assumptions on which the CSP design was based • Reconstruction of ToC for the three component areas of the Irish Aid support and check degree of consensus around these as well as the consistency with the overarching ToC for the Irish Aid programme 	<p>(Mostly primary data through interviews, complemented by secondary sources)</p> <ul style="list-style-type: none"> • Key informant interviews, including group interviews for discussion on ToCs • Analysis of documentation
<p>2.2 Have the CSP inputs, activities and outputs adequately reflected its goals, priorities and strategies?</p> <p><i>effectiveness to output level</i></p>	<ul style="list-style-type: none"> • For each of the component areas, and sub-components, consider whether and to what degree: <ul style="list-style-type: none"> ▪ Intended inputs (financial resources, technical support, etc.) have been delivered and ▪ Intended activities were performed 	<p>(Combined secondary and primary data)</p> <ul style="list-style-type: none"> • Initial analysis from secondary data including: Internal reporting by Irish Aid and Project/programme reporting by partners • Key informant interviews in Uganda • Field visits

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Key Questions/sub-questions	Analysis/indicators	Sources of Information
<p>2.3 How effective and efficient were the monitoring and evaluation processes used during the implementation of the CSP?</p> <p><i>effectiveness, efficiency</i></p>	<ul style="list-style-type: none"> • Whether M&E demands (in terms of data, staff time) were appropriate and focused on the key priorities • Evidence of reporting against the monitoring framework being used to inform decision making • Evidence of evaluations being conducted and findings being used to make decisions on changes in focus, priorities, resource allocations, etc. • Consistence of the findings of evaluations and reviews (including those of partners working in the same areas) with decision making • 	<p>(Combined secondary and primary data analysis)</p> <ul style="list-style-type: none"> • Monitoring reports and framework(s) (internal and external i.e. by partners) • Evaluation reports • Annual plans • Reports of annual retreats/lesson learning, etc.
<p>EQ3 What have been the results of Irish Aid work?</p>		
<p>3.1 To what extent did the Irish Aid CSP contribute to its stated objectives (at the level of results) and to meeting the developmental challenges, priorities and the needs of the target groups in Uganda?</p> <p><i>effectiveness</i></p>	<ul style="list-style-type: none"> • Comparison and contrasting of expected results (at output, outcome and – to the extent possible – at impact level) with actual results using the key indicators for each of the component areas • Identification of added value of Irish Aid in the multi-donor context • Progress of the country as a whole on key development indicators and against other international commitments (e.g. MDGs) 	<p>(Combined secondary and primary data analysis)</p> <ul style="list-style-type: none"> • National statistics on poverty and vulnerability • Stakeholder interviews • Project and programme reporting, including reporting by other donors • Field work

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Key Questions/sub-questions	Analysis/indicators	Sources of Information
<p>3.2 How effective and efficient were the different financial instruments / aid modalities and delivery mechanisms during the implementation of the CSP?</p> <p><i>effectiveness, efficiency</i></p>	<ul style="list-style-type: none"> • Review to what extent the joint dialogue among partners at national and sub-national level contributed to changes in policies and outcomes • Review of evidence that the financial instruments delivered the anticipated results in terms of processes, outputs and outcomes • Evidence of financial instruments/aid modalities providing more/better results for money than alternative channels of support (e.g. in terms of policy influence), taking account of administrative and transaction costs 	<p>(Combined secondary and primary data analysis)</p> <ul style="list-style-type: none"> • Secondary data and published studies on aid modalities in Uganda (e.g. DFID review of BS in Uganda) • Stakeholder interviews and perceptions • Field work
EQ 4 What accounts for the results (or lack of results)?		
<p>4.1 How coherent was the Irish Aid country programme (including between the political, trade and development functions of the Embassy), both in its design and in its implementation?</p> <p><i>internal coherence</i></p>	<ul style="list-style-type: none"> • Expected complementarities and synergy between different components of the Irish Aid programme? Were trade-offs recognised? • Were complementary components implemented in a coordinated/synchronised fashion? If so, did the anticipated synergies materialise: <ul style="list-style-type: none"> • specific examples of positive synergy and complementarity • specific examples of incoherence or missed opportunities for synergy 	<p>(Combined secondary and primary data analysis)</p> <ul style="list-style-type: none"> • Documentary analysis of (different phases of) the Irish Aid programme • Evidence on programme implementation and results (EQ3 above) • Key informant interviews, with Irish Aid personnel and Irish Aid's partners

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Key Questions/sub-questions	Analysis/indicators	Sources of Information
<p>4.2 How coherent was the Irish Aid programme with the programmes of other actors in Uganda?</p> <p><i>external coherence</i></p>	<ul style="list-style-type: none"> • Predictability of funding and alignment of funding and of technical support and capacity development with country policies and plans • Alignment of the programme and of programme components with the programmes of other DPs in Uganda (specific examples of complementarity/ synergy etc – or of missed opportunities for greater coherence) 	<p>(Combined secondary and primary data analysis)</p> <ul style="list-style-type: none"> • Documentary analysis of (different phases of) the Irish Aid programme • Key informant interviews, with Irish Aid personnel and Irish Aid's partners
<p>4.3 How coherent was the design and delivery of support to Karamoja?</p> <p><i>internal and external coherence</i></p>	<ul style="list-style-type: none"> • Internal complementarity/synergy of Irish Aid Karamoja components with each other. • Complementarity/synergy between Irish Aid components and the activities/programmes of other actors in Karamoja • For both external and internal coherence seek: <ul style="list-style-type: none"> • specific examples of positive synergy and complementarity • specific examples of incoherence or missed opportunities for synergy 	<p>(Combined secondary and primary data analysis; focus of field visit)</p> <ul style="list-style-type: none"> • Documentary analysis of (different phases of) the Irish Aid programme in Karamoja • Key informant interviews, with Irish Aid personnel and Irish Aid's partners in Karamoja
<p>4.4 What has been learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies?</p> <p><i>effectiveness, efficiency, sustainability</i></p>	<ul style="list-style-type: none"> • Mapping/comparison of initial identified strategies for CSP delivery in component areas and major changes that were introduced. • Evidence of periodic information on performance and results of approaches being used by Irish Aid management and project management to make changes 	<ul style="list-style-type: none"> • Analysis of internal Irish Aid documentation • Analysis of DP documentation on aid modalities and use • Key interviews (HQ and field).

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Key Questions/sub-questions	Analysis/indicators	Sources of Information
EQ5 How sustainable are the changes that have taken place as a result of Irish Aid's efforts?		
<p>5. 1 To what extent are the results and achievements to date likely to endure in the longer term?</p> <p><i>Sustainability</i></p>	<ul style="list-style-type: none"> To be considered at the level of institutional and organisational change, 	<ul style="list-style-type: none"> To draw on evidence gathered for considering the relevance and effectiveness of the programme (EQs above)
<p>5. 2 Are there plausible links between the outcomes to which Irish Aid has contributed and medium to long term impacts for intended beneficiaries?</p> <p><i>Sustainability / impact</i></p>	<ul style="list-style-type: none"> To be considered at the level of benefits experienced by final beneficiaries 	<ul style="list-style-type: none"> To draw on evidence gathered for considering the relevance and effectiveness of the programme (EQs above)

Annex C Country Visit Programme

Draft Programme for Field work to Karamoja by the CSP Evaluation Team, Period 27th to 31st October 2014

Day & time	Persons to be met	Venue	Responsible
Monday 27/10/2014			
11.00a.m – 12.00 noon	Courtesy call to the Political Leaders (LCV with secretaries for education, social services, Finance, Health)	LC V's Office	Team 1 & 2
12.10 – 1.00 p.m.	Courtesy calls to the Chief Administrative Officer Moroto; and the Town Clerk Moroto Municipality	CAO's Office Moroto	Evaluation teams 1&2
2.30 -3.30 P.m	Meet Moroto district Planner, Moroto Municipality Planner and Human Resource Officer Moroto	District Boardroom	Team 1
2.30 – 3.30 p.m.	Meet the District Education Officer Moroto and some members of Education District Task Force	DEO's Office	Team 2
4.00-5.00 + P.m	Meet AMICAAL and TASO Coordinators. Meet the SAC Committee for focus group discussion. Meet DHO and HIV/AIDS focal person at the district. (AMICAAL).	AMICAAL/TASO office AMICAAL to indicate venues for meeting the SAC Committee	Team 1
4.00-5.00 P.m	Meet UNICEF Officer for Moroto in charge of Education Programmes	UNICEF Office	Team 2
Tuesday 28 /10/2014			
8.00 a.m. – 12.30 p.m	Meet SAGE implementing team & SCDO. Extended meeting at sub-county level with ACDO; S/Chief; Parish Chief; some cash transfer beneficiaries; and cultural leaders in Moroto	SAGE team to prepare a separate program	Team 2
8.00 -9.00 a.m	Meeting with the District Police Commander	DPC Office, Moroto	Team 1

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Day & time	Persons to be met	Venue	Responsible
9.30 a.m.–12.30 P.m	Meet DGF funded partners (ARELIMOK, UHRC, ECO & Riamiriam) in Moroto	Meet partners separately with each given approx. 40 mins.	Team 1
2.00 – 3.00 P.m	Meeting community leaders & cultural elders on (TASO)	Village to be identified by TASO	Team 1
2.00 -3.30 P.m	Meet UN WFP	UN WFP Selected village	Team 2
3.30 p.m	Team 1 travels to Kotido	Lamaison Hotel	
Wednesday 29/10/2014			
8.00 -9.00 a.m	Meet FAWE Coordinator and DEO in Kotido	DEO's Office	Evaluation team
9.30 -10.30 a.m	Pay a courtesy call to CAO & RDC Kotido	RDC's office	Evaluation team
10.40 a.m -1.00 P.m	Visit and talk to the FAWE beneficiaries in Kotido S.S Meet students' mentors	Kotido S.S	Evaluation team
2.00 – 4.30 P.m	Meet OXFAM manager Kotido - Mr. Eris Lothike with the LPs CSOs (Caritas Kotido, ULA, WSF & Jicahwa)	With all the local CSOs supported by the LP	Evaluation team
Thursday 29/10/2014			
7.30 a .m-9.30 a.m	Team 1 travels to Kaabong		Evaluation team
10.00 a.m 11.00 a.m	Meet with the RDC, LC V Chairperson & Chief Administrative Officer of Kaabong district	LC V Chairperson's Office	Evaluation team
11.15 a.m 1.00 P.m	Meet DADO & DOCAHWA in Kaabong	DADO offices	Evaluation team
1.30 3.00 P.m	Team 1 travels back to Kotido for lunch		Evaluation team
4.00 – 5.00 P.m	Meet Oxfam manager Kotido – Mr. Eris	Oxfam Compound	Evaluation team

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Program for Field work to Busoga by the CSP Evaluation team during the period 30th and 31st October 2014

Day & time	Persons to be met	Subject of discussion	Venue	Responsible
Wednesday 29th October				
Afternoon	Travel from Kajiansi to Jinja			
Thursday 30th October				
8.00-9am	Travel Jinja to Kamuli			
09.00am	Courtesy call to the LC 5 and Chief Administrative Officer Kamuli & Director Community Development. <i>Kamuli District Administration offices</i>	Discuss overall district developments and Irish Aid support to Gender Based Violence and implementations procedures and effectiveness/impact of IA funding support in Uganda in achieving the results and outputs	CAOs office Kamuli	Team 2 Stephen Lister Zoe Driscoll
09.20 - 10.00 am	Meet the GBV shelter Steering committee to understand how they view the GBV shelter programme. <i>Kamuli District Administration offices</i>	Discuss support to Kamuli Steering Committee Effectiveness/impact of IA funding support in Uganda in achieving the results and outputs and their role as a committee and how they have integrated GBV prevention and response into district planning, and programming. Discuss CSO and Govt GBV Partnership on the ground	District/Municipality office	Team 2
10.00- 11.00 am	Site Visit at the <i>Kamuli Advisory and Women shelter.</i>	Discuss Irish Aid effectiveness of support and meet with a group of selected survivors who have been rehabilitated and resettled into communities through existing facilities at the GBV advisory center and shelter.	Kamuli shelter	Team 2
11.00 – 11.30 am	The District Police Commander <i>Meet at Kamuli</i>	Visit the Kamuli Police Station to discuss effectiveness/impact of IA funding support in	Kamuli Police station	Team 2

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Day & time	Persons to be met	Subject of discussion	Venue	Responsible
	<i>Police central station</i>	Uganda in achieving the results and outputs (GBV case management within the UPF to inform focus /programming (CFPU, Gender desk and DPC)		
1130 - 12.00 noon	Medical Staff of Kamuli Hospital	Irish Aid support to the Training of Health Officers on Clinical Management of SGBV.	Hospital	Team 2
12- 1pm	Lunch Meeting with FIDA. Malam restaurant in Kamuli			
1-1.30 pm	Travel to Namwenda			
1.30 – 4.30pm	Meet two groups:- GBV Cultural leaders and Community Activists in a selected sub-county by CEDOVIP. <i>Start at Kamuli District Administration offices then travel to the field with Richard</i>	Discussions on effectiveness/impact of IA funding support in Uganda in achieving the results and outputs community support by govt and CSOs. – clarify Male involvement; the effectiveness of the GBV Referral pathway; CA incentives and impact. Discussion on key socio-economic and governance problems facing the communities	Balawoli sub-county	Team 2
4.30- 5.30pm	Travel to Jinja			
7.30pm	Meeting with Cultural leaders from Kyabazinga Palace at the Sunset Hotel, Jinja			
Friday 31st				

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Day & time		Persons to be met	Subject of discussion	Venue	Responsible
October					
	8.00-9am	Travel to Iganga			
	9am – 10.30am	Meet IRCU GBV implementing team & SCDO. Extended meeting Imam and sheikhs at the <i>Khadi court in Iganga town.</i>	Discuss the IRCU Irish Aid partnership on GBV and effectiveness/impact of IA funding support in Uganda in GBV prevention. IRCU achievements and challenges, how they work with government.	Iganga UMSC Mosque	Team 2
	10.45am – 11.45am	Meet the National Union of Disabled Persons of Uganda (NUDIPU). <i>Meet at NUDIPU offices at Mikado road Iganga town</i>	Discuss support received under DGF Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies	NUDIPU offices in Iganga	Team 2
	11.45 - 12.45pm	Travel back from Iganga to Jinja			Team 2
	12.45pm – 13.45	Paralegal Advisory Services (PAS) <i>Meet at Kirinya Prisons Jinja</i>	Discuss support received under DGF Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies		
	1345	Travel Back to Kampala			

Programme for Kampala meetings for the CSP Evaluation team - November 1st to 8th, 2014

Day	Time	Persons to be met	Subject of discussion	Location
Saturday 01/11/14	10:00am	Mary Oduka-Ochan		Embassy

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Day	Time	Persons to be met		Subject of discussion	Location
Monday 03 /11/2014	8:30 – 09:00	Evaluation Team meet HoM		Overview of Programme and briefing with the Embassy programme team.	Embassy
		Embassy Staff Meeting			
	9:00-10:30	TEAM 1 (MV/DO unless otherwise stated)	TEAM 2 (SL/ZD unless otherwise stated)	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Donor Coordination (incl. LDPG/PDG) • Funding modalities • Funding /investment opportunities • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP. 	External
	11:00-12:30	UK-DfID (HOC)	World Bank		
	2:00-3:15	Denmark (HOM)	EC Delegation (HOC)		
	2.30 -4:00		EC Delegation (HOC)		
	4.00-5.00	Uganda Aids Commission			
Dinner 7:00	<i>Dinner - Karamoja Parliamentary Working Group</i>		Hosted by HoM	Residence	
Tuesday 04 /11/2014	9:00-10:30	JLOS Working Group Leads (Embassy)	Changed to Ministry of Finance (External)	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Funding /investment opportunities • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies. 	External: Embassy:
	11:00-12:30	Gender & Social Protection Working Group Leads	Donor Economist Group Leads		

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Day	Time	Persons to be met		Subject of discussion	Location
				poverty and vulnerability in Uganda in line with NDP <ul style="list-style-type: none"> • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies. 	
	2:00-3:30	NUG Working Group Leads	Education Working Group Leads	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Funding /investment opportunities • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP 	Embassy
			2:30 Joined by Education Service Commission and National Curriculum Development Centre	<ul style="list-style-type: none"> • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies. 	
	4:00 – 5:00	Humanitarian (WFP)	FINMAP	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Funding /investment opportunities • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies. 	Embassy
Weds05 /11/2014	9:00-10:30	Ministry of GLSD	SUN Secretariat	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Impact of PRDP/NUSAF • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP 	External

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Day	Time	Persons to be met		Subject of discussion	Location
	4:00 – 5:00	HIV/AIDS Working group		<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Funding /investment opportunities • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with the NDP • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies (Points not identified for Police)	External
Thurs 06 /11/2014	8-8:30	DEG Lead: PHONE CALL		•	
	9:00-10:30	Northern Uganda Group Leads	UWONET, TASO & AMICCALL	<ul style="list-style-type: none"> • Changing development context and impact on regions especially Karamoja • Funding modalities • Impact of PRDP/NUSAF • IA contribution to the reduction of chronic poverty and vulnerability in Uganda in line with NDP • Funding /investment opportunities in light of NDP II • Effectiveness/impact of IA funding support in Uganda in achieving the results and outputs, especially in Karamoja region • Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies 	Embassy
		Both Teams:			
	11:00 – 12:30	Management Agents (Maxwell Stamp,	Director of Community Policing	<ul style="list-style-type: none"> • Effectiveness/impact of IA funding support in Uganda in achieving the results and outputs, especially in Karamoja region 	Embassy

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Day	Time	Persons to be met	Subject of discussion	Location
		Deloitte, DGF, CEDOVIP)	<ul style="list-style-type: none"> Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies 	
	2:00 – 3:00	Traidlinks	<ul style="list-style-type: none"> Effectiveness/impact of IA funding support in Uganda in achieving the results and outputs, especially in Karamoja region Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies 	Embassy
	3:30 – 4:45	Irish NGOs Group Meeting	<ul style="list-style-type: none"> Effectiveness/impact of IA funding support in Uganda in achieving the results and outputs, especially in Karamoja region Lessons learned about CSP performance from the relationships between the planned, emergent, dropped and actual implemented strategies 	Embassy
	Dinner 7:00	Core Team & Evaluation Team & Stephen	Social Dinner out	Mediterraneo
Friday 07 /11/2014	9:00-11:00	Programme Team Workshop	Debriefing with Programme Team	Embassy
	11:30 – 13:00	Senior Management	Round up and finalisation of discussion	Embassy
Saturday 08/11/14	8:00 am pick up	Evaluation Team – Internal	Time for team to consolidate findings	Embassy

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Suggested Meetings in Kampala

Heads of Mission/Heads of cooperation

1. UK –DFID – Head of Cooperation
2. Denmark – Head of Mission
3. WB – Country Manager
4. EC Delegation – Head of Cooperation

Sector Working Groups/Technical Teams

5. Education (UNICEF & BTC)
6. JLOS (SIDA, DANIDA)+ Austria
7. Gender & Social Protection (DFID)
8. Donor Economist Group
9. FINMAP
10. HIV/AIDS (USAID, UNAIDS)
11. Northern Uganda Group (UNDP, USAID)
12. Humanitarian (WFP)

Government of Uganda (Central)

13. MoGLSD
14. MoFPED
15. SUN Secretariat
16. Office of the Auditor General
17. Uganda AIDS Commission
18. JLOS Secretariat
19. Karamoja Parliamentary Working Group (MPs) (Evening Meeting)
20. National Planning Authority

Judiciary and Police

21. Directorate of Community Policing

Implementing Partners

22. *Governance*: Human Rights Centre Uganda, ACODE, Transparency International, International Alert
23. *Services*: UWONET, TASO & AMICAALL
24. *Economic Opportunities*: Traidlinks
25. Irish NGOs – 1 hour Thursday 3.30 pm

Management Agents – Combine with Modalities discussion

26. Maxwell Stamp, Deloitte, DGF Secretariat and CEDOVIP

Annex D List of People Met

Inception Visit, Uganda		
Dónal Cronin	Ambassador, Embassy of Ireland	15/7/14
Rachel Odoi Mudoke	Deputy Senior Technical Advisor/Advisor Access to Justice. JLOS.	29/7/14
Sam Rogers Wairagala	Civil Technical Advisor Monitoring and Evaluation. JLOS.	29/7/14
Agnes Ocitti	JLOS Adviser, Embassy of Ireland	29/7/14
Frank Kirwan	Deputy Head of Cooperation, Embassy of Ireland	29/7/14; 30/7/14
Kate O'Donnell	Technical Specialist, Embassy of Ireland	29/7/14; 30/7/14
Daniel Iga	Senior Adviser, Governance, Embassy of Ireland	29/7/14; 30/7/14
Mary Oduka-Ochan	Senior Adviser, Service Delivery, Embassy of Ireland	29/7/14; 30/7/14
Wendy Kasujja	Programme Executive, Embassy of Ireland	29/7/14; 30/7/14
Daniel Muwolobi	Governance Adviser, Embassy of Ireland	29/7/14
Carol Laker	Social Development Adviser, Embassy of Ireland	29/7/14; 30/7/14
Martin Burke	Financial Management Specialist, Embassy of Ireland	29/7/14; 30/7/14
Janet Shimanya Musolozza	Programme Executive, Fellowships/Trade/IT, Embassy of Ireland	29/7/14
Akiiki Ruhweza	Accountant, Embassy of Ireland	29/7/14; 30/7/14
Peter Oumo	Economist and Environment, Embassy of Ireland	29/7/14
Robert Businge	Country Manager Uganda, International Alert	30/7/14
Stephen Kasaija	Head Social Protection Secretariat, Expanding Social Protection Programme, Ministry of Gender, Labour & Social Development	29/7/14
David Tumwesigye,	Advocacy Advisor, Expanding Social Protection Programme, Ministry of Gender, Labour & Social Development	29/7/14
Beatrice Okillan,	Policy and Learning Manager, Expanding Social Protection Programme, Ministry of Gender, Labour & Social Development	29/7/14
Valentina Lokol	Karamoja Liaison Officer	30/7/14

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Johnson Muteigensi	Programme Coordinator, Second Financial Management and Accountability Programme (FINMAP), Ministry of Finance, Planning and Economic Development	30/7/14
Fred Golooba-Mutebi	Independent Consultant/Political Analyst. Honorary Research Fellow at University of Manchester	30/7/14
Christina Ondo	Director General. Uganda AIDS Commission	1/8/14
Theo Oltheten	1st Secretary, Netherlands Embassy Kampala	31/7/14
Geraldine O'Callaghan	Governance and Security Team Leader, DfID, Uganda	2/8/14
Nick Roberts	Consultant, World Bank, Uganda	2/8/14
Irene Among	Social Development Adviser, DfID, Uganda	2/8/14
Musa Bungudu	Country Coordinator, UNAIDS, Uganda	2/8/14
Michelle Burnes	UNAIDS, Uganda	2/8/14
Simone Knapp	Counsellor, Head of Office, Austrian Embassy	31/7/14
Marc Deneer	Head of Cooperation, Embassy of Belgium, Uganda	31/7/14
Theo Hoorntje	Head of cooperation, EU Delegation, Uganda	31/7/14
Christine Nabiryo	TASO	1/8/14
Tina Musuya	Centre for Domestic Violence Prevention	1/8/14
Robert Mugisa	Human Rights Centre Uganda	1/8/14
Rita Aciro	UWONET	1/8/14
Agnes Nyamayaro	TASO	1/8/14
Ian Dolan	Trócaire	1/8/14
Mary O'Neill	Concern Worldwide	1/8/14
Fiona Mitchell	Goal	1/8/14
Ednar Nyakaisiki	Fields of Life	1/8/14
Fikru Abebe	Plan Uganda	1/8/14
Gilbert Kamanga	WVU	1/8/14
Edward Kakande	VSO	1/8/14
Francis Odokarach	Oxfam	1/8/14
Tony Kisadha	Self Help Africa	1/8/14
Vinand Nantulya	Chairman, Uganda AIDS Commission	1/8/14
Dublin and Phone Interviews		
William Carlos		14/8/14
Laura Leonard		14/8/14
Stephen O'Dwyer		14/8/14
Kevin Carroll	HoD from 2009 to 2011	14/8/14

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Pronch Murray	Former Development Specialist in Kampala	14/8/14
Ann Webster	Former Ambassador in Kampala	18/8/14
Evaluation Visit, Uganda		
James Chaon	Head teacher Moroto KDA Primary School, Karamoja	27/10/14
William Igune George	District Inspector of Schools, Karamoja	27/10/14
William Li Isura	Municipal Education Officer, Karamoja	27/10/14
John B. Lotee	Local Council Five (LCV) Councillor, Karamoja	27/10/14
Zubelda Teko	Secretary of Education, Karamoja	27/10/14
Okello Abedism	Headteacher Kasimoye Primary, Karamoja	27/10/14
Carmel Bradwell	Education Consultant/Teacher Trainer, Moroto UNICEF Office, Uganda	27/10/14
Abbas Mulondo	Chief Administrative Officer, Moroto, Karamoja, Uganda	27/10/14
Moses Lorika	Deputy Town Clerk, Moroto Municipal Council, Karamoja Uganda	27/10/14
Stephen Mujambere	Site Supervisor, Proplan Partners, Kissemi Primary School, Moroto District	28/10/14
Charles Turyakiria	Site Foreman, Excel Consultants, Kissemi Primary School, Moroto District	28/10/14
Emmanuel Eitu	Storekeeper, Excel Consultants, Kissemi Primary School, Moroto District	28/10/14
Joseph Korobe	Deputy Headteacher, Kissemi Primary School, Moroto District	28/10/14
Paul Aboi Ngole	Program Coordinator, ARELIMOK	28/10/14
Susan Akello Sunday	Legal Officer, ARELIMOK	28/10/14
Zavial Okuda	Project Officer, ECO, Moroto	28/10/14
Esther Nyanga	Project Assistant, ECO, Moroto	28/10/14
Obia	District Policy Commander, Moroto	28/10/14
Caroline Apio	Program Officer, Governance and Advocacy. RIAMIRIAM Moroto	28/10/14
Ilukor Emmanuel	M&E Officer, Moroto SAGE office	28/10/14
Patrick Omara	Accountant, Moroto SAGE office	28/10/14
Putan Daniel Winter	Technical Officer, Moroto SAGE office	28/10/14
ACDO, SCDO, Chief and SAGE focal points	Representing all sub-counties in Karamoja North Division Office	28/10/14

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Four beneficiaries of SAGE (2 men from North Division and 2 women from South Division)	2 men from North Division and 2 women from North Division, Karamoja.	28/10/14
Patrick Yankuba	Head of Area Office Moroto, WFP Uganda	28/10/14
Community leaders; council of elders; elders; People living with HIV; Kraal peer educators; Catholic Catechists	Rural community on the outskirts of Moroto- Rupa Sub-county, Karamoja.	28/10/14
FAWE beneficiaries	All beneficiaries in Kotido Secondary School, Karamoja	29/10/14
Geoffrey Musisi	Programme Director, Deloitte. Lokitelaebu Primary School, Kotido District	29/10/14
Richard Mugisa	Project Manager, Proplan Ltd. Lokitelaebu Primary School, Kotido District	29/10/14
Jitendra Thakkar	Contract Manager, Seyani Construction. Lokitelaebu Primary School, Kotido District	29/10/14
Lotukei Ambrose	District Education Officer, Kotido.	29/10/14
Emmanuel Tinkasiimire	Civil Engineer. Ministry of Education and Sports.	29/10/14
George Adoko	Chief Administrative Officer, Kotido District	29/10/14
Calvin Okello	FAWE Project Coordinator Kotido, Karamoja	
Malcolm Mpamiso	FAWE Programme Officer Kampala	29/10/14
Lotukei Ambrose	District Education Officer, Kotido, Karamoja.	29/10/14
Emmy Wesonga	Head teacher and Chief School Mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14
Obwona John Bosco	Teacher and mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14
Agnes Atta	Mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14
Emmy Amarule	Mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14

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Kula Moses	Mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14
Beatrice Acuko	Former beneficiary and mentor for the Bursary Programme, Kotido Secondary School, Karamoja	29/10/14
Eris Lothike	Oxfam programme manager, Kotido	29/10/14
Geoffrey Onyang	Uganda Land Alliance Community Liaison Officer, Kotido	29/10/14
Joel Dengel	Oxfam Partnership, Monitoring Evaluation and Learning Coordinator, Kotido	29/10/14
James Anyang	Caritas DRR Manager, Kotido	29/10/14
Lena Godfrey Lokwang	Caritas Program Manager, Kotido	29/10/14
Pontiana Akumu	JICAHWA Coordinator, Kotido	29/10/14
Otema Stephen	WSF Accountant, Kotido	29/10/14
Simon Mokolo Lomoe	Executive Director of DADO, Kaabong District, Karamoja	30/10/14
Natyang Anna-Grace	DADO Finance Officer, Kaabong District, Karamoja	30/10/14
Lomoe Joseph	Chairperson Dodoth Community Animal Health Workers Assistant, Kaabong District, Karamoja	30/10/14
Lomoe Maraka	Programme Officer for DOCAHWA, Kaabong District, Karamoja	30/10/14
Tibimanywa Geoffrey	Programme Officer Dodoth, Kaabong District, Karamoja	30/10/14
Lukiro Denis Pius	Programme Officer DADO, Kaabong District, Karamoja	30/10/14
Koryang Sigwar	Local Council One (LCI) Chairperson, Kaabong District	30/10/14
Maria Itee	Lokerui Pastoral Women's group Chairperson, Kaabong District	30/10/14
Simon Amodoi	Lokerui Pastoral Women's group Secretary, Kaabong District	30/10/14
Juliana Kubal	Lokerui Pastoral Women's group Treasurer, Kaabong District	30/10/14
Logwe Joseph	Lokerui Pastoral Women's group Vice Chairperson, Kaabong District	30/10/14
Lotee Jacob	Lokerui Pastoral Women's group Grinding Mill Operator, Kaabong District	30/10/14
Leo Mmereworne	Director Community Development, Kamuli (Busoga)	30/10/14
Kagama Cornelius	Deputy CAO, Kamuli (Busoga)	30/10/14

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Busoga Kingdom Cultural Leaders	Busoga Kingdom	30/10/14
Richard Makumbi	Programme Officer, CEDOVIP	30/10/14
Caroline Binga Idembe	IRCU, GBV Preventive Specialist	30/10/14
Rwamirego Alfred	Communications Officer, UWONET	30/10/14
Mutesi Racheal	Programme Administrator, Ministry of Gender	30/10/14
Sarah Kerwegi	Programme Director, Fida	30/10/14
Lilian Adriko	Legal Manager, Fida	30/10/14
Victoria Bwenene	Regional Programme Officer, Fida	30/10/14
Rolobe Mwzamiba	Community Volunteer, Fida	30/10/14
Gender Based Violence Shelter Steering Committee, Kamuli, Busoga	Kamuli District Administration Offices. 28 steering committee members from UWONET, Police, District Offices, Religious Leaders, Courts, Radio Stations, Medical Centre.	30/10/14
Oliveny Alouysius Peter	Community Development Officer, Namwenda Sub-County, Kamuli, Busoga	30/10/14
Six Community Activists	Community Activists, Namwenda Sub-County, Kamuli, Busoga	30/10/14
Komol Joseph	Local Council Five Chairperson, Kaabong District Local Government, Karamoja	30/10/14
Alex Otit	DISO represented RDC, Kaabong District Local Government, Karamoja	31/10/14
Emma Akii	Secretary for production, Kaabong District Local Government, Karamoja	31/10/14
Omony Simon	DADO, Kaabong District Local Government, Karamoja	31/10/14
34 IRCU Council Members	Inter - Religious Council of Uganda, Iganga Town	31/10/14
Sarah Namulondo	Legal Programme Officer, NUDIPU, Iganga	31/10/14
Elinor Wanyama Chemonges	National Coordinator Paralegal Services, Foundation for Human Rights Initiative	31/10/14
Eight Paralegal Officers	Paralegal Advisory Services, Foundation for Human Rights Initiative and Uganda Prison Service	31/10/14
Mary Oduka-Ochan	Senior Adviser Service Delivery; Head of Social Services Team, Embassy of Ireland, Kampala	1/11/14

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Dan E. Frederikson	Ambassador, Danish Embassy	3/11/14
Majbrit Holm Jakobsen	Counsellor, Politics and Governance, Danish Embassy	3/11/14
Daniel Graymore	Head of Office, DfID Uganda	3/11/14
Christina Ondo	Director General, Uganda AIDS Commission	3/11/14
Vinand Nantulya	Chairman of Uganda AIDS Commission	3/11/14
Theo Hoorntje	First Counsellor, Health of Cooperation, EU Kampala	3/11/14
Ahmadou Moustapha Ndiaye	Country Manager, World Bank, Kampala	3/11/14
Franklin Mutahakana	Senior Operations Officer, World Bank, Kampala	3/11/14
Peter Okweto	Senior Health Officer, World Bank, Kampala	3/11/14
Barbara L.K. Magezi Ndamira	Senior Public Sector Specialist (Governance), World Bank, Kampala	3/11/14
Dónal Cronin	Ambassador, Embassy of Ireland	3/11/14
Agnes Ocitti	JLOS Adviser, Embassy of Ireland	3/11/14
Frank Kirwan	Deputy Head of Cooperation, Embassy of Ireland	3/11/14; 4/11/14
Kate O'Donnell	Technical Specialist, Embassy of Ireland	3/11/14
Daniel Iga	Senior Adviser, Governance, Embassy of Ireland	3/11/14
Wendy Kasujja	Programme Executive, Embassy of Ireland	3/11/14; 6/11/14
Daniel Muwolobi	Governance Adviser, Embassy of Ireland	3/11/14
Carol Laker	Social Development Adviser, Embassy of Ireland	3/11/14; 6/11/14
Martin Burke	Financial Management Specialist, Embassy of Ireland	3/11/14; 5/11/14
Janet Shimanya Musolozza	Programme Executive, Fellowships/Trade/IT, Embassy of Ireland	3/11/14; 6/11/14
Peter Oumo	Economist and Environment, Embassy of Ireland	3/11/14
Rohan Stritch	JPI, Embassy of Ireland	3/11/14
Diana Sekaggya	Education Adviser, Embassy of Ireland	3/11/14; 6/11/14
Elizabeth Namusisi	Head of Finance and Administration, The Human Rights Centre	3/11/14
Richard Businge	Country Manager, International Alert	3/11/14
Eugene Ssemakula	Research Officer, ACODE	3/11/14

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Francis Ekadu	Transparency International, Uganda	3/11/14
Rowena Kagaba	Programme Officer, The Human Rights Centre	3/11/14
Joyce Kokuteta Ngaiza	Senior Governance and Human Rights Advisor, Netherlands Embassy Kampala	4/11/14
Maureen Nahwerra	National Programme Manager Human Rights, Democracy, Justice Sector, Gender and Civil Society, Swedish Embassy Kampala	4/11/14
Ross Smith	Head of Programme, WFP Uganda	4/11/14
Geoffrey Ebong	Policy and Partnerships, WFP Uganda	4/11/14
Kenneth Mugambe	Director Budget, Ministry of Finance	4/11/14
Marianna Garofalo	Child Protection Specialist, UNICEF Uganda	4/11/14
Maricar Garde	Head of Research, UNICEF Uganda	4/11/14
Marie-Goretti Nyirarukundo	1st Secretary for Technical Cooperation, Belgium	4/11/14
Rosemary Ruranyane	Education Specialist, UNICEF Uganda	4/11/14
Simon Mphisa	Head of Education, UNICEF Uganda	4/11/14
Sarah Mabangi	Principal Policy Analyst, Education Service Commission	4/11/14
Josephine Wasike Onya	Under-Secretary, Education Service Commission	4/11/14
Paul Musoke	National Trainer, MOES - SESEMAT	4/11/14
Emmy Saemuwemba	National Trainer, MOES - SESEMAT	4/11/14
Angela Kyagaba	Deputy Director, National Curriculum Development Centre	4/11/14
Rosetta Nansyansi	Gender Unit, Ministry of Education and Sports	4/11/14
Johnson Mutesigensi	Programme Coordinator (FINMAP II)	4/11/14
Sarah Nakku Kibuuka	Program Analyst, HIV, Health and Development, UNDP Uganda	4/11/14
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Sam Rogers Wairagala	Technical Advisor Monitoring and Evaluation, JLOS Secretariat	5/11/14
Patrick Birungi	Director of Development Planning, National Planning Authority	5/11/14
Lisa Godwin	Team Leader, USAID Uganda	5/11/14
Musa Bungundu	Uganda Country Director UNAIDS	5/11/14
Maureen Bakunzi	SUN Focal Point, Office of the Prime Minister	5/11/14
Boaz Musiimenta	Senior Policy Analyst, Office of the Prime Minister	5/11/14
Fred Onduri	Commissioner youth and Children and Director SP	5/11/14
Maggie Kyomukama	Commissioner for Gender and women affairs (oversees GBV project in busoga)	5/11/14
Beatrice Olallan	ESP policy manager	5/11/14
David Tumwesige	SAGE Advocacy Advisor	5/11/14
Francis Masuba	Ag Chief Operating Officer, OAG Offices, Kampala	5/11/14
Andrew Nsamba	SPA (forensic audit), OAG Offices, Kampala	5/11/14
Hans Twinomugisha	SP/MES, OAG Offices, Kampala	5/11/14
Christopher Makanga	SPA, OAG Offices, Kampala	5/11/14
Dr Etukoit Bernard Michael	Executive Director TASO	6/11/14
Titus James Twesige	AMICAAL Country Director	6/11/14
Dr Mugisa John	Country Advisor AMICAALL	6/11/14
Stephen Musoke	Community Policing Officer, Uganda Police Force	6/11/14
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Alice Muwonge	Finance Director, Deloitte	6/11/14
Geoffrey Musisi	Programme Director, Deloitte/KPEP	6/11/14
Stephen Barrett	Team Leader and SP Advisor, Maxwell Stamp/ESP	6/11/14
Fergal Ryan	Acting Head of Programme, DGF	6/11/14
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Annex E Time Line of Key Events for the Uganda Country Programme

	Uganda	Irish Aid in Uganda
1994		Embassy in Uganda Opened
2010	August: Several donors suspend or withhold budget support because of concerns over lack of progress in addressing corruption.	March: Start of the joint programme on community policing and public order management.
		June: Irish Minister for Foreign Affairs meets the Prime Minister of Uganda and launches new Irish Aid Country Strategy Paper. The Memorandum of Understanding between Uganda and Ireland is signed and sets out scenarios for reductions in sector support in the event of the failure to meet the underlying principles for budget support and the targets.
	September: GoU formally launch the Expanding Social Protection Programme (ESP). Key component of programme is Social Assistance Grants for Empowerment Programme (SAGE).	November: A joint programme to address gender-based violence in Busoga, one of the worst affected regions in Uganda, was launched by the Minister for Gender, Labour and Social Development and the Irish Ambassador.
	November: Gender in education policy launched.	November/December: Joint assessment of government performance carried out highlighting a number of concerns in public sector management, including challenges with procurement practices, performance of public servants and domestic resource mobilisation.
	December: Joint appraisal of budget support concludes that performance of Government has deteriorated over year.	
2011		As a result of poor government performance the embassy took the decision to re-profile some of the sector budget support budget lines. This involved: (i) reprogramming of €5m in education sector support to (a) education in Karamoja, focusing on infrastructure, the provision of furniture and equipment, combined with initiatives to improve the quality of education and (b) skills development in the oil industry, (ii) reprogramming €1.5m in Justice, Law and Order Sector support to the new Democratic Governance Facility.

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	Uganda	Irish Aid in Uganda
	February: Elections. Museveni declared winner.	July: Economic strategy approved. Focuses on strengthening support to Irish Businesses, initiating vocational skills funding arrangement for the oil sector and development of a project to support the generation of non-traditional incomes in Karamoja.
		July: Initiation of Joint Donor Democratic Governance Facility (DGF).
2012	October/November: Suspension of budget support and aid channelled through government systems due to theft of donor funds of about €11.6 million (€4 million from Ireland).	DFID evaluation of Financial Management and Accountability Programme (FINMAP) shows delivering solid results and good value for money in comparison to similar PFM initiatives in other countries.
		April: Irish Aid took over as chair of the Karamoja Working Group, hosting four meetings, and used the opportunity to keep priority issues such as land, pastoralism, livelihoods and economic development on the agenda for development partners and civil society organisations in the Karamoja region.
		July: Embassy of Ireland took Chair of Gender Development Partners Group until June 2013.
		December: Irish Aid study on assessment of the opportunities for community tourism in Karamoja.
		Arising out of the misappropriation of PRDP funds by officials in the prime minister's office, Irish Aid Uganda approved budget of €32,750,000 was reduced by 52% to €15,866,588.
		End 2012: Irish Aid ends support to Karamoja through the Peace Recovery and Development Programme.
		December: Misappropriated Irish funds deposited in Embassy shilling account, the first of the donors in receipt of a refund.
2013		Due to suspension of CSP after OPM fraud, a high-impact Interim Programme (with a focus on poverty in Karamoja) was implemented in 2013 by Irish Aid. Focus on governance, social service delivery and economic opportunities.
		January: Irish Aid Chair of the Education Development Partners until December.
		February: Approval of Uganda Programme Budget for Interim Country Programme. Focus on governance, social service delivery and economic opportunities.

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	Uganda	Irish Aid in Uganda
		July: Irish Aid Chair of the AIDS Development Partners Group with focus on strengthening the HIV response at the decentralised levels.
		November: Roadmap for developing a new CSP for mid-2015 onwards agreed. Lessons Learning and Review Workshop held and key lessons identified, including need to focus more and to work more effectively across teams.
	December: Anti-Homosexuality bill passed in parliament.	The Embassy played a lead role in relation to the discussions around the anti-homosexuality bill and its potential impact on the HIV prevention and response programmes.
2014		February: Final report by Evaluation and Audit Unit to Secretary General on misappropriation of funds in the Office of the Prime Minister.

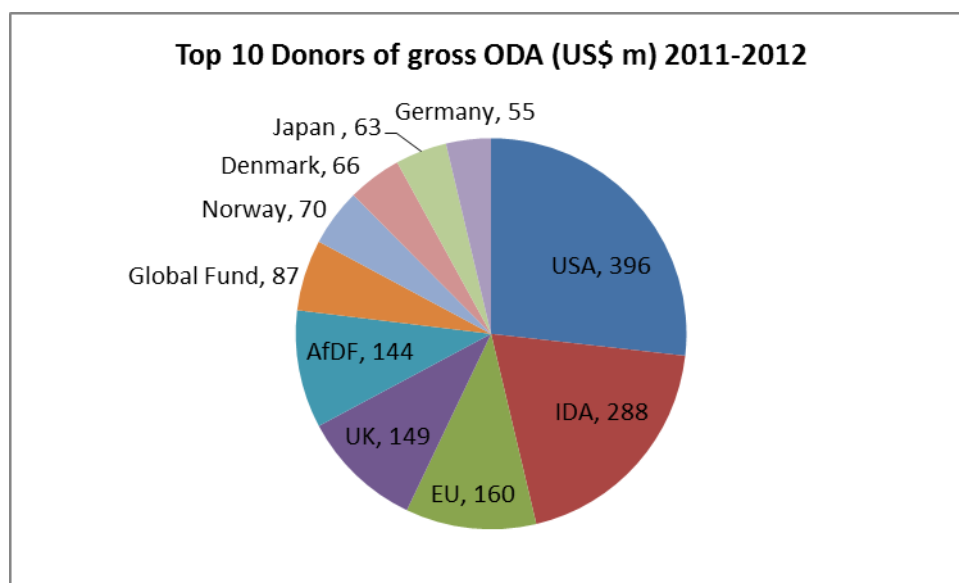
Annex F Supporting Data

Figure 8 Uganda's MDG progress at a glance

Goal 1: Eradicate extreme poverty and hunger	
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	ACHIEVED
Target 1.B: Achieve full and productive employment and decent work for all, including women and young people	NO TARGET
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	ON TRACK
Goal 2: Achieve universal primary education	
Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	SLOW
Goal 3: Promote gender equality and empower women	
Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	ON TRACK
Goal 4: Reduce child mortality	
Target 4.A: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	ON TRACK
Goal 5: Improve maternal health	
Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	STAGNANT
Target 5.B: Achieve, by 2015, universal access to reproductive health	SLOW
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	REVERSAL
Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it	ON TRACK
Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	ON TRACK
Goal 7: Ensure environmental sustainability	
Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	SLOW
Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss	SLOW
Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	ON TRACK
Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers	NO TARGET
Goal 8: Develop a global partnership for development	
Target 8.B: Address the special needs of the least developed countries	SLOW
Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	ACHIEVED
Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	ON TRACK
Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	ON TRACK

Source: Millennium Development Goals Report for Uganda 2013, Republic of Uganda.

Figure 9 Top 10 donors



Annex G Original Budget for Uganda CSP 2010-14

	2010	2011	2012	2013	2014	Total	%
Objective 1: To strengthen the participation and influence of Civil Society							
CSO Support Programme	0.75	0.75	0.75	0.75	0.75	3.75	
Sub-total	0.75	0.75	0.75	0.75	0.75	3.75	2%
Objective 2: To increase the effectiveness and efficiency of government systems							
Deepening Democracy Programme (DDP)	1.00	0.80	0.50	0.50	0.50	3.30	
Financial Management and Accountability Prog (FINMAP)	1.47	1.32	1.30	1.30	1.30	6.69	
Gender Budgeting	0.30	0.30	0.30	0.30	0.30	1.50	
Sub-total	2.77	2.42	2.10	2.10	2.10	11.49	7%
Objective 3: To increase access to quality justice services for the poor and vulnerable							
Justice, Law and Order Sector (JLOS)	7.00	6.50	5.50	5.00	4.50	28.50	
Uganda Human Rights Commission	0.25	0.25	0.25	0.25	0.25	1.25	
Legal Aid Basket Fund (LABF)	0.25	0.25	0.25	0.25	0.25	1.25	
Sub-total	7.50	7.00	6.00	5.50	5.00	31.00	18%
Objective 4: To improve equitable access to quality education							
Sector Support Programme	5.50	5.00	5.37	5.27	5.57	26.71	
Quality education support	2.50	2.50	2.50	2.50	2.50	12.50	
Sub-total	8.00	7.50	7.87	7.77	8.07	39.21	22%
Objective 5: To reduce the number of HIV infections and the burden of HIV							
Coordination	2.50	2.50	2.50	2.50	2.50	12.50	
Civil Society Fund	5.00	5.00	5.00	5.00	5.00	25.00	
Sub-total	7.50	7.50	7.50	7.50	7.50	37.50	21%
Objective 6: To reduce the incidence of Gender Based Violence (GBV)							
District IEC and Male Advocacy	0.35	0.35	0.35	0.35	0.35	1.75	
Faith Based Organisations	0.10	0.10	0.10	0.10	0.10	0.50	
Coordination	0.05	0.05	0.05	0.05	0.05	0.25	
Sub-total	0.50	0.50	0.50	0.50	0.50	2.50	1%
Objective 7: To build the assets and economic opportunity of the most vulnerable in Karamoja							
Peace, Recovery and Development Programme (PRDP)	3.50	4.00	5.00	5.00	5.00	22.50	
Social Protection Programme	0.75	0.80	1.60	2.20	2.30	7.65	
NGO Livelihoods Support Programme	1.50	1.50	1.00	1.00	1.00	6.00	
Sub-total	5.75	6.30	7.60	8.20	8.30	36.15	21%
Objective 8: Promotion of business development resulting in increased employment opportunities							
Private sector initiatives (including Traidlinks)	0.50	1.00	0.90	0.90	1.00	4.30	
TA (Oil)	0.50	0.90	0.90	0.90	0.90	4.10	
Sub-total	1.00	1.90	1.80	1.80	1.90	8.40	5%
Process Fund for innovation and research	0.75	0.65	0.40	0.40	0.40	2.60	1%
Programme Management Costs	0.48	0.48	0.48	0.48	0.48	2.40	1%
Total	35.00	35.00	35.00	35.00	35.00	175.00	100%

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