



An Roinn Gnóthaí Eachtracha
Department of Foreign Affairs

Review of The Embassy of Ireland, Uganda's Programme in Karamoja 2016-2020

Final Report

**Evaluation and Audit Unit
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Acronyms and Abbreviations

ABP	Annual Business Plan
ACCU	Anti-Corruption Coalition Uganda
AIDS	Acquired Immunodeficiency Syndrome
ARA	Appraisal, Recommendation and Approval
CAO	Chief Administrative Officer
COVID-19	Coronavirus disease (2019)
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DCAD	Development Cooperation and Africa Division
DFA	Department of Foreign Affairs
DGF	Democratic Governance Fund
DMT	Development Management Team
DRC	Democratic Republic of Congo
EAU	Evaluation and Audit Unit
ENABEL	Belgian Development Agency
EMIS	Education Management Information System
ESP	Expanding Social Protection
EU	European Union
FAO	Food and Agriculture Organization
FCDO	Foreign, Commonwealth and Development Office
FfA	Framework for Action
FGC	Female Genital Cutting
FGM	Female Genital Mutilation
FGD	Focus Group Discussion
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
GoU	Government of Uganda
HGSF	Home Grown School Feeding
HIV	Human Immunodeficiency Virus
HOM	Head of Mission
HQ	Headquarters
HR	Human Resources
IASC	The Inter-Agency Standing Committee
ICT	Information Communication Technology
ISC VACiS	Inter Sectoral Committee for Violence against Children in Schools

KACC	Karamoja Anti-Corruption Coalition
KARUNA	Karamoja United Nations HIV Prevention Programme
KAWOU	Karamoja Womens Organisation
KDPG	Karamoja Development Partners Group
KI	Key Informant
KII(s)	Key-Informant Interview(s)
KRSU	Karamoja Resilience Support Unit
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MGLSD	Ministry of Gender, Labour and Social Development
MoES	Ministry of Education and Sport
MTR	Mid-Term Review
NGO	Non-Governmental Organisation
NASA	National AIDS Spending Assessment
OCAT	Organisational Capacity Assessment
OECD DAC	Organisation For Economic Co-operation and Development, Development Assistance Committee
OPM	Office of the Prime Minister
PACK	Prevention of HIV/AIDS in Communities of Karamoja
PLHIV	People Living with HIV
PDM	Parish Development Model
PMDS	Performance Management Development System
PMF	Performance Management Framework
PRDP	Peace Recovery and Development Plan
PPE	Personal protective equipment
QA	Quality Assurance
RMNCAH	Reproductive, maternal, neonatal child and adolescent health
RTRR	Reporting, Tracking, Referral and Response
RQ	Review Question
SAGE	Social Assistance Grant for Empowerment
SAGM	Standard approach to grant management
SASA!	Start, Awareness, Support, Action
SDG(s)	Sustainable Development Goal(s)
SMG	Senior Management Group
SMT	Senior Management Team
SR	Strategic Result
SRHR	Sexual and Reproductive Health Rights

STF	Straight Talk Foundation
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UBOS	Uganda Bureau of Statistics
UGX	Ugandan Dollar
UN	United Nations
UNASO	United Network of AIDS Service Organisations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VACiS	Violence Against Children in Schools
VTI	Vocational Training Institute
WFP	World Food Programme
WHO	World Health Organisation

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The independent views expressed in this report are those of the review team and do not necessarily reflect the opinion or views of the Department of Foreign Affairs (DFA), Ireland.

Review Team

The Evaluation and Audit Unit, Department of Foreign Affairs, Ireland is an independent unit that reports directly to the Secretary General. Their work is overseen by an independent Audit Committee. This review was undertaken by the Evaluation and Audit Unit and the consultancy firm, IOD PARC. The report is the product of the authors, and responsibility for the accuracy of the data included in this report rests with the authors. The findings, interpretations, conclusions and recommendations presented in this report are those of the authors and do not necessarily reflect the opinion or views of the Department of Foreign Affairs.

Executive Summary

Introduction and Overview

Since 2004, Ireland's Country Strategy Paper (CSP) in Uganda has included a specific focus on Karamoja, a sub-region spanning 27,000km² in the northeast of Uganda with an estimated population of 1.2 million. Karamoja is recognised as being the least socially and economically developed part of the country, with high levels of poverty and unemployment and low levels of literacy and school enrolment. Conflict between communities in Karamoja, and with those in bordering countries (Kenya and Sudan), are commonplace.

This review is an independent assessment of the Embassy of Ireland's strategy from 2016-20 when between 45% and 50% of Ireland's bilateral funding to Uganda was spent in Karamoja. Though there was no specific Karamoja programme, funding in the region focused on four intermediate outcome areas:

- Outcome 1: Sustained Social Protection and Humanitarian Assistance
- Outcome 2: Reduction / Stabilisation of HIV Incidences
- Outcome 3: Access to Quality Education
- Outcome 4: Empowerment and Protection of Citizens' Rights

The aims of the review are to:

- Provide DFA management with an independent, evidenced-based assessment of the performance of Embassy Ireland's support to the Karamoja region between 2016 and 2020 under the OECD DAC criterion of relevance, effectiveness and coherence.
- Provide accountability to the Governments and peoples of Ireland and Uganda for the support provided.
- Identify lessons learned that will help inform future planning of the new Mission strategy and contribute to wider DFA strategic decision-making.
- Contribute to the Department's organisational learning.

The review team have taken a mixed methods approach including a document review, online survey, remote and in-person semi-structured interviews, a focus group discussion and site visits in Karamoja. Over 380 documents were reviewed and over 75 people consulted.

It should be noted that while the period under review and the recommendations in this report relate the 2016-2020 CSP period, the Embassy's work in Uganda has been advanced under the auspices of the Mission Strategy 2021-2022.

Key Findings

Relevance

The Irish Embassy's programme of support is seen as highly relevant and addresses the key development challenges in Karamoja. All of the sectors in which Ireland worked between 2016 – 2020 are seen as appropriate, particularly access to quality education which was seen as Ireland's most visible and relevant contribution in Karamoja.

Effectiveness

Based on evidence in annual reports and sector evaluations, the Irish Embassy's support to Karamoja has been effective. The 2016-2020 targets in social protection, HIV/AIDS, vocational education, non-formal learning and gender mainstreaming have all been reached; primary education has seen notable improvements in enrolment and only secondary education enrolment rates were significantly off track.

The indicators in the Embassy Performance Management Framework (PMF) though, are inconclusive as the extent to which the Embassy of Ireland's programme of support in Karamoja has contributed to reduced poverty and increased resilience of poor, vulnerable and marginalised citizens and households. The design of the results framework makes it challenging to assess effectiveness as it primarily uses high level quantitative indicators to report results and there is often a gap between the outputs delivered and measures of outcome level change.

The SAGE (Social Assistance Grant for Empowerment) social protection programme provides a strong example of how the Irish Embassy's activities can be taken to scale, working to alleviate poverty not only in Karamoja but also in Uganda as a whole. The programme was supported by the UK and the Irish Embassy in close collaboration with the Ministry of Gender, Labour and Social Development. The programme was successfully piloted in 14 districts across Uganda, including 4 districts in Karamoja during Phase I of the programme. During the review period, the Embassy provided technical and financial assistance to the Expanding Social Protection Programme Phase II (ESPII) to roll out the senior citizens grant (SCG) across Uganda. The impact evaluation conducted in 2018 showed that the SCG had supported reductions in poverty, with increases in household expenditure, improvements in food intake and greater ability to invest in household items and livestock amongst recipients.

Coherence

Ireland's support for Karamoja is coherent with the Uganda Country Strategy Paper and largely coherent with the Department's global policies '*One World, One Future*' strategy and '*A Better World*'. It is primarily a development programme and focused on the third pillar of the CSP, '*Our Values*'.

Karamoja is the sub-region with the highest proportion of vulnerable inhabitants in Uganda and as the CSP outlines it consistently scores the lowest on all of the development indicators.

The CSP does not have a gender outcome area, though a gender focus clearly underpins most of the programming in Karamoja. The area where coherence was notably limited was engagement with climate change as there was limited programming in Karamoja in this area during the review period.

Despite Ireland's relatively limited financial and operational resources as compared to other donors and actors in Uganda, Ireland is seen as having significant influence at both regional and national level. In Karamoja the Liaison Office is seen as strongly supporting this influence and Ireland is seen as a committed partner who has stayed the course and also attracted additional funding and partners to the region.

The Embassy's ability to adapt its programming was highly valued as was Ireland's influence at national and local level and their positive contribution to partnerships. The main concern was the Mission's operational capacity and resourcing levels for the Karamoja liaison office.

Lessons Learned

Adopting a geographic focus

The focus on Karamoja illustrates how Ireland, as a relatively small donor, can have a significant influence on a sub-national region in a way that leverages and enhances influence at a national level.

Identifying and Prioritising Sectors

The 2016-2020 CSP included programming in Karamoja in Education, Social Protection, Empowerment and Protection of Citizen's Rights, HIV prevention and Gender Based Violence. There was a strong rationale and endorsement from stakeholders on the relevance of all these sectors. However, interviewees highlighted the challenges the Embassy has in managing its workload given available resources as well as identifying climate change as an area where there is a need but where Ireland is less strong.

COVID-19 and programme agility

The response to COVID-19 in Karamoja illustrated how the Embassy has the capability for programme agility and adaptability and that this is highly valued by the GoU and external stakeholders. A local presence was significant but processes and procedures were also seen to be sufficiently robust and flexible for resources to be reallocated in a timely manner.

Presence in Karamoja

Ireland's commitment and long-standing presence in Karamoja is seen as a major asset. In particular, the Karamoja Liaison Office is seen as underpinning effectiveness and coherence and enabled the Embassy to continue programming and react to emerging needs during the COVID-19 pandemic.

Partnership working

Partnerships are central to how the Embassy delivers its programmes and Ireland is seen as a 'good partner' in Karamoja. The Embassy's role in coordination was appreciated by partners, and in particular the role of the Karamoja liaison office.

Partnerships clearly vary in terms of their capacity and effectiveness and the type of risks involved. Being part of UN-led consortia can extend the Embassy's influence by being part of large programmes and accessing their technical proficiency (such as UNICEF in education), but can lead to less visibility for the Embassy and at times to higher transaction costs. Partnering with local NGOs who are more closely embedded within the community requires greater levels of capacity building and support but is seen as having the potential for longer lasting and more direct, visible results. Having an effective partner selection process to both take advantage of what different partnerships can offer as well as mitigating risk would seem to be a sensible way forward.

Community Approaches and Civil Society Engagement

A common theme was that community approaches had been effective in a number of circumstances due to the specific context in Karamoja, notably the attachment to cultural practices and the remoteness of many locations. Strengthening and embedding the capability to identify and utilise community-based approaches can be a key tool to help the Embassy address contextual barriers.

Working with Government

A priority for the Embassy in developing its next Mission Strategy will be to identify modalities to help address Government capacity, ensure sustainability and systems strengthening. Exploring ways to work with Government and potentially through Government systems is vital to the Mission's successful engagement in the sub-region in order to ensure sustainability through local ownership and leadership.

The Embassy's funding to the Ministry of Education and Sport's Gender Unit through the partnership with UNICEF provides an example of an approach to working indirectly with government. This catalytic investment, based on supporting capable staff in a Unit which can facilitate change, has influenced positive shifts in the support, development and implementation of a number of key national gender

policies in education and violence against children in schools, as well as the wider mainstreaming of gender in national and district government ministries. Alternative modalities may also need to be considered.

System Change and going to scale

A common point of feedback was the need for Ireland to focus on supporting systems change in Karamoja. One of the challenges that raises is that it requires a shift in thinking in terms of results. Impact, or contribution to impact, becomes indirect, as the aim is to influence and support broader policy or institutional change, or fund pilots/trials that others take to scale, leading to benefits to a wider population. This approach requires an intervention model that monitors and tracks the expected change process and key indicators, including those not directly attributable to the intervention itself.

The Embassy's work in Karamoja provides strong examples of where it is influencing broader change. The MoES Gender Unit is one example and SAGE, the social protection programme, shows how a localised programme on the ground, effective in reducing poverty and increasing resilience at individual, household, community levels, combined with national level advocacy and influencing can be taken to scale at national level.

Establishing Synergies across Programme Areas

Synergies across programmes could be improved with more explicit cross-sectoral working. Recent evaluations highlight joint monitoring visits as a useful tool in enhancing integration, linkages and leveraging between programme areas.

Increasing Influence

Ireland's long-standing presence in Karamoja has significantly increased and deepened its influence locally and nationally. Education infrastructure is a tangible example of this and the bursary programme and fellowships were also seen to provide influence above and beyond the numbers reached. They create 'advocates for Ireland', locally and at the national level, as well as a network of individuals who are well qualified and move into higher positions of responsibility and influence at both regional and national level.

Recommendations

1. **The next Mission Strategy should continue to include a focus on Karamoja and build on the strong foundation that is already in place.** Ireland is an effective donor and the development needs in Karamoja are well aligned with Irish policy aims. The strategy should be evolutionary and

programming should continue in areas where progress has been made and where the Embassy can continue to add value and contribute to positive sustainable change. COVID-19 is likely to have a long standing impact in key areas such as Education and Ireland's knowledge, experience and relationships means it is well placed to help mitigate this as the full extent of needs become known.

2. **The review recommends that the Embassy undertake a structured prioritisation exercise with reference to the sectors it works in, modalities used, changes it wishes to contribute to and opportunities for synergies.** This should include a range of scenarios based on different resource levels. This exercise should focus on assessing possible impact; the Embassy's potential added value; the level of identified need and the degree to which sustainable system change can be supported. It should also include a risk strategy. Given global priorities, the Embassy should consider how it would address Climate Change - either through a specific programme or through greater integration in other sectoral areas.
3. **Consider increasing staffing in the Karamoja Liaison office.** This would support programme development and delivery and mitigate the risk of having only one programme staff member. The review team suggests this could include one or two additional programme staff. The KLO needs to remain nimble and responsive, focused on coordination and relationship engagement and management at a local level.
4. **Apply a more systematic approach to creating a partnership portfolio and to include a mechanism that monitors *how* partnerships are working as well as *what* they are achieving.** For the near future, the Embassy is going to work with partners. A balanced portfolio will help manage risk and potentially increase the impact the Embassy can have in Karamoja and nationally. Partnership assessment needs to be two-way so should not just focus on the Embassy's management of a grant to a partner but also on the Embassy's role and engagement in the partnership and joint perceptions/assessments of the effectiveness of the relationship.
5. **Scope options and possible modalities** that could be used to engage with government and government systems at central and District levels. This should take account of the public financial management environment and consider the feasibility and risks of providing direct financial support to central / local district government, drawing on lessons learned, especially in Uganda. A strategy for District level support would ideally support all nine districts in Karamoja based on piloting approaches before looking to expand across the sub-region.

6. **Review the performance measurement framework so the Embassy can begin to identify the contribution, and track progress more effectively, towards system change.** This will enable Ireland to more explicitly explain how it influences change and more clearly focus programming, influencing and advocacy work on specific changes, while also recognising the role other actors may play in broader change process. The framework should focus on capturing both quantitative and qualitative data systematically and include indicators (such as scorecards) that can assess institutional and system strength and in particular district level government capability. If resources allow, investment could also be put into periodic political economy analyses to triangulate and deepen more regular monitoring of institutions and systems.
7. Related to this **the Embassy should look to support this framework by initiating more systematic lesson learning and case study research to understand how influence is achieved** and document the tacit institutional knowledge of how different forms of engagement lead to positive systematic outcomes. This would contribute to learning and to a wider strategic policy analysis for the Department as a whole.
8. **Strengthen internal Embassy coordination and communication mechanisms.** This should help ensure cross programme working opportunities are identified, and that both advisers and project partners have time and space to discuss and plan how to optimise them. A review could also provide a good platform for encouraging improved synergies across the Embassy's work.
9. **To further develop a strong alumni network from both the fellows programme and bursary programme in Karamoja and connected to the national level.** This process will require leadership and resources and a clear plan and objectives to focus on how it adds value both to Ireland but also how this network can influence others and support the development needs in Karamoja and nationally.

Introduction

Ireland has had an Embassy and a bilateral development assistance programme in Uganda since 1994 and has strong diaspora links with the country. Ireland has invested in a breadth of developmental, trade, political, consular and public diplomacy activities with the Embassy holding responsibility for the management of the bilateral development assistance programme in Uganda. The Embassy's spending in Uganda has increased significantly from 1994 to the present day from less than €1m per annum to a programme of €82.9m between 2016 - 2020.

Since 2004, Ireland's Country Strategy Paper (CSP) in Uganda has included a specific focus on Karamoja, a sub region in the north-eastern part of the country. During the period under review (2016-2020), between 45% and 50% of total bilateral funding has been spent in Karamoja. Following the COVID-19 outbreak, a two-year Mission Strategy for 2021-2022 was approved in 2020 to succeed the 2016-2020 CSP. A new Mission Strategy will be developed in 2022 for the 2023-2027 period.

This review is an independent assessment of the Embassy of Ireland's strategy 2016 – 2020, focusing on its implementation in Karamoja, which receives almost half of the of the bilateral development assistance budget. This review is one of a number of evaluative activities looking to support the development of the upcoming 2023-2027 Strategy (Annex 5).

Purpose and Scope of the Review

The purposes of the review are:

- To provide DFA management with an independent, evidenced-based assessment of the performance of Embassy Ireland's programme of support to the Karamoja region between 2016 and 2020 under the OECD DAC criterion of relevance, effectiveness and coherence.
- To provide accountability to the Governments and peoples of Ireland and Uganda for the support provided during the period covered by the review.
- To identify lessons learned that will help inform future planning of the new Mission strategy and contribute to wider DFA strategic decision-making.
- To contribute to the Department's organisational learning.

The review questions are set out in Table 1 below.

Table 1: Review Questions

Review Questions	
Relevance	1. To what extent does the Embassy Ireland’s programme of support in Karamoja continue to be relevant and appropriate given Uganda and Karamoja’s current developmental context and Ireland’s policy priorities?
Effectiveness	2. To what extent has Embassy Ireland’s programme of support in Karamoja contributed to reduced poverty and increased resilience of poor, vulnerable and marginalised citizens and households? 3. To what extent has Embassy Ireland’s programme of support in Karamoja contributed to improved access to essential services for poor, vulnerable and marginalised citizens/individuals?
Coherence	4. To what extent was Ireland’s support to Karamoja strategic and coherent with the overall CSP strategy and subsequently <i>A Better World</i> ? 5. Did Ireland’s support to Karamoja increase Ireland’s influence and profile at both local and central level?

The review covered the period from 2016 – 2020 and assessed the Embassy of Ireland’s programme in Karamoja, under the *Global Island* theme of ‘Our Values’, across the four outcome areas outlined in the 2016-2020 CSP:

- Outcome 1: Sustain Social Protection and Humanitarian Programme;
- Outcome 2: Reduction /Stabilisation of HIV Incidences
- Outcome 3: Access to Quality Education with focus on Karamoja
- Outcome 4: Empowerment and Protection of Citizen’s’ Rights

The primary audience for the review includes the Embassy in Uganda, the Karamoja Liaison Office and HQ senior management who will use the review findings to inform their engagement in Karamoja in the context of the next Mission Strategy. As the CSP focus on Karamoja was on reaching the people most vulnerable to poverty and fragility in Uganda, the review findings and recommendations can inform broader organisational learning for the Irish Mission Network and DFA HQ given that this aligns with the current priority in ‘A Better World’ of reaching the furthest behind first.

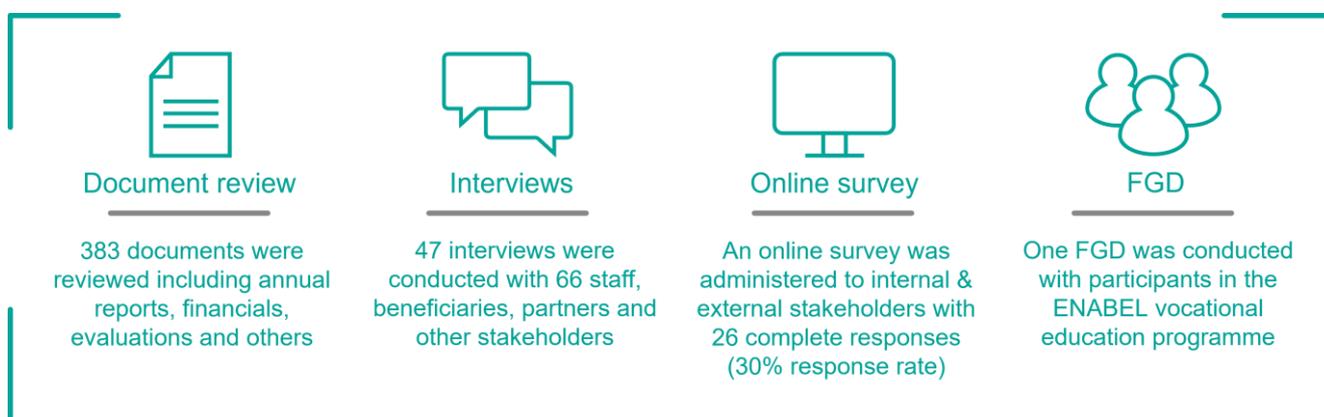
Approach and Methodology

Review Approach

A mixed methods approach was applied including a document review, an online survey, remote and in-person semi-structured interviews, one focus group discussion and site visits in Karamoja. Key informants and survey respondents were selected purposively as key stakeholders identified by the review team or by the Embassy to provide detailed insight. A snowballing approach was used to include other key stakeholders identified by interviewees. Figure 1 gives a summary of data collected. All of the qualitative data was coded and analysed in MAXQDA, a qualitative data analysis tool, to ensure a rigorous approach and triangulation of the data sources. Interview data was also coded with positive or negative sentiment to provide a light touch sentiment analysis, providing an overview of key strengths and weaknesses of the Embassy’s work in Karamoja.

An initial workshop, based on a summary report of emerging findings was held at the conclusion of the field visit, followed by meetings with the review reference group and a broader stakeholder workshop to present findings and refine recommendations. The review took an iterative process aimed at being utility-focused with regular communication and stakeholder engagement.

Figure 1: Data Collection Summary



Limitations

The review was focused on the period 2016-2020. Since then a two year mission strategy for 2021-2022 has been developed within which the Embassy has made changes to its programme based on other sources of evidence during this period. For example, the HIV programme (which had previously had some sexual and reproductive health rights (SRHR) components) has shifted to a wider reproductive, maternal, neonatal child and adolescent health (RMNCAH) focus and there was the addition of some new partners. While the review team has emphasised the scope of this study during data collection, there is a risk, in particular in interviews, that responses may have included reflections

on more recent experiences of engagement. The authors have endeavoured to ensure that findings and reflections pertain to the current strategy.

COVID-19 has had an impact including on the ability to speak with community members in Karamoja, and the collection of national data e.g. school enrolment rates. It is possible that the picture of performance in Karamoja in key areas may change as schools and other services become fully operational and more systematic data processes are back in place.

Due to accessibility constraints, local government partners were not selected as participants in the survey. To mitigate this, seven KIIs were conducted with local government partners to ensure that their perspective informed the review.

Context

Political-Economy

The last four decades in Uganda have been defined by both stability and stagnation. Uganda has been governed by the National Resistance Movement (NRM) led by President Yoweri Museveni since 1986. President Museveni was most recently re-elected for the sixth time in January 2021 following the removal of limits on terms of political office in the early 2000s, dampening hopes of an orderly democratic transition. Although there is some freedom of expression, opposition supporters are subject to sustained harassment. In 2021 Freedom House reported manipulation of state resources, intimidation by security forces, and politicised prosecutions of opposition leaders as well as Uganda's civil society and independent media sectors suffering from legal and extra-legal harassment and state violence.¹ As well as increased uncertainty regarding the impending democratic transition, Transparency International's Corruption's Perception Index (2021)² scores Uganda at 27 out of 100.

Despite having relatively few cases and approx. 3,600 deaths to date, the onset of the COVID-19 pandemic in 2020 has been devastating to Uganda's economy. Severe limitations on international transport reduced exports and tourism, and further restricted access to key industrial inputs. Collapse in the world economy lowered remittances from Ugandans living abroad, while lockdown measures kept people from working, constituting another supply shock and a strain on people's livelihoods. The

¹ Freedom House, 'Freedom in the World 2021: Uganda', 2021.

² [2021 Corruption Perceptions Index - Explore the... - Transparency.org](#) (accessed 17 June 2022)

International Growth Centre (2020) estimates the poverty rate will rise to 26%, a 7.5% rise that would effectively wipe out the poverty reduction gains of the last decade. ³

Karamoja, a sub-region spanning 27,000km² in the northeast of Uganda has an estimated population of 1.2 million. In Karamoja, inhabitants have lacked equal political representation, proper legal frameworks and benefits in terms of public goods and infrastructure, dating back to the colonial period.⁴ In addition, conflicts between communities within Karamoja, and between communities in Karamoja and bordering countries (namely Kenya and Sudan), are commonplace.⁵

The sub-region is recognised as being the least socially and economically developed part of the country (see Table 2 for a selection of the region's key development indicators).

³ Estimating Income Losses and Consequences of the COVID-19 Crisis in Uganda (2020) International Growth Centre

⁴ WFP and Development Pathways, 'Situational Analysis of Food, Nutrition and Income Security in Karamoja', December 2020.

⁵ FAO, 'Resilience Analysis in Karamoja, Uganda', 2018.

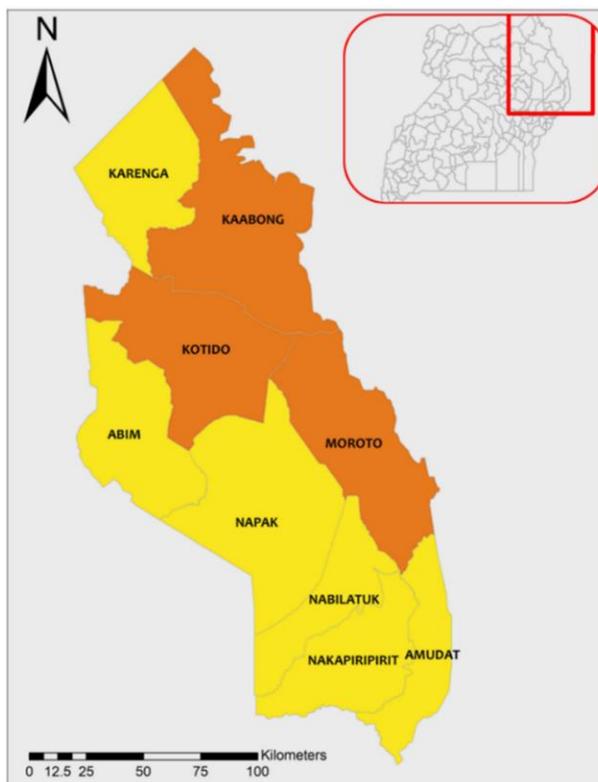
Table 2: Key Development Indicators Karamoja

Indicator	2016		2020		Source
	Karamoja	National Average	Karamoja	National Average	
Poverty Rate	60.2%	21.4%	65.7%	20.3%	Uganda National Household Survey 2016 & 2019/20
Unemployment Rate	16.5%	9.2%	12.4%	8.8%	Uganda National Household Survey 2016 & 2019/20
HIV Prevalence*	3.7%	6%	1.1%	5.8%	DHIS II (2021)
Literacy Rate (persons aged 10 years +)	26.8%	73.5%	30.4%	76.1%	Uganda National Household Survey 2016 & 2019/20
Primary School Enrolment Rate (Gross)	55.6% (62% M, 49.5% F)	116.8% (117.7% M, 115.9% F)	65.1% (72% M, 58.7% F)	118% (117% M, 119% F)	Uganda National Household Survey 2016 & 2019/20
Secondary School Enrolment Rate (Gross)	17.5% (19.4% M, 14.9% F)	37.9% (38.7% M, 37.1% F)	19% (21.4% M, 16.9% F)	36.8% (36.2% M, 37.3% F)	Uganda National Household Survey 2016 & 2019/20

*(figure for Eastern region, not Karamoja specific)

Karamoja is comprised of nine districts: Amudat, Karenga, Nakapiripirit, Abim, Kaabong, Kotido, Moroto, Nabilatuk and Napak (see Figure 2 below), with two districts added during the 2016-2020 strategic period. Due to the significant lagging behind of the sub-region, there is a dedicated Ministry to Karamoja Affairs located within the Office of the Prime Minister.

Figure 2: Map of Uganda and Karamoja



* Source: IPC Acute Food Insecurity Analysis, March 2021 - January 2022

While Karamoja was seen as emerging from years of conflict and instability, 2021/2022 has seen a rise in insecurity, which combined with the fragility of the environment, remoteness, deprivation, low education levels, low capacity, and poor policy, has contributed to a series of chronic development issues.⁶ In 2020 the region was hit by flooding, a subsequent cholera outbreak as well as the effects of the COVID-19 pandemic.⁷

There are government efforts underway to reduce the socio-economic gap between the North and the rest of Uganda. A 'Peace Recovery and Development Plan' (PRDP 3) covering all of Northern Uganda was implemented from 2015/16 to 2019/20. The plan's primary objectives were to consolidate peace, to develop the economy and to reduce vulnerability. The plan also served as a strategy with which government, development partners and civil society could align.⁸ There was also a Karamoja Integrated Development Plan (KIDP) targeting the sub-region specifically (2016/17 – 2019/20) led by the Ministry for Karamoja Affairs, which is located in the Office of the Prime Minister. In addition, the National

⁶ WFP and Development Pathways, 'Situational Analysis of Food, Nutrition and Income Security in Karamoja'.

⁷ UNICEF, 'Tackling 2020's Triple Tragedy in Karamoja', August 2020.

⁸ Embassy of Ireland Uganda, 'Uganda Country Strategy Paper 2016-2020', February 2016.

Development Plan (2015/16 to 2019/20) included a Parish Development Model (PDM), a strategy for organising and delivering public and private sector interventions for wealth creation and employment generation at the parish level as the lowest economic planning unit.⁹ It is primarily aimed at households that rely on subsistence agriculture and covers all 10,594 parishes in Uganda.

However, Karamoja's economic situation remains precarious with large portions of the population vulnerable to poverty. 28.1% of 15-35 year olds in Karamoja are neither in employment nor education/training, 76.7% of working 15-35 year olds are in vulnerable employment, and 63.4% of 15-24 year olds have never attended school.¹⁰ Despite this, Karamoja does have potential for economic growth with opportunities for improved agriculture, including crop diversification, improved methods for retaining soil moisture and livestock production practices, tourism and mineral exploitation including gold, silver, copper, iron, gemstones, limestone and marble.¹¹ Although these represent potential sources of income for the region, investments may also increase the potential for further marginalisation, including through 'land grabs'.¹²

Food Security and Climate

Karamoja has been particularly impacted by climate change with the region suffering from recurrent droughts and sporadic floods. This has eroded the population's resilience and coping capacities as well as contributing to food insecurity, a perennial issue in Karamoja. Up to 45% of households in the region are classed as food insecure and there are persistent food shortages and malnutrition.¹³ Traditionally, Karamoja has been a pastoral area, suited for livestock husbandry. Households that do not own livestock are particularly vulnerable to food insecurity. In addition, mobility restrictions on the Karamojong have led to overgrazing in some areas, a situation complicated by numerous development interventions focusing on crop farming, further restricting the population's mobility and capacity to cope with severe environmental conditions. In addition, the high level of climate variability has undermined

⁹ Minister of Finance, Planning and Economic Development, 'Ministerial Statement on the Parish Development Model', 2021, <http://parliamentwatch.ug/wp-content/uploads/2021/04/Ministerial-Stamen-on-the-Parish-Develop-Model-1.pdf>.

¹⁰ Uganda Bureau of Statistics (UBOS), 'Young People: The Untapped Resource for Development', 2017.

¹¹ C.D. Waiswa et al., 'Pastoralism in Uganda: Theory, Practice and Policy' (International Institute of Environment and Development, 2019); WFP and Development Pathways, 'Situational Analysis of Food, Nutrition and Income Security in Karamoja'.

¹² Embassy of Ireland Uganda, 'Uganda Country Strategy Paper 2016-2020'.

¹³ WFP and Development Pathways, 'Situational Analysis of Food, Nutrition and Income Security in Karamoja'.

capacity to utilise the region's natural resources as they are affected by droughts, floods and dry spells.¹⁴

Gender

Gender inequality and gender-based violence are prevalent in Karamoja, perpetuated by cultural norms, insufficient protection of human rights, alcohol consumption and poverty.¹⁵ The Maternal Mortality Ratio (MMR) in Karamoja was 588 deaths per 100,000 live births compared to the national average of 336 deaths per 100,000 live births in FY2016/17. Gender based violence is known to increase vulnerability to HIV infection and ill sexual and reproductive health. Female Genital Cutting (FGC) is a further issue in Karamoja, with 6.4 % of girls from the region having undergone FGC, up to 32% in specific sub-counties, including Moruita in Nakapiripirit district and Katikekile and Tapac in Moroto district.¹⁶ UNFPA's report also highlights that sexual abuse and child marriage are issues in Karamoja and the health sector currently has inadequate capacity to provide health services to survivors of sexual and gender-based violence. Teenage pregnancies are also high, with one in four, or 24%, of teenage girls in Karamoja having had their first child.¹⁷

Health

Karamoja lags behind the rest of Uganda on access to health services. There is limited access to health facilities in the region, with 144 health centres, including only 4 general hospitals.¹⁸ In addition, there are roughly 16,882 people per midwife in the region. The health sector in Karamoja struggles with staff retention due to its remoteness, poor infrastructure and limited electricity coverage.¹⁹ In addition, alcohol consumption for Karamoja in 2019/2020 stands at 47.8%, the highest rate in the country well above the national rate of 12%. Similarly, for tobacco and related products Karamoja rates highest countrywide at 16.5%.²⁰

¹⁴ FAO, 'Resilience Analysis in Karamoja, Uganda'.

¹⁵ UNFPA, 'Leaving No One behind in Karamoja', 2018.

¹⁶ UNICEF and Uganda Bureau of Statistics (UBOS), 'Female Genital Mutilation (FGM) in Uganda', 2020.

¹⁷ UNFPA, 'Leaving No One behind in Karamoja', 2018.

¹⁸ Uganda Bureau of Statistics (UBOS), 'Uganda National Household Survey 2019/2020', 2021.

¹⁹ UNFPA, 'Leaving No One behind in Karamoja'.

²⁰ Uganda Bureau of Statistics (UBOS), 'Uganda National Household Survey 2019/2020'.

Education

Primary school enrolment rates in Karamoja are the lowest in Uganda and the literacy level in the region stands at 30.4%, well below the national average of 76.1% in 2020.²¹ Structural issues underlying the education deficit in Karamoja are complex and include the traditional agro-pastoral lifestyle, which requires the labour of young boys as herders while girls' labour is required for home chores, casual labour and as a source of bride wealth in families, factors which contribute to high levels of poverty and negative perceptions of education by parents. Access to quality vocational education is also limited. While significant inroads have been made in reducing gender disparity in primary education, there are still challenges at the secondary and tertiary levels, undermining efforts to achieve gender parity at all levels of education.²²

Donor Context

Karamoja has received relief operations and food aid distribution as far back as 1964 and was officially classified as a region of 'protracted crisis' by FAO in 2010. The Karamoja Donor Mapping Report showed that approximately €89m was invested in the region in 2017 by 10 major bilateral donors, namely FCDO (UK), USAID, World Bank, Irish Aid, SIDA (Sweden), EU, Germany, Japan, KOICA (Korea) and Italy. The report found that the funding was provided across all sectors with a particular focus on basic service delivery and food security. The donors included in the report form the Karamoja Development Partners Group (KDPG) which plays an important role in development coordination in the region (although it is noted that the number of donors has since reduced). The group was chaired by Ireland from 2017 - 2018.²³

Overview of the Embassy of Ireland's investment in Karamoja 2016-2020

Ireland's Uganda CSP 2016-2020 is underpinned by the Irish Government's Foreign policy, 'The Global Island' and Ireland's prior Policy for International Development, 'One World, One Future' which was superseded by 'A Better World' in 2019.

Ireland's engagement in Karamoja between 2016-2020 built on Ireland's previous engagement in the region, dating back to 2004 when Ireland began funding education interventions in the region. Ireland has maintained a staff presence and office in the sub-region to the present day although the

²¹ Uganda Bureau of Statistics (UBOS).

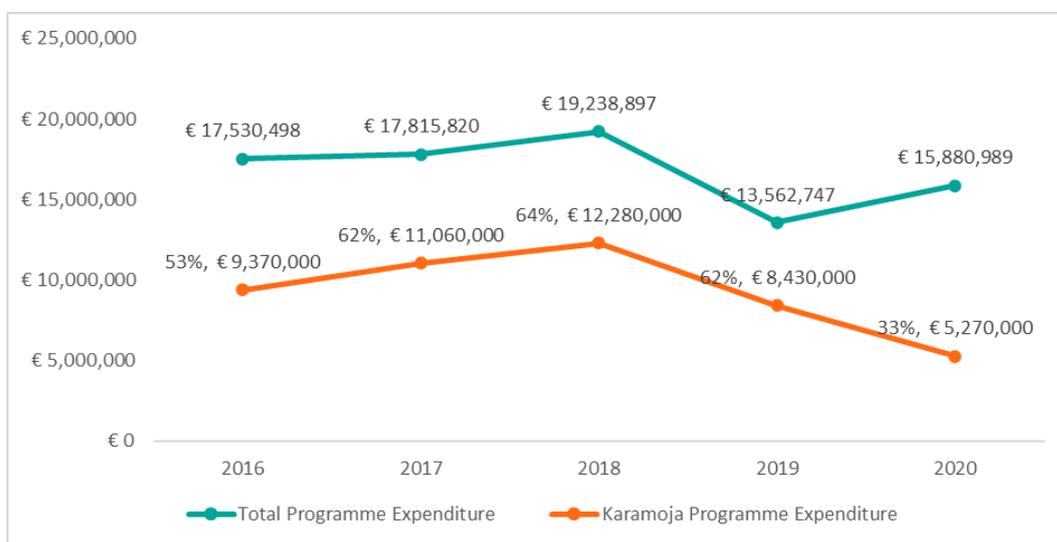
²² Embassy of Ireland Uganda, 'Uganda Country Strategy Paper 2016-2020'; UNFPA, 'Leaving No One behind in Karamoja', 2018.

²³ Karamoja Resilience Support Unit, USAID, 'Karamoja Donor Mapping Report', November 2017.

programme has evolved significantly, moving from a specific focus on infrastructure for education to a broader thematic programme.

The Embassy’s budget to Karamoja has also grown significantly during this period from €6.8 million or 17% of the 2010-2014 CSP budget spent in Karamoja, to €35.9m or 45% of the CSP budget specifically to Karamoja in 2016-2020 (see Figure 3 below for the budget per year between 2016 and 2020 to Karamoja and for the wider Uganda CSP). Funding that went to national programmes including SAGE and the Democratic Governance Fund (DGF) also benefitted Karamoja, which is not calculated in the figure below. This amounts to roughly €30 per citizen in Karamoja over the 4-year period. The focus on Karamoja has continued in the most recent 2021-22 strategy with the Karamoja specific budget amounting to 40% of the total in 2021.

Figure 3: Total Programme Expenditure in Uganda and Expenditure in Karamoja from 2016-2020



The 2016-2020 CSP highlights Karamoja as a primary focus area due to the acute vulnerability in the region, Ireland’s strengthened focus on working in fragile environments and the strong evaluation of Ireland’s contributions in Karamoja in the previous strategic cycle. The focus on Karamoja also represents a credible application of Ireland’s development policy priority, as elaborated in both ‘One World, One Future’ and ‘A Better World’ to reach the furthest behind first. See Table 3 below for a summary of the strategic results areas, partners and funding allocated.

Table 3: Partners and Financing in Karamoja for the Outcome Areas in the Uganda CSP 2016-20

Strategic Result	Partners in Karamoja	Funding in Karamoja € Million (Actual)
Outcome 1: Sustain Social Protection and Humanitarian Programme	<ul style="list-style-type: none"> • SAGE Programme • WFP 	4 (€12m was spent on SAGE nationally with 24,111 beneficiaries from Karamoja out of a total of 304,000 active on payroll)
Outcome 2: Reduction /Stabilisation of HIV Incidences	<ul style="list-style-type: none"> • KARUNA / UNAIDS • PACK NGO Consortium 	13.4
Outcome 3: Access to Quality Education with focus on Karamoja	<ul style="list-style-type: none"> • UNICEF • ENABEL (Belgian development agency) • Straight Talk Foundation 	28.14
Outcome 4: Empowerment and Protection of Citizen's Rights	<ul style="list-style-type: none"> • NAWOU (NGO) • ACCU 	0.3
TOTAL		45.84

The priority intervention areas in Karamoja as detailed in the CSP 2016-2020 include social protection (including the national SAGE programme partly implemented in Karamoja and the WFP school feeding programme), HIV/AIDS, education and skilling, and protection of citizen's rights. Spending in Karamoja included the total allocation for education and HIV/AIDS in Uganda, totalling €28m and €13.4m respectively. Spend for outcome 2 was 67% of that planned (€13.4m actual compared with €19.8m planned) reflecting both low absorption in the joint UN programme and a reallocation of funds due to the impact of COVID-19.

Figure 4: Total Spend per Outcome Area - Karamoja 2016-2020



*The spend on Outcome 1 on social protection is greater than the figure shown as €12m was allocated to the SAGE Programme which covered the whole of Uganda, an estimated 10-13% of which was spent in Karamoja.

Outcome 1 focused on social protection and was implemented through the Social Assistance Grant for Empowerment (SAGE) expanded social protection programme with the UK (FCDO) and on School Feeding through WFP. The spend on school feeding (as a social protection mechanism) specifically in Karamoja totalled €4m but also included part of the €12m allocated to the SAGE Expanded Social Protection Programme which covered the whole of Uganda. The 2016-2020 CSP states that the Mission chose to focus on social protection given that 63% of the Ugandan population remained vulnerable to poverty, with 8 out of 10 households in Karamoja in the lowest quintile nationally and household hunger regularly registering above 70%.²⁴ In addition, there were high levels of public and political support for SAGE both nationally and regionally partly due to successful piloting of the programme in Karamoja in the previous strategic period.

Outcome 2 focused on reducing the number of new HIV infections amongst youth and adults, particularly amongst adolescent girls. The 2016-2020 states that the Mission engaged with this issue as a large percentage of funding for HIV in Uganda targeted care and treatment as opposed to prevention and that services and interventions were not adequately addressing the worst affected regions or groups. Karamoja was identified as the region with the highest percentage of adolescent girls vulnerable at the individual level due to their vulnerability to educational deprivation, child marriages, early childbearing, exploitative employment, and sexual and gender-based violence. The Theory of Change (ToC) outlined in the CSP states that the Mission would aim to reverse the HIV trajectory in Karamoja through high-impact interventions focused on girls' education, leadership skills development and economic empowerment as well as increased reproductive health knowledge. Towards the end of the strategic period, the HIV programme (which had included some SRHR work) was succeeded by a programme with a broader focus on RMNCAH.

Outcome 3 represented the largest spending area for the Mission, focused on better access to quality education and training in marginalised areas. The education programme included primary, secondary and vocational education as well as a bursary programme. The 2016-2020 CSP states that this was a focus area due to low primary completion rates, poor quality of education services, very poor education indicators in Karamoja and the prevalence of violence in schools in Karamoja.

²⁴ Percentage of households indicating that they do not have either 1) Adequate food availability; 2) Adequate access to food by all people (i.e., the ability of a household to acquire sufficient quality and quantity of food to meet all household members' nutritional requirements for productive lives); and 3) Appropriate food utilization/consumption.

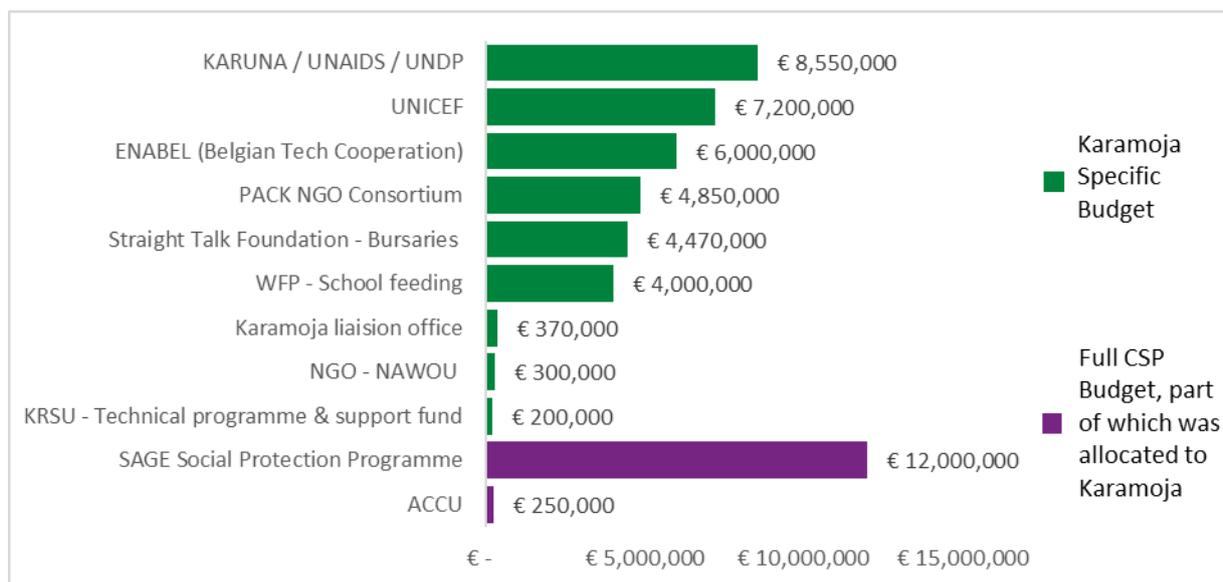
Outcome 4 focused on governance, accountability and citizens' rights due to concerns regarding the quality of governance, equitable resource allocation and some instances of human rights violations and restrictions on civil society space. The 2016-2020 strategic period saw some initial governance programming in Karamoja commenced although this represented a small allocation of the budget.

Overall, the Irish Embassy provided COVID-19 funding for emergency support in Karamoja including €1.83m reallocated to WHO Uganda from the overall HIV/AIDS budget for essential lifesaving equipment, prevention and testing, €1.2M reprogrammed from the PACK II and KARUNA-HP budgets to fund personal protective equipment, community surveillance, training of laboratory staff on handling COVID samples and active reach out to people living with HIV (PLHIV) through NGOs.

The Mission also supported other projects in areas including alcoholism, female genital mutilation, gender norms and CSO capacity building. The CSP states that the programme aimed to build synergies with other livelihoods, food security and nutrition programmes in the region. The Mission also aimed to improve the links between the programming in Karamoja and national level policy influencing, by piloting programmes and approaches in Karamoja, which could provide evidence for policy influencing work with the Ugandan government.

Ireland's engagement in Karamoja 2016-2020 was implemented through seven implementing partners and three partner consortiums, including a range of UN agencies, bilateral development agencies and local NGOs as shown in Figure 5 below. The MTR noted that the proportion of the budget allocated to UN agencies has increased significantly from 5% in 2011 to 40% of the 2016-2020 programme.

Figure 5: Total Spend per Partner - Karamoja 2016-2020



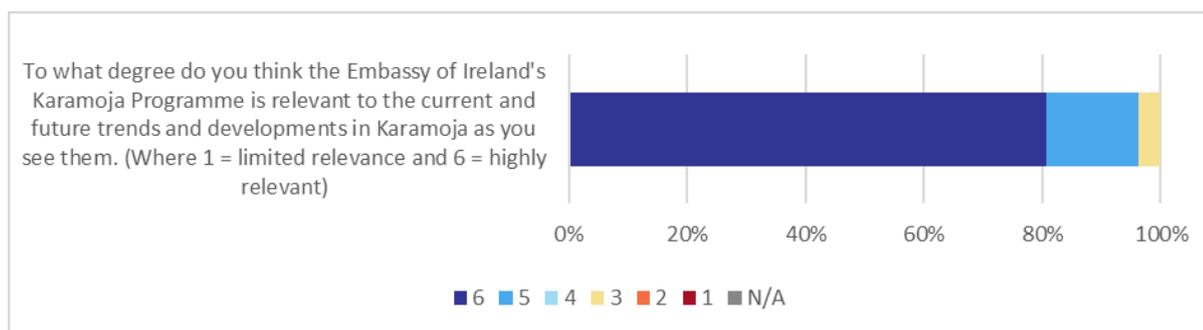
Review Findings

The following sections set out the findings of this review against each of the three evaluation criteria addressed: relevance, effectiveness and coherence.

Relevance

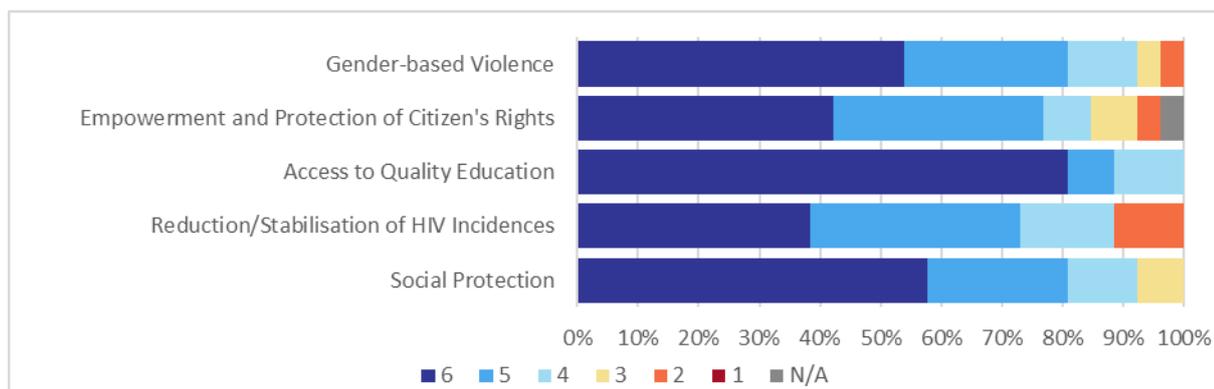
Amongst interviewees and survey respondents there was a consistent message that the Irish Embassy’s programme of support is highly relevant and addresses key development challenges and the needs in Karamoja.

Figure 6: Survey responses on relevance of the Ireland’s engagement in Karamoja



All of the sectors in which Ireland worked between 2016 – 2020 are seen as appropriate, particularly access to quality education which was seen as Ireland’s most visible and relevant contribution in Karamoja given the lagging education indicators in the region. However, some interviewees questioned the HIV specific focus in Karamoja, given the low level of prevalence and the need to support integrated health services (see Figure 7).

Figure 7: Responses to the question ‘The Embassy of Ireland’s Karamoja Programme focused on the following sectors. (Where 1 = limited relevance and 6 = highly relevant)’



In the 2021-2022 Mission Strategy, the Embassy sought to build on the previous HIV focus and move to develop a more integrated SRHR approach. Given that schools have been closed since 2020 there is also a clear need to focus on supporting children to get back to school, in particular given cultural

barriers and concerns over high levels of gender violence and teenage pregnancies exacerbated by the COVID pandemic.

In terms of the focus on HIV/AIDs given the low prevalence rates, the Embassy did begin a transition to a broader SRHR programme using evidence from an options paper produced by an external consultant exploring the opportunities for broader SRHR and health systems engagement. The transition took place in the 2021-22 strategic period.

The programme is also well aligned with Ireland's policy priorities. Annex 2 shows how the programme maps against *'One World, One Future'* and *'A Better World'*. The only area where there seems a notable gap, given the environmental context in Karamoja is in addressing the adverse impact of climate change.

Effectiveness

Based on evidence in annual reports and sector evaluations, the Irish Embassy's support to Karamoja has been effective. The 2016-2020 targets in social protection (cash transfers under SAGE), HIV/AIDs, vocational education, non-formal learning and gender mainstreaming have all been reached; primary education has seen significant improvements in enrolment and only secondary education enrolment rates were significantly off track (See Annex 1 for key outcome results and targets). Progress on enrolment rates will need to be reassessed following schools' re-opening in January 2022.

However, the indicators in the Embassy Performance Management Framework (PMF) are inconclusive on the extent to which the Embassy of Ireland's programme of support in Karamoja has contributed to reduced poverty and increased resilience of poor, vulnerable and marginalised citizens and households (see Table 4 below). In terms of poverty, the 2019/20 Uganda Bureau of Statistics (UBOS) National Household Survey shows that the poverty headcount in Karamoja increased from 60.2% in 2016/17 to 65.7% in 2019/2020 whilst it increased in Uganda as a whole from 19.2% to 20.3% in the same period. In addition, the Gini Coefficient increased from 0.346 in 2016/17 to 0.386 in 2019/2020 in Karamoja whilst it declined from 0.415 to 0.413 in Uganda as a whole. In contrast, poverty severity in Karamoja decreased from 17% to 14.6% whilst it increased in Uganda from 1.9% to 2%. Therefore, although the breadth of poverty in Karamoja has increased, poverty severity decreased during the strategic period.

Table 4: Goal and Outcome Level Indicators CSP PMF 2016-2020

CSP Value	PMF Indicator	2016	2020	Percentage Point Change	Source
Poor, vulnerable and marginalised individuals are better able to attain a decent living in line with the Second National Development Plan	Poverty Headcount - Karamoja	60.2%	65.7%	+5.5%	National Household Survey - UBOS, 2016 and 2019/20
	Human Development Index (Uganda)	0.529	0.544	+0.015	UNDP Human Development Report 2016 and 2020
	Gender Gap Index (Uganda)	0.7037	0.717	+0.0133	World Economic Forum
	Gini Coefficient - Karamoja	0.346	0.386	+0.04	National Household Survey - UBOS, 2016 and 2019/20
Increased resilience of poor, vulnerable and marginalised citizens and households with a focus on Karamoja	# of new HIV infections in Karamoja	1678	1447	-231	PACK Endline Report
	Poverty Severity Index (P2) for Karamoja (North-East)	17	14.6	-2.4	National Household Survey - UBOS, 2016 and 2019/20
	Retention rates to P7 (disaggregated by gender) - Karamoja	17.9%	19.8%	+1.9%	UNICEF 2020 Annual Report
Improved accountability and realisation of rights for poor, vulnerable and marginalised citizens/ individuals	Gross enrolment rates for primary schools in the Karamoja region (disaggregated by gender)	55.6	65.1	+9.5	National Household Survey - UBOS, 2016 and 2019/20
	Male	62	72	+10	National Household Survey - UBOS, 2016 and 2019/20
	Female	49.5	58.7	+9.2	National Household Survey - UBOS, 2016 and 2019/20
	Gross enrolment rates for secondary schools in the Karamoja region (disaggregated by gender)	17.5	19	+1.5	National Household Survey - UBOS, 2016 and 2019/20
	Male	19.4	21.4	+2	National Household Survey - UBOS, 2016 and 2019/20
	Female	14.9	16.9	+2	National Household Survey - UBOS, 2016 and 2019/20

In terms of increased access to essential services, the data from Karamoja indicates that access to primary education has improved markedly during the strategic period with the gross enrolment rate for primary schools in the Karamoja region rising from 55.6% in 2016/17 to 65.1% in 2019/2020 with retention rates to P7 also increasing from 17.9% to 19.8%. The gross enrolment rate for secondary schools in Karamoja also increased but at a much slower rate from 17.5% to 19%. However, girls still

lag behind boys in terms of gross enrolment rates in both primary and secondary school at 58.7% compared to 72% for primary school and 16.9% compared to 21.4% for secondary school.

There was also a drop in the number of new HIV infections in the general population in Karamoja from 1,678 in 2016 to 1,447 in 2020 according to PACK data. The sections below outline how the Embassy's programming in Karamoja link with these statistics.

Social Protection

Table 5: CSP PMF Intermediate Outcome Indicators - Social Protection

Intermediate Outcome	PMF Indicator	2016	2020	Percentage Point Change	Source
An increased number of vulnerable individuals and households are accessing predictable incomes and have strengthened coping strategies through sustainable social protection and humanitarian programmes	Increased # of cash transfer recipients (disaggregated by gender)	135922	368537	+232615	SAGE 2021 Annual Review
	Male	54935	151722	+96787	SAGE 2021 Annual Review
	Female	80987	216815	+135828	SAGE 2021 Annual Review
	Consumption per adult Karamoja ²⁵	44,924 (UGX)	42,138 (UGX)	-2786 (UGX)	National Household Survey - UBOS, 2016 and 2019/20
Vulnerable individuals and households are supported to prepare for, withstand and/or recover from acute shocks and stresses	Increased % of people that are food secure in Karamoja	47%	59% (55% in 2021)	+12%	WFP Food Security and Nutrition Assessment 2016 & 2021

The SAGE programme was identified as a strong example of how a programme can be taken to scale, working to alleviate poverty not only in Karamoja but in Uganda as a whole. The programme was

²⁵ Refers to consumption aggregate (in real terms) that considers household composition in terms of age and sex – the indicator GoU uses to measure living standards for the purposes of poverty measurement and monitoring.

supported by FCDO, the Irish Embassy and UNICEF in close collaboration with the Ministry of Gender, Labour and Social Development. The programme was successfully piloted in 14 districts across Uganda, including 4 districts in Karamoja during Phase I of the programme. During the review period, the Embassy provided technical and financial assistance to the Expanding Social Protection Programme Phase II (ESPII) to roll out the senior citizens grant (SCG) across Uganda. This included successful advocacy efforts by the Embassy to include all 7 Karamoja districts in 2016 (now 9 districts) in ESPII. By 2020, the number of cash transfer recipients of the SCG in Uganda had increased to 368,537. The impact evaluation conducted in 2018 showed that the SCG had supported reductions in poverty, with increases in household expenditure, improvements in food intake and greater ability to invest in household items and livestock amongst recipients. This allowed recipients to stay economically active for longer as well as reducing the probability of child labour and improving education outcomes for children living in recipient households.

The design of the programme was critical in ensuring that it worked to reduce poverty on a wide scale and sustainably. The pilot in Karamoja was designed to account for government structures, with the end goal of handing the programme over to the GoU. In partnering with FCDO, the Embassy was able to programme with a much larger pool of resources whilst using their unique position and influence in Uganda to successfully advocate for social protection. The Embassy was also successful in creating interlinkages with other outcome areas through the SAGE programme including FGM and health. The SAGE payment sessions were used as an entry point to engage elderly citizens in Karamoja on FGM, a key stakeholder group in efforts to change behaviour on FGM. The payment sessions were also used to provide eyesight testing and COVID-19 vaccinations for example, contributing to improved access to services amongst the elderly population in Karamoja.

This case highlights the importance of evidence generation and national level advocacy and influencing alongside programming. For example, several pieces of research including an impact analysis and a business case for social protection were commissioned through the programme which provided strong evidence for the Embassy to use in its advocacy efforts.²⁶ In addition, the Embassy generated advocacy and demand using parliamentary advocacy through a forum on social protection. It built on a previous exchange visit to Mauritius in 2014 made with members of the GoU to demonstrate the social protection approach and the impact on poverty reduction. This evidence-based advocacy generated political support and ensured that social protection was an item on the parliamentary

²⁶ Economic Policy Research Institute, 'Formulating a Business Case for Sustained Investments in Social Protection in Uganda', 2016; Bjorn Gelders and Diloa Bailey-Athias, 'Quantitative Impact Analysis of Uganda's Senior Citizens' Grant', 2018.

agenda. The Embassy also successfully advocated for the lowering of the eligibility age from 65 years to 60 years old for the senior citizen's grant in Karamoja during ESPII.

The next challenge, and opportunity, is to consider how to understand and evolve the intervention model more fully. There is space for the Embassy to continue support for social protection with decreasing consumption and an increasing poverty headcount in Karamoja as well as capacity issues in the GoU's roll out of the SCG and issues around identification systems for recipients. In addition, the GoU has set the eligibility age at 80 and over for the SCG in the continued nationwide rollout. Therefore, the Embassy could provide continued advocacy to lower the eligibility age for the SCG as was achieved in Karamoja, and to increase domestic resource allocation for the programme. Interviews also suggest that the Embassy could continue work in the social protection area by engaging with cash for work programmes or payments related to COVID-19.

The other programme component under Outcome 1, the support to the WFP Karamoja School Feeding Programme reached over 156,588 pupils in Karamoja in 2019 and 155,000 pupils through take home rations in 2020. The programme, aimed at improving food security in the region as well as increasing enrolment rates, transitioned to the Home-Grown School Feeding Programme during the strategic period with a focus on sourcing the food provided from sustainable, local sources in Karamoja.

The 2020 WFP Food Security and Nutrition Assessment highlights that 59% of households had acceptable food consumption, increasing from 47% in 2016. This figure dropped to 55% in 2021, likely due to COVID and related controls on movement, imports and rising prices.²⁷ The 2019/20 UBOS National Household Survey shows that there was actually an increase in the percentage of food poor households from 70% in 2016/17 to 75% in 2019/20.²⁸ Interview data highlighted a lack of GoU support for School Feeding and that therefore, the Embassy was not able to leverage further government support for the programme. The School Feeding programme may have benefitted from a similar approach to the SAGE programme, with focused efforts on generating reliable evidence of the programme's benefits to support advocacy and influencing at the national level. This is especially pertinent given that WFP report that seven members of parliament are former recipients of WFP School Feeding rations, signalling an opportunity for increased advocacy efforts.

The improvements in access to education due to the school feeding programme are clear. Embassy monitoring reports found improvements in enrolment and retention rates in the recipient schools visited and found that some of the schools involved were participating in growing the crops required for the programme, improving sustainability of outcomes. Interview evidence supports this with internal

²⁷ IPC, 'Uganda - Karamoja, IPC Acute Food Insecurity Analysis, March 2021 - January 2022', July 2021.

²⁸ Uganda Bureau of Statistics (UBOS), 'Uganda National Household Survey 2019/2020'.

stakeholders and UN/district government partners noting that the school feeding programme drew children to school. Many held this up as one of the programmes with the greatest significance in the Embassy's portfolio.

The Embassy was also instrumental in supporting the adaptation of the programme to COVID-19 by allowing reallocation of the €800,000 grant for take home rations for children and their families. WFP reporting states that 95% of the households that received take home rations indicated improved household food security with reduced food expenditures and improved food stocks. The number of meals per day increased in 34% of the households.

HIV/AIDS

Table 6: CSP PMF Intermediate Outcome Indicators - HIV/AIDS

Intermediate Outcome	PMF Indicator	2016	2020	Percentage Point Change	Source
Improved availability, access and utilization of quality HIV/AIDS services	% of young women and men who tested for HIV in the last 12 months and know their status in Karamoja (gender disaggregated)				
	Male	24%	57%	+33%	KARUNA Final Report
	Female	53%	55%	+2%	KARUNA Final Report
	Increased % of PLHIV receiving Antiretroviral Therapy	60%	80%	+20%	KARUNA Final Report
Capacity of youth increased and socio-cultural barriers addressed to improve HIV prevention and use of HIV/AIDS services, particularly in Karamoja	% of young women and men 15-24 years in Karamoja who correctly identify ways of preventing sexual transmission of HIV and reject major misconceptions about HIV transmission				
	Male	37.6%	54%	+14.4%	KARUNA Final Report
	Female	73.4%	62%	-11.4%	KARUNA Final Report

The DHIS II, shows that HIV prevalence in Karamoja was reduced in the strategic period, from 3.7% in 2016 to 1.1% in 2020, still well below the national average. The Embassy's support to HIV was

primarily through the PACK NGO consortium and KARUNA, the Karamoja UN HIV programme (led by UNAIDS). The documentation shows that COVID-19 had a major impact on the HIV programming in Karamoja with HIV services reduced and €1.2M of the PACK and KARUNA budgets reprogrammed for the response.

Key reported results included the numbers of people living with HIV accessing Antiretroviral Therapy increasing from 60% to 80% between 2016 and 2020. The percentage of young women and men who tested for HIV in the last 12 months and know their status in Karamoja, positive or negative, was reported as 77.4% in the latest annual report, an increase from 39% in 2016. 685,000 young people were reportedly reached with SRHR/HIV/AIDS information and services in Karamoja although the percentage of young women and men between 15-24 years old in Karamoja who correctly identify ways of preventing sexual transmission of HIV and reject major misconceptions about HIV transmission increased for men from 37.6% to 54% but decreased for women from 73.4% to 62% according to the KARUNA Final Report.

Effectiveness of the HIV/AIDS portfolio was enhanced by the Embassy's support to and coordination with the Uganda Aids Commission as well as funding for the annual Joint AIDS review in 2020. Both internal and external stakeholders noted that this was a key entry point for engagement with the GoU. The Embassy were also actively advocating for increased financing of the health sector in 2020 to support more sustainable financing for the HIV response. The National AIDS Spending Assessment shows that although the GoU have maintained spending on HIV/AIDS, the percentage of the total spend on HIV/AIDS in Uganda provided by the GoU did not increase in the strategic period and, at 10%, was well short of the goal of 40% set by the Embassy in 2017/18.²⁹

A major challenge in the HIV/AIDS programming was the partnership arrangements. The PACK and KARUNA consortiums responsible for the implementation of the HIV/AIDS programming suffered from coordination issues and numerous changes in the implementing partners including a change in the PACK consortium leader following mismanagement related to UNASO. Given the Embassy's limited resources to manage such partnership arrangements, this led to high transactional costs for the Embassy and loss of time for implementation during the strategic period.

Nevertheless, in summary, the Embassy's HIV/AIDS programming can claim to have made a modest contribution to increasing the resilience of vulnerable and marginalized people in Karamoja, with decreases seen in the number of new HIV infections in both the general population and amongst people aged 15-24. In addition, the results indicate that the Embassy was able to reduce some of the barriers

²⁹ Uganda AIDS Commission, 'National AIDS Spending Assessment Report 2017/18 2018/19', 2021.

- both physical and psychological - to accessing HIV services. However, the high transaction costs of the partnership arrangements and limited GoU spending on HIV/AIDS undermined the potential for more widespread increases in resilience and access to HIV/AIDS services.

Education

Table 7: CSP PMF Intermediate Outcome Indicators - Education

Intermediate Outcome	PMF Indicator	2016	2020	Percentage Point Change	Source
Better access to and completion of quality education in marginalised areas that increases the resilience of the Karamojong children and youth	Increased % of P7 pupils transiting to S1 (disaggregated by gender)	25%	49.9% (2018)	+25%	Embassy 2018 MTR
	Male	26%	57% (2018)	+31%	Embassy 2018 MTR
	Female	24%	45.8% (2018)	+22%	Embassy 2018 MTR
	% of Skilling Uganda graduates in Karamoja that indicate that their socioeconomic situation has improved after graduation (disaggregated or specified for gender and vulnerable youths)	60%	77%	+17%	Tracer Study of Graduates of SDF Trainings

Education was the largest outcome area by spend and by number of partners in Ireland's engagement in Karamoja 2016-20, yielding strong results in terms of improved access to primary school but less so to secondary school. The Embassy's programming for primary and secondary education was through UNICEF and the Straight Talk Foundation (STF) for the bursary programme. The gross enrolment rate for primary school in Karamoja rose by almost 10 percentage points in the strategic period from 55.6% to 65.1%, the increase consistent across girls and boys, although the rate for girls continues to lag behind boys at 58.7% compared to 72% for boys. The gross enrolment rate for secondary schools however only increased from 17.5% to 19% in the strategic period from (see Table 4 above). This was despite promising early results highlighted in the Embassy's MTR of a 25% increase in Primary school year (P7) pupils transiting to Secondary school year one (S1). These results are likely to reflect the impact of COVID-19, with the GoU closing schools from March 2020.

In terms of the Embassy's contribution to these figures, the STF bursary programme support³⁰ enabled 1037 Karamojong (65% female) to access post-primary and tertiary education (820 post-primary, 101 University and 116 other tertiary institutions) with 274 new entrants selected in early 2020 (224 for secondary and 50 for tertiary). The 2021 Education Review³¹ found that this was the most visible part of Embassy support in the region but that the number of available slots per year (200) was too low. Interview data supported this, highlighting that the impact of the bursary programme was strong in improving access to education but that demand far outstripped the available places, limiting the scale of the programme's results.

The support to UNICEF to improve the quality of education in 310 primary and 30 secondary schools did appear to be generating strong results at the time of the MTR but COVID led to major reprogramming to support learning at home. In addition, as the Education Report outlines, data from the MoES education management information system (EMIS) is not available from 2017 onwards, making progress difficult to ascertain. However, the Education Review did find evidence of changes in terms of community attitudes towards girls' education and a reduction in the use of violence in schools and in communities.³² Documentary and interview evidence also show that Embassy support to the Gender Unit in the Ministry of Education and Sport through the funding of 5 staff through UNICEF, allowed for the development of a number of key national gender policies as well as wider mainstreaming of gender in national and district government ministries. It also acted as a window for engagement with government for the Embassy, giving the Mission strong visibility at both the national and district level. However, both the Education Review and interview data highlighted that there was room for improved coordination between the Embassy's partners in education to achieve better synergies and for shared learning between the partners.

The Embassy's support for Technical and Vocational Education and Training (TVET) through ENABEL (Belgian Development Cooperation) also supported 3,494 participants (70% Karamojong of whom 30% were females) to receive training and skills in construction, agriculture, ICT, & mechanics. In addition, the Skills Development Fund awardees/sub grantees reached a further 1,091 individuals (91% Karamojong) with non-formal training. The tracer studies conducted post-trainings highlighted a 17 percentage point increase in the number of graduates that indicated an improved socioeconomic situation following graduation between 2016 and 2019 (to 77% in total), with 75% of trainees finding employment after the training, and 79% of trainees with previous income generation activities reporting an increase in income. Document and interview data also highlights that there is greater acceptance

³⁰ including school fees, scholastic materials, medical insurance, transport, upkeep, accommodation and life skills mentorship

³¹ James Jennings, 'Education Review Report', 2021.

³² Jennings, *ibid*.

of vocational education as a worthwhile area of study and the focus group discussion with graduates highlighted several examples of graduates going on to start their own businesses. However, engagement with external stakeholders indicated that the training would produce greater results if graduates were supported with start-up kits or grants post-training to ensure they receive the materials and resources required to pursue income generating activities.

Overall, there is some evidence that the Embassy’s education portfolio contributed to improved access to essential services in Karamoja. The programming with UNICEF and STF was shown to have reduced some of the barriers to accessing education, likely contributing to the improved gross enrolment rate in primary schools in Karamoja. However, the small increase in the gross enrolment rate for secondary schools as well as the effects of COVID-19 mean that the Embassy did not achieve all targets set out in the CSP, and that the transition between primary and secondary remains a key issue area in Karamoja.

In terms of reduced poverty and increased resilience in Karamoja, the tracer studies from the TVET programme and evidence from the focus group discussion highlight strong results in improving the socio-economic situation of participants. The second tracer study of graduates from the Enabel TVET programme (2020) highlight that 6 months after graduation, 64.9% of graduates were employed either in wage-employment or self-employment, with a greater number of women (69.3%) employed than men (58.5%). In addition, 52% of graduates reported that their income had increased 6 months after graduation.

Cross-Cutting Issues

Gender

Table 8: CSP PMF Intermediate Outcome Indicators – Gender

Indicator	Baseline	Target	Progress	Source
Strategic plan on gender mainstreaming in Karamoja region developed and implemented in line with national level policies	No strategic plan on gender mainstreaming (2016)	2020: 50% implemented	100% developed & implementation on-going. Approximately 50% implemented	MoES- & UNICEF reports

The Embassy did not have a specific gender strategy in place, nor specific programming for gender equality and women’s empowerment, though there was a gender-mainstreaming indicator. However, documents indicate that gender was mainstreamed across the four outcome areas and GBV was a standalone programme component, part of which was implemented in Karamoja. The most recent CSP recognised the need to capitalise further on opportunities for strengthening gender quality.

The Education Review found that gender appears fairly well integrated across the education programme – including Embassy support for the development of a gender-mainstreaming plan for the Ministry of Education and Sport – and Gender Equality and Women’s Equality (GEWE) was highlighted as a key learning point for the ESPII programme. The Embassy’s indicators are mostly disaggregated by gender but more qualitative analysis is still warranted. The TVET programme evaluation³³ highlights the additional resourcing and mainstreaming required if the Embassy is to target gender transformative change:

‘Gender transformative change and inclusion of women in TVET require well-developed and tailored approaches. It is not enough to set targets for participation of women and vulnerable groups without introducing special measures and instruments to provide relevant and effective services for these target groups. While it is good to lead women into male dominated skills sectors to break with gender stereotypes, this alone is not enough and much more should be done. Breaking with the gender stereotypes requires multiple actions and projects and programmes working on TVET should consider setting more ambitious targets to achieve that women and men can participate equally in skills development.’

Measuring Results

Overall, the evidence presents a positive, but in some respects inconclusive picture, as to the extent to which the Embassy contributed to reduced poverty and increased resilience as well as improved access to essential services in Karamoja. It is important to recognise that the Embassy achieved most of the objectives for its programmes in Karamoja.

Having attempted to establish the links between the indicators outlined in the CSP PMF and the Embassy’s activities, it should be noted that the design of the results framework makes it challenging to assess effectiveness and Ireland’s contribution to progress in Karamoja. It primarily uses high level quantitative indicators to report results and there is often a gap between the outputs delivered and measures of outcome level change. This is especially true of efforts to influence and support system strengthening where outputs are often used as proxy indicators. In addition, data paucity is an issue in Karamoja, a situation worsened by COVID. This makes sharing lessons across the Embassy programmes of work more difficult and means that the information for monitoring indicators is not readily available e.g. up to date information on education in Karamoja is not readily available through

³³ ENABEL (2021), Vocational Education Program Evaluation 2016-2020

the EMIS which limits the extent to which UNICEF and the Embassy can track progress in relation to education programming.

The majority of the Embassy's programming involves partnerships/collaboration with other donors or working through large multilateral partners who have their own core funding as well as utilising investments from others. Given often relatively lower levels of funding and the gap between activities and reported results, simple cause and effect models to quantitatively isolate the Embassy's contribution are methodologically challenging. It is also difficult to definitively assess the degree to which the reported changes would still have happened without Irish support. However, in interviews, virtually all external interviewees were extremely positive about the role the Irish Embassy has played and their unique contribution in catalysing, leveraging or knitting together the work of others. Interviewees also often commented that Ireland's efforts were less visible than they could be, in particular when working through larger UN-led consortia.

Key elements supporting effectiveness

Ireland's commitment and long-standing presence in Karamoja, in particular, the role of the Karamoja Liaison office and the support to infrastructure in education were often highlighted as features underpinning Ireland's work in the region. This unique donor presence gave the Embassy a strong 'footprint' and good relationships with local government, communities and partners. Increased involvement/investment from other donors in the region was also often linked to Ireland's initial engagement.

Ireland's role in supporting development partner coordination in particular its role chairing groups such as the Karamoja Development Partner's Group (KDPG) was positively regarded by many interviewees. Ireland is perceived as engaging on development issues constructively and in good faith, and as less bureaucratic and more flexible than multilateral development partners. The only concern with this was that the Irish Embassy is relatively small and there may be a risk that effective relationships are reliant on personal connections.

The bursary programme and third level fellowships were seen to provide influence above and beyond the numbers reached. It created "advocates" for Ireland as well as a network of individuals who are well qualified and move into positions of power and responsibility at both national and regional levels (e.g. three of the current women MPs for Karamoja and Uganda's current Director of Public Prosecutions).

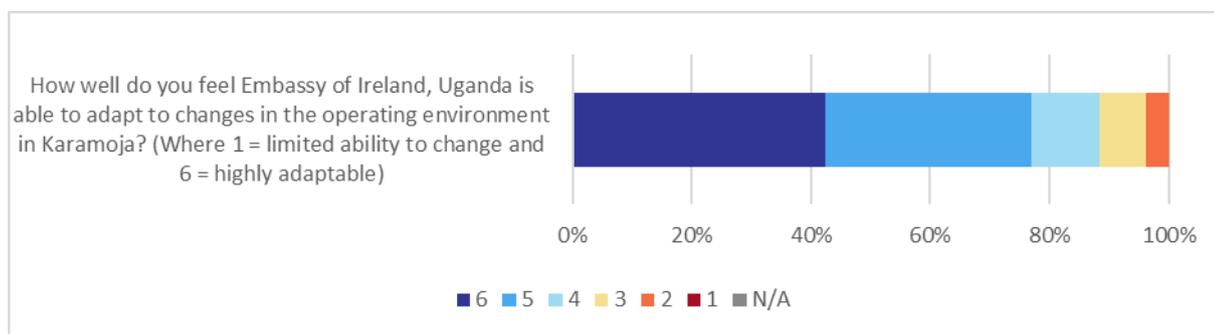
Partnerships and partnership configurations were seen as key to effective implementation. Vocational and informal education partnerships with ENABEL and Straight Talk Foundation were highlighted as being extremely effective, whereas the KARUNA HIV partnership was seen as inefficient and involving too many different UN agencies and implementing partners. As mentioned in the 2018 MTR, in general

partnerships with multilaterals were often seen as transaction heavy, especially if they involved a further level of sub-grantees.

Challenges or barriers to effectiveness

COVID-19 has clearly impacted on the implementation of programmes, particularly in education, given schools have been shut since the beginning of the pandemic. It is highly likely that some of the improvements such as increased enrolment rates may have halted and some of the progress on highlighting the importance of education (for girls in particular) could potentially be reversed. However, as highlighted with the reallocation of funds and shift to support COVID-19 response planning, Ireland was able to adapt its programming effectively. This perception of high levels of adaptability was also supported by survey respondents.

Figure 8: Survey responses on Embassy adaptability



In relation to capacity, the Karamoja Liaison Office has one programmatic staff member. The office and individual are highly valued. However, their work covers the full range of the Embassy’s programming in Karamoja and a high number of key institutional relationships. There was a general consensus that advisers should still be based in Kampala to ensure they can influence policy discussions and national level change, but that an increase in staff in Karamoja could further enhance coordination and communication and minimise the risk of having a single programmatic staff member.

Ireland does not provide budget support bilaterally through government systems, though it should be noted that the Embassy does support local government in Karamoja through the UN. This limits the modalities available to the Embassy and means some approaches which may enhance effectiveness are not available. This point was raised during this review, and in the 2018 MTR and is reflected in the 2021-2022 Mission Strategy, which recommended a review of the desirability of sector budget support be undertaken in 2022. The current mission strategy goes on to highlight the importance of allowing time for an assessment of the impact of the elections and the post-election period and the need to examine the rationale and risks of re-engaging with government systems, including a robust political analysis and assessment of the public financial management environment.

There was a concern from the interview data that some interventions may not be sustainable. Although SAGE is seen as an example of an Irish supported intervention in Karamoja taken up by government, at present national rollout is only for the over 80's. Interviewees were concerned as to whether there would be sufficient funding in the future for it to be implemented nationally for those over 65. The sustainability of the Ministry of Education and Sport's Gender Unit was also questioned given the current reliance on Irish funding for staff wages.

Some interviewees raised a question as to whether Irish programming focused enough on supporting broad systems change. There are good examples of capacity building and for example developing school infrastructure aimed at enhancing pupil attendance or targeting specific groups who may not attend. Policy and regulatory change are also supported but there doesn't seem to be a consistent, integrated model which allows broader progress to be tracked and different interventions integrated into a more holistic change process.

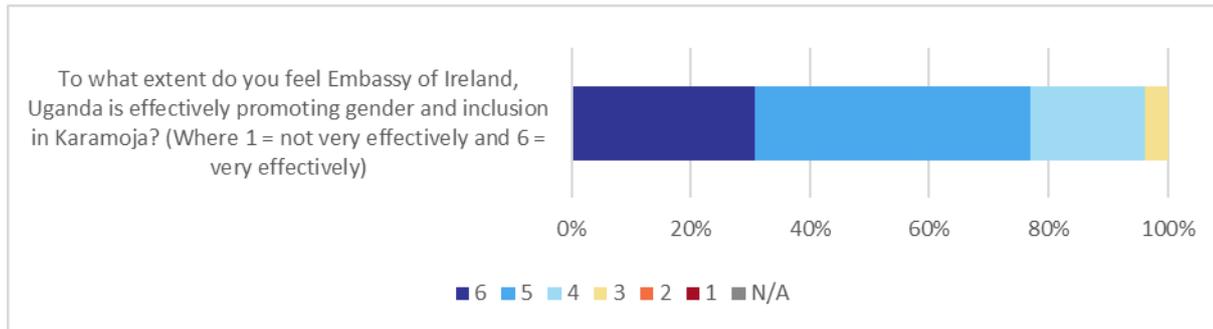
Coherence

Ireland's support for Karamoja is coherent with the CSP strategy and as outlined in the section on relevance, is largely coherent with the global 'One World, One Future' strategy and '*A Better World*', despite the CSP preceding the '*A Better World*'. It is primarily a development programme and focused on the third pillar of the CSP, 'our values'. Karamoja is the region with the highest proportion of vulnerable inhabitants in Uganda and as the CSP outlines it consistently scores the lowest on all of the development indicators. A focus on Karamoja demonstrates the desire to reach the furthest behind first. The CSP also highlights Karamoja's fragile environment which is particularly impacted by drought and climate change, capacity constraints and low education levels, high gender inequality and potential for conflict. On the other hand, it also has high levels of ecological diversity, the opportunity for increased food production and mineral resources.

The greatest degree of direct programme coherence with the '*A Better World*' strategy is in the protection of people, which aligns to the Social Protection, HIV/AIDS and Education outcome areas. Work on Governance was seen to involve less direct interventions. Interviewees we spoke to felt that a greater focus on strengthening government capability at local government level in particular would lead to enhanced outcomes, while acknowledging the challenges this may bring.

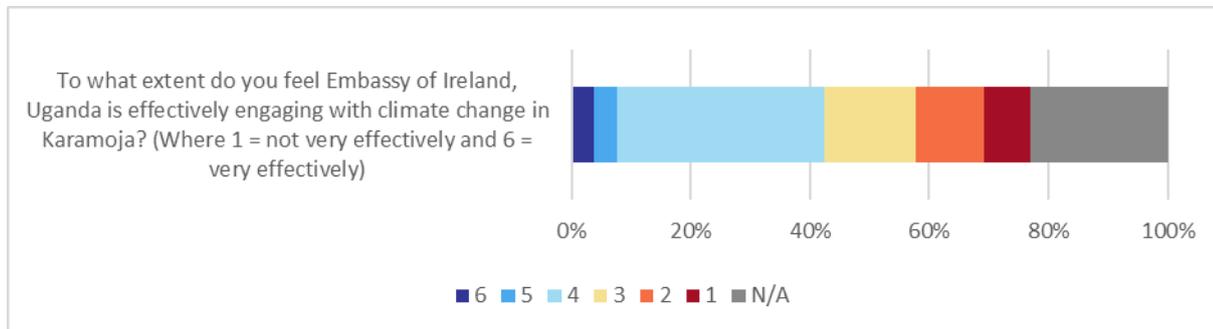
The CSP does not have a specific gender programme or outcome area, though a gender focus clearly underpins most of the programming in Karamoja. This was recognised by both interviewees and survey respondents as shown in Figure 9.

Figure 9: Survey responses on the Embassy's promotion of gender and inclusion



The area where coherence was notably limited was engagement with climate change. At present there is limited programming in Karamoja in this area and it is unclear where responsibility for action on climate change lies. The education review also highlighted that climate is not being consistently addressed and there are opportunities for improving climate integration in both UNICEF and WFP's programming. Interviewees and survey respondents recognised this and also commented on the need for the Embassy to be realistic about the possible scope for developing programming in this area, given the potential level of resources and technical expertise required. The exception was the vocational training programme implemented by ENABEL which mainstreamed climate action through a focus on green jobs and installation of environmentally friendly infrastructure in vocational training institutions including solar panels and energy efficient cooking stoves.

Figure 10: Survey responses on Embassy engagement with climate change



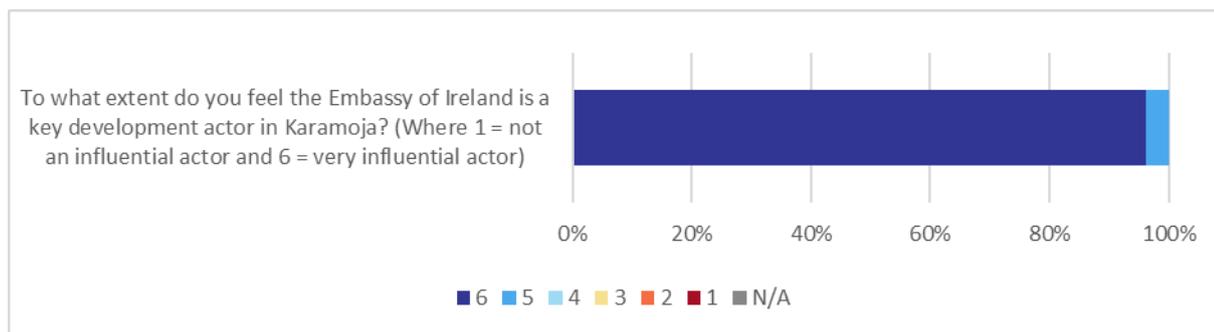
The 2021-2022 Mission strategy includes providing support to a donor funded World Bank trust fund on green growth with an emphasis on strengthening institutions including support to the National Forestry Agency. Though this complements on-going work on developing a shock-responsive social protection programme, the fund does not cover Karamoja.

In terms of human rights work, the Embassy is working in a challenging environment, particularly with the recent suspension of the Democratic Governance Fund by the Ugandan Government. However, the Embassy was able to support the Karamoja Anti-Corruption Coalition (KACC) to achieve accreditation and also effectively built up the capacity of four women's rights organisations through the GBV programme component, working towards addressing the key identified constraint of local civil

society partner capacity in Karamoja. The Embassy now has a foundation upon which to continue local-level advocacy and human rights work going forward despite the limited civil society space.

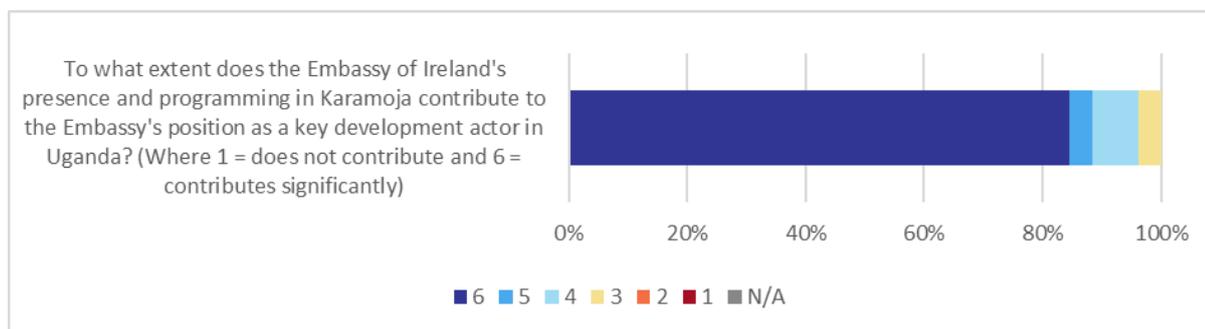
Despite Ireland’s relatively limited financial and operational resources as compared to other donors and actors in Uganda, Ireland is seen as having significant influence at both regional and national level. In Karamoja the Liaison Office is seen as strongly supporting this influence and Ireland is seen as a committed partner who has stayed the course and also attracted additional funding and partners to the region.

Figure 11: Survey responses on the Embassy’s influence at local level



Nationally, the Embassy’s influence was also reported as high in particular in the areas of education and social protection. Interviewees highlighted that the Embassy’s approach to engagement was key to this, including through the work led by the Liaison Office in Karamoja and strong leadership and high levels of engagement nationally. They also welcomed the degree to which the Embassy appoints Ugandan staff to senior adviser positions. The only concern raised was how much effective engagement was based on personal relationships and how these could be sustained if staffing changed.

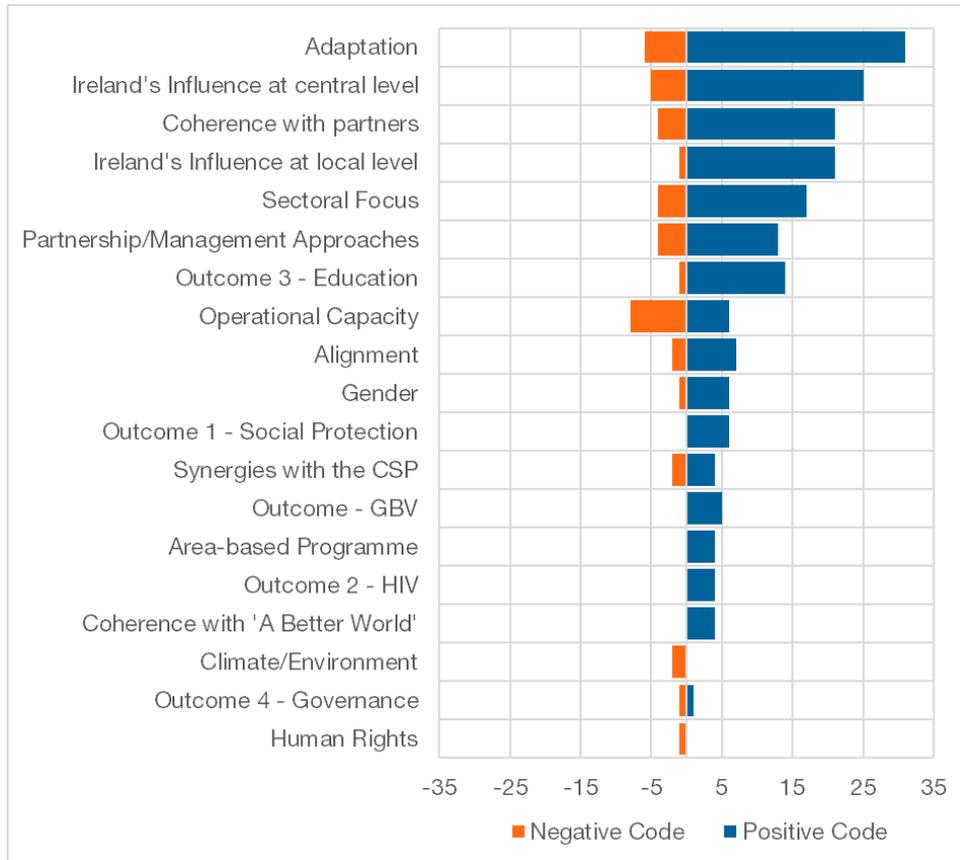
Figure 12: Survey responses on the Embassy’s influence at local level



As illustrated by the sentiment analysis shown in Figure 13, the Embassy’s ability to listen and to adapt its programming, was the most common positive point emphasized. Also highlighted in this analysis is Ireland’s influence at national and local level and their positive contribution to partnerships. Numerous interviewees expressed concern over the Mission’s operational capacity. These is a need to ensure future programming is more manageable, and tailored to the Embassy’s resource limitations The most

common concern focused on operational capacity and in particular resourcing levels for the Karamoja liaison office.

Figure 13: Sentiment Analysis from MAXQDA coding



Lessons learned

The following sections highlights some key lessons that can be drawn from the review findings. They are structured around the review criteria.

Relevance

Overall, the Irish Embassy 2016-2020 programme of support was highly relevant and addressed key development challenges and the needs in Karamoja. The findings suggest that the 2016-2020 strategy was fundamentally sound and based on a good contextual analysis of key development issues; an assessment of Ireland's ability to add value; the continued sustainability and evolution of previous interventions; and an adherence to global Irish objectives and priorities in particular in reaching the furthest behind first.

Adopting a geographic focus

The focus on Karamoja illustrates how Ireland, as a small donor, can have a significant influence on a sub-national region in a way that leverages and enhances influence at a national level. Examples of this includes the SAGE initiative and the funding of the Gender Unit at the MoES. Given the relatively low number of people who live in Karamoja, the 'furthest behind first' principle also needs to be central to programme design as does the identification of change processes that can be transferred to other similarly vulnerable areas or taken to scale. Programme performance should be assessed and monitored in a way coherent with this approach, with more weight and focus placed on qualitative assessments of processes of change rather than quantitative measures. The number of people is still important to monitor, but is not the only appropriate indicator for assessing programme value and performance.

Identifying and Prioritising Sectors

The 2016-2020 CSP included programming in Karamoja in Education, Social Protection, Empowerment and Protection of Citizen's Rights, HIV and Gender Based Violence. There was a strong rationale and endorsement from stakeholders on the relevance of all these sectors. However, interviewees highlighted the challenges the Embassy has in managing its workload given available resources as well as identifying climate change as an area which Ireland should consider moving into or further addressing.

Prioritisation will be an important element of the new strategy development process. Ireland has a strong reputation and there is a general perception that the Embassy should build on the good work it

currently does. If Ireland chooses to expand its sectoral reach and move, for example into climate change programming, then it will need a clear decision making process to do so. The Embassy will need to decide to what degree it can generate additional capability (e.g. financial resources, technical capability, partnerships); or whether difficult choices are required and to reduce activities in existing sectors. If this is the case it will be important that the Embassy maps out a clear transition process as part of its new strategy.

One way of doing this is to use an iterative planning approach where programmes strategically evolve during the next strategy period. A good example of this was the 2016-2020 HIV/AIDS programme. Despite the relatively low level of HIV prevalence in Karamoja there was a clear rationale to continue in the area to safeguard the sustainability of previous work and to ensure key vulnerable groups were not left without support. During the period it became clear that there was a need to address Sexual and Reproductive Health and Rights and the programme evolved and shifted its focus to this broader theme. Managing transitions like these can be challenging and needs flexibility in results frameworks and strategy development processes. They also require good relationships and a consultative approach.

COVID-19

The response to COVID-19 in Karamoja illustrated how the Embassy has the capability for programme agility and adaptability and that this is highly valued by the GoU and external stakeholders. A local presence was significant but processes and procedures were also seen to be sufficiently robust and flexible for resources to be reallocated in a timely manner and for the provision of no-cost extensions. Reallocation worked well when communication was good and where partners were provided with additional capacity support to assess emerging needs and help manage required changes. Community engagement was an important element of these processes and local leaders and chiefs were key interlocutors as well as helping support programme monitoring when external visits weren't possible.

The pandemic also illustrated that there are often opportunities for the Embassy to support integrated services such as the use of social protection payment sessions to give vaccinations.

Effectiveness

Overall the Irish Embassy's programme of support has been viewed as effective. A slight caveat to this is that it is not clear what the long-term impact of COVID-19 will be, especially on primary education enrolment and attendance rates as there is limited data at present.

Presence in Karamoja

Ireland's commitment and long-standing presence in Karamoja is seen as a major asset. In particular, the Karamoja Liaison Office is seen as underpinning effectiveness and coherence and enabled the Embassy to continue programming and react to emerging needs during the COVID-19 pandemic. There were however, concerns raised over capacity, in particular a risk given the Karamoja Liaison Office has only one programmatic staff member. There is general support for the Embassy's overall structural model with sectoral advisers based in Kampala, who regularly travel and visit Karamoja. This allows them to provide input and keep up-to-date with programming in Karamoja, as well as ensuring lessons learned feed into and influence policy at a national level. Most interviewees who expressed a view felt that this model of a relatively small, Karamoja presence should continue but that the Liaison office should have at least one or two additional staff.

Partnership working

Partnerships are central to how the Embassy delivers its programmes and Ireland is seen as a 'good partner' in Karamoja. The Embassy's role in coordination was appreciated by partners, and in particular the role of the Karamoja liaison office.

The recent review of the Embassy's Education Programme in Karamoja³⁴ (2021) suggested the Embassy could build upon this coordinating function by convening partners in the education portfolio to encourage alignment. The KARUNA mid-term evaluation (2020), also recommended that sharing of lessons learned could be facilitated to improve implementation, whilst the ENABEL evaluation report highlighted the useful role that could be played in offering a coordination function between government, NGOs and the private sector.³⁵ The Education Review also notes that the Embassy's partnerships were strong both technically and in terms of influence, and that sub-contracting arrangements were useful in expanding reach without adding to administrative burdens. However, it also highlights there is little evidence of deliberate planning for building synergies between partners/other parts of the programme despite potential to do so. For example between TVET and UNICEF education and environment, or the School Feeding and other education components.

Partnerships clearly vary in terms of their capacity and effectiveness and the type of risks involved. Being part of UN-led consortia can extend the Embassy's influence by being part of large programmes

³⁴ James Jennings, 'Education Review Report' 2021.

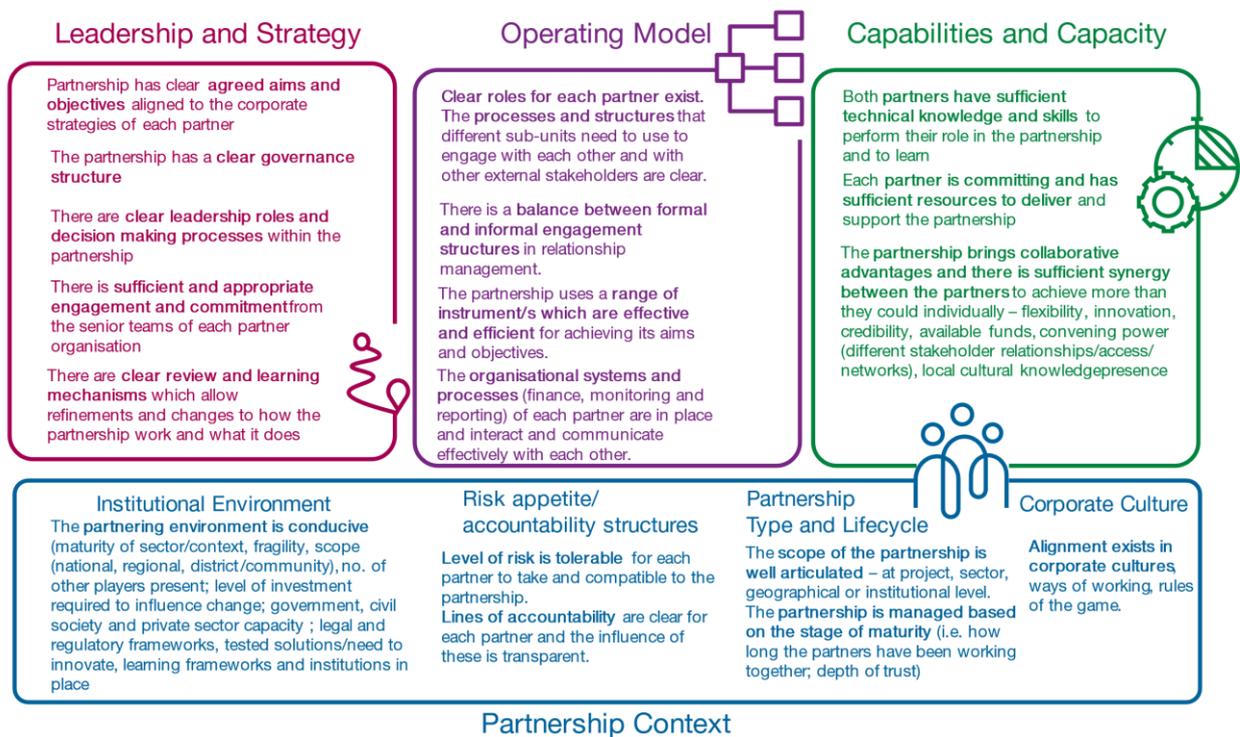
³⁵ Research World International, 'Karamoja United Nations HIV/AIDS Programme Mid-Term Evaluation Report', 2020; Frans van Gerwen and Japeth Kwiringira, 'ENABEL Support to Skilling Uganda - Final Evaluation Report', 2019.

but can lead to less visibility for the Embassy and at times to higher transaction costs. The larger UN programmes may also develop parallel systems which may impact on long term sustainability. Their effectiveness can also rely on being able to recruit qualified staff to work in remote areas like Karamoja which may be challenging and impact on the capacity of local organisations, as high quality individuals are often drawn into the UN who can provide higher rates of pay. Partnering with local NGOs who are more closely embedded within the community requires greater levels of capacity building and support but is seen as having the potential for longer lasting and more direct, visible results. A risk is that they often rely on results based project funding which limits their ability to build a sustainable organisation.

Having an effective selection of partnerships to both take advantage of what different partnerships can offer as well as mitigating risk would seem to be a sensible way forward. A partnership assessment tool – as illustrated in

Figure 14³⁶ – could perhaps be used to both identify and manage the development of new partnerships but also to monitor and reflect on the effectiveness of ongoing ones. This is offered as an additional tool in the knowledge that the Embassy will be applying aspects, e.g. through organisational capacity assessments (OCATs), on new partners as per the standardised approach to grant management.

Figure 14: Possible Framework for Assessing partnership effectiveness



³⁶ This framework was developed by the evaluation team

Community Approaches and Civil Society Engagement

A common theme in the evaluations reviewed, was that community approaches had been effective in a number of circumstances due to the specific context in Karamoja, notably the attachment to cultural practices and the remoteness of many locations. For example, behaviour change support was vital to improve school attendance, alongside a focus on improving education services.

In the KARUNA HIV programme, peer leaders, youth champions, clan leaders, mentors and the Start Awareness Support and Action (SASA!) model were used effectively to extend reach of services and awareness. Embassy education monitoring visit reports also highlighted that communities and parents were keen to be consulted and engaged in education activities.

Strengthening and embedding the capability to identify and utilise community-based approaches can be a key tool for the Embassy to help address contextual barriers. Positive cultural practices such as the 'fireplace tradition' can be used to transmit positive messages in communities (FGM Project Report and KARUNA MTE Report).³⁷ The Education Review highlighted how community based approaches could address issues such as teenage pregnancies which impact on girls' education.³⁸

Helping facilitate a broader active civil society can support Embassy aims and help support a more enabling environment in what is a challenging local context. An example of this is the role the Embassy has played in building the foundations of a more effective civil society space in Karamoja in supporting the KACC to achieve accreditation and also to build capacity in four women's rights organisations through the FGM project component of the CSP.

Working with Government

A priority for the Embassy in developing its next Mission Strategy will be how to help address Government capacity and what modalities it can employ.

The Embassy's funding to the Ministry of Education and Sport's Gender Unit through its partnership with UNICEF provides an example of an approach to working directly with government. This catalytic investment, based on supporting capable staff in a Unit which can facilitate change, has influenced positive shifts in the support, development and implementation of a number of key national gender

³⁷ Research World International, 'Karamoja United Nations HIV/AIDS Programme Mid-Term Evaluation Report'; NAWOU, 'End of Project Evaluation: The Rising to Protect Tipin and Kor Rights Project in Amudat and Moroto Districts', 2020.

³⁸ James Jennings, 'Education Review Report'. 2021

policies in national gender in education and violence against children in schools, as well as the wider mainstreaming of gender in national and district government ministries. It also acted as a point of engagement with the GoU for the Embassy, giving the Mission strong visibility at the national level. This approach is not without its challenges. The relationship between the Embassy and the Unit could have been more structured and the Unit was often pulled in numerous directions by other stakeholders. The Embassy monitoring visit report for UNICEF also highlighted limited coordination with potential duplication of effort amongst UNICEF, the MoES and implementing partners.

This approach also illustrates how national level interventions can be seen to support the Karamoja region. Specific support activities and benefits to the region included:

- District dialogues and training workshops for district stakeholders, head teachers, teachers and learners of primary and secondary schools from 5 districts on safe learning environment and sexuality reproductive health
- Training workshops in Napak, Moroto, and Amudat on the elimination of Violence Against Children in Schools utilising the JOURNEYS Handbooks, with action plans developed for each school
- Coordination of quarterly ISC VACiS meetings in close collaboration with the Ministry of Gender, Labour and Social Development including supporting the respective District Child Protection Committees.
- Operationalisation of the Reporting, Tracking, Referral and Response (RTRR) guidelines in the 7 districts of Karamoja
- Training workshops on the elimination of VACiS for district leadership, communities and teachers from the 7 districts of Karamoja

System Change and going to scale

A common point made by interviewees was the need for Ireland to focus on supporting systems change in Karamoja. This is a common policy amongst development funders where their investment is relatively small and aims to maximise the impact of targeted investments. One of the challenges is that it requires a shift in thinking in terms of results. Impact, or contribution to impact becomes indirect, as the aim is to influence and support broader policy or institutional change, or fund pilots/trials that others take to scale, leading to benefits to a wider population. This requires an intervention model that monitors and tracks the expected change process and key indicators, including those not directly attributable to the intervention itself.

Measuring system change is often seen as challenging and within a primarily deductive philosophy of monitoring and evaluation (M&E) it can be. However, there are plenty of well recognised rigorous

inductive methods³⁹ which focus on contribution and can help highlight the broader more holistic contribution that a small but influential donor like Ireland makes.

The Embassy's work in Karamoja provides good examples of where it is influencing broader change. The MoES Gender Unit is one example and SAGE, the social protection programme, shows how a localised programme on the ground, effective in reducing poverty and increasing resilience at individual, household, community levels, combined with national level advocacy and influencing can be taken to scale. There are other good examples of interventions that support system change such as capacity building, developing school infrastructure and supporting policy and regulatory change; but these are currently not monitored within a broader framework, where key factors/levers for change are identified or indicators of system improvement tracked.

The results framework is limited and though it is important to monitor and align results to national/government led indicators, the framework does not seem broad enough to: systematically capture Ireland's contribution in Karamoja; fully track the qualitative contribution that influencing and advocacy interventions are making; or provide a mechanism which allows Ireland to routinely identify its role and contribution to broader change processes.

Coherence

The Embassy has been able to enhance coherence between donors in Karamoja and funding to map out the donor space and for numerous other research products there are examples of how it has helped support coordination in Karamoja including partnering with the Karamoja Resilience Support Unit (KRSU) and active participation and leadership within the Karamoja Development Partners Group. The Embassy is well placed to further capitalise on this work flexibility as well as the influence it has gained through its long-standing presence and strong coordination work to date.

Establishing Synergies across Programme Areas

Several recent evaluations and reviews have noted that the synergies across programmes could be improved with more explicit cross-sectoral working in future programmes. For example, the Education Review suggested that the school feeding component could be better linked to other education programmes and that the bursary programme could be better targeted, for example to encourage Karamojong into midwifery or teaching education, potentially improving health and education

³⁹ For example: Measuring Systems Change: A Brief Guide Administration for Community Living Office of Performance and Evaluation, ACL Data Council

outcomes.⁴⁰ Similarly, the impact evaluation for the SAGE programme highlighted that the social protection work had positive outcomes on education, which in future could be more specifically targeted.⁴¹ The UNICEF 2017 annual partner review suggested that there could be complementary services for FGM and GBV victims alongside the education programme.⁴² The same review highlights joint monitoring visits as a useful tool in enhancing integration, linkages and leveraging between the programme areas, with the education and social protection advisors both participating in that particular visit.

Increasing Influence

It is clear that Ireland's long-standing presence in Karamoja has significantly increased and deepened its influence locally and nationally. Education infrastructure is a tangible example of this. The bursary programme and fellowships were also seen to provide influence above and beyond the numbers reached. They create 'advocates for Ireland', locally and at the national level, as well as a network of individuals who are well qualified and move into higher positions of responsibility at both regional and national level. Interviewees felt this network was underutilised.

⁴⁰ James Jennings, 'Education Review Report', 2021

⁴¹ Gelders and Bailey-Athias, 'Quantitative Impact Analysis of Uganda's Senior Citizens' Grant'.

⁴² Embassy of Ireland Uganda, UNICEF Annual Partner Review 2017 - Promoting Access to Quality and Equitable Education for Karamoja Children, 2017

Recommendations

- 1. The next Mission Strategy should continue to include a focus on Karamoja and build on the strong foundation that is already in place.** Ireland is an effective donor and the development needs in Karamoja are well aligned with Irish policy aims. The strategy should be evolutionary and programming should continue in areas where progress has been made and where the Embassy can continue to add value and contribute to positive sustainable change. COVID-19 is likely to have a long standing impact in key areas such as Education and Ireland's knowledge, experience and relationships means it is well placed to help mitigate this as the full extent of needs become known.
- 2. The review recommends that the Embassy undertake a structured prioritisation exercise with reference to the sectors it works in, modalities used, changes it wishes to contribute to and opportunities for synergies.** This should include a range of scenarios based on different resource levels. This exercise should focus on assessing possible impact; the Embassy's potential added value; the level of identified need and the degree to which sustainable system change can be supported. It should also include a risk strategy and be clear as to what the programme is not doing and why. It is important to recognise the impact of different budget levels, as these shape the type of programming or modalities that can be used and, also, how these are staffed. More funds could allow for the development of larger programmes, whereas lower levels could mean a greater focus on indirect contribution, policy and advocacy and working in collaboration with others. Lower levels of funding may not mean less impact, but the skill sets required to implement different strategic approaches may be different. It will be important for the Embassy to be clear about some non-negotiables. For example, addressing Climate Change is a priority for the Irish Government and Karamoja is an area of Uganda which is likely to increasingly feel its effects. The Embassy should consider whether it continues its support to the World Bank trust fund (which does not focus on Karamoja) or looks to address Climate Change more specifically through its own programming or through a Karamoja-focused partnership. This could be done by looking to leverage/integrate more climate action through other sectoral programmes, or through developing new climate adaptation interventions. The Embassy will need to decide whether this requires – and whether the resources are available - for a specific Climate Adviser, or whether accessing technical expertise via new partnerships or additional staff training is a more advisable way of increasing capacity.
- 3. Consider increasing staffing in the Karamoja Liaison office.** This would support programme development and delivery and mitigate the risk of having only one programme staff

member. The review team suggests this could include one or two additional programme staff. The KLO needs to remain nimble and responsive, focused on coordination and relationship engagement and management at a local level.

4. **Apply a more systematic approach to creating a partnership portfolio and include a mechanism to monitor *how* partnerships are working as well as *what* they are achieving.** For the near future, the Embassy is going to work with partners. A balanced portfolio will help manage risk and potentially increase the impact the Embassy can have in Karamoja and nationally. Partnership assessment needs to be two-way so should not just focus on the Embassy's management of a grant to a partner but also on the Embassy's role and engagement in the partnership and joint perceptions/assessments of the effectiveness of the relationship.
5. **Scope options and possible modalities that could be used to engage with government and government systems at central and District levels.** This should take account of the public financial management environment and consider the feasibility and risks of providing direct financial support to central / local district government, drawing on lessons learned, especially in Uganda. Drawing also on approaches such as the support to the Ministry of Education and Sport's Gender Unit and indirect funding of local district government via the UN. A strategy for District level support would ideally support all nine districts in Karamoja. However, the Embassy may need to initially invest in piloting approaches in one or more Districts before looking to expand across the sub-region.
6. **Review the performance measurement framework so the Embassy can begin to identify the contribution, and track progress more effectively, towards system change.** This will enable Ireland to more explicitly explain how it influences change and more clearly focus programming, influencing and advocacy work on specific changes, while also recognising the role other actors may play in broader change process. The framework should focus on capturing both quantitative and qualitative data systematically and include indicators (such as scorecards) that can assess institutional and system strength and in particular district level government capability. If resources allow investment could also be put into periodic political economy analyses to triangulate and deepen more regular monitoring of institutions and systems.
7. Related to this **the Embassy should look to support this framework by initiating more systematic lesson learning and case study research to understand how influence is achieved** and document the tacit institutional knowledge of how different forms of engagement lead to positive systematic outcomes. This would contribute to learning and to a wider strategic policy analysis for the Department as a whole.

8. **Strengthen internal Embassy coordination and communication mechanisms.** This should help ensure cross programme working opportunities are identified and that both advisers and project partners have time and space to discuss and plan how to optimise them. Training and regular discussion sessions can be a valuable tool and can ensure Embassy advisors/programme staff have a greater awareness and ability to jointly analyse and take responsibility for key issues. This could also provide a good platform for encouraging improved synergies across the Embassy's work.

9. **To further develop a strong alumni network from both the fellows programme and bursary programme in Karamoja and connected to the national level.** This process will require leadership and resources and a clear plan and objectives to focus on how it adds value both to Ireland but also how this network can influence others and support the development needs in Karamoja and nationally.

Annex 1: Summary of results data against the performance indicators in the Embassy Performance Management Framework

Intermediate Outcome	Performance Indicator	Target 2020	Achieved 2020
Outcome 1: Increased # of vulnerable individuals and households are accessing predictable incomes and have strengthened coping strategies through sustainable social protection and humanitarian programmes	Increased # of cash transfer recipients	209,000	368,537
	Male	83,600	151,722
	Female	125,400	216,815
	Increased monthly total household and food consumption expenditure (*Consumption per adult figure from UBOS Household Survey used due to lack of data on original indicator)	Increase from 2016 level. (44,924 (UGX)	42,138 (UGX)
Outcome 2: Improved availability, access and utilization of quality HIV/AIDS services	% of young women and men who tested for HIV in the last 12 months and know their status in Karamoja	Male: 60 % Female: 80%	Male: 57 % Female: 55%
	Increased % of PLHIV receiving Antiretroviral Therapy	80%	80%
Outcome 3: Access to Quality Education with focus on Karamoja	Increased % of P3 and P6 pupils reaching defined levels of competency in literacy and numeracy in Karamoja (*In the absence of data on P3 and P6 literacy and numeracy since 2016, literacy statistics from the UBOS household survey data were used, with 2016/17 data in the target column and 2019/20 data in the achieved)	Literacy (over 10s) Total: 26.8% Female: 21.3% Male : 33.6%	Total : 30.4% Female: 22.6% Male : 40.3%
	Increased % of P7 pupils transiting to S1 (*2018 figures used as more recent education data not available)	Total: 40% Female: 38.6% Male: 41.3%	Total: 49.9% Female: 45.8% Male: 57%
	% of Skilling Uganda graduates in Karamoja that indicate that their socioeconomic situation has improved after graduation	50%	77%
Gender	Strategic plan on gender mainstreaming in Karamoja region developed and implemented in line with national level policies	50% implemented by 2020	100% developed and approximately 50% implemented

Annex 2: Highlights of Ireland's Engagement in Karamoja 2016-2020

EMBASSY OF IRELAND, UGANDA – ENGAGEMENT IN KARAMOJA 2016-2020 | KEY HIGHLIGHTS

	<p>SOCIAL PROTECTION Phase II of the SAGE Programme saw senior citizen's grants rolled out nationally with support and sustained advocacy by the Embassy ensuring social protection was a key issue for the GoU</p>	 <p>1037</p>	<p>BURSARIES 1037 Karamojong (65% of which were female) accessed post-primary and tertiary education (820 post-primary, 101 University and 116 other tertiary institutions) through the Embassy supported STF bursary programme</p>		<p>COVID RESPONSE The Embassy supported partners to adapt programmes to COVID, supported Uganda's application for \$4.5M to support Uganda's National COVID Preparedness Response Plan and reallocated €1.83m to WHO</p>		<p>HIV/AIDS & SRHR INFORMATION Embassy support for the KARUNA and PACK consortiums allowed the dissemination of HIV/AIDS/SRHR information to a range of communities leading to improved awareness and demand for services</p>
	<p>KRSU SUPPORT With Embassy funding, the Karamoja Resilience Support Unit developed several donor mapping reports as well as a host of other research and learning products</p>		<p>DEVELOPMENT COORDINATION The Embassy chaired numerous working groups including the Karamoja Development Partner's Group and used its presence in Karamoja and Kampala to play a vital coordination function</p>	 <p>4</p>	<p>GBV CAPACITY BUILDING The Embassy provided support to 6 women's organisations in Karamoja (KAWOU, AIDI, RADO and Maendeleo ya Wanawake) to develop their organisational systems and capacities</p>	 <p>8%</p>	<p>PRIMARY SCHOOL ENROLMENT Embassy education programming supported an 8% increase in the gross enrolment rate for primary school in Karamoja to 72.1% in 2019, including a 10% increase for girls</p>
	<p>HOME GROWN SCHOOL FEEDING With Embassy support, the WFP school feeding programme transitioned into the Home-Grown School Feeding Programme ensuring that food was supplied by farming organisations in Karamoja</p>		<p>EDUCATION MONITORING Embassy and UNICEF capacity building supported the implementation of KOBO Toolbox to monitor education indicators and outcomes by district councils in Karamoja</p>		<p>HIV/AIDS ADVOCACY & COORDINATION Embassy advocacy and support for coordination in HIV/AIDS supported the MoH to roll out national policies/strategic plans as well as sharing of research and documentation</p>	 <p>15</p>	<p>FGM SHELTER Using Embassy funding, NAWOU in partnership with the local government and Kalas girls is providing shelter and psychosocial support for 15 survivors of FGM, early and forced marriage and continues to admit more</p>
	<p>MoE GENDER UNIT Embassy technical assistance to the Ministry of Education Gender Unit, supported the development and dissemination of key policies such as gender in education and elimination of violence against children in schools</p>	 <p>2</p>	<p>TVET CENTRES 2 vocational technical institutes (St Daniel Comboni for construction and Nakapiripirit VTI for agriculture) are in the process of being upgraded to centres of excellence in agriculture and construction trades</p>		<p>KARAMOJA ANTI-CORRUPTION COALITION (KACC) Following technical and financial support by the embassy the KACC were able to officially register in four districts in Karamoja, establishing the entity as an official organisation</p>	 <p>3,494</p>	<p>TVET 3,494 participants (30% females) received training in construction, ICT, agriculture, & mechanics. 75% of trainees found employment, and 79% of trainees with previous income generation activities improved their income</p>

Annex 3: Survey Analysis

Survey Questions for all stakeholders

Figure 15: Respondents by gender

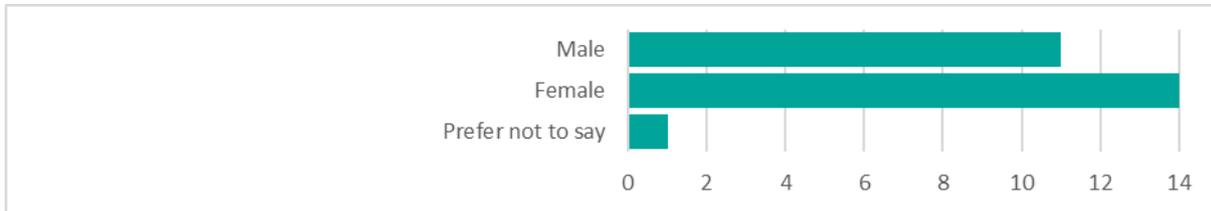


Figure 16: Respondents by stakeholder category

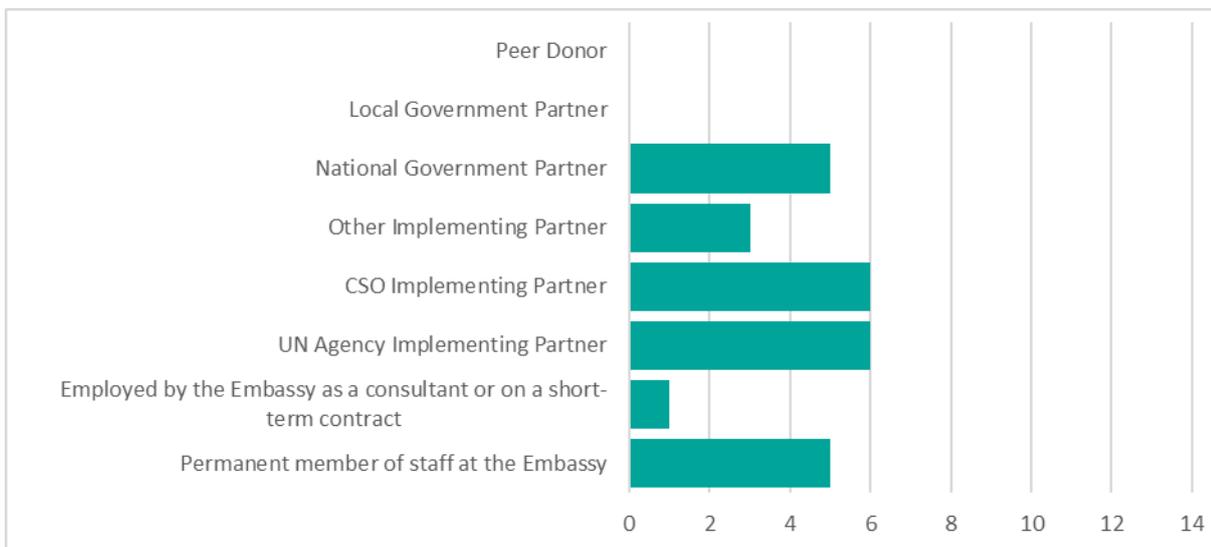


Figure 17: Respondents by employment/engagement period

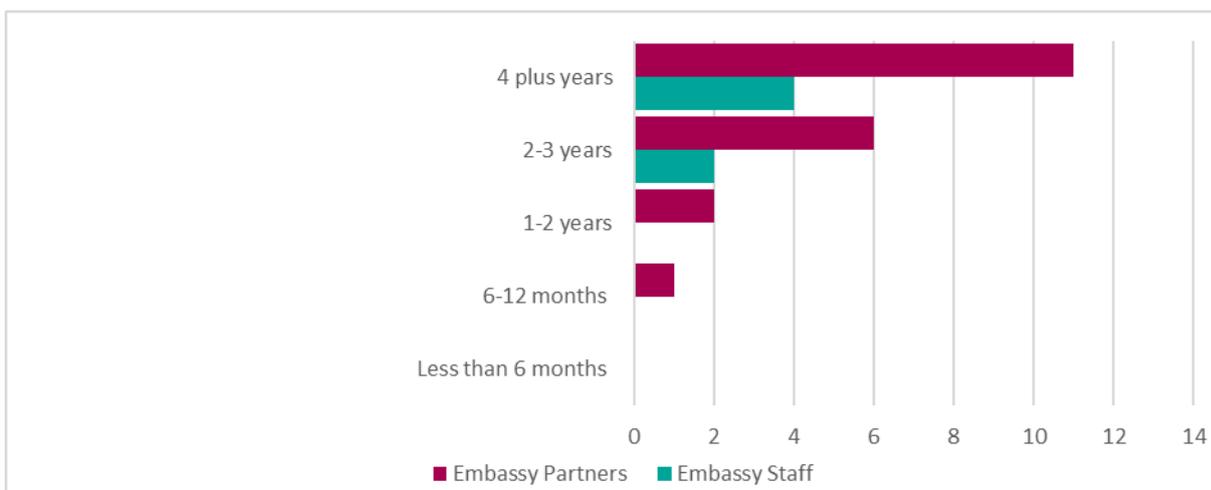


Figure 18: Survey responses on relevance of the Ireland's engagement in Karamoja

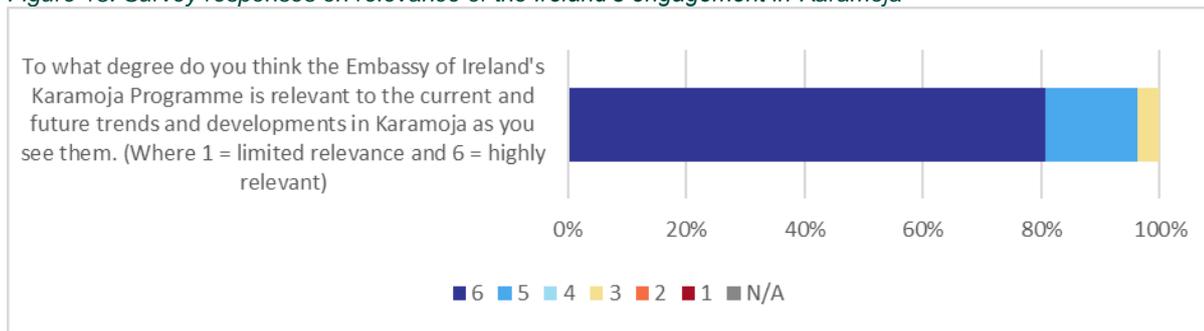


Figure 19: Responses to the question: The Embassy of Ireland's Karamoja Programme focused on the following sectors. Please score how relevant you feel each of these is to the development context in Karamoja. (Where 1 = limited relevance and 6 = highly relevant)

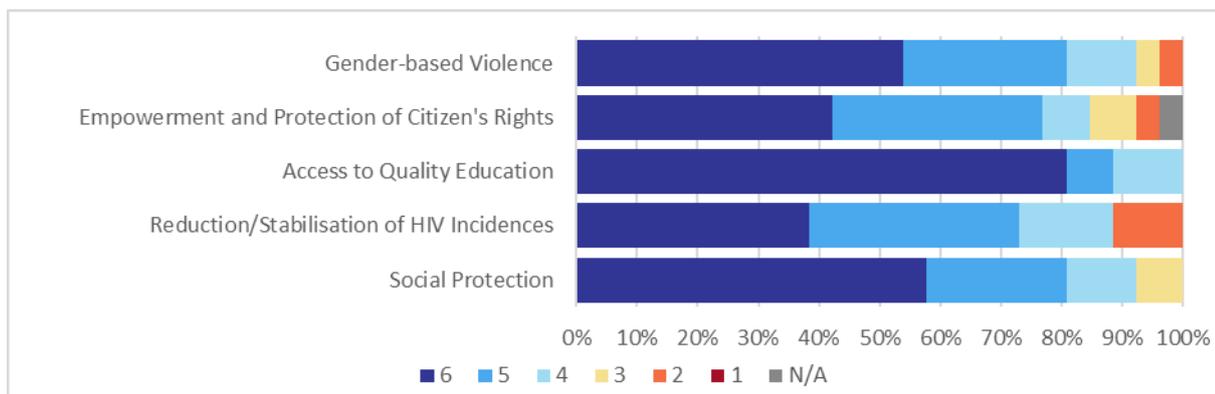


Figure 20: Survey responses on Embassy adaptability

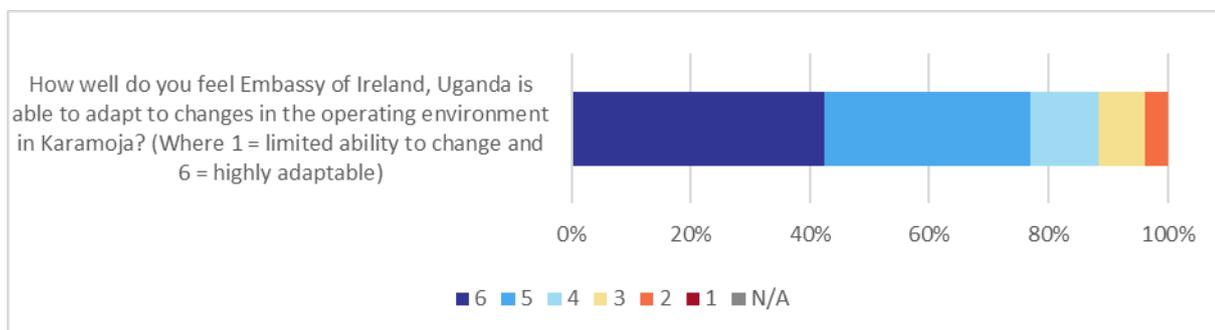


Figure 21: Survey responses on the Embassy's promotion of gender and inclusion

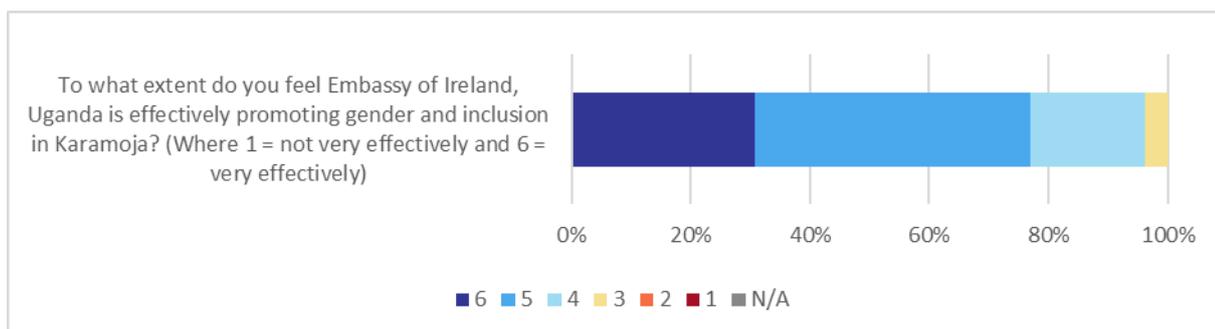


Figure 22: Survey responses on Embassy engagement with climate change

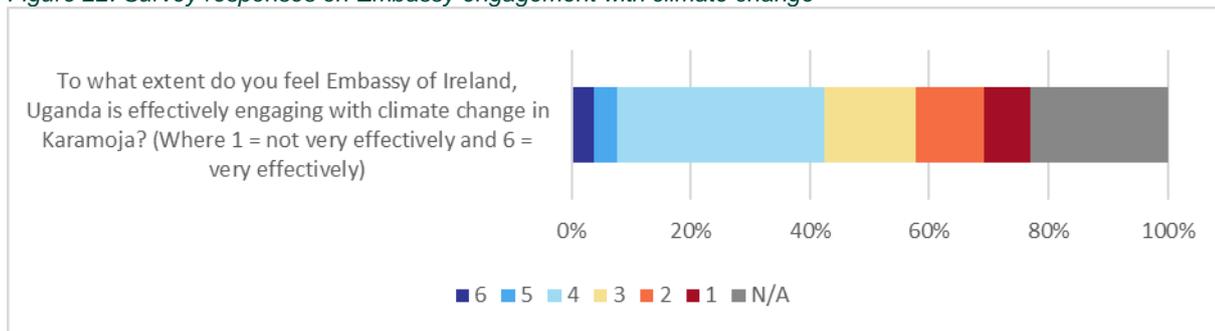


Figure 23: Survey responses on the Embassy's influence in Karamoja

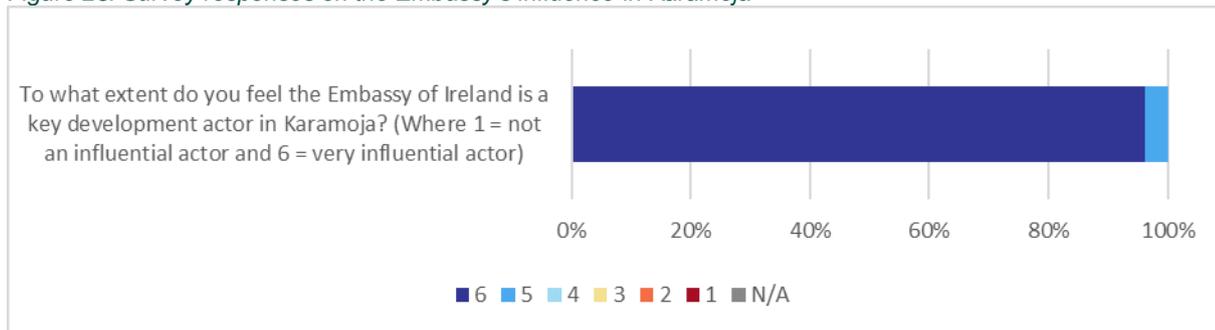
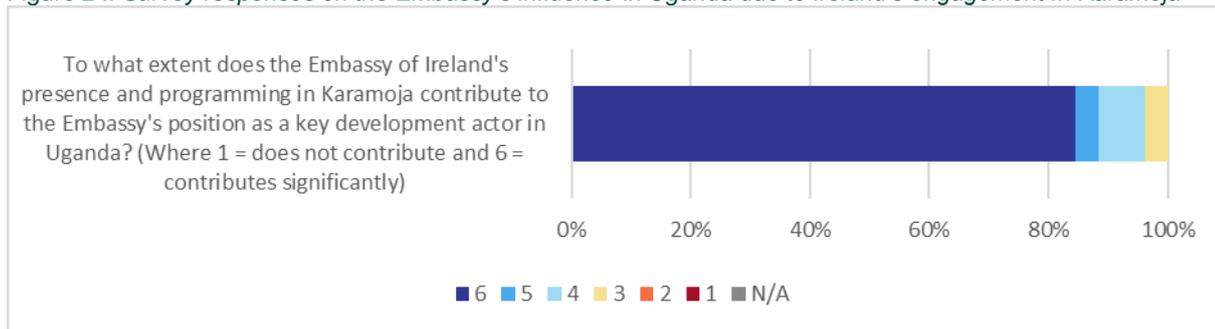


Figure 24: Survey responses on the Embassy's influence in Uganda due to Ireland's engagement in Karamoja



Survey questions for internal stakeholders only (6 responses)

Figure 25: Survey responses on the Embassy's achievement of objectives in Karamoja

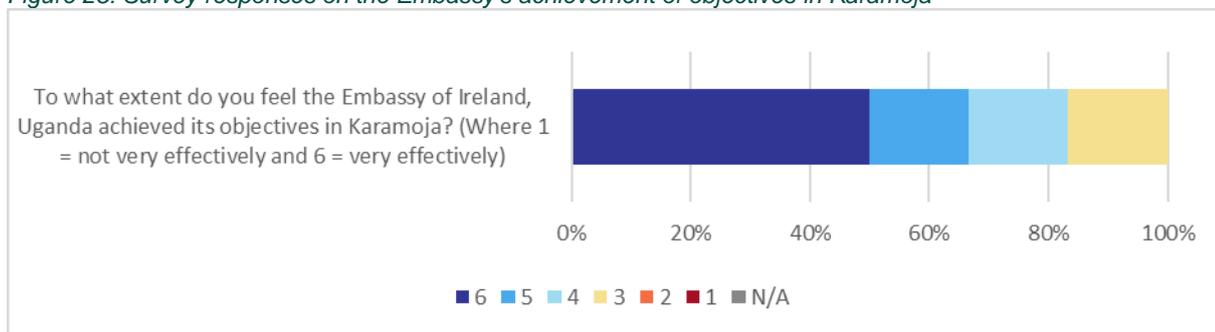


Figure 26: Survey responses on the Embassy's achievement of objectives in Uganda

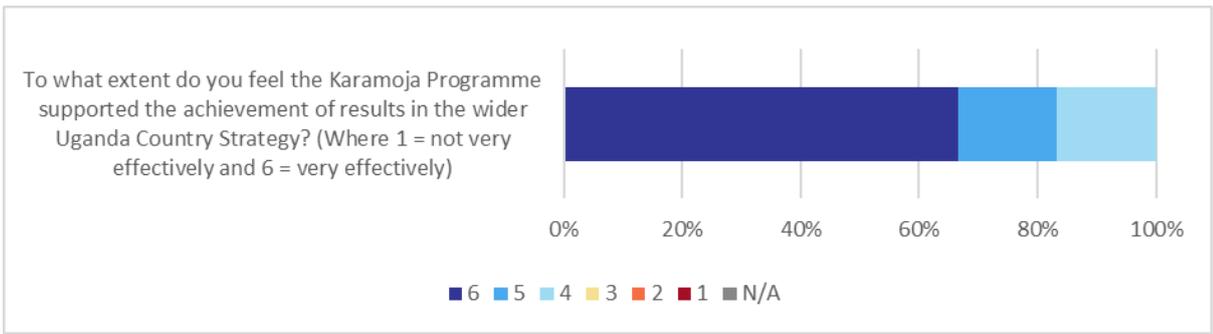
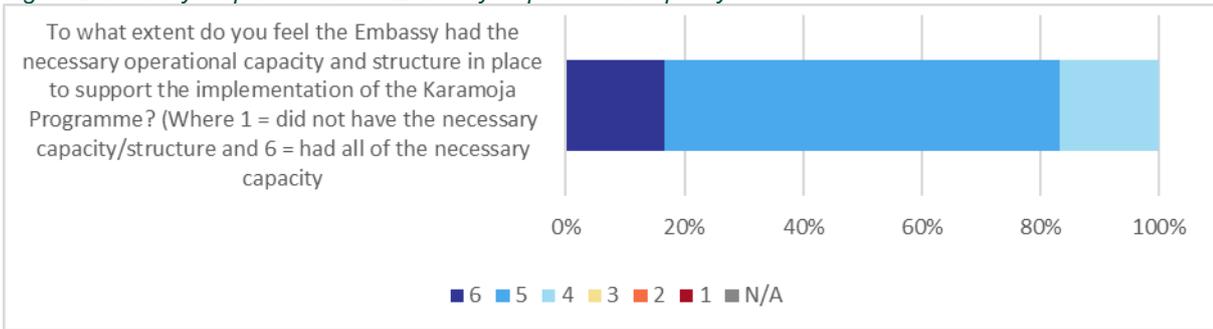


Figure 27: Survey responses on the Embassy's operational capacity



Survey questions for external stakeholders only (15 responses)

Figure 28: Survey responses on the Embassy's partnership management capacity

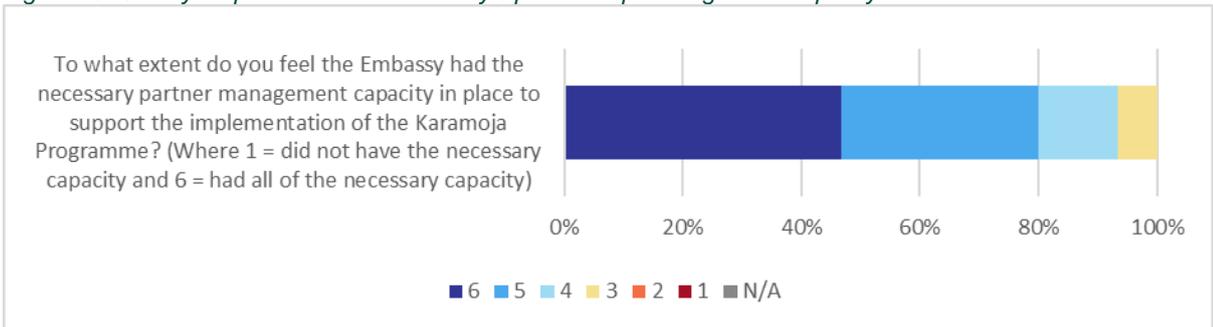
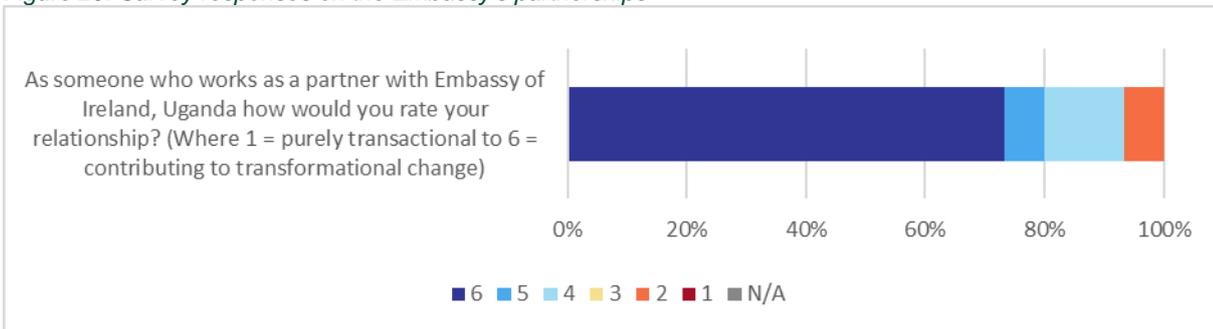


Figure 29: Survey responses on the Embassy's partnerships



Qualitative Evidence

RELEVANCE

Figure 30: Responses to the survey question 'Are there any areas/sectors in which you feel the Embassy of Ireland could add significant value in Karamoja?'

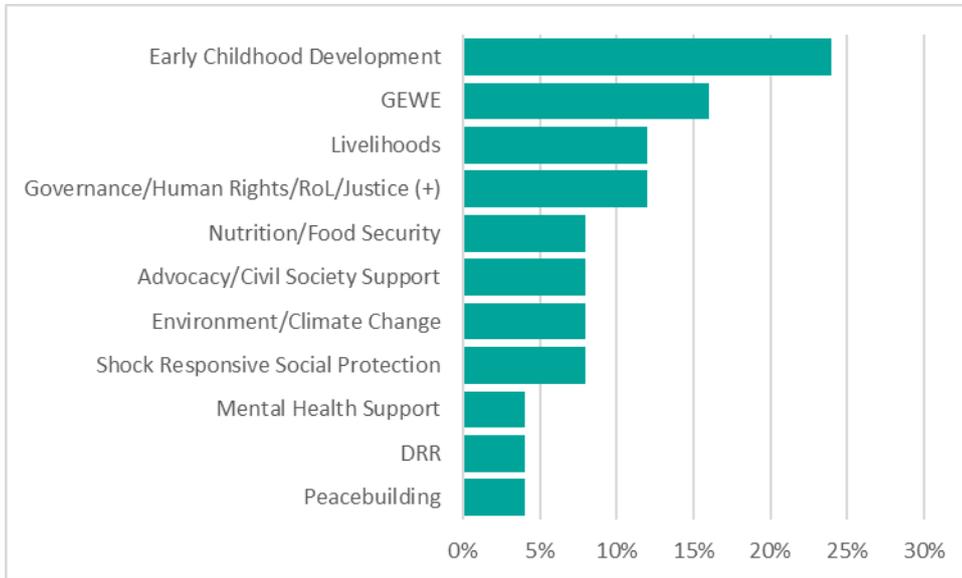
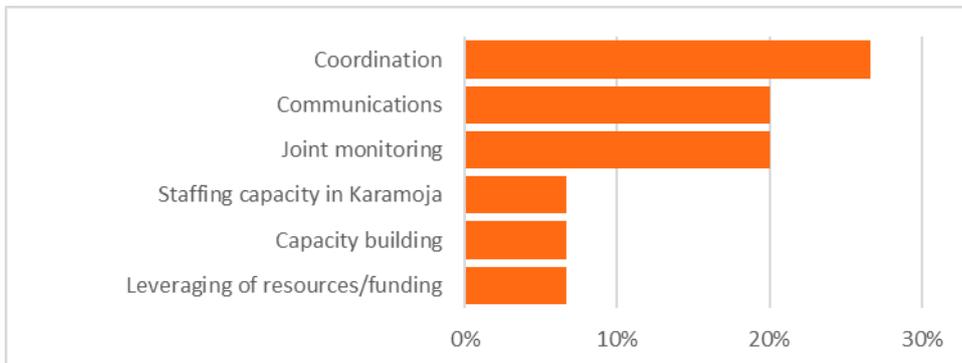


Figure 31: Responses to the survey question 'In your work with the Embassy of Ireland in Karamoja can you highlight any areas where the Embassy could enhance its partner relationships?'



Annex 4: Policy Mapping Ireland's Engagement in Karamoja Programme

One World, One Future (Pre-2019)	Goals	Sustainable development, inclusive economic growth		Better governance, human rights and accountability		Reduced hunger, stronger resilience	
	Priority Areas for Action	Essential Services	Trade and economic growth	Fragile States	Human Rights and Accountability	Global Hunger	Climate change and development
A Better World (Post-2019)	Top Level	Protection		People		Food	
	Action Areas	Reducing Humanitarian Need	Gender Equality		Strengthened Governance		Climate Action
Karamoja CSP 2016-2020	Uganda Programme Goal	Poor, vulnerable and marginalised individuals are better able to attain a decent living in line with the Second National Development Plan					
	Uganda Programme Outcomes	Increased resilience of poor, vulnerable and marginalised citizens and households with a focus on Karamoja			Improved accountability and realisation of rights for poor, vulnerable and marginalised citizens /individuals		
	Intermediate Outcomes	Outcome 1 - Social Protection & Humanitarian Programme		Outcome 2 - Reduction/ Stabilisation of HIV Incidences	Outcome 3 - Access to Quality Education with focus on Karamoja		Outcome 4 - Empowerment & Protection of Citizen's Rights
		GBV Programming					
	Intermediate Outcome Indicators	1.1. Government capacity on Social Protection strengthened	2.1. Increased capacity to prevent HIV		3.1. Quality of primary education improved in Karamoja		WFP School Feeding
1.2. More senior citizens benefit from social protection		2.2. Improved functionality of coordination structures		3.2. Increased access to and retention in post primary education in Karamoja		4.1 Strengthened influence on key legislation and policies	
1.3. Greater public demand for accountable social protection system		2.3 More sustainable HIV/AIDS systems and financing		3.3. Strengthened national and district level coordination		4.2. Strengthened CSOs engaging more effectively	
1.4. Vulnerable individuals and households are supported to prepare for, withstand and recover from acute shocks and stresses						4.3. Increased impact of specific accountability institutions	

	Focus Area for Karamoja
	Lower policy priority in Karamoja

Annex 5: Review Matrix

OECD DAC criteria	Review Question (RQ)	Sub-questions	Data sources	Key informants	Data collection tools
Relevance	1. To what extent does the Embassy Ireland's programme of support in Karamoja continue to be relevant and appropriate given Uganda and Karamoja's current developmental context and Ireland's policy priorities?	<p>1.1 Was the focus on Karamoja as an area-based programme relevant and what were the key implications, risks, methodology and approaches of an area-based programme?</p> <p>1.2 Was the sectoral focus of the CSP relevant to the development context and issues identified in Karamoja and what aspects of the CSP 2016-2020 remain relevant for the next CSP?</p> <p>1.3 To what extent was the Karamoja Programme aligned to the SDGs, the National Development Plan and the Karamoja region Districts' Development Plans?</p> <p>1.4 To what extent the mission adapt the Karamoja Programme to shifts in the political context and COVID-19 successfully?</p>	<p>CSPs</p> <p>Karamoja context papers</p> <p>Strategic options report</p> <p>Annual business plans</p> <p>Annual reports</p> <p>Midterm review</p> <p>Risk assessments</p> <p>PMF</p> <p>Financial reports</p> <p>DFA policies</p> <p>SDG monitoring framework</p> <p>Uganda's Third National Development Plan</p>	<p>Embassy staff (past and present)</p> <p>DCAD</p> <p>Partners</p> <p>Government stakeholders</p> <p>District Officials</p> <p>External stakeholders (e.g. EU, other bilaterals, external consultants)</p>	<p>KIIs</p> <p>Document Review</p> <p>Survey</p>

Effectiveness	<p>2. To what extent has Embassy Ireland's programme of support in Karamoja contributed to reduced poverty and increased resilience of poor, vulnerable and marginalised citizens and households?</p>	<p>Sub-questions address both RQ2 & 3:</p> <p>3.1 To what extent was the strategy successful in meeting its objectives?</p> <p>3.2 In which areas/sectors did the mission achieve the greatest outcomes and coverage/reach. Were there any catalytic effects from programming yielding development results?</p>	<p>CSP</p> <p>Organigrams</p> <p>Annual business plans</p> <p>Annual reports</p> <p>Midterm review</p> <p>Embassy budgets</p> <p>Expenditure trackers</p> <p>Potential and existing spending commitments</p> <p>Partner grant applications and proposals</p> <p>Partner reports</p> <p>Partner evaluations</p> <p>Financial reports</p> <p>PMF</p> <p>Uganda Bureau of Statistics surveys</p> <p>CSO and academic reports/studies conducted for Karamoja as relevant</p>	<p>Embassy staff (past and present)</p> <p>DCAD</p> <p>Partners</p> <p>Government stakeholders</p> <p>District Officials</p> <p>External stakeholders (e.g. EU, other bi-laterals, external consultants)</p>	<p>KIIs</p> <p>Document Review</p> <p>Survey</p>
	<p>3. To what extent has Embassy Ireland's programme of support in Karamoja contributed to improved access to essential services for poor, vulnerable and marginalised citizens/individuals?</p>	<p>3.3 Did the mission have the operational capacity, management approaches and partnership arrangements in place to achieve results in Karamoja?</p> <p>3.4 What were the key challenges in implementing the strategy in relation to the achievement of results?</p> <p>3.5 What (if any) were the unintended changes and results (positive and negative) facilitated by the strategy?</p>			

Coherence	4. To what extent was Ireland's support to Karamoja strategic and coherent with the overall CSP strategy and subsequently <i>A Better World</i> ?	<p>4.1 Did the mission adapt the Karamoja programme according to <i>A Better World</i> to ensure it was coherent and key cross-cutting issues such as the targeting of the furthest behind first, gender, climate and governance?</p> <p>4.2 To what extent did the mission achieve internal coherence and synergies between the Karamoja programme and the wider CSP in Uganda?</p>	<p>DFA policies</p> <p>Midterm review</p> <p>Partner evaluations</p>	<p>Embassy staff (past and present)</p> <p>DCAD</p> <p>Partners</p> <p>District officials</p>	<p>Document Review</p> <p>KIIs</p>
	5. Did Ireland's support to Karamoja increase Ireland's influence and profile at both local and central level	<p>5.1 To what extent did the mission link its programming and evidence from Karamoja to national policy influencing? Was the right evidence from programming produced and was it used effectively?</p> <p>5.2 To what extent has the mission increased their influence in the Karamoja region including through programme implementation and co-chairing the KDPG?</p>	<p>Annual business plans</p> <p>Annual reports</p> <p>Communication and advocacy plans</p>	<p>Government stakeholders</p> <p>External stakeholders (e.g. EU, other bilaterals, external consultants)</p>	

Annex 6: Stakeholders Interviewed

#	Organisation	Date
Inception Interviews		
1	DFA, HQ	22-Oct
2	DFA, HQ	22-Oct
3	DFA, HQ	26-Oct
4	DFA, HQ	26-Oct
5	DFA, HQ	27-Oct
6	DFA, HQ	28-Oct
7	DFA, HQ	28-Oct
8	DFA, HQ	29-Oct
9	DFA, HQ	29-Oct
10	DFA, HQ	04-Nov
11	Embassy of Ireland, Uganda	29-Oct
12	Embassy of Ireland, Uganda	04-Nov
13	DFA, HQ	03-Nov
14	DFA, HQ	03-Nov
15	DFA, HQ	29-Oct
16	Embassy of Ireland, Uganda	29-Oct
Data Collection Interviews		
1	UNICEF	18-Nov
2	WFP	18-Nov
3	NAWOU	18-Nov

4	Embassy of Ireland	19-Nov
5	National Forum of People Living with HIV/AIDS Networks in Uganda – NAFOPHANU	19-Nov
6	FCDO (SAGE Programme)	19-Nov
7	Straight Talk Foundation (STF)	19-Nov
8	Straight Talk Foundation (STF)	19-Nov
9	Anti Corruption Coalition Uganda	19-Nov
10	Embassy of Ireland	22-Nov
11	Straight Talk Foundation (STF)	22-Nov
12	UNICEF	22-Nov
13	Karamoja Resilience Support Unit (KRSU)	22-Nov
14	Nakapiripirit District Local Government	22-Nov
15	Independent Consultant	22-Nov
16	DFA, HQ	23-Nov
17	Embassy of Ireland	23-Nov
18	WFP	23-Nov
19	ENABEL	23-Nov
20	Uganda AIDS Commission	23-Nov
21	District Education Department (Moroto)	23-Nov
22	Beneficiary of Secondary School Bursary	23-Nov
23	St Daniel Comboni Polytechnic	23-Nov
24	Moroto District Local Government	23-Nov
25	Embassy of Ireland, Liberia	24-Nov
26	DFA, HQ	24-Nov

27	Embassy of Ireland	24-Nov
28	KACC (Karamoja Anti-Corruption Coalition)	24-Nov
29	VTI Nakapiripirit	24-Nov
30	District Education Department (Nabilatuk)	24-Nov
31	District Education Department (Nakapiripirit)	24-Nov
32	Embassy of Ireland	25-Nov
33	Embassy of Ireland	25-Nov
34	Embassy of Ireland	25-Nov
35	UNFPA	25-Nov
36	St Daniel Comboni Polytechnic	25-Nov
37	Uganda AIDS Commission	25-Nov
38	District Health Department	25-Nov
39	Morot Core PTC	25-Nov
40	Uganda Aids Commission	25-Nov
41	Office of the Prime Minister	26-Nov
42	Embassy of Ireland	29-Nov
43	Expanding Social Protection Programme, Ministry of Gender Labour and Social Development	29-Nov
44	UNAIDS Head Office	29-Nov
45	Independent Consultant	29-Nov
46	Karamoja Resilience Support Unit (KRSU)	30-Nov
47	Ministry of Education, Gender Unit	02-Dec
48	Ministry of Education, Gender Unit	02-Dec
49	Ministry of Gender, Labour and Social Development	03-Dec

Annex 7: Other Evaluations and Reviews

This review is one of a number of evaluative activities looking to support the development of the upcoming 2023-2027 Strategy.

1. Camilla Buch von Schroeder (2020), Options for a transition of Ireland's HIV programme to a broader SRHR/HSS engagement
2. Democratic Governance Facility (2020), DGFII midterm review & Value for money assessment
3. Development Pathways (2019), Economic and Poverty Evaluation Impacts of the ESP programme in Uganda – Results from a SAM Modelling Approach
4. FCDO (2019-2020), Expanding Social Protection phase two (ESP II), annual review
5. ENABEL (2021), Vocational Education Program Evaluation 2016-2020
6. James Jennings (2021), Education Review Report
7. Karamoja United Nations HIV/AIDS Programme (2020), KARUNA Mid-Term Evaluation Report
8. National Association of Women's Organizations in Uganda (2019), FGM project 2017-2019 evaluation
9. PACK (2021), End of Programme Evaluation
10. STF (2021) Bursary Program Evaluation 2016-2020
11. Uganda Women's network (2019), Evaluation of 2010-2018 GoU - Irish Aid GBV Joint Programme
12. UNICEF (2021), Quality Education Program Evaluation 2016-2020
13. WFP (2021), Karamoja School Feeding Programme Review