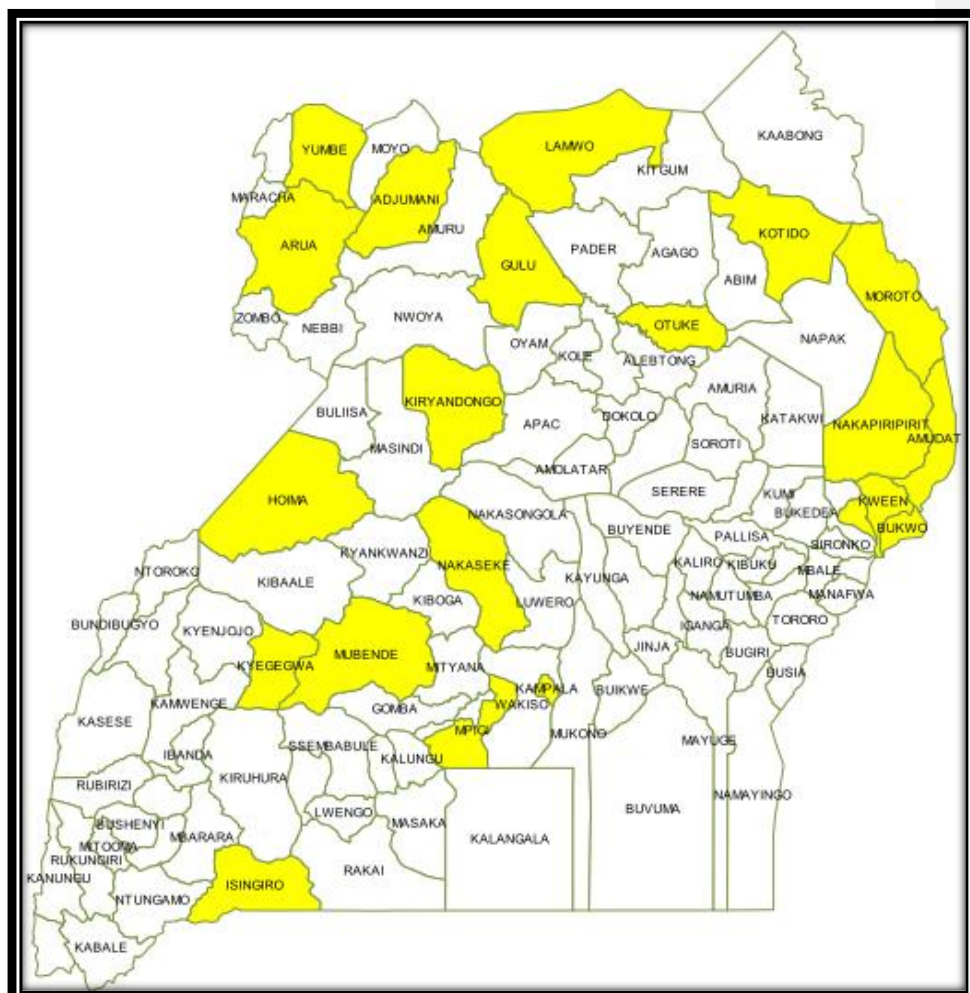# UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF) 2016-2020 FOR UGANDA

MID-TERM EVALUATION REPORT

November 2018

Key: Yellow colour indicates sampled districts

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Abbreviations and Acronyms

AHSPR	Annual Health Sector Performance Report
AIDS	Acquired Immune Deficiency Syndrome
ART	Antiretroviral Therapy
ASSIP	Accountability Sector Strategic Investment Plan
CCA	Common Country Analysis
CCR	Climate Change Resilience
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COMESA	Common Market of Eastern and Southern Africa
CPD	Country Programme Document
CRC	Convention on the Rights of Children (UN)
CRRF	Comprehensive Refugee Response Framework
CSOs	Civil Society Organisations
DaO	Delivering as One
DENIVA	Development Network of Indigenous Voluntary Associations
DEVAW	Declaration on Violence Against Women
DEMGROUP	Democracy Monitoring Group
DOCO	Development Operations Coordination Office
EC	Electoral Commission
ECD	Early Childhood Development
EMG	Evaluation Management Group
EMIS	Education Management and Information System
eMTCT	Elimination of Mother to Child Transmission (of HIV)
EPR	Employment to Population Ratio
ESC	Evaluation Steering Committee
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
GER	Gross Enrolment Ratio
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GHG	Green House Gas
GoU	Government of Uganda
HACT	Harmonised Approach for Cash Transfer
HCD	Human Capital Development
HIV	Human Immuno-Deficiency Virus
HMIS	Health Management Information System
ICT	Information and Communications Technology
IAEA	International Atomic Energy Agency
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMEP	Integrated Monitoring and Evaluation Plan
IMR	Infant Mortality Rate
IOM	International Organization for Migration
IP	Implementing Partner
IPC	Integrated Food Security Phase Classification
JLOS	Justice Law and Order Sector

JSC	Joint Steering Committee
KII	Key Informant Interviews
LC	Local Council
LG	Local Government
LASPNET	Legal Aid Service Providers Network
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MARPs	Most at Risk Populations
MDAs	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MGLSD	Ministry of Gender, Labour and Social Development
MoLHUD	Ministry of Lands, Housing and Urban Development
MMR	Maternal Mortality Ratio
MoES	Ministry of Education and Sports
MoFA	Ministry of Foreign Affairs
MoFPED	Ministry of Finance, Planning and Economic Development
MoH	Ministry of Health
MoIA	Ministry of Internal Affairs
MoJCA	Ministry of Justice and Constitutional Affairs
MoLG	Ministry of Local Government
MoTI	Ministry of Trade and Industry
MoWT	Ministry of Works and Transport
MSME	Medium Small and Micro Enterprise
MTE	Mid-term Evaluation
MTWA	Ministry of Tourism, Wildlife and Antiquities
MWE	Ministry of Water and Environment
NDP	National Development Plan
NEMA	National Environmental Management Authority
NGO	Non-Governmental Organization
NMR	Neonatal Mortality Rate
NPA	National Planning Authority
NDP	National Development Plan
OHCHR	Office of the High Commissioner for Human Rights
OPM	Office of the Prime Minister
ORG	Outcome Results Group
PLHIV	People Living with HIV
PLK	Pulse Lab Kampala
PRG	Programme Reference Group
RCO	Resident Coordinator's Office (United Nations)
SDG	Sustainable Development Goal
SIED	Sustainable and Inclusive Economic Development
SIP	Strategic Intent Pillar
SPI	Social Progress Index
SRMNCAH	Sexual Reproductive Maternal Neonatal Child and Adolescent Health
ToR	Terms of Reference
TWG	Technical Working Groups
UAC	Uganda AIDS Commission
UAIS	Uganda AIDS Indicator Survey

UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic Health Survey
UHRC	Uganda Human Rights Commission
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNCDF	United Nations Capital Development Fund
UNCRC	United Nations Convention on the Rights of the Child
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNHS	Uganda National Household Survey
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNOPS	United Nations Office for Project Services
UPHIA	Uganda Population-based HIV Impact Assessment
USAID	United States Agency for International Development
VAC	Violence Against Children
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

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[2]It was led by Dr. Julian K. Bagyendera, and included Dr. Henry Musoke Ssemakula, Ms. Jacqueline Arinaitwe, Dr. John Mark Mwesigwa, Ms. Monica Mubezi Katiko, Mr. Obadiah Kashemeire, Mr. Patrick Bananuka, Mr. Dickson Gumisiriza and Mr. David Sseppuuya.

EXECUTIVE SUMMARY

The Mid-Term Evaluation (MTE) of United Nations Development Assistance Framework (UNDAF) 2016-2020 for Uganda was conducted between July and August 2018 to assess the extent to which the UNDAF results had been achieved and/or the potential of achieving them and the effectiveness of the interventions implemented. The MTE also examined what worked well, what did not work well and what was missing at the design stage of UNDAF. The MTE came at a time when Uganda was undertaking the National Development Plan (NDP II) review. The evaluation covered the three UNDAF Strategic Intent Pillars: Governance, Human Capital Development (HCD) and Sustainable and Inclusive Economic Development (SIED) for 2016-2018. The audience for the MTE included the Government of Uganda, United Nations (UN) and other non-state actors. The findings of the MTE were envisaged to inform implementation in the next remaining two years and the formulation of the next UNDAF.

Methodology: A mixed method approach, utilizing both qualitative and quantitative data was adopted using desk review, key informant interviews (KIIs), structured interviews, focus group discussions (FGDs), success stories, observation, photography and a validation workshop. The MTE was national wide covering all key MDAs and for field visits, purposive sampling was used to select the 21 districts out of all the districts where UNDAF was implemented.

FINDINGS AND CONCLUSIONS

Relevance: The UNDAF is still relevant, justified and appropriate in relation to GoU development agenda and is aligned to NDP II, Vision 2040 and SDGs. It addresses beneficiary needs, although some stakeholders feel that at implementation level there is limited support for interventions prioritized under sector and district work-plans. The four UNDG programming principles leaving no one behind, human rights, gender equality and women's empowerment, sustainability and resilience and accountability are mainstreamed in the UNDAF design and implementation. The UNDAF theory of change (ToC) is still largely deemed relevant and valid, although some assumptions and timelines need to be revisited. The ToC portrays the logical link between inputs, outputs and outcomes that are essential to enable the realization of the desired impact. The UNDAF was flexible in responding to emerging issues including the refugee influx, disease outbreaks, and landslides, among others.

Effectiveness: Overall, 18 out of 33 (54.5%) of the UNDAF outcomes indicators have been achieved[3] and likely to be achieved while 15 indicators (45.5%) are less likely to be achieved or could not be measured due to absence of data.

i.   **Governance:** Progress has been made on a number of governance indicators; however, the governance pillar is less likely to achieve the intended results by 2020 unless there is fast-tracking of key governance interventions that are directly linked to intended governance outcomes such as electoral reforms that promote free and fair election and separation of powers. Five (5) out of 11 of outcome indicators (45.5%) are already achieved or likely to be achieved. The percentage of people who think Uganda has democracy reduced from 52% (2012) to 46% (2017) partly owing to monetization of elections, voter bribery and voter intimidation among others. The innovations put in place by JLOs with UN support towards improving rule of law such as plea-bargaining, small claims procedures, the rule of law day has in part led to increase in trust in courts of law from 64% (2010/11) to 66% (2017). Although representation of women in the Parliament stagnated at 35%, the absolute number of women members of Parliament increased from 132 (2011) to 158 (2017), and 43% of Uganda parliamentary committees are chaired by women. In addition, the percentage of women representation at local government was 43%. The Sexual Offenses Bill has been tabled before Parliament while the Succession Amendment Act has been gazetted. Corruption index stagnated at 26% since the baseline year 2013. The proportion of people who think GoU is handling the fight against corruption very well increased from 4% (2014) to 26% (2017). Only 16% were aware of any Government efforts to fight bribery while 10% were aware of the fight against embezzlement/diversion of funds. The score for political stability and absence of violence/terrorism increased slightly from 20% (2013) to 23% (2016) against the target of 40%. Uganda is partially compliant to international human rights and standards and reported on 4 out of 12 human rights instruments. Key milestones have been achieved against gender discriminatory laws.

ii. **Human Capital Development (HCD):** Generally, the UNDAF is on-track to achieve the HCD results, notwithstanding the need to scale-up critical interventions under learning and skills development and social

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[3] Attained 100% of the target   = Achieved
Attained 70-99% of the target   = Most likely to be achieved
Attained 25-69% of the target   = Likely to be achieved
Attained less than 25% of target   = Not likely to be achieved

protection. Nine (9) out of 14 outcome indicators (64.3%) are already achieved or likely to be achieved while 5 outcome indicators (35.7%) are less likely to be achieved or could not be measured due to missing data. Learning outcomes increased at upper primary level where as it reduced at lower primary. Learning literacy and numeracy increased at Primary (P.6) from 38.3% to 51.9% and 39.4% to 52.6% respectively. However, learning literacy and numeracy at P.3 reduced from 64.2 % to 60.2% and 72.7% to 71.2% respectively. The primary school retention rate stagnated at 32% against a planned target of 50%. The transition rate to Senior 1 reduced from 69.9% to 69.2%. The reduction is partly explained by UN focus on long-term up stream interventions which may not have direct effect on classroom-based performance in the two and half years under review. Progress was registered on all health indicators. By the design of UNDAF, the UDHS 2016 report was not yet available, and baseline was based on UDHS 2011 data hence earlier achievement of health targets which necessitates revision of targets. Public expenditure on health as a percentage of national budget increased from 8.7% in 2013/14 to 9.6% in 2018/19 though still lower than the recommended 15% (the Abuja Declaration). The institutional delivery rate[4] increased from 58% (2011) to 73% at MTE. Modern contraceptive prevalence rate (CPR) among married women aged 15-49 years for modern family planning (FP) methods increased by 9% from 26% (2011) to 35% (2018).

Although public expenditure on social protection (SP) as a percentage of GDP increased from 0.75% at baseline (2014) to 0.9% at MTE, this is still below the UNDAF target of 1%. The percentage of people who experienced physical violence in the past 12 months significantly reduced from 56% (2011) to 44% (females) and 26% (males) at MTE (2016). However, there was a negative trend in the prevalence of physical violence among male children. For instance, 7 in 10 male children (68%) experience physical violence during their childhood, with nearly half experiencing it at the hands of parents or adult caregivers (National Violence against Children survey 2018). The percentage of women and men who experienced sexual violence in the past 12 months has significantly reduced from 27% (females) and 9% (males) in 2011 to 13% (females) and 4% (males) in 2016. Percentage of all women and men aged 15-49 who agree that a husband is justified in hitting or beating his wife for specified reasons reduced from 44% (males) and 58% (females) at baseline (2011) to 41% (males) and 50% (females) at MTE. The new HIV infections reduced significantly from 137,000 (2011) to 50,000 (2018), above the target of 107,068. There are 1.3 million people living with HIV and AIDS, of which 73% know their HIV status: 67% are on ART and 60% had their viral load suppressed. Prevention of Mother-to-Child Transmission (PMTCT) services was scaled up, with more than 95% of mothers accessing the services. AIDS-related deaths reduced from 63,000 in 2011 to 26,000 in 2017, HIV prevalence rate reduced from 7.3% to 6% (2017).

iii. **Sustainable and Inclusive Economic Development (SIED):** Under the SIED pillar, 4 out of 8 outcome indicators (50%) are already achieved and or likely to be achieved. Infrastructure production and trade as well as employment outcomes are likely to be achieved although strengthening natural resource management and climate change resilience outcome target is not likely to be achieved due to high population growth rate, deforestation, and wetland degradation. The population with access to electricity increased from 14.8% in 2013 to 20.4% in 2017, which was higher than anticipated in the NDP II (2016=16%, 2017=17%, 2018=18%). A lot of effort such as free connections, rural electrification programmes among others have been put in place to increase access to electricity though its use in cooking is still very low (1.9%) partly because of the high unit cost of power. The use of modern cooking energy is 6%, lower than the baseline (10%) due to limited awareness among communities and affordability. However, the population which has access to modern cooking stoves is 21%. Land under forest cover reduced from 11% in 2013 to 9% in 2017 due to deforestation, increased population characterised the greedy, needy and ignorant people as well as weak law enforcement. The wetland cover was maintained at 10.9%. Economic loss from natural and climate change hazards increased from $3.1m in 2013 to $3.6m in 2017. There was a slight growth in the agricultural sector from 1.3% in 2013 to 1.6% in 2017. The annual growth rate in the mining sector decreased from -0.4 in 2013 to -4.5% in 2018. Manufacturing annual growth rate also reduced from 5.7% in 2013 to 2.5% in 2018. The reduction attributed to the importation of cheap goods that discourages consumption of locally made products. Exports of maize increased from 122,107MT in 2013 to 268,465 MT in 2016, far beyond the 2020 target of 146,000MT. There was also a significant increase in export of beans from 37,785MT in 2013 to 128,147MT, which was above the 2020 target of 44,000MT. The increased export of maize and beans was attributed to ready and better market in South Sudan. Sesame exports reduced from 22,055MT in 2013 to 16,171MT in 2016. Coffee exports

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[4] Percentage of mothers delivering at health facilities

reduced from 220,546MT in 2013 to 212,622 MT by mid-2018.Women's share of non-agricultural informal employment increased from 32.3% (2011/12) to 47.2% in 2018.

Efficiency: The total expenditure for the UNDAF period 2016-2017 was USD 227million, representing 24% execution of the UNDAF budget USD 954 million. The budget allocation per pillar was: HCD $442,738,348 (46%); SIED $339,615,717 (36%) and Governance $171,799,330 (18%). Governance spent 49% of its allocated budget. HCD spent 26% and SIED spent 8%. This is in line with the GoU ToC where it is envisaged that early realization of good governance is a pre-condition for achievement of HCD and SIED. The UNCT has a range of mechanisms to maximise efficiency gains in UNDAF implementation. For instance, core elements of Delivering as One (DaO) including a Communications Group, an empowered Operations Management Team and a Business Operations Strategy among others are in place. Joint programmes are implemented. The UNDAF has a well-documented management, coordination and implementation structure (including the existence of Advisory Groups such as the Human Rights and Gender Group; Programme Reference Group; and Disaster Risk management group), which is largely deemed appropriate although practical implementation of the coordination structure is weak and limits efficiency.

Efficiency is also hampered by the absence of a joint resource mobilization strategy and limited use of available tools such as Knowledge Management System (KMS) and Pulse Lab Kampala. In addition, DaO was perceived to be more theoretical and working better at policy than implementation level. In addition, the dual role of the UN Resident Coordinator (RC) as UNDP Resident Representative appears to have created a perception that the RC's Office (RCO) may not be impartial especially in allocating resources mobilised. Coordination by the RCO was perceived to be done often by less senior staff limiting the level of compliance among UN agencies to RCO requests. The low absorption of funds and delayed accountabilities by MDAs, as inconsistent and irregular use of the coordination structures and lack of knowledge/limited orientation of staff on UNDAF in part hampered the attainment of UNDAF results.

Impact: Although it is still early to measure the impact of UNDAF, there are pointers of progress towards achieving the impact indicator targets. For example, there was an improvement in rule of law rating 44% at baseline to 45.67% at MTE. Similarly, there was a slight improvement in regulatory quality rating from 44.5% at baseline to 46.15% at MTE. On the other hand, voice of accountability rating reduced from 30.8% to 27.1%; GoU effectiveness rating reduced from 33% to 32.2% and control of corruption rating reduced from 14% to 13%. There was a positive change on all impact level indicators under health. Maternal Mortality Rate (MMR) reduced from 438 in 2011 to 336 in 2016. Over 70% of pregnant women now deliver with the help of a skilled service provider and at a health facility. Infant mortality rate (IMR) reduced from 54 to 44. Total fertility rate (TFR) reduced from 6.2 to 5.4 children per woman. There was a slight reduction in child stunting from 33.4% to 29%. Similarly, under HIV and AIDS, there was improvement on all indicators: new HIV infections from 137,000 to 50,000, AIDS-related deaths from 63,000 to 26,000 and HIV/AIDS prevalence from 7.2 to 6. The prevalence of sexual violence has gone down from 28% (females) and 9% (males) at baseline (2011) to 22% (females) and 8% (males) at MTE (2016). Social tolerance for wife battering reduced from 44% to 41% for males, and from 58% to 50% for males. The Gini coefficient worsened from 0.395 at baseline to 0.42 at MTE. The number of people dying from disasters reduced due to improved early warning systems (150 people died in one landslide in 2010 whereas no death occurred in 6 landslides by July 2018).

Sustainability: Generally, there is evidence of sustainability strategies having been adopted for UNDAF results. For instance, the UN provides support to the GoU in terms of development of policies, strategies and framework/guidelines that enable GoU to roll out many of the interventions. The UN has also opted for a National Implementation Modality (NIM) that entails a working relationship with government MDAs that take the lead in the implementation in UNDAF interventions. In addition, UNDAF was found to have a range of national capacity building programmes including through South-South and Triangular Cooperation. The UN also built partnerships with MDAs, districts, cultural and religious institutions, academia, CSOs and private sector. The UN, together with Uganda AIDS Commission (UAC) and other AIDS Development Partners, advocated for a GOU contribution to the HIV/AIDS fund through commitment by each MDA and LG to contribute 0.1% of their respective budgets towards HIV mainstreaming, these local fundraising initiatives are likely to continue.

Recommendations

Relevance: The UN through SIP heads and ORGs should: i) strengthen the coordination mechanism by regularly involving MDAs and LGs in UNDAF annual planning, implementation, review, monitoring and reporting for increased participation for stronger alignment to sector work-plans and DDPs; ii) review the theory of change under HCD and

Governance to ensure logical link between some interventions, outputs and outcomes for, particularly, the interventions under learning and skills development and revise the assumptions and targets under Governance in relation to the timeframe to make them more realistic; iii) support implementation and financing of the SDG roadmap.

Effectiveness

Governance: i) The UN in collaboration with GoU should strengthen rule of law in Uganda through Parliament and the Law Reform Commission by fast-tracking tabled law reforms and separation of powers to enhance achievement of governance outcomes; ii) to increase women representation in Parliament, the UN should scale up interventions that target prospective women leaders such as training in leadership, and address the negative societal norms and beliefs that do not support women participation in leadership; iii) MoJCA, MoLG and CSOs with support from UN should fast-track capacity strengthening of LC Is and LC IIs on their roles and responsibilities in order to strengthen linkage between formal and informal justice systems; iv)The UN should fast-track a) innovations to enhance accountability at institutional level including the e-case management to address corruption, and b) dialogue between UN, MDAs and LGs to enhance absorption capacity; c) planned interventions that have not been implemented such as reviewing party Constitutions to promote women representation; v) the EC should scale up civic education including aspects of voter bribery and Police should enhance enforcement of laws that provide against voter bribery; vi) the Parliament should review, restructure and establish viable number of LGs to minimise public expenditure and enhance service delivery; vii) the UN should support GoU to address cross-border issues that would threaten regional peace and stability.

HCD: i) The UN in collaboration with GoU should scale up support for prioritised interventions under SP (including the National Health Insurance Policy), education and WASH (such as hand washing facilities and increased pit latrine coverage in schools and homes); ii) MGLSD, MoES and CSOs should scale up community mobilization for increased education support; iii) MGLSD and CSOs should scale up interventions implemented through cultural and religious leaders to address root causes of GBV and enhance male involvement; iv) UNCT should enhance inter-country agency collaboration to address cross border issues, such as undercover FGM and disease epidemics; v) MoH should strengthen strategies of controlling population growth rate such as increased access to reproductive health services including uptake of modern contraceptives, strengthen the health system and work on the social determinants outside the heath sector; vii) MoH and UAC should fast-track the operationalisation of the AIDS Trust Fund.

SIED: i) The UN through the SIED pillar should support MWE and MAAIF in large scale afforestation and wetland recovery across the country and support creation of more green jobs related to tree planting, conservation and re-use; ii) the UN should support MAAIF and MWE to scale up interventions geared towards increasing agricultural production and productivity as well as strengthening the agriculture value chain; iii) The UN and MWE should carry out climate proofing of infrastructure in key sectors such as agriculture, transport, health and water; and iv) the OPM and UN should strengthen investment towards disaster preparedness, response and management; v) MDAs should allocate a percentage of their budgets towards emergency preparedness; vi) the UN should support MWE and other MDAs such as NFA and NEMA to scale up environmental monitoring, inspection and prosecution of environmental abusers; vii) MWE with support from UN should increase public awareness and sensitisation about environmental management, modern cooking energies and technologies through various media such as radio and music dance and drama among others.

Efficiency: The UNDAF pillar heads should: i) facilitate greater harmonization of planned interventions at ORG level to realize greater efficiency gains; ii) align annual joint work-plans to UNDAF interventions that should be prepared and approved before the year begins; iii) map out related interventions in some target areas for increased joint implementation of activities and field monitoring; iv) The UNCT should review the length of time between requisition and disbursement of funds to IPs to enhance efficiency in line with the HACT framework and procedural requirements-dialogue with MDAs to strengthen the absorption capacity

In addition, the UN should intensify interventions for fostering DaO through: i) fast-tracking the establishment of common premises for UN agencies; ii) developing a staff orientation package on DaO and UNDAF to guide UN agencies, with UNCT taking the lead in popularising DaO and UNDAF within respective agencies; iii) appraising UN staff performance on UNDAF and DaO; iv) leveraging on UN agencies' comparative advantage in order to harness synergies and complementarity; v) UNCT should leverage its convening power to streamline coordination within normative GoU institutions (OPM, NPA and MFPED); vi) the RCO should spearhead the development and

implementation of a joint resource mobilisation strategy for UNDAF; vii) the OMT should encourage use of pooled resources such as transport, cleaning, security and other services.

UNCT should also: i) reactivate/activate the functionality of pillars and some ORGs through closer monitoring and follow up and annual performance reviews; ii) increase UN agency focal persons to ORGs to at least two people for wider participation and strengthening of inter - ORG interactions through quarterly planning and review meetings; and iii) engage GoU more in planning, monitoring and reporting on UNDAF to foster effective participation. The chairing of pillars and ORGs should be rotational annually. The UN should also consider reviewing and merging some ORGs and areas of convergence to enhance synergies and reduce duplication. The PRG and ORGs should develop an implementation plan with timelines to implement MTE recommendations one month after approval of MTE report.

Impact: Based on the current progress on impact indicators, impact under health has been largely achieved while it is less likely that the impact UNDAF envisaged under other areas will be realised by 2020. It is therefore recommended that the targets be revised and stated in a way that is realistic and achievable in the remaining period of UNDAF implementation.

Sustainability: The UN through ORGs should engage MDAs and LGs more in UNDAF activities at all levels including implementation, review meetings and field monitoring of interventions. In addition, UN should continue strengthening the technical and institutional capacity for MDAs, LGs and IPs.

M&E Framework: Given the centrality of Monitoring and Evaluation (M&E) function in monitoring and reporting on the results of the UNDAF, it is critically important that the JUNT M&E should: i) develop a standalone costed M&E plan for UNDAF and comprehensive indicator definitions; ii) review indicators that are measuring more than one variable and those whose data is not available, review baselines and targets for indicators where 2016 data was not available at UNDAF design; iii) consider adding an indicator to track progress on policy and legal influence; iv) UNDAF Pillar heads should conduct UNDAF quarterly and annual review meetings; v) the JUNT M&E should commission special studies on a) establishing the extent to which some initiatives (joint programmes, common services) have contributed towards efficiency of UNDAF; b) implications of the UN reforms and new generation UNDAF on UNDAF structure and functionality; c) the underlying factors leading to poor learning outcomes at P.3 compared to P.6; d) causes of increasing violence against boys and e) to collect data for indicators with no data.

UN Reforms and the Next UNDAF (2021-2025): The RCO should: i) fast-track the recruitment and alignment of the existing skillset (staff) to the proposed core functions under RCO by 1 January 2019; ii) take the lead in mobilizing resources for UNDAF and critical funding gaps for positions fulfilling different functions that correspond to country specific needs, including Peace and Development Advisor, Gender and Human Rights Advisor, the UNACs among others; iii) admit UN agencies that have footprints in the country but not signatory to UNDAF for enhanced effectiveness and efficiency; iv)The UN agencies should consider allocating more resources to the RCO to enhance coordination capacity in the areas of common services, communicating as one and other operational expenses not covered by UN Special Purpose Trust Fund (SPTF); v) all UN agency activities should be incorporated within the UNDAF; vi) GoU should include the refugee response programme into the NDP III to harmonise service delivery to refugees and host communities and put in place a coordinated and single approach to the refugee response taking into consideration both development and humanitarian aspects of the responses; vii) the design of the next UNDAF should be guided by UN reforms and the UN Secretary General guidance for the new generation UNDAF that entail responding to shared trans-boundary, regional and sub-regional development programs to cater for challenges; transition to a re-invigorated RC's office; making use of historical data on expenditures to construct more realistic UNDAF budgets; fast-tracking the full roll-out of UNINFO; developing a joint resource mobilization strategy and plan for UNDAF; focusing support for key interventions with a multiplier effect.

1.0 INTRODUCTION AND BACKGROUND

1.1 Introduction
The United Nations Development Assistance Framework (UNDAF) is the common strategic framework for the operational activities of the United Nations System (UNS) at country level. It provides a collective, coherent and integrated UNS response to national priorities and needs within the framework of the 2030 Agenda for Sustainable Development and the commitments, goals and targets of the international conferences, summits, conventions and human rights instruments of the UNS.

The design of the UNDAF 2016–2020 for Uganda was inclusive, participatory, evidence-based and informed by several strategic discussions both within the United Nations (UN), Government of Uganda (GoU) and other key stakeholders. The UNDAF 2016-2020 contributes to the overall goal of Uganda's Vision 2040 of: "Transforming Uganda from a predominantly peasant and low-income country of per capita income USD 506 to a competitive upper middle-income country of per capita income USD 9,500", and the second National Development Plan (NDPII). The UNDAF was developed in line with the principles of "UN Delivering as One" (DaO), aimed at making the UN more coordinated, efficient and effective. The UN prioritized three out of the five Strategic Intents of the NDP II. The three pillars are Governance, Human Capital Development (HCD) and Sustainable and Inclusive Economic Development (SIED). The detailed results framework is attached in Annex 2.

Shaped by the four United Nations Development Group (UNDG) programming principles (Leaving No One Behind; Human Rights, Gender Equality, and Women's Empowerment; Sustainability and Resilience; and Accountability), the UNDAF has a broad-based Results Framework that details the outcome indicators, outputs, planned interventions and partners, and illustrates the vertical linkages between outcomes as well as the causality association between the outputs and outcomes.

The UNDAF design was underpinned by a theory of change articulated by GoU in its Vision 2040. Good governance is considered a pre-condition for the realization of quality human capital, which in turn is the driver for SIED. Early realization of good governance by the end of 2020 will be critical to provide a basis for achievement of HCD by 2025, which will drive SIED by 2035. The resident UN agencies contributing to UNDAF are FAO, IOM, UNDP, UNAIDS, UNHCR, UNICEF, UNFPA, UN Women, OHCHR, WHO and WFP while the non-resident agencies include UNEP, ILO; UNCDF, UNIDO and UNESCO. In June 2018, the UNDAF (2016-2020) implementation was halfway, amidst remarkable changes and emerging issues in context, assumptions, and national and global agendas – including New Way of Working and the Comprehensive Refugee Response Framework (CRRF), as well as the South Sudan refugee crisis, which were non-evident at the time of UNDAF design. In addition, a wealth of data/statistics from Uganda Demographic Health Survey (UDHS), Uganda National Household Survey (UNHS) and National Housing and Population Census had become available and could allow the United Nations Country Team (UNCT) to update their understanding of the country situation and reorient/adapt UNDAF programming. In this context therefore, the UNCT contracted 'Provide and Equip Limited', an independent evaluation firm, to conduct the mid-term evaluation (MTE) of UNDAF.

This MTE report has four sections. Section 1 is the Introduction and Background - Objectives, Scope and Methodology and Limitations. Section 2 covers the National Development Context. Section 3 presents the Findings; and Section 4 contains General Conclusions, Lessons Learned and Recommendations.

1.2 Purpose of the Mid-term Evaluation
The MTE aimed at assessing the extent to which the UNDAF results have been achieved and or/the potential of achieving them in the remaining period and the effectiveness of the strategies and interventions used (Accountability to stakeholders). It also aimed at examining in the context of UNDAF: what works and

should be improved; what does not work and should be dropped; and what is missing (emerging issues) and should be added; and the documenting and use of information to inform implementation in the next two and a half years and next generation of UNDAF (Learning). The specific objectives were:

  i.   To assess the contributions made to date/expected contributions by the UN in the framework of the UNDAF 2016-2020 to national development results and the Sustainable Development Goals (SDGs)/leaving no one behind

 ii.   To examine the factors affecting UN's contribution (enabling factors and bottlenecks), and review emerging contextual challenges and opportunities affecting UNDAF implementation

iii.   To generate actionable recommendations for improving the UN's contribution, especially for incorporation into the remaining two years of implementation and in next generation of UNDAF, 2021.

1.3 Scope of the MTE

The MTE covered the first two and a half operational years (January 2016 to June 2018) of UNDAF and used the Organization of European Cooperation and Development /Development Assistance Committee (OECD/DAC) evaluation criteria. The evaluation assessed the three UNDAF Strategic Intent Pillars and the 12 outcome areas therein contained and the joint programmes and work plans. It also examined the theory of change underpinning UNDAF (including the transformative approach) and the functionality of the UNDAF management structure and the Delivering as One (DaO) modality. The UNDAF results framework was also analysed to ascertain the relevance of the indicators, targets and credibility of data sources. The UNDAF Strategic and Integrated Research, Monitoring and Evaluation Plan (IMEP) was analysed to measure the extent to which the studies/surveys/evaluations that were planned to inform UNDAF implementation were conducted. The extent to which UNDAF integrated the UNDG programming principles, including the 'Leaving No One Behind' Principle was examined. In addition, the evaluation examined emerging issues in the context that were likely to have profound impact on UNDAF implementation. These included the UN reforms and refugees among others. The evaluation covered 21 districts, including refugee hosting districts. The evaluation was scoped to allow for inputs from all resident and non-resident UN agencies contributing to UNDAF.

The evaluation matrix (Annex 4) was established to agree upon the questions and sub-questions to be asked against each evaluation criteria. These criteria were the basis for analysis of the UN's work within the country and the 12 outcomes areas, inclusive of the UNDAF coordination architecture. The evaluation draws on the OECD/DAC evaluation criteria of: Relevance, Effectiveness, Efficiency, Impact and Sustainability with the following focus and definition.

Relevance: the extent to which the objectives of the UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including human rights and the recommendations of human rights mechanisms, sustainable development, environment and gender equality. The extent to which the UNCT has been able to adapt to changing circumstances in the country so that UN interventions and any results achieved will continue to be relevant.

Effectiveness: the extent to which the UNCT contributed to or is likely to contribute to the outcomes defined in the UNDAF. How unintended results, if any, have affected national development positively or negatively and to what extent these issues were foreseen and managed.

Efficiency: How the UN in Uganda's ways of working affected progress on results and the implementation of UNDAF programming strategies and UN programming principles. The extent to which outcomes are achieved through effective coordination and the appropriate level of resourcing and maintenance of minimum transaction costs (funds, expertise, time, administrative costs, etc.). How the pillar system and the coordination structures contribute to: i) results and enhanced synergies among contributing programmes,

including joint programming and joint programmes; and ii) effective implementation of UNDAF core strategies and UN programming principles (if joint resource mobilization has successfully filled resource gaps).

Impact: the extent to which the UNDAF has targeted the poorest and marginalized people and has led to or likely to contribute to the reduction of inequalities. If changes in the national development indicators can be realistically associated with UNDAF implementation. The contribution the UNDAF has made to working with key strategic partners, reaching the poor, vulnerable and marginalized. If human rights and gender equality principles were applied and what observable impact is identified in Uganda to date.

Sustainability: the extent to which capacity building interventions in the current UNDAF cycle are likely to contribute to the sustainability of programme results, after it has been completed. How complementarities, collaboration or synergies are fostered by UNDAF and contributed to greater sustainability of results. If the UNDAF responds to challenges of national capacity development and promotes ownership of programmes.

1.4 Methodology

Approach: A mixed method approach utilizing both qualitative and quantitative data was adopted, focusing practically on a rapid desk review (data analysis) of relevant documentation, existing UN and agency specific surveys and evaluations, joint UNDAF review reports, as well as documents from the Government of Uganda (GoU) during the current UNDAF cycle. The MTE sampling frame involved all key MDAs and 31 districts from which the 21 districts were purposively selected, based on the presence of refugees, regional balance, presence of multiple UN interventions, cross border issues, emerging issues (biodiversity loss, land conflict attributed to oil and gas discovery) and coverage of UNDAF pillars and outcomes. The justification for selection of districts for this MTE is shown in Annex 5. Quantitative information was analyzed, including findings from the analysis of UNDAF budget utilization rates per outcome across the first two and half operational years of UNDAF to augment the qualitative inputs received. The data collection methods used included:

Desk review of documents: The full list of documents reviewed is attached as Annex 8.

Key Informant Interviews (KIIs): Respondents for KIIs were selected based on the level of involvement in management and implementation of UNDAF. These included UNDAF pillar lead sand co-leads, Outcome Results Group (ORG) chairs and co-chairs, Programme Reference Group (PRG), Heads of UN agencies, ORG focal points, and technical heads of Ministries, Departments and Agencies (MDAs), district technical staff, UNDAF implementing partners and responsible parties. KII guides attached in Annex 3 were used to gather in-depth information from the key stakeholders. The full list of institutions and people consulted is attached in Annex 8.

Structured Interviews: Structured interviews were conducted among UN agencies, GoU and UNDAF implementing partners and responsible parties. A structured questionnaire was used to capture data as attached in Annex 3. To ensure accuracy and completeness of data, face-to-face interviews were conducted. Online methods such as emails, Skype and telephone were used to cater for the busy schedules of some respondents and the non-resident UN agencies.

a. **Focus Group Discussions (FGDs):** Focus group discussions were conducted using FGD guides (Annex 3) among programme beneficiaries of the three UNDAF pillars to gain in-depth information about perceptions of programme benefits and limitations. The FGDs were conducted separately among adult women and men as well as among youth males and females (15-24 years) to enable free expression and participation.

b. **Success Stories:** Success story guide (Annex 3) was used to capture life-changing experiences resulting from the programme interventions.

c. **Observation:** A brief observation checklist (Annex 3) was used to guide the observatory activities on aspects that can be observed such as deforestation/afforestation, infrastructure as well as humanitarian settings/ refugee hosting districts and in the settlements.

d. **Validation Workshop:** Validation/consultation meetings were conducted at ORG, PRG, UNCT, Technical and UN–GoU level. A national validation workshop was also held to obtain feedback from various stakeholders.

Data Quality Assurance: The quality of data was maintained throughout the process through: (a) use of reliable sources of information, corroboration and cross-referencing with other credible sources; (b) rigorous training of the research team to ensure that they are fully conversant with the use of tools; (c) pre-testing and reviewing the data collection tools; (d) research team members and supervisors cross-check each filled in data collection tool for completeness, consistency, and legibility (checking was done during the day and at the end of the day so that corrections are done before RAs leave the sites); (e) daily de-briefs among the research team; (f) conducting random spot checks by supervisors in the field to validate the authenticity of compiled data; (g) the database was further cleaned by running logical checks to determine and eliminate outliers and errors.

Ethical Considerations: Informed written/oral consent (Annex 3) was obtained from respondents before any interview was conducted; confidentiality of all data collected from various respondents was maintained throughout data collection process by anonymity of responses; and avoiding information considered private and/or infringing on the privacy of respondents.

Limitations: The major limitation of the evaluation was on availability and accuracy of data on indicators. The UN Knowledge Management System (KMS) from which data used in this MTE lacked complete and up-to-date data particularly for the year 2018. This provided an incomplete picture on performance and expenditure. UNDAF indicators lacked definitions to ensure standard understanding and measurement.

2.0 UGANDA NATIONAL DEVELOPMENT CONTEXT

Uganda has made significant development progress over the last 50 years and has transitioned from recovery to growth (NDP II). Since 2002, the economy has grown at an average of 6.4% annually[5]; Uganda's population has increased by 10.7 million from 2002 to 34.9 million in 2014, representing a growth rate of 3.03% per annum[6]. The GoU has developed a 30-year vision, to develop from a predominantly peasant and low-income country to a competitive upper middle-income country by 2040. The GoU strategy is to implement Vision 2040 through three 10-year plans, six 5-year NDPs and other sub-national level frameworks. One of GoU's priorities for achieving Vision 2040 is to address the country's population growth. The GoU is currently implementing the second NDP from which the three strategic intent pillars (Governance, HCD and SIED) of UNDAF 2016–2020 were designed to contribute towards transformative development. The operational structures for UNDAF include the Joint Steering Committee (JSC), the Resident Coordinator (RC), the UNCT, the SIPs, the ORGs and their Joint Work Plans, the Advisory Groups (ADG), the technical support teams from Operations Management Team (OMT), UN Communications Group (UNCG) and Joint UN Team on Monitoring and Evaluation (M&E).

2.1 Governance

According to the 2017 Uganda Bureau of Statistics (UBOS) National Governance, Peace and Security Survey, the level of human rights awareness in Uganda is at 98% for the population aged 18 years and above, while 3 out of every 5 Ugandans (60%) are of the opinion that human rights are respected in Uganda. In addition, awareness of the right to vote among persons aged 18 years is 95% and 70% of these are aware of their right to access information for voting, with awareness higher among males (76%) than females (64%)[7]. Similarly, awareness about roles of structures for peace and security was at 72% for LCs and 68% for Uganda Police Force. The LC system is the most trusted institution under Justice Law and Order Sector (JLOS) at (88%), while only 52% of Ugandans were of the view that the courts of Judicature in the country operate independently. Only 7% of the population reported to have trust in public institutions and 46% trust the Uganda Police Force. Only 3 out of every 10 Ugandans (29%) think that the government takes into account the voices of the opposition political parties, while 54% indicated that the government needs to take into account the voice of Civil Society Organisations (CSOs) and the private sector.

Attitudes towards gender equality and empowerment of women remain largely negative, with only 30% of men expressing that they would vote for a female candidate if both female and male candidates had the same qualifications, the lowest being in Western Uganda where only 15% of men would vote for a woman. 30% of men consider it the fault of teenage girls if they are raped[8].

According to the 2018 Annual National Performance Assessment Report, the percentage of unqualified audit reports (MDAs, Statutory Bodies) was 90% against an Accountability Sector Strategic Investment Plan (ASSIP) target of 85% and an institutional target of 100% from 69 MDA's and 40 statutory authorities that were audited. Related to this, the percentage of unqualified audit reports for Local Governments (LGs) was 93.6% against an ASSIP target of 88% from 115 higher level LGs audited. The percentage of central government entities complying with set financial reporting standards and the percentage of donor funded projects complying with financing agreements ToR were 90% and 95% respectively, compared to the institutional target of 100%. In 2017, Uganda was ranked 151 out of the 180 countries measured with a Corruption Perception Index (CPI) of 26% which was equivalent to ASSIP target of 26%.

Refugees: Uganda is one of the largest asylum countries worldwide, and the largest in Africa, with some 1.1 million refugees as of end November 2018. The refugee population has tripled since 2015, mainly due

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[5]National Housing and Population Census, 2014
[6] National Population and Housing Census, 2014
[7] Uganda Bureau of Statistics (UBOS) National Governance, Peace and Security Survey, 2017
[8] Governance, Peace and Security Survey Report (2017) UBOS.

to mass influxes from South Sudan. Uganda's policy framework for refugees is one of the most progressive worldwide, including open borders, a settlement approach, freedom of movement and the right to work. Refugees are integrated into the NDP II and benefit from public service delivery on par with nationals. There are 11 refugee-hosting districts which are among the least developed in the country with some of the lowest indicators in education and health. These districts have absorbed huge additional populations while struggling to provide adequate services for the existing hosting communities. Refugee-hosting districts are now recognized under the vulnerability criteria of NDP II, making them a priority for development interventions and providing an opportunity to engage various actors to comprehensively respond to the humanitarian and development needs of refugee-hosting districts and the entirety of their population – both refugees and Ugandan nationals.

2.2 Human Capital Development

Education: The Education Sector Strategic Plan (2017/18 – 2019/20) has three strategic objectives as follows: to enable the MoES fulfil its mission, which is "to support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development"; to guide all sub-sectors in their regular medium-term and annual planning and budgeting exercises; and to enable the MoES, as sector coordinator, negotiate with other government agencies, other actors in the education sector, and external funding agencies the scope and use of their investments in the education sector. The total enrolment at primary level increased from 7,354,153 in 2002 to 8,374,648 in 2010 and 8,655,924 in 2016[9]. However, public expenditure on primary education as a percentage of Gross Domestic Product (GDP) reduced from 2.2% in 2002 to 1.02% in 2016. The Primary School Gross Enrolment Ratio (GER) is 117% (boys 118% and girls 116%). Net Enrolment Ratio for Uganda was 80% in 2016/17[10].

Health: Good health is instrumental in facilitating socio-economic transformation[11]. Uganda has registered remarkable improvements in key health impact indicators. For instance, maternal mortality ratio (MMR) reduced from 527 per 100,000 live births (UDHS 1995) to 435 per 100,000 live births (UDHS 2006) to 438 (UDHS 2011) and 336 (UDHS 2016). The MMR in Uganda has fallen by approximately 33% over the past 20 years, which is still lower than the global reduction of 45% over the same period. The UDHS 2016 shows that Neonatal Mortality rate has stagnated at 27 per 1,000 live births. Similarly, Infant Mortality rate has drastically reduced from 88 deaths per 1,000 live births in 2001 to 43 deaths per 1,000 live births in 2016. In addition, the under-five mortality rate has reduced from 152 deaths per 1,000 live births in 2001 to 64 deaths per 1,000 live births in 2016.

Social Protection: The Social Progress Index (SPI) Report 2017, ranked Uganda 111 out of 128 countries with a score of 49.59, compared to the global average of 64.85 (SPI, 2017)[12]. In addition, Uganda ranked 121 out of 159 countries in the 2016 Gender Inequality Index (GII), with a score of 0.522, compared to the global average of 0.443[13]. GoU approved the National Social Protection Policy and action plan in March 2016 and has since made continued concerted efforts to support the implementation framework of the policy, including the development of a roadmap that was adopted in 2017.

Gender Based Violence (GBV) and Violence against Children (VAC):
The GoU has put in place laws, policies and national strategies to prevent and control GBV and VAC such as the provision on the right to education under the 1995 Constitution and the Education Act 2008. Article 24 of the Constitution protects every person, including children, from any form of torture, cruel, inhuman

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[9]Ministry of Education Fact Sheet 2002-2016
[10] Uganda National Household Survey 2016/2017
[11]Uganda's Vision 2040,

[12]Scores range between 0 – 100. The index benchmarks basic human needs, foundations of wellbeing (education, health, access to information, and quality of the environment), and opportunity (rights, freedoms, tolerance and inclusion). According to the index, an inclusive society is one where every individual can pursue his or her human right to a life of dignity and worth.

[13]The GII ranges between 0, which represents perfect equality, and 1, which represents inequality.

or degrading treatment or punishment. The GBV - National Action Plan (NAP) was also launched and it guides national and LG interventions aimed at preventing and responding to GBV. The Second Uganda National Action Plan for UN Security Council Resolution (UNSCR) 1325 on Women, Peace and Security ended in 2016 and the NAP 1325 III is currently under development. NAP does not only address GBV but addresses the whole issue of peace and security for women, including the participation of women in peace processes, peace building and conflict prevention and resolution. The third NAP is hoped to encompass the humanitarian response, which was a key issue absent in the second NAP.

Despite the above policies and laws, GBV and VAC cases are prevalent in Uganda. Women in Uganda are more than twice as likely to experience sexual violence as men (UDHS, 2016). Serious challenges remain in this area, with the UDHS 2016 revealing that 51% of women have experienced violence and more than 1 in 5 women aged 15-49 years (22%) reporting that they had experienced sexual violence. About 46% of girls are married below the age of 18 (UNICEF, 2015). The 2018 National Survey on VAC reveals high levels of all forms of violence against boys and girls.

HIV and AIDS Response: Since the early 1980s, the HIV and AIDS epidemic has had great impact on the population with an unacceptably high HIV prevalence among those aged 15 to 49 years estimated at 6%[14] down from 7.3 % in 2011[15]. In 2016, the number of people in the country estimated living with HIV was estimated at 1,300,000 of which 73% knew their HIV positive status. Of those who were HIV positive, 67% were on Anti-Retroviral Therapy (ART) and close to 60% were virally suppressed[16]. Adult HIV prevalence was higher among women at 7.5% compared to 4.3% among men. It was also higher among residents of urban areas (7.1%) compared to 5.5% in rural areas. Among women and men, HIV prevalence declined from 8.3% and 6.1% in 2011 for women to 7.5% and 4.3% in 2016 for men. In urban areas, it declined from 8.7% to 7.1%, while in rural areas it fell from 7.0% to 5.5%. The number of children born with HIV infection in Uganda declined by 86% between 2011 and 2015[17], the biggest fall in any of the 22 high burden countries including those in Eastern and Southern Africa (ESA). At the end of 2015, only 4,000 new paediatric HIV infections occurred in the country.

2.3 Sustainable and Inclusive Economic Development
Natural Resource Management and Climate Change Resilience: The economy of Uganda is highly vulnerable to climate change and the impacts of climate change are likely to adversely affect the ability of physical and biological systems to sustain human development, including socioeconomic development[18]. National forest coverage as a percentage of total land surface area declined from 24% in 1990 to 14% in 2015, while national wetlands coverage as a percentage of the total land area declined from 15.6% in 1994 to 8% in 2014[19].

Infrastructure, Production and Trade: The NDP II prioritized investments in oil and gas, energy, transport and water for production as well as Information and Communications Technology (ICT) as key growth potentials. This is in line with the *UNDAF outcome 3.2 Infrastructure, Production, Trade*. In terms of production, agriculture, forestry and fishing sector accounted for 25% of total output in Financial Year (FY) 2016/17; the sector had a growth of 1% which was lower than 3% recorded in FY 2015/16. The industrial sector contributed 19% of total GDP in FY 2016/17 and is estimated to have grown by 3% from 5% in the previous year[20]. The service sector posted slower growth of 5% during the year compared to 6% recorded in the previous fiscal year. Agriculture is the core sector of Uganda's economy and presents a

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[14]Uganda Population-based HIV Impact Assessment (UPHIA), 2016
15 Uganda Aids Indicator Survey, 2011
[16]Uganda Population-based HIV Impact Assessment (UPHIA), 2016
[17]Ministry of Health Annual Health Sector Performance Report, 2016/2017
[18]Uganda National Climate Change Policy, 2015
[19]National Planning Authority, 2017
[20]Ministry of Finance Planning and Economic Development (MoFPED), Background to Budget FY 2017/18

great opportunity for poverty eradication because it employs over 80% of Uganda's labour force[21]. However, subsistence agriculture is still predominantly practiced at 69% in Uganda[22], leading to low productivity and earnings. The total export earnings for the period April 2016 to March 2017 were estimated at US$ 3,031.4 million, an increase of 13% compared to the similar period ending March, 2016. Cargo exports increased from 32,660 tonnes in 2015 to 39,376 tonnes in 2016, representing a 21% increase. Imports declined from 21,789 tonnes in 2015 to 20,182 tonnes in 2016, representing a 7% decline[23].

Employment
The UNHS 2012/13 indicated that the total employed population was estimated at 7.9 million people which is 48% of the working age population. The overall unemployment rate was 9% in 2012/13 with the females experiencing higher unemployment rate (11%) compared to males (8%). Nationally, the Labour Force Participation Rate (LFPR) is at 52% and Employment to Population Ratio (EPR) at 48%. The LFPR is higher for males (60%) than females (46%). Similarly, the EPR was higher for males (56%) than females (40%). The national unemployment rate is 9%. Only 38% of persons in employment were in paid employment with a higher proportion of males (46%) compared to females (28%). The proportion of females in paid employment is 37% while the females are the majority for persons in self-employment (53%). Youth unemployment remains high at 11% (13.7% females, 8.9% males) in Uganda (UNDP, 2015) and it is higher than the national average unemployment rate of 9.4%. Agriculture has been a key sector in job creation, employing 80% of the working population, with 68% of these employed in subsistence agriculture[24].

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[21](State of Uganda Population Report, MoFPED, 2017)
22 Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), 2016
23 MoFPED Background to Budget FY 2017/18
24 State of Uganda Population Report, MoFPED, 2017

3.0 FINDINGS

This section presents the findings of the MTE, structured according to the following sub-sections: DaO, relevance, effectiveness, efficiency, impact, sustainability, cross-cutting issues, emerging issues, theory of change, M&E framework, Integrated Monitoring and Evaluation Plan (IMEP), transformative approach, integration of UNDG programming principles, UN reforms including new approaches to financing being considered by UNDAF, UNDAF management, coordination and implementation modalities.

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3.2 Relevance

Under relevance, the MTE assessed UNDAF alignment to international and national development frameworks, emerging issues, appropriateness of the management structure, UN programming principles, new financing approaches and the theory of change.

Alignment to national and international priorities

The three UNDAF SIPs, the 12 outcomes and the overall results framework resonate strongly with the national development priorities stimulated in NDP II and the Vision 2040 and represent sound and sustainable partnerships with GoU. The design of UNDAF was informed by the same situation analysis that was conducted to inform the development of NDP II. In addition, the two frameworks were launched on the same day, June 11, 2015. The Governance pillar is aligned to NDP II Objective 4 (strengthen mechanisms for quality, effective and efficient service delivery) and to goals 5, 10, 16, and 17 of the SDGs; HCD pillar is aligned to NDP II Objective 3 (enhance HCD) and SIED is aligned to NDP II Objectives 1 (increase sustainable production, productivity and value addition in key growth opportunities) and 2 (increase the stock and quality of strategic infrastructure to accelerate the country's competitiveness). The NDP II is aligned to SDGs as shown in Annex 6.

The majority of respondents (95%) agreed to the statement that the UN support outcomes reflect national priorities in Vision 2040 and NDP II. The majority of the respondents (90%) agreed that the UN support outcomes are relevant to SDGs. Almost all respondents (97%) agreed to the statement that work carried out by the UN is relevant to partner and community needs, that is UN agencies (100%), MDAs (100%), districts (96%) and CSOs (92%). At national, district and community level, the respondents reported that UNDAF interventions were relevant to the needs of community/beneficiaries as shown by beneficiary voices in text box.

> *"UNDAF is very relevant. It addresses identified government priorities that are informed by evidence,"* remarked a district level KI.
>
> *"The UNDAF is relevant; 90% was aligned to SDGs as well as NDPII. The specific agency plans are also aligned to specific sector plans for example FAO activities are in line with the agriculture sector strategic plan,"* remarked a national level KI.

However, a few respondents had differing views regarding UNDAF relevance as illustrated in quotes below:

> *"Copying and pasting NDP II pillars does not necessarily reflect relevance nor does it reflect UN strategic support. The UN should ask GoU key priority interventions they want UN to support and intensively invest in those for greater impact rather than being everywhere with scattered small interventions,"* remarked one UN KI respondent.
>
> *"UN-supported interventions are not aligned to priority interventions in sector plans and District Development Plans. The UN should not come with their prescribed interventions but should fund those prioritized by sectors and districts,"* said one national level KI respondent.

Some IPs were of the view that the UNDAF is overly driven by UN agencies based on their respective organizational mandates and priorities, which sometimes may not align to institutional strategic plans and priorities.

> *"We as an association have our strategic plan for five years but the UN support only comes with predetermined activities to fit in their work-plans rather than in our plans,"* remarked a national level KI.

Emerging issues

A number of emerging issues were identified during MTE that had not been catered for at UNDAF design stage and the UN was flexible to address some them. The identified emerging issues included:

Increasing cases of humanitarian aid beneficiaries resulting from land conflicts – the MTE found out that land conflicts for example the Apaa land conflict in Adjumani and Amuru district emerged and required emergency interventions in terms of food supply and health care for the victims of violence resulting from the conflict.

Post-election violence - the post-election violence following the 2016 general elections and subsequent by-elections was reported to have negatively affected the implementation of UNDAF activities.

The refugee influx and the development needs of refugee-hosting districts - this was cited as a major emerging issue. This was caused by the South Sudan refugee crisis that was at a much smaller scale at the time of UNDAF design. The exponential increase in the number of refugees since 2016 has affected the host communities in terms of needs for development interventions in education, health, water and sanitation and employment to accommodate 1.1million refugees. The inclusion of refugees into NDP II and the application of the CRRF has facilitated the understanding the humanitarian assistance as the first step to save lives in an emergency, whereas development interventions and a holistic areas-based approach are needed for socio-economic strengthening of the refugee-hosting districts, for both refugees and the host population. This approach is reflected in UNDAF programming and resource allocation.

Outbreak of diseases epidemics - Outbreak of diseases epidemics such as Ebola, cholera and Marburg both in country and neighbouring countries.

Climate change – impacts of climate change such as Mt. Elgon landslides and flush floods in Rwenzori, flooding in Teso region, drought in Karamoja region and the cattle corridor have been cited as emerging issues that have affected communities and calls for reprograming to ensure resilience of communities as well as the coping mechanism.

Shrinking resource envelope – the international shrinking resource envelope for interventions in climate change, health, education, social protection and HIV/AIDS-affected UNDAF interventions. For instance, there are no country fund allocations for climate change since funds have to be competed for under the Green Climate Fund.

FGM – criminalizing FGM has pushed the practice 'underground' on infants because it is regarded as an essential rite of passage. It was also reported by FGD participants that in communities near Kenya such as in districts of Bukwo and Kween, people cross to the neighbouring communities in Kenya and carry out FGM. This may require working with cultural leaders to identify alternative rites of passage.

High levels of physical violence against boys - 7 in 10 males (68%) experience physical violence during their childhood, with nearly half experiencing it at the hands of parents or adult caregivers[25].

Drastic reduction in prices of agricultural produce – low prices of agriculture produce such as maize (from about UGX 1,500 per kilogram in 2016 to UGX 500 in 2018) has reportedly resulted in the abandonment of farming projects in some districts which have negatively affected UN funded interventions in agriculture and livelihoods.

Pests and diseases - pests and diseases such as the army worm-affected crop (maize) production in the years 2016 and 2017. This impacted on the feeding programs by UN in the humanitarian response areas. Diseases such as foot and mouth disease of cattle and goat plague were rife in the Karamoja region and Isingiro.

Escalating poverty levels - communities reported poverty levels to have increased, coupled with low prices of agricultural produce contributing to making people abandon some UN-supported interventions.

Human trafficking - a number people were reportedly being taken to the Middle East for domestic labour; and there have been reports of exploitation and abuse. This is highly linked to youth unemployment.

> The majority of the respondents (87%) agreed to the statement that "UN support has responded to significant changes (emerging issues such as climate changes, non-communicable diseases and refugee influx) happening in the country context".

Appropriateness of the UNDAF management structure
The views of respondents, which included UN agencies, MDAs and Districts (District Technical Officials) on UNDAF management, coordination and implementation modalities were as follows:

Appropriateness and functionality of UNDAF Management Structure: Overall, the majority of respondents (68% n=192) strongly agreed/agreed that the UNDAF management structure is appropriate, followed by those who were indifferent (21%), and those who disagreed (11%).

Distribution of roles and responsibilities among the different UN partners: The majority of respondents (73%n= 192) strongly/agreed that the distribution of roles and responsibilities among the different UN partners are well-defined and facilitated, followed by 12% of those who disagreed and 12% who were indifferent.

UNDAF monitoring and evaluation arrangements: Less than two thirds of respondents (64% n=192) strongly agreed/agreed that UNDAF monitoring and evaluation arrangements are appropriate, while 32% were indifferent, and 4.5% disagreed.

The weaknesses highlighted included the following:
PRG and some ORGs did not hold meetings as often as they should but even when they meet the member participation is not as expected and in some instances, some ORGs simply send information via email and there is limited face-to-face discussion.
- The SIP teams were said not to be interacting enough with PRGs and ORGs in terms of feedback (technical level)

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[25]National VAC survey 2018

COMMENT

Commented [NK2]: I thought this was taken to efficiency section

Commented [NK3]:

- Limited interaction of technical staff across ORGs which results into some cross-cutting issues not being addressed. For instance, climate change and gender are cross cutting issues yet different ORGs treat them as falling under particular ORGs
- Limited participation of GoU in various ORG and PRG meetings hence limited representation
- Limited number of staff per agency participating in UNDAF activities.

Functionality of UNDAF Strategic Intent Pillars and ORGs: The MTE assessed the functionality of the SIPs and ORGs based on the following assessment criteria:

Assessment criteria: SIPs
1. The SIP meets twice a year with the ORG conveners within the Pillar, in preparation for the annual meetings with ICSC government team
2. SIP chairs meet among themselves at least once a year, and interact with the PRG, and other Advisory Groups, as needed, for mainstreaming prioritized themes and arresting policy bottlenecks
3. The SIP Chair monitors the results of the Strategic Intent indicators and ensures that the ORGs under the Pillar are on track for monitoring and reporting on the Outcomes.

Assessment Criteria: ORGs
1. There is clear division of labor between the ORG lead and alternate and this is communicated to UNCT and RC
2. ORG is led by a designated Head of Agency, who is a member of UNCT, and who delegates responsibility for the management of an ORG, yet remains fully accountable for driving joint approaches for results, as well as monitoring and reporting within a harmonized and coordinated framework
3. The ORG meets every three months (4 times/year) with their members, including the M&E team representation, and regularly with representation from one or both of the Advisory Committees on Human Rights and Gender, to review all progress indicators for outputs and outcomes
4. ORG meetings are comprised of members from all involved UN Agencies within the outcome results group and the ORG convener, minutes are uploaded to KMS
5. ORG conveners meet with the SIP leads four times a year and invite UN Communications Group members to these meetings
6. The joint ORG work plans are signed with the government, wherever possible. Normally, line ministries that are technical or programme partners could be signatories
7. ORG determine and advise UNCT on areas that require emphasis and that have cross-cutting policy related content that can be referred to the SIP and UNCT members for further work.

At SIP level, only one pillar (governance) was partially functional, the rest were not functional. Out of twelve ORGs, one ORG (ORG 2.5) was functional, five were partially functional and six were not functional as shown in Table 1.

Table 1: Functionality of UNDAF Strategic Intent Pillars and ORGs

No.	SIP	Functionality
I	Governance	🟨
II	HCD	🟥
III	SIED	🟥
	ORG	
1.	ORG 1.1- Rule of Law and Constitutional Democracy	🟨
2.	ORG 1.2- Human Rights and Gender Equality	🟨
3.	ORG 1.3-Institutional Development Transparency and Accountability	🟥
4.	ORG 1.4-Peace Security and Resilience	🟨
5.	ORG 2.1-Learning and Skills Development	🟨

No.	SIP	Functionality
6.	ORG 2.2- Health	
7.	ORG 2.3-Social Protection	
8.	ORG 2.4-Addressing GBV and VAC	
9.	ORG 2.5-HIV and AIDS response	
10.	ORG 3.1-Natural Resource Management and Climate Change Resilience	
11.	ORG 3.2-Infrastruture Production and Trade	
12.	ORG 3.3-Employment	

Key

	Functional
	Partially functional
	Not functional

Integration of UNDG Programming Principles

The MTE noted good results in addressing the UN programming principles of human rights, gender equality and women's empowerment; sustainability and resilience; and accountability with leaving no one behind as the overarching principle that unifies UN programming, policy and advocacy efforts. The four programming principles have been well addressed at all levels of theory of change, design and implementation of UNDAF. Gender issues were implemented as cross-cutting issues in programming across agency CPDs and were mainstreamed across interventions. Service delivery data was disaggregated by gender within reports. The UNDAF joint programmes such as the FGM and KARUNA targeted marginalized, vulnerable groups such as adolescent females, PLHIV, refugees and people living in hard-to-reach areas such as Karamoja region.

At design level, human rights, gender equality and women's empowerment; sustainability and resilience; and accountability have clearly featured under outcome result groups 1.2, 2.4, 1.4 and 2.1 most of these are under the Governance pillar, as good governance is seen to be a precondition for human capital development and sustainable and inclusive economic development. Similarly, other agency specific CDPs have UNDG Programming Principles integrated.

Leaving no one behind has also featured well at both design and implementation levels of UNDAF. ORGs 2.1, 2.2, 2.3 and 2.5 focusing on education, health, social protection and HIV/AIDS response respectively have contributed towards the commitment of the UN to address the multidimensional causes of poverty, inequalities and discrimination, and reduce vulnerabilities of the most marginalized in society, including refugees. UNDAF targets northern and eastern Uganda districts which rank least on the human development index. However, UNDAF interventions have not targeted well some minority communities such as the Batwa and Ik people.

Results from the MTE survey affirm to this where almost all respondents (95%, n=192) agreed that human rights, gender equality and women's empowerment are mainstreamed in UNDAF, and more than 65% agreed that sustainability and resilience; accountability as well as the overarching principle of leaving no one behind has been addressed by UNDAF.

Transformative Approach

The MTE noted concerted effort towards UNDAF's transformative approach through collaborative joint planning, including development of clear theory of change, strengthening governance and management through establishment of a Joint UNDAF Steering Committee, and sharpening the UN's focus on its normative role.

The twelve UNDAF outcomes have been designed to trigger sequential transformation in Uganda and they have to a greater extent supported the transformative process by moving away from direct implementation, and focusing on providing upstream support by delivering through established GoU and private sector institutions. Results of the MTE survey reveal that, overall, 74% (n=192) of the respondents agree that Local Governments and beneficiaries are involved in planning, implementation and monitoring of UNDAF; 68% agree that the UNDAF promotes ownership of programs by national partners; and 65% agree that institution-building and strengthening have taken place under UNDAF implementation. Examples cited include working through existing staff of MDAs for capacity building and continuity, involvement of key stakeholders such as district LGs in monitoring UN-supported projects.

However, the transformation being a process has not yet been fully integrated and the responses gathered from interviews carried out at MTE indicate that in some instances, some UN agencies were said to be directly implementing interventions. For instance, some UN agencies implement activities directly targeting parliamentarians, others fund/implement directly in districts and schools. It was reported that some agencies directly report to headquarters before country level reporting, which undermines the capacity of the local institution.

Theory of Change
The UNDAF theory of change (ToC) is to a large extent still deemed relevant and valid; it portrays the logical link between inputs, outputs, outcomes and desired impact. The ToC is premised on GoU ToC; and is hence aligned to NDP II priorities and goals. The MTE found that UNDAF design was based on sound assumptions and commitment by the GoU and UN.

However, during the first two and a half operational years of UNDAF, some of the assumptions envisaged have not held true and this is likely to negatively impact the results. For instance: i) the UN has not provided high quality support for the establishment of a high level oversight and learning function; ii) the UN focus on upstream support with limited downstream effort may result into high level policy frameworks that are not translated into desired results at the grassroots; iii) the GoU has focused more on physical infrastructure development in a bid to attain middle income status by 2020. This in part has shifted the focus from good governance and human capital development stated outcomes; and iv) the budget allocation to the social sector is still insufficient to spur the desired change.

3.3 Effectiveness
The MTE assessed the extent to which UNDAF objectives have been or are likely to be achieved and the extent to which the lives of beneficiaries have been improved. The MTE further explored factors that influenced achievement or non-achievement of UNDAF objectives. Findings under effectiveness are presented according to strategic intent pillars, that is governance, HCD and SIED, and by respective ORGs within each strategic intent pillar. UN contributed to the achievement of the following results together with other key unilateral, bi-lateral and multi-lateral development partners in partnership with MDAs, LGs, CSOs and private sector.

Overall, 27.3% of outcome indicator targets (9 out of 33) have already been achieved (attained at least 100% of the target), 2 indicator target (6.0%) are most likely to be achieved (attained 70-99% of the target); 7 indicator targets (21.2%) are likely to be achieved (having attained 25-69% of the target), 10 indicator targets (30.3%) are not likely to be achieved (attained less than 25% of target) while 5 indicator targets (15.2%) were not analysed due to absence of data, as shown in Table 2.

Table 2: Summary performance against outcome indicators

Pillar	UNDAF outcomes	Total indicators	Achieved ≥ 100%	Most likely to be achieved 70-99%	Likely to be achieved 25-69%	Unlikely to be achieved <25%	No data
GOV.	ORG 1.1- Rule of Law and constitutional democracy	3	-	-	1	2	-

Pillar	UNDAF outcomes	Total indicators	Achieved ≥ 100%	Most likely to be achieved 70-99%	Likely to be achieved 25-69%	Unlikely to be achieved <25%	No data
	ORG 1.2- Human Rights and Gender Equality	3	-	-	1	-	2
	ORG 1.3-Institutional Development, Transparency and Accountability	3	2	-	-	1	-
	ORG 1.4-Peace Security and Resilience	2	1	-	-	1	-
HCD	ORG 2.1-Learning and Skills Development	3	-	-	1	2	-
	ORG 2.2- Health	3	-	1	1	1	-
	ORG 2.3-Social Protection	2	-	-	1	-	1
	ORG 2.4-Addressing GBV and VAC	3	2	-	-	-	1
	ORG 2.5-HIV and AIDS response	3	3	-	-	-	-
SIED	ORG 3.1-Natural Resource Management and Climate Change Resilience	3	-	-	2	1	-
	ORG 3.2-Infrastruture Production and Trade	3	-	1	-	1	1
	ORG 3.3-Employment	2	1	-	-	1	-
	Total	**33**	**9**	**2**	**7**	**10**	**5**
			27.3%	6.0%	21.2%	30.3%	15.2%

Source: MTE Analysis

3.3.1 Governance

The governance pillar envisages that by 2020, Good Governance is the back-bone of social and economic transformation of Uganda where a constitutionally-driven rule of law ensures full separation of powers, guarantees peace, gender equality/human rights and equitable access to justice; a participatory democratic system ensures transparent and credible electoral processes; effective, efficient and innovative institutions with functional, decentralized structures that are run by well-informed leaders and ensures equitable access to quality services and a culture of accountability is entrenched in the national value system with zero tolerance for corruption.

Under governance, 3 out of 11 of outcome indicator targets (27.3%) have already been achieved, 2 indicator targets (18.2%) are likely to be achieved, 4 indicator targets (36.3%) are not likely to be achieved while 2 indicators (18.2%) had no data. Table 3 highlights progress made under UNDAF on the governance pillar under the four outcomes.

Table 3: MTE progress under governance pillar

Indicator	Baseline 2016	MTE 2018	Target 2020	Required Change[26]	Actual Change[27]	Achievement towards Target[28]
ORG 1.1- Rule of Law and Constitutional Democracy						
Percentage of people who think Uganda has democracy (or with minor problems), by sex	52.0	46	60	8	-6	-75%
Percentage of people who have trust in courts of law institutions, by sex?	64.0	66	70	6	2	33%
Percentage of women in Parliament	35.0	35	42	7	-	0%
ORG 1.2- Human Rights and Gender Equality						
Percentage strongly agreeing that women should have equal rights and receive same treatment as men do, by sex	61.0	No data	80	19	No data	No data
Extent to which Uganda is compliant to international Human Rights and Standards	Partial	Partial	Fully	Partial	Partial	Partial
Incidence of human rights violations[29]	15.1	No data	0%	No data	No data	No data
ORG 1.3-Institutional Development, Transparency and Accountability						
Status of Corruption Index	26.0	26.0	35	9	-	0%
Percentage who think Government is handling the fight of corruption very well	4.0	26.0	10	6	22	367%
Percentage of local governments meeting standard performance measures of service delivery	84.0	98.0	95	11	14	127%
ORG 1.4-Peace Security and Resilience						
Political Stability and Absence of Violence/Terrorism Score	20.0	23.0	50	30	3	10%
Mortality rate from natural hazards	74.0	37.0	50	-24	-37	154%

Source: Refer to Annex 1 UNDAF Indicator Matrix

Outcome 1.1 Rule of Law and Constitutional Democracy

Under this outcome, it is envisaged that by 2020, rule of law, separation of powers and constitutional democracy are entrenched in Uganda and all individuals are treated equally under the law and have equitable access to justice.

The percentage of people who think Uganda has democracy has reduced from 52% (2012 baseline) to 46% (2017 MTE). Female perception on democracy dropped from 58% to 42% while that of men increased from 46% to 56%. Only 27% of the population believe that principles of democracy such as equality before the law, absence of discrimination, freedom of the press and media, religious freedom, freedom of association and freedom of movement are respected in Uganda[30].

According to MTE FGD findings, respondents who thought that there is democracy in Uganda gave the following reasons: Freedom of access to information, elections taking place and freedom of choice, participatory decision-making between the people and Government and presence of freedom.

> *"Yes, people vote the candidate of their choice freely,"* pointed out a female adult FGD participant, Rupa sub county, Moroto District.

The refugee communities mentioned that there is democracy in Uganda compared to their home countries. Other people who said that there is no democracy in Uganda gave the following reasons: monetization of elections and voter bribery during elections; intimidation of voters by security agencies during elections;

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[26] The difference between target and baseline figure

[27] The difference between MTE and baseline figure

[28] This is calculated as actual change over required change

[29]The UNDAF indicator is on incidence of human right violations. However, the means of verification (UHRC report 2017) indicates number of registered complaints.

[30]The 2017 National Governance, Peace and Security Study report

limited consultation of the people on fundamental issues of national concern; limited interaction between the people and politicians after elections was also reported; some women are forced by their spouses to vote for certain candidates against their will.

Voices of beneficiaries from FGDs confirmed this as cited below:
> *"Not at all, there is no democracy totally as people only mind about themselves. Everything these leaders do is based on their selfish interests so to me there is totally no democracy in Uganda,"* remarked one FGD adult female participant, Gulu District.

> *"There is no democracy in Uganda because people are beaten during campaigns by police,"* remarked one FGD male participant Kapchorwa District

Two thirds of the population (66%) have trust in courts of law which was a slight improvement from baseline value of 64% (2010/11). The innovations put in place by JLOs with UN support towards improving rule of law such as plea-bargaining, small claims procedures, the rule of law day has in part led to increase in trust in courts of law. Satisfaction with JLOS Services improved from 59% in 2016 to 72% in 2016/17. [31]This was higher than59% reported in the study conducted by Legal Aid Service Providers Network (LASPNET) in 2017.
.
The communities pointed out limited trust in the police as illustrated in the quote below:
> *"People are aware but the only problem is that institutions such as police where people are supposed to report cases are corrupt, and ask people to pay money to write statements which makes people not report cases,"* lamented one adult female FDG participant, Nakapelimoru sub-county, Kotido District.

The representation of women in Parliament has remained constant at 35% both at baseline in 2013 and MTE in 2018.However, the absolute number of women members of Parliament have increased from 132 to 158. It should be noted that women representation in Uganda's Parliament was higher than the recommended global women representation of 30% due to the affirmative action which contributed to 72% of women in Parliament as compared to 14% who are directly voted by universal suffrage. In addition, 43% of parliamentary committees in GoU are chaired by women. The percentage of women representation at LG was 43%[32], which was higher than the affirmative level of 33%[33]. Similar patterns were found in all the Local Government councils as shown in Table 4.

Table 4: Distribution of women and men in Local Government Councils

Local Government Councils	Number			Percentage (%)		
	Men	**Women**	**Total**	**Men**	**Women**	**Total**
District Council[34]	1916	1364	3280	58.4	41.6	100.0
Municipality / Municipal divisions council[35]	745	537	1282	58.1	41.9	100.0
Sub-County / Town councils[36]	12412	10781	23193	53.5	46.5	100.0
Total	**15073**	**12682**	**27755**	**54.3**	**45.7**	**100.0**

Source: Electoral Commission, 2016

Outcome 1.2 Human Rights and Gender Equality
UNDAF set out to promote, protect and fulfil gender equality and human rights of all people in Uganda by 2020. The achievements under Outcome 1.2. Human Rights and Gender Equality are presented in Table 4.

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31 *JLOS Annual Performance Report 2017/2018*
32 *Women in Local Government Baseline Statistics for Local Council levels III-V in Uganda, July 2017*
33 *Constitution of the Republic of Uganda, 1995*
34*District council includes chairperson and councilors*
35*Municipality /Municipal divisions' council includes Mayors/ Chairpersons and Councilors*
36*Sub county /Town Council includes the chairpersons and councilors at that level*

The percentage of people who strongly agree that women should have equal rights and receive same treatment as men do, by sex has not been analysed due to absence of data.

Selected responses from FGDs brought out beliefs deeply entrenched in cultures which are pointers to the magnitude of gender gaps between women and men. Other factors underlying gender inequality at community level included:

1. Some parents not valuing education for girls and seeing girl children as a source of wealth through early marriage
2. Perception that reporting a husband in case of GBV is considered disrespect and the community will not be happy with such women.

Regarding the extent to which Uganda is compliant to international Human Rights and Standards, GoU is partially compliant. There is commitment through the ministries to fulfil its international and regional obligations as seen from GoU's demonstrated clear engagement and cooperation with the international and regional human rights mechanisms like the Universal Periodic Review (UPR) mechanism and the steps taken to implement its recommendations. Regarding steps taken to study and identify treaties due for ratification, the process is on schedule. Regarding the reports earmarked for development and presentation in future, the process is overly slow. Reporting several treaty body mechanisms has been pending for a long time and therefore there is need to scale up efforts. The status of implementation of the UPR recommendations that GoU had accepted in the second cycle, 148 out of 226 recommendations were accepted [37]. Further, the UHRC 2017 report highlights that no significant implementation of the recommendations had been made by close of 2017. However, there is a draft National Human Rights Action Plan.

The indicator on incidence of human rights violations had no data. However, the UHRC report 2017 indicated that 16% of reported complaints were registered as violations of human rights. In addition, the rate of crime was reported to have reduced to 292 crimes for every 100,000 population in 2017/18 compared to the baseline of 314 of 2010/2011.

Box 1: Success Story: Moroto FIDA beneficiaries, Rupa village, Rupa sub county, Natukasikou village, Nadunget Sub County

> We got involved in this project when FIDA opened an office in Moroto. There were a lot of bad cultural practices that were going on in the district. FIDA wanted to change people's mind sets and they were looking for a sustainable way on how to reduce or abolish those practices. It was realized that the elders are the most respected people in Karamoja, so FIDA decided to form a group of elders who could help in sensitizing the community on the disadvantage of some of the cultural practices. FIDA then identified some elders in the different communities and formed a group of thirty people. And that is how our group came into existence.
>
> We have been able to go through diverse training with FIDA; we also went for exchange visits to northern Uganda to benchmark how the elders from Acholi region were handling some of the cases like land disputes, widow inheritance and we have gained a lot of knowledge and experience in handling cases like domestic violence, minor land issues, mini family quarrels, female genital mutilation and forced marriages. Our exchange enabled us to come up with the booklet called the "Karimojong cultural principles" that guide our operation. We were also taught on how to document cases by FIDA and refer them to the relevant authorities in case we fail to handle them locally in the community. We document these cases in our referral case book.
>
> Before the intervention, there were many cases of forced child marriages, high levels of widow inheritance, female genital mutilation and domestic violence among others.
>
> There are many changes that we experience now in the community, for example people now report cases of violence to relevant authorities, female genital mutilation has drastically reduced, forced child marriage is also reducing among many other things we the elders are doing.

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[37]

> As a result of this group many good things are happing like people now know where to report the cases of violence, forced marriages, forced widow inheritance among others.
>
> We think our team is doing an amazing job because if a woman happens to lose her husband nowadays she knows her rights and has a choice to choose the man she will want to stay with after the death of her husband. Some girl children also these days can report to authorities if their parents are forcing them to get married.

Outcome 1.3 Institutional Development, Transparency and Accountability

The outcome targets to strengthen the capacity of public institutions and Public-Private Partnerships to make them fully functional at all levels by 2020. This can be achieved by having inclusive, resourced, performance-oriented, innovative and evidence-seeking supported by a strategic evaluation function; and with Uganda's population enforcing a culture of mutual accountability, transparency and integrity.

The MTE established that the status of Corruption Index has stagnated at 26%[38], since the baseline year 2012. The Ugandan corruption index trends have been at 19% as lowest value and 29% as the highest value between 1996 and 2017. Uganda was ranked 151 least corrupt countries out of 175 countries assessed[39].The proportion of people who think GoU is handling the fight of corruption very well increased from 4% at baseline (2012) to 26% at MTE (2017)[40].

Analysis of responses from FGDs conducted confirmed the above trend in corruption:

"Bribery is common, for one to get a job, technical know who applies to get a job", pointed out a male youth FGD participant, Kween District.

"Corruption has penetrated even at the lower levels like village level LC campaigns", lamented an adult male FGD participant, Kween District.

"It is mainly NGOs which put in effort to curb corruption. The Social Accountability Network at the Sebei Diocese is reaching out to communities for volunteers who can expose scandals of corruption and corruption tendencies," reported a female adult FDG participant, Kapchorwa District.

"...It is evident that most government officials are corrupt and nothing is done to them," said an adult male FGD participant, Kotido District.

Responses from the KIIs indicate that the Directorate of Ethics and Integrity (DEI) has revitalized the fight against corruption through regular coordination meetings by actors with mandate to fight corruption. Capacity has been built at district level to have regular accountability forums. Anti-corruption laws have been translated into main local languages. A web-based platform was developed to enable the public to access and monitor infrastructure projects in Kampala Capital City Authority (KCCA). Additionally, the Project Management Information System (PMIS) was also developed to enable KCCA obtain real-time data of all infrastructure projects.

Six NGOs received quality assurance mechanism (QUAM) certification to enable them to detect and prevent corruption-related tendencies in their work. With regard to LG performance, 98% of LGs met the standard performance measures of service delivery[41].

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[38]Transparency international, 2017).
[39] *Transparency International Corruption Perception Index report, 2017*
[40]Afrobarometer Survey 2017,
[41]*UNDAF progress report, 2016/17*

Outcome 1.4 Peace, Security and Resilience

This outcome envisages that Uganda enjoys sustainable peace and security, underpinned by resilient communities and institutional systems that are effective and efficient in preventing and responding to natural and man-made disasters by 2020. In the period under review, political stability and absence of violence/terrorism score increased slightly from 20% at baseline (2013) to 23% in 2016. Similarly, mortality rate from natural hazards reduced from 74% in 2013 to 37% at MTE[42]. Although these deaths have reduced, the following natural hazards are still experienced: outbreak of pests due to the prolonged dry spell in 2016/2017; livestock diseases such as Foot and Mouth Disease in the cattle corridor, land/mud slides in south-western Uganda (Rubanda District) and Bududa in Mt Elgon region; floods in Butaleja District, parts of Teso sub region and Elegu border post at Uganda - South Sudan border and the growing number of internally displaced persons due to natural disasters and conflicts. In addition to the natural hazards, unprecedented refugee and asylum seekers influx from 2016 to date mainly from Great Lakes region greatly affected the humanitarian and development support to the country.

Key UN contributions under governance

1. **Rule of Law and Constitutional Democracy**

The UN supported the electoral process by i) enhancing technical capacities of the Electoral Commission for confidence building, media engagement and voter education ii) amplifying civic engagement, duties, obligations and responsibilities for duty bearers. Televised Presidential Debates were facilitated which in part contributed to a shift to issue-based politics and commitment by the Presidential candidates to a peaceful 2016 election. The 2016 general elections were evaluated and the results have informed the elections road map in generating the desired electoral reforms. Further, key analytical research papers have been supported and are informing the evolution of a culture of issues based debate and the discourse of democracy43 and iii) institutionalizing impartial spaces for conflict resolution and enabling democracy, dialogue, mediation and quiet diplomacy. The Elders Forum of Uganda, the National Consultative Forum, Inter-Religious Council of Uganda and the Women Situation Room pacified the emerging violence and fluid environment in the pre-and post-election period. In addition, the UN leveraged on cultural institutions to promote peace initiatives such as *'Obuntubulamu'*. UN in 2017 supported legislative advocacy on emerging bills including the draft Amnesty Model Bill 2015and the Data Protection and Privacy Bill, 2015, Legal Aid Bill and Policy, Sexual Offenses Bill, Witness Protection Bill, Administration of Justice Bill 2018 and Marriage Bill 2009, Prevention and Prohibition of Torture Act 2012, Human Rights Enforcement Bill 2015 and a resource book for judicial officers and litigators; iv) strengthening the capacity for gender mainstreaming. To this end a gender strategy was developed for the Electoral Commission to guide gender mainstreaming in the commission which is expected to contribute to improved good governance in electoral management. In addition, gender parity in laws and policies was fostered. Uganda Women Parliamentarians Association was supported to develop, and it rolled out a strategic plan.

The UN strengthened the capacity of legislators and programme teams in applying transformative approaches in the area of democracy and rule of law. To this end south-south exchanges were supported with countries such as Mauritius, Ghana and Kenya. New members of Parliament were trained in constitutional and electoral policies, human rights as well SDGs. The first African Inter Parliamentary Union (IPU) conference on SDGs with 251 participants from 25 countries was held. The Parliament of the

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[42] UDHS 2016

43 *Some of the paper prepared in collaboration with academia include*
-Opposition Political Parties in Uganda: Between Resilience and Fading,
- Constitutionalism and Youth Participation in Uganda: Analysis of Implications on Rule of Law
-The Accountability Deficit: Democratic Accountability and the National Assembly in Uganda

Republic of Uganda endorsed to monitor and report on the implementation of the 2030 Agenda and use the Parliament SDGs self-assessment toolkit. The Parliament clerks for all committees were directed by the Speaker to integrate SDGs in all parliament proceedings.

To improve access to justice, the UN strengthened capacity of institutions in the JLOS. Six legal aid clinics were provided with equipment, audio visual links were installed in seven courts and support was provided for the Crimes Records Management System of the Uganda Police force in Kampala Metropolitan Area to ensure linkage with other players like the DPP, Courts and Prisons under the JLOS umbrella in terms of e-case tracking and management.

Alternative Dispute Resolution (ADR) Mechanisms - Small Claims Procedure, Plea Bargaining and Mediation were rolled out and this contributed to the reduction of case backlog. Efforts were also made to ensure that these innovative approaches are publicized and made accessible to the community by the Judiciary through awareness-creation sessions. A total of 651 LC 3 sub-county chairpersons and other duty bearers were trained on the administration of justice with a focus on ADR. Further, civic engagement, sensitization and training on matters pertaining to domestic violence, children's rights, succession law, law on sexual offences and constitutionalism rights was fostered through support to the Judicial Service Commission and UHRC. Over 10,000 people have been reached in northern and eastern Uganda. The UN has continued to strength access to justice for children. In this area the Uganda Police Force was trained in child-friendly data collection, recording of statements and preservation of evidence. Through this effort there is an increase in children's cases diverted to informal justice system (2,381 out of 3,090 children's cases were diverted from formal justice proceedings that were eligible for diversion) since January 2017 in 53 districts. Some 3,500 students/pupils (1,458 male and 2,042 female) were trained on selected laws pertaining to domestic violence, children's rights, succession and sexual offences.

In order to enhance Access to Justice and security for refugees and Host communities, UN embarked on an assessment of the access to justice, rule of law and security needs of refugees and host communities in refugee hosting districts. The findings of the assessment will inform planning and implementation of programmes to respond to the identified needs in the selected districts.
Through the Media Council of Uganda, improvement of media content was facilitated through training of over 500 journalists on evidence-based reporting, conflict-sensitive journalism, development reporting with focus on rule of law, constitutional democracy and human rights. A guide on evidence-based reporting, conflict-sensitive journalism and development reporting was launched.

E-governance solutions have been rolled out to enabled accountability ease efficiency and access. A parliament radio is in final stages of installation, to be launched in November 2018. An e-case Management Information System has been established at EOC. The Human Rights Information Management System (HURIS) of UHRC was enabled while an E-Case Management system was established for the Uganda Police Force, for Criminal Records Management in four divisions of Kampala.

2. **Human Rights and Gender Equality**
The UN provided technical support to the government to meet its reporting obligations in relation to the Committee on the Convention on the Rights of the Child (CRC), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), progress on implementation of recommendations on Child Marriage (S-G's report) and Universal Periodic Review (UPR). Thirty Core International Human Rights Instruments, Optional Protocols and 26 African Union Human Rights treaties were reviewed, 23 treaties were recommended for ratification/or harmonization with the existing laws. The UN also supported the completion of the cross-sectional Adolescent Health Risk Behaviours to inform the adolescent health programme in Uganda. The UN provided technical support to the GoU to strengthen state reporting to international human rights mechanism through the establishment of a human rights database and search

engine, which will serve as a tool to track the implementation of human rights recommendations and to report on progress made to different human rights mechanisms. The UN in collaboration with the Equal Opportunity Commission (EOC) and the UHRC conducted a review of child rights related laws in line with Convention on Rights of Persons with Disabilities (CRPD) recommendations. A review of 30 core international and 26 regional human rights instruments/optional protocols was supported through the Ministry of Foreign Affairs (MoFA) and select MDAs. Based on the review, a total of nine human rights instruments and optional protocols were recommended for ratification, domestication and harmonisation with existing national laws. Bills, ordinances and bye-laws were reviewed to ensure that they comply with Human rights standards before being passed. The laws reviewed include Sugar Bill 2016, The Administration of the Judiciary Bill 2018, The Local Government (Kalangala Town Council), HIV/AIDS, Gender Based Violence (GBV) Prevention and Control Bye-law of 2015, LGs (Lyantonde District) Universal Primary School Education Ordinance, The Draft Ntoroko District (Natural Resources) Bill, 2015 and the Draft Kyegegwa District (Protection of Wetlands) Bill. The UN provided technical and financial support towards the successful institutionalization of mandatory gender and equity budgeting by MDAs in line with the requirements of gender and equity certification under the Public Finance and Management Act (2015). On social mobilization for gender equality, the UN provided technical and financial support targeted at female candidates to run for political office at LC level, which contributed to 46% of women being elected, higher than the mandatory quota of 30%. The UN also enhanced the capacities of policy analysts from the Cabinet Secretariat on Human Rights Based Approach to legislation and policy formulation.

The UN trained judicial officers and public prosecutors on gender-responsive service delivery within criminal administration through the elaboration of a Gender Bench book, which is envisaged to guide integration of gender considerations in dispensation of justice. The UN also supported the revision of the Gender Policy and implementation strategy for the Uganda Police Force; and assessment of the "Plea Bargaining Mechanism" in relation to sentencing patterns for SGBV cases. The UN supported the symposium on business and human rights for participants from State institutions, private sector, CSO and the academia as well as members of the Human Rights Committee of Parliament.

The UN supported Gender and Gender Based Violence programmatic responses. Key results included protection of right to non-discrimination for construction workers who were dismissed from work after testing HIV positive; improved legal and policy environment for effective delivery of health services which resulted in improved access to and uptake of services among key and marginalized populations.

The UN supported UBOS and MDAs to establish a system for regular collection, analysis and dissemination of gender statistics through, among other interventions, the National Gender Priority Equality Indicators (NPGEI), most of which are included on the National Standard Indicator (NSI) list. Thirty-five out of 66 (53%) of Tier I indicators of the National Priority Gender Equality Indicators were reprocessed with the desired disaggregation level by sex, age, group, residence, region. The NPGEIs are being used to monitor and report on progress on gender equality in the different sectors. UBOS successfully completed the National Data Forum as part of the efforts towards implementing the SDG Indicator framework involving Public Institutions, Private Sector, and Civil Society Organizations. However, developing of the SDG dashboard was not done.

The UN supported the MGLSD in the development of the Uganda Gender Policy 2017, which will guide the country's priorities for the next ten years. Under women, peace and security, after expiry of the second-generation NAP on 1325, the UN is now supporting the development of the third generation.

With support of the UN, Uganda has made advances in enforcing and institutionalizing Gender Responsive Budgeting (GRB) in its national planning and budgeting, through the awarding of the Gender and Equity Certificate to sector budgets. The Equal Opportunities Commission (EOC) has assessed four sets of Sector Budget Framework Papers and Ministerial Policy Statements throughout 2015/2016, 2016/2017, 2017/2018

and 2018/2019 with slowly increasing trend of the national compliance level, but overall still just slightly above the pass mark of 50 points.

3. **Institutional Development, Transparency and Accountability**

The UN has strengthened the Inspectorate of Government in prevention and detection of corruption. Support included establishment of Online System for Declaration of Assets and Liabilities by political leaders and public servants; strengthened the Asset Recovery Unit which has enabled recovery of over 1 billion Uganda shillings; and citizen demand for accountability is being raised through a number of initiatives such as the establishment of the Open Data Web Platform by KCCA for citizens' to access information on infrastructure projects. The UN supported LGs through Development Initiative for Northern Uganda (DINU) to enhance capacities in planning, budgeting, financial management, procurement, contract management and accountability.

Through a regional pilot initiative to strengthen community and subnational level responses in combatting cross-border corruption in the Karamoja and Turkana regions, thus violent extremism linked to illicit flows occasioned by corruption in border control are reduced. With UN support, the GoU developed a coordination framework for the implementation of SDGs, chaired by the Office of the Prime Minister and has facilitated the development of Uganda's National Roadmap for implementation of SDGs and resource mobilization.

In line with the National Identification and Registration Authority's (NIRA) vision of enhancing growth, development and security of all people through complete identification and registration, the UN and the World Bank are supporting capacity development of NIRA as well as the process to make the ICT systems for civil registration and national IDs linked and interoperable with other government ICT systems. This is leading to the creation of a robust population register and data which is being used by other government Ministries, Departments and Authorities to improve service delivery and create better accountability mechanisms. For instance, NIRA data has been used verify the actual numbers of public servants and removal of 'ghosts' or non-existent persons from the government payroll, thereby saving government funds. UN's support has majorly been towards capacity-building and overall strengthening of the civil registration system, which is the foundation of national identity systems and a potential critical source of vital statistics and real time data that could increase accountability and transparency.

The UN supported: i) a study on Harnessing Uganda's Demographic Dividend with a focus on evidence from National Transfer Accounts; ii) the Mobile Vital Registration Systems (VRS) was reviewed, upgraded and scaled up from 77 to 87 districts. However, integration with the other relevant government systems such as HMIS and National ID was not possible due to the variations in technologies; iii) Birth, Death Registration (BDR) system strengthening in 135 hospitals and scaled up delivery of birth registration services, including the use of mobile VRS from 77 to 87 districts, leading to birth registration of 848,475 children (49% girls).

4. **Peace, Security and System Resilience**

The UN in partnership with the World Bank developed the Refugee and Host Population Empowerment (ReHoPE) strategy to support the government settlement transformation agenda. The GoU and the UN Secretary-General co-hosted the Solidarity Summit on Refugees: Translating the New York Declaration Commitments into Action in Kampala. The Summit rallied political support and resolved to sustain the application of the Comprehensive Refugee Response Framework (CRRF) in Uganda. Draft National Peace Building and Conflict Transformation Policy and instruments were developed. These include: the Transitional Justice Policy, Immigrations Policy, the progressive policy and legal framework on refugee protection, Small Arms and Light Weapons Bill and Prevention of Violent Extremism Policy and National Plan of Action. Advanced plans are underway to develop a costed Third National Action Plan on UNSCR1325 on Women, Peace and Security. Platforms for facilitating effective internal and cross border dialogues, mediation, reconciliation and conflict resolution have been established and capacities built through the insider meditators and cross border dialogues between Uganda with Kenya and South Sudan.

3.3.2 Human Capital Development

The overall vision for this pillar states that 'By end 2025, Uganda's socio-economic transformation is driven by high quality human capital reflected in a cohesive society that is in demographic transition which is peaceful, secure, respectful of human rights and gender equality, as well as protective of the environment and natural resources; driven by people who are healthy, well informed, free from prejudice and discrimination, participating equally in decision-making, and entrepreneurial; and a highly skilled, innovative, competitive, productive workforce that has integrity'. The HCD pillar supports the NDP II Objective 3: Enhance Human Capital Development and SDGs 1 to 6, 10, 16, and 17. The HCD Strategic Intent findings are presented under the five outcomes of Learning and Skills Development, Health, Social Protection, Addressing GBV and VAC and HIV and AIDS response.

Under HCD, 5 out of 14 outcome indicator targets (35.7%) have already been achieved, 1 indicator target (7.2%) is most likely to be achieved, 3 indicator targets (21.4%) are likely to be achieved, 3 indicator targets (21.4%) are not likely to be achieved while 2 indicators (14.3%) had no data. Table 5 highlights progress made under UNDAF on the HCD pillar under the five outcomes.

Table 5: MTE progress under HCD pillar

Indicator			Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
ORG 2.1-Learning and skills development								
Survival to P7 (Retention rate at final year of primary school)	Primary	Total	32.1	32.0	50	18	-0	-1%
	Secondary	Total	84.4	69.9	88	4	-15	-403%
Transition rates to Senior 1, by sex (national level)		Total	69.9	69.9	80	10	-	0%
Learning achievement (literacy, numeracy and sciences) at Primary and Secondary, by sex.	P3 Literacy	Total	64.2	60.2	67	3	-4	-143%
	P3 Numeracy	Total	72.7	71.7	75	2	-1	-43%
	P6 Literacy	Total	38.3	51.9	75	37	14	37%
	P6 Numeracy	Total	39.4	52.6	56	17	13	80%
	Senior 2	English	37.9	No data	68	30	No data	No data
		Math	42.9	No data	50	7	No data	No data
		Biology	14.5	No data	31	17	No data	No data
ORG 2.2- Health								
Public expenditure on health as a percentage of national budget			8.7	9.6	15	6	1	14%
Institutional delivery rate			58.0	73.0	75	17	15	88%

Indicator			Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
Modern Contraceptive Prevalence Rate			26.0	35.0	40	14	9	**64%**
ORG 2.3-Social Protection								
Percentage of people[i] who have access to any kind of social assistance (e.g. Direct Income Support)			4.5	No data	8	4	No data	No data
Public Expenditure on social protection as percentage of GDP			0.8	0.9	1	0	0	**60%**
ORG 2.4-Addressing GBV and VAC								
Percentage of women and men who have experienced physical and/or sexual violence in the past 12 months	Physical	>19 F	56.0	22.0	50	-6	-34	**567%**
		>19 M	56.0	20.0	50	-6	-36	**600%**
		15-19 F	54.0	No data	49	-5	No data	No data
		15-19 M	54.0	No data	49	-5	No data	No data
	Sexual	>19 F	27.0	13.0	24	-3	-14	**467%**
		>19 M	9.0	4.0	8	-1	-5	**500%**
		15-19 F	19.0	19.0	17	-2	-	**0%**
		15-19 M	6.0	1.0	5	-1	-5	**500%**
Percentage of all women and men aged 15-49 years who agree that a husband is justified in hitting or beating his wife for specified reasons.		F	58.0	50.0	52	-6	-8	**133%**
		M	44.0	41.0	40	-4	-3	**75%**
Percentage of women aged 20 – 49 years who married before age 15 and 18 years respectively.		15 y.o	15.0	No data	-	-15	No data	No data
		18 y.o	49.0	No data	29	-20	No data	No data
ORG 2.5-HIV and AIDS response								
Number of new HIV infections, by sex and age		Adult	137,000	50,000	107,068	-29,932	-87,000	**291%**
		Female	78,306	24,000	47,068	-31,238	-54,306	**174%**
		Male	60,919	19,000	60,000	-919	-41,919	**456%**
Number of AIDS-related deaths, by sex and age		Adult	63,000	26,000	25,038	-37,962	-37,000	**97%**
		Female	29,879	8,300	10,336	-19,543	-21,579	**110%**
		Male	33,121	13,700	14,672	-18,449	-19,421	**105%**
HIV prevalence			7.3	6.0	6	-1	-1	**100%**

Source: Refer to Annex 1 UNDAF Indicator Matrix

Outcome 2.1 Learning and Skills Development

Under this outcome, UNDAF support was aimed at establishing an effective and efficient well-resourced formal and non-formal quality education system that is accessible, inclusive, and relevant and produces highly skilled and innovative graduates for job market and emerging national development needs by the year 2020.

The retention rate (survival from primary one up to P7) reduced by 0.1% from 32.1% at baseline (boys 32.3%, girls 31.9%) to 32% at MTE (boys 31.7%, girls 32.3%) against a planned target of 50% for both boys and girls. The transition rate to Senior 1, by sex (national level) has reduced by 0.7% from 69.9% at baseline to 69.2% at MTE against a target of 80% for both boys and girls. The reduction is partly explained by UN focus on long-term up stream interventions which may not have direct effect on classroom-based performance in the two and half years under review.

Learning literacy increased at P.6 from 38.3% at baseline to 51.9% at MTE. Similarly, learning numeracy at P.6 increased from 39.4% at baseline to 52.6% at MTE. However, learning literacy reduced at P.3 from 64.2 % at baseline to 60.2% at MTE. Similarly, learning numeracy at P.3 reduced from 72.7% at baseline to 71.2% at MTE.

The decline/stagnation in performance is reflected in some of the community voices illustrated in quotes below:

> "*The situation is alarming, for example in one class you will find many children like 200. After completing P.7 the children sit at home there is no continuing to secondary school,*" remarked a male FGD participant, Omurucinga settlement, Isingiro District.

> "*The influence of the environment, others 'decampaign' learning and advise children to go for cheap labour to earn a living,*" remarked an adult female FGD participant, Kween District

The MTE further noted that GoU has put emphasis on promotion of science and technology in the education sector through the establishment of the Ministry of Science and Technology and higher remuneration of science teachers. However, UNDAF prioritised numeracy, literacy and retention from P.1 to P.7 and limited interventions were supported in the area of science and technology under the primary education sector. In addition, UNDAF did not prioritise tertiary education.

Outcome 2.2 Health
Under this outcome, it is envisaged that by the end of 2020, the Uganda population will enjoy healthier and productive lives with substantial reductions in mortality and morbidity, especially among children, adolescents, pregnant women and other vulnerable groups, and have sustained improvements in population dynamics.

Public expenditure on health as a percentage of national budget increased by 0.9% from 8.7% in 2013/14 (baseline) to 9.6% in 2018/19 (MTE). The health sector was allocated UGX 2.25 trillion out of the national budget of UGX 29.64 trillion (Background to the Budget 2018/2019). Although there has been some increase of budget allocation over the years, this is still lower than the recommended 15% of the national budget allocated to health as per the 2001 Abuja Declaration. According to national level KI, inadequate budget allocation for health was also echoed as shown in the quote below:

> "*…The limited resources committed by government affect planned interventions,*" remarked a national level KI.

Institutional delivery rate significantly increased by 15% from 58% at baseline (2011) to 73% at MTE (2016). The UDHS 2016 results included deliveries in private health facilities that may not be reporting through the national HMIS. It is important to note that UNDAF used baseline data for UDHS 2011, which was not current data for the baseline year (2015) and UDHS 2016 used to obtain MTE values was conducted soon after UNDAF had stated, therefore the achievements may not be directly attributed to the current UNDAF.

The modern contraceptive prevalence rate (CPR) among married women aged 15 – 49 years for modern FP methods increased by 9% from 26% at baseline (2011) to 35% at MTE (2018). The CPR for any FP method was increased from 30% in 2011 to 39% in 2016 (UDHS).

Voices from community beneficiaries confirmed drastic WASH improvement at household as per the quotes below:

> *'I find that at least now the situation of sanitation is good as people no longer ease themselves randomly like those days anywhere they felt like,'* remarked an adult female FGD participant, Lamwo District.
>
> *'The people now in our community take clean water from the boreholes since the boreholes are now many though some of the boreholes do not have water during dry season, but in general water is easy to get here,'* said a male youth FGD participant, Kotido District.
>
> *'We have two boreholes but they are congested; sometime we fetch stagnant water which causes diseases,'* remarked an adult female FGD participant, Kyegegwa District

Outcome 2.3 Social Protection
The Uganda Vision 2040 and NDP recognise the role of social protection in wealth creation and inclusive growth. Social Protection is an important development strategy spearheaded by government to address risk and vulnerability, fight poverty, reduce inequality and promote inclusive economic growth. Its main purpose is to enhance the resilience and productive capacity of vulnerable persons for inclusive growth. Social protection supports the achievement of 14 of the 17 SDGs.

Under this outcome, it is envisaged that by the end of 2020, Uganda will be a nation with resilient communities and reduced extreme poverty and inequalities. Public expenditure on social protection as percentage of GDP increased by 20% from 0.75% at baseline (2014) to 0.9% at MTE (2018). The indicator on percentage of people who have access to any kind of social assistance had no data. There is limited UN funding for implementation of interventions prioritised in the National Social Protection Policy.

Outcome 2.4 Gender Based Violence and Violence against Children
It is envisaged under this outcome that the incidence and impact of GBV and VAC on women and children will substantially be reduced, underpinned by a strong enabling environment, as well as institutional and societal response by 2020.

According to the Uganda Demographic Health Survey (UDHS 2016), the women and men (>19 years) who experienced physical violence in the past 12 months has significantly reduced from 56% (females) and 56% (males) at baseline (2011) to 44% (females) and 26% (males) at MTE (2016) while 11.6% and 40.4% of women aged 20-49 years had been married before the ages of 15 and 18 years respectively. In addition, 7 in 10 male children (68%) experienced physical violence during their childhood, with nearly half experiencing it at the hands of parents or adult caregivers (National VAC survey 2018).

The women and men (>19 years) who experienced sexual violence in the past 12 months has significantly reduced from 27% (females) and 9% (males) at baseline (2011) to 13% (females) and 4% (males) at MTE (2016). The percentage of all women and men aged 15-49 who agree that a husband is justified in hitting or beating his wife for specified reasons reduced from 44% (males) and 58% (females) at baseline (2011) to 41% (males) and 50% (females) at MTE (2016).

Outcome 2.5 HIV and AIDS response
By end 2020, Uganda is envisaged to attain a multi-sectoral HIV and AIDS response that is gender- and age-responsive, well-coordinated, effective, efficient and sustainably financed to reverse the current trends and reduce the socio-economic impact of HIV and AIDS.

The number of new HIV infections reduced significantly from 137,000 at baseline (2011) to 50,000 at MTE (2017). There are 1.3 million people living with HIV and AIDS in Uganda, of whom 73% know their HIV status. Of those who are HIV positive, there are 67% who are on ART and for close to 60%, the viral load is suppressed. Prevention of Mother-to-Child Transmission (PMTCT) services were scaled up, with more than 95% of mothers accessing the PMTCT services

Similarly, the number of AIDS-related deaths significantly reduced from 63,000 at baseline (2011) to 26,000 at MTE (2017). HIV prevalence rate reduced from 7.3% at baseline (2011) to 6% at MTE (2017), according to the Uganda Population-Based HIV Impact Assessment (2017) leading to a reduction in number of babies born with HIV from 26,000 in 2010 to 4600 in 2016. Overall, Uganda is on track to meet the 90-90-90 Fast-Track targets by 2020.

Key UN contribution under HCD pillar

1. Education and Skills Development
The UN has provided technical support in the development, review and roll-out of key policies and frameworks including the National Integrated Early Childhood Development Policy, Early Childhood Care and Education (ECCE) Policy, School Health Policy, Teacher Policy and Teacher Competency Framework, Multi Sectoral Framework for Adolescent Girls/Communication Strategy for Adolescent girls, National Framework on Sexuality Education, School Feeding and Nutrition Guidelines for Universal Primary Education (UPE), and the draft National Inclusive Education Policy.

2. Health
The UN supported the GoU to develop, adapt and implement policies, strategies, guidelines and action plans and building stronger surveillance and information systems. These included Universal Health Coverage and Health Financing Strategy, HIV Test and Treat Guidelines, Integrated Malaria Vector Management Guidelines, E-Health Policy and Strategy, National Nutrition Advocacy and Communication Strategy, Community Health Extension Worker Policy, 3-Star WASH Guidelines, Civil Registration and Vital Statistics.

The UN has also supported the development of the Investment Case for Reproductive, Maternal, New Born Child and Adolescent Health (RMNCAH), the Maternal and Newborn Quality of Care Standards, the Costed Implementation Plan on Family Planning, the Multi-sectoral plan for Non-Communicable Diseases (NCD) prevention and control, the Health Sector Integrated Refugee Response Plan and a National Action Plan for Health Security are also in place.

The UN supported national preparedness, response and timely containment of epidemics including Rift Valley Fever (RVF), Crimean Congo Hemorrhagic Fever (CCHF), Marburg, yellow fever, cholera, polio immunization campaigns (reaching over 14 million children); meningitis 'A' campaign (reaching over 7 million people) in high risk districts.

1. Social Protection
The UN supported the development and adoption of the National Social Protection Policy (NSPP) in 2016, which provides a comprehensive framework for work in this area and since the focus has been on supporting the implementation of the NSPP, including the establishment of the various building blocks of the social protection system in Uganda. This includes the National Labor Intensive Public Work Guidelines and the Gender and Equity Strategy. The UN has also contributed to strengthened coordination of the social protection sector. A business case for sustained investments in social protection was developed and provides evidence on the potential impact of different programmes and has also led to work with KCCA in the

development of an urban programme. The UN also conducted a modeling exercise in Karamoja to support the Government's commitment to finalize a single registry platform.

UN contributed to review of a roadmap for operationalization of the Programme Plan of Interventions (PPI) of National Social Protection Policy. The process helped to include the roles and responsibilities key sectors such as agriculture sector and actors such as Ministry of Agriculture, Animal Industry and Fisheries (MAAIF).

A study on the coherence between Social Protection and Agricultural Policies and Strategies in Uganda that focuses at reviewing of Agriculture Policies and Strategies in the context of Social Protection has been conducted and a policy paper was developed.

2. **Gender Based Violence (GBV) and Violence Against Children (VAC)**

The UN Joint Programmes on Gender Based Violence, Female Genital Mutilation/Cutting and End Child Marriage have contributed to raising awareness and increased commitment by government to address these human rights related issues. The GoU has been supported to upgrade the SAUTI Helpline and the National Gender Based Violence Database (NGBVD) to manage both violence against children (VAC) and GBV. The GBV Male Involvement Strategy and Psychosocial guidelines were finalized. The UN Joint Programme on FGM contributed to abandonment of FGM where 30 villages in Karamoja declared FGM abandonment bringing the total number of villages that abandoned the practice to 135. The FGM Act, the National Strategy to End Child Marriage and Teenage Pregnancies, the GBV Policy and Action Plan have been developed. The UN Joint Programme on GBV has been evaluated, good practices and lessons learnt documented, and evidence used to develop prevention and response programmes on GBV and VAC in Uganda. A multi-sectoral Evidence Act Taskforce was facilitated to review pending legislation on GBV/VAC, gender equality including the Evidence Act. Through the joint global programme to end child marriage, over 137,978 (61,817male; 76,161female) individuals were reached with messages and initiatives aimed at ending child marriage, of which 62,632 (28,033male; 34,599female) were adolescents aged 10-19 years. The Gender Bench Book was launched by the Chief Justice to help the Judiciary deliver gender justice for women and children. The Uganda Police Force was supported to develop a gender policy to guide gender equality in its systems. The plea bargain mechanism is under review to bring it in line with international standards for delivering gender justice. As first line responders to GBV and harmful practices, cultural and religious leaders' capacity has been enhanced to drive social norm change and deliver gender and child friendly services in GBV cases. Gender and equity compacts have been developed for eight sectors including the Justice Law and Order sector, to assist them in identifying and financing gender equality priorities through sector budgets.

Box 2 Success Story: Hoping against Hope -The tale of a survivor of domestic violence in her quest for justice

Figure 1: Francesca Akello, a resident of Luna Parish, Pader Town Council in Pader District

For nearly a decade, Francesca Akello, a young midwife working in Pajule, Pader District, was happily living with her partner, Patrick*[44]. They were blessed with three happy children - one boy and two girls - and were in advanced stages of confirming their relationship through a traditional marriage when things became sour. Patrick, an influential LC III Chairperson unusually started to heavily indulge in drinking, persistently coming home late, quarrelling and fighting at the slightest provocation and never wanting to be advised or questioned. He always complained that Francesca was using her salary (UGX 300,000 approximately [USD79]) to support her parents only.

Francesca surrendered her ATM card to Patrick, giving him access to all her salary but he still complained and was having an extra-marital affair. One fateful day while drunk, Patrick came home, initiated his usual quarrels that resulted in brutal torture of Francesca in the presence of her children. Patrick, being a very powerful LC III Chairman, no one dared to interrupt him while he was 'disciplining' his wife. Francesca had to endure the long torture and fight for her life as the neighbors watched in apathy. The brutal torture resulted into grievous bodily harm, compounded with paralysis of her right limb. Before going back to her parents' home, she reported the matter to Lapul Police Post but was not helped due to the influence of her husband.

Meanwhile, Francesca's condition required urgent medical attention. Without her ATM card she could not access any money on her bank account, without movement she could not borrow to access the much needed treatment. Her parents had to sell their livestock to cater for her treatment.

Francesca was not to be discouraged in her quest for justice. She sought help from the CID Pader to intervene but was turned off by the frequent demands for "Kitu kidogo"[45] by some of the assigned police officers. The psychological torture of never getting justice amidst all the pain got the better of Francesca and she seriously considered committing suicide. Having already given up on justice almost two years earlier, Francesca finally made a breakthrough while at Lacor Hospital in Gulu, when she was referred to Uganda Law Society (ULS) Legal Aid Project (LAP) Gulu clinic which is supported by UN. She was promptly directed to the ULS – LAP Patongo Satellite Clinic where a letter was written to the DPC Pader, drawing his attention to the case. The DPC directed the CID to call forward the file from Lapul Police Post and carry out comprehensive investigations. All Patrick's attempts to interfere with the investigations had been rebuffed and he was now a 'wanted man' before the courts of law. Patrick was charged with occasioning Grievous Bodily Harm (GBH). ULS-LAP monitored the case closely, offering legal representation whenever required to ensure that the matter was handled expeditiously. Francesca is very happy that ULS-LAP saved her from committing suicide by restoring her hope, trust and faith in the justice system. She says she is now emotionally healed, being a born-again Christian and convinced that her case will be determined in a fair and transparent way.

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[44] *Not his real name*
[45] *Local phrase for asking for a bribe to get work done*

3. **HIV and AIDS**

The UN Joint Programme Support on HIV and AIDS (JUPSA) resulted into renewed GoU commitment to HIV control in Uganda leading to the launch of the Presidential Fast-Track Initiative on ending HIV/AIDS in Uganda by 2030 in line with the Fast Track 90-90-90 targets among men and young people. In the Karamoja region, through the Karamoja United Nations HIV programme (KARUNA). The UN supported the mainstreaming of HIV into DDPs; by mid-2018, four sector plans and seven district plans in Karamoja region had integrated HIV/SRH. The sector plans include the National Strategic Plan (HIV/SRH), the Health Sector Development Plan (HSDP), Education Sector Development Plan and the Social Protection Plan under MGLSD. The seven districts of Karamoja have been supported to develop SRH/HIV priority action plans, which will be integrated into DDPs.

3.3.3 Sustainable and Inclusive Economic Development

Under SIED, it is visualized that by the end of 2035, Uganda will have achieved sustainable and inclusive economic development that is Private Sector-driven, environmentally responsive and provides equal opportunities to women, men and vulnerable groups. These would be underpinned by a diversified production that is responsive to local, national and international demand; a competitive, favourable and regionally-integrated trade; a modern, green, adaptable, production-oriented, equitable and accessible infrastructure; and decent, secure and equitable employment opportunities that match the demand. The SIED pillar contributes to objective 1 of the National Development Plan "Increase Sustainable Production, Productivity and Value Addition in Key Growth Opportunities" and to goals 1, 8, 9, 10, 11, 13, 14 and 15 of the SDGs.

Under SIED, 1 out of 8 outcome indicator targets (12.5%) have already been achieved, 1 indicator target (12.5%) is most likely to be achieved, 2 indicator targets (25%) are likely to be achieved, 3 indicator targets (37.5%) are not likely to be achieved while 1 indicator (12.5%) had no data. Table 6 highlights progress made under UNDAF on the SIED pillar under the five outcomes.

Table 6: MTE progress under SIED pillar

Indicator	Disaggregation	Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
ORG 3.1-Natural resource management and climate change resilience							
Percentage of population with access to electricity and modern cooking energy	Electricity	14.8	20.4	29.6	15	6	38%
	Modern cooking	10.0	21.0	69.6	60	11	18%
Percentage of Land under Forest and Wetlands Cover	Forest	11.0	9.0	18.5	8	-2	-27%
	Wetland	10.9	10.9	10.9	-	-	N/A
Economic loss from natural and climate change hazards		3.1	3.6	2.0	-1.1	0.5	-45%
ORG 3.2-Infrastructure Production and Trade							
Number of jobs created		480,854	No data	1,064,649	583,795	No data	No data
Annual Growth Rate targeted sectors	Agriculture	1.3	1.6	5	4	0	8%
	Tourism	3.3	2.9	5	1	-0	-33%
	Mining	-0.4	-4.5	0.8	1	-4	-342%
	Manufacturing	5.7	2.5	7	1	-3	-246%
Volume of exports in selected value chains	Sesame	22,055.0	16,171	26,000	3,945	-5,884	-149%
	Maize	122,107.0	268,465	146,000	23,893	146,358	613%
	Beans	37,785.0	128,147	44,000	6,215	90,362	1454%
	Coffee	220,546.0	212,622	264,000	43,454	-7,924	-18%
ORG 3.3-Employment							
Percentage of people employed in the target sectors (agriculture, mining, manufacturing and services) disaggregated by sex and type	Agric-Total	72.0	72.0	60	-12	-	0%
	Agric-M	66.0	67.0	60	-6	1	-17%
	Agric-F	77.0	77.0	70	-7	-	0%
	Trade	10.0	No data	15	5	No data	No data

Indicator	Disaggregation	Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
	Manufacturing	4.0	4.4	6	2	0	20%
	Service	8.0	21.0	13	5	13	260%
Share of women employed in the non-agricultural sector as a percentage of total employment in the non-agricultural sector		32.0	47.2	40	8	15	190%

Outcome 3.1 Natural Resource Management and Climate Change Resilience

Under this outcome it is envisioned that by the end of 2020, natural resources management and energy access will be gender-responsive, effective and efficient, reducing emissions, negating the impact of climate-induced disasters and environmental degradation on livelihoods and production systems, and strengthening community resilience.

The population with access to electricity increased by 5.6% from 14.8% observed in 2013 (baseline) to 20.4% in 2017 (MTE). A lot of effort such as free connections, rural electrification programmes among others have been put in place to increase access to electricity. This increase is higher than anticipated in the NDP II (2015/16=16%, 2016/17=17%, 2017/18=18%) but lower than 26.7% as reported by the World Bank (2018).

However, the proportion of population which uses electricity for cooking is still low (1.9%) partly because of the high unit cost of power. Despite an increase to access to electricity, there are still

"We do not have electricity in our community here, electricity is only in town but even if it was there we cannot afford to pay for it and even the houses we stay in are grass thatched where electricity cannot be connected," narrated an adult female FGD participant, Moroto district

"We do not have electricity in this village. In fact, we have never had electricity here ever since we were born. The only power that we have here is solar," reported a youth male FGD participant, Kotido District.

"It needs a lot of charges which we cannot manage", narrated an adult male FGD participant, Isingiro District

Figure 2: Green charcoal processing using collapsible kiln, in Kapeeka Sub-county, Nakaseke District

some communities without power as revealed from the FGDs. Regarding the modern cooking energy, the National Population and Housing Census 2014 and Uganda National Household Survey 2017, focuses on electricity (all forms), liquefied petroleum gas (LPG), biogas and ethanol as forms of modern cooking energy. The use of modern cooking energy stands at 6% (all forms combined), and this is lower than the baseline (10%) due to limited awareness among communities and affordability. However, the population which has access to modern cooking stoves is 21%.

Voices of the beneficiaries that support this observation include:

"We do not have modern cooking energy here. For us we use firewood only. Solar and electricity are in town only," remarked an adult female FGD participant, Moroto District.

"We just use charcoal and sometimes firewood," reported an adult male FGD participant, Gulu municipality.

The land under forest cover reduced from 11% in 2013 to 9% in 2017. Deforestation and forest degradation has led to significant loss of large areas of forest cover and degradation of forest land in Uganda. Forest lands have been turned to farmland due to their perceived fertile soils and the lure of high returns from investments in agriculture (State of Uganda's Forestry 2016). Additionally, the reduction in forest cover is in part due to rapid population growth and the subsequent dependency on the environment resources for livelihood as reflected in the voices from the community as follows:

"People cut trees for firewood and fencing their homes," reported an adult male FGD participant, Gulu District.

"People cut down trees for charcoal burning. Firewood selling is a huge business today and several people encroach on the forests. People look for timber and logs for sale in the forests," narrated an adult female FGD participant, Kween District.

"…Encroachment on protected areas especially to get firewood has increased much as it is illegal, people have no other option," narrated an adult female youth FGD participant, Rhino Camp Refugee settlement, Arua district

Regarding wetlands, the area restored by Ministry of Water and Environment (MWE) in 2016/17 financial year was only 476ha (4 square km) hence increasing the coverage of wetlands to 26,334 square km (0.002%), which translates to 10.9%. Activities to restore wetlands are still on-going in many districts, though there is open resistance by some illegal wetland users. The wetland indicator target of 10.9% is the same as the baseline figure (2013) and it was the intention to maintain it at 10.9%. However, the target needs to be revisited because it shows that the UN's contribution towards this outcome is limited.

Economic loss from natural and climate change hazards increased from $3.1m in 2013 to $3.6m in 2017. Uganda is prone to multiple natural hazards, including droughts, earthquakes, floods, landslides, and volcanoes. Each year, floods impact nearly 50,000 people and over $62 million in gross domestic product.

Outcome 3.2 Infrastructure, Production and Trade
This outcome is premised on the vision that by 2020, Uganda's stock of infrastructure will adhere to physical planning policies and standards to support production and trade; production systems (agriculture, industry, mining and tourism) are internal and international market oriented, competitive, climate resilient, environmentally friendly, gender responsive, green technology driven and generating sustainable job opportunities for all, particularly women and youth; trade is formalized, competitive, scalable, ICT-enabled, regionally integrated, promoting MSMEs and corporate governance. Regarding annual growth rate targeted sectors, there was a slight growth in the agricultural sector from 1.3% in 2013 to 1.6% in 2017.

According to UNDAF progress reports for 2016 and 2017, the progress has been slow; however, a number of jobs (increment of 3,355) have been created as a result of the interventions under this outcome. Total employment population for 2015, 2016 and 2017 stands at 13.9 million people as per the UBOS Statistical Abstract 2017. This observation was captured in the voices of beneficiaries below.

"There is no employment really available as we don't even have access and ways to send the applications for the jobs. We don't even have the qualifications they need as most of us didn't finish school, we are just buried deep here in the village," narrated a male youth FGD participant, Lamwo District

The slow growth rate in the agriculture sector is exemplified by voices of beneficiaries in text box:

The annual growth rate in the mining sector decreased from -0.4 in 2013 to -4.5% in 2018. This could have

> *"Women mostly participate in agriculture compared to men. Most men go to the bush and burn charcoal for sell,"* narrated an adult male FDG participant, Kotido District.
>
> *"People are less involved in agriculture because of the low prices. For example, a kilo of beans sometimes goes to 300 shillings, which demoralizes farmers",* narrated a male youth FDG participant, Isingiro District.
>
> *'The highest number of people who carry out agriculture are women and girls. The men do not help their women when it comes to garden work. They boys' work is to graze the cows in most cases,"* narrated a male adult FDG participant, Moroto District.

been attributed to lack of an enabling policy framework on mining and mineral resources. However, this situation is likely to change since the Mining and Minerals Policy draft has been finalized, and this will ensure that issues pertinent to the development minerals sector are also addressed. In the manufacturing sector, the annual growth rate also reduced from 5.7% in 2013 to 2.5% in 2018. The reduction attributed to the importation of cheap goods that discourages consumption of locally made products.

The volume of exports for maize increased from 122,107 metric tonnes (MT) in 2013 to 268,465 MT in 2016 and this was far beyond the 2020 target of 146,000MT. There was also a significant increase in the export of beans from 37,785MT in 2013 to 128,147MT, which was above the 2020 target of 44,000MT. The increased export of maize and beans was attributed to ready and better market in South Sudan. The UN has put in place interventions such as storage facilities, improving the value chain and value addition. There has been a reduction in export of sesame from 22, in 2013 to 16,171MT in 2016. There is a slight reduction in export of coffee from 220,546MT in 2013, to 212,622 MT by mid-2018 shown in Table 5.

Outcome 3.3 Employment
This outcome envisioned that by end 2020, Uganda will have an expanded and well-regulated labour market with safe and decent jobs benefiting all, particularly women, youth and other vulnerable groups.
Women's share of non-agricultural informal employment increased from 32% (2011/12) to 47.2% in 2018 above the 2020 target of 40%.

Key UN contributions under SIED pillar

1. **Climate change response and Disaster Risk Reduction**

As part of Government commitment to protect people from disasters, investments have been made towards improving early warning systems and emergency coordination. The UN supported establishment of the National Emergency, Coordination and Operations Center (NECOC)-a 24-hour hub to provide timely and early warning information on disasters, climate modeling and forecasting, and help coordinate emergency responses. The increased effectiveness in forecast and early warning has informed development of adaptation strategies for food security in the agriculture sector and enabled small holder farmers to plan and cope better to climate variability. The UN supported the development of the online greenhouse gas inventory system. Uganda can now monitor and track greenhouse emission reduction targets. The UN supported development of a Climate Smart Strategy and National Adaptation Plan for the Agriculture Sector including its performance measurement framework. This provides a firm foundation for building resilience of small holder farmers against climate variability and improving food security.

Building on the multi-hazard and vulnerability assessments in all districts of Uganda, the UN has supported development of a National Risk Atlas (NRA) that covers the major hazards prevailing in Uganda. The NRA is expected to support decision-makers, both in the public and private sectors, in making evidence-based, risk-informed investment and planning decisions. The UN supported the development of

the National Wetlands Atlas. In addition, the Atlas informed development of a presidential initiative on wetlands and mobilization of US$ 24.1 million from the Green Climate Fund to implement wetland restoration as part of addressing wetland loss and enhancing ecosystem based climate change adaptation. To address the alarming rate of deforestation the UN in collaboration with the World Bank and Austrian Development Agency developed a National Strategy for Reducing Emissions from Deforestation and Forest Degradation (REDD). The strategy is expected to guide investment in addressing the alarming loss of forest cover.

2. Green Growth and Sustainable Industrialization

The UN supported GoU to develop the Uganda Green Growth Development Strategy (UGGDS) to operationalize green growth principles and accelerate the implementation of global development goals, Vision 2040, NDP II and Uganda's industrialisation agenda. The strategy provides a blueprint on how to achieve an inclusive low emissions economic growth process, emphasizing effective, efficient and sustainable use of natural, human and physical capital. The UN has supported enterprise development assistance to women entrepreneurs to position them to benefit from the GoU Women Entrepreneurship Programme. Support was provided to Bank of Uganda and Ministry of Finance to develop the Financial Inclusion Strategy that takes into account the experiences of marginalized poor rural and urban populations, especially women. Further support was provided by the UN to enlist the buy-in of 20 private sector companies to sign up for the UN Global Compact Women Empowerment Principles to enhance the participation of women in private sector governance and management.

Box 3: Success Story: From a Hopeless Life to A Dream Life - A story of Federesi Namutebi, Myanzi Sub County, Mubende District

I used to leave a hopeless life after my husband's death, we had ten children together, and we were living in Entebbe, Kampala. After his death I had nothing to do except to go to the village at my parents' home in Myanzi, Mubende. I started leaving with my father in a very old house. Taking care of all was very tough. Life was at its worst and I decided to join hands with my friends and we formed a group of women to help each other by improving our agricultural produce and saving some money for other essential needs. The situation was so terrible taking care of nine children plus my father in a house that was leaking and almost falling on us.

One time the district officials told us to write a proposal which we did and it went through for funding from UN. They started training us on how to use *kabansin style* to improve on our produce. With their help and training we started and life has never been the same again. They supplied us with good brands of maize seeds, beans, wheel barrow, hoes and watering cans to boost our production. They trained us on how to use modern agricultural technology which has helped us to get more produce for our markets henceforth getting more money.

As a result of the project, I got good beans which I sold and I got money now am financially independent. I have managed to build a nice home for my family; I now can invite visitors comfortably without fearing. I can now sit at home comfortably. When I get sick, I can take myself to the hospital and manage to pay for myself and I look better at my age. We planted vanilla and coffee using the methods we had learnt and got a lot of money that enabled me to accomplish everything that was unfinished like furnishing my house. I consider this story a success because it has changed my life, I have sustained myself and my family. I use income from their produce to buy food and eat a balanced diet. Poverty levels at home have been greatly reduced. I am an inspiration to many especially the young women who

Figure 3: Federesi Namutebi's house before

Figure 4: Federesi Namutebi's house after

would want to age gracefully like me without depending on your children. We train others on how to improve their gardens and get more yields for food and for sell to get income to be able to cater for their needs and their children as well make savings.

The Songhai Integrated model for youth and women empowerment: Following approval of Cabinet, the Songhai model site has been established on a 100-acre piece of land at the Kampiringisa Rehabilitation Centre in Mpigi District.

Box 4: Success Story II: A Family Transformed through the Songhai Model Project - A story of Peter Lule, Kamengo Sub-county Mpigi District, a beneficiary from The Green Incubation Program, Songhai

I used to be a poor boy paying for my school fees since my mother could not afford school fees due to poverty. I only studied up to Senior 6 and I could not continue with education because my mother became weak, there was no money and no food at home most of the time. I was a laughing stock in the village simply because my mother and I were so poor, we would go to dig for food and we would reach home so hungry and weak. I was only 14 years of age when I started fetching water in the village for brick-makers and carrying heavy things while loading the trucks and I would go home with a lot of chest pains and yet there was no money to buy drugs and worse still I had to go back the next day to work earning only 3,000 shillings (less than $1) per day.

One day I told my Uncle to get me a job so that I can take care of myself and my mother. After some time, he told me that there was a place in Kampiringisa where they want casual workers to start slashing the place in preparations for Songhai Project to take off. That is the time I started working there, earning Uganda shillings 10,000/= per day plus lunch which was rare and little did I know that this would change my life. We received training especially on how to use modern Agriculture methods to produce more food. We were also trained on how to make organic fertilizers and I learnt that everything that comes out of the ground is useful.

Things have now changed. I got employed I now earn around Ugandan shillings 500,000/=. I have been able to build for my mother a permanent house. I now earn 200,000 from the project and around 300,000 from my produce at home. I gained skills in farming and organic manure which I have applied to our home garden. I now have over 300 banana plants where I earn a lot of

Figure 5: Peter Lule in his Artemisia garden for Malaria

money from selling of matooke that are bigger in size, customers find me at home, life is really good. I have learnt the irrigation skills where I water the gardens especially during the long dry spells. I have managed to plant herbal medicine which treats malaria, stomach pains, ulcers and for treating livestock, goats and cows to be healthy. For example, Moringa and Artemisia for Malaria, Okra and red pepper for ulcers. I can now make medicine which is organic to kill worms like caterpillars that eat crops in the garden. I rear rabbits and their urine mixed with ash can kill warms in the soil.

We formed a saving group called '*Omunaku kama Songhai Youth Saving'*, even His Excellency the President of Uganda knows it and am the Chairman. We are 12 in number and we save 100,000/= each per month and give it to one person to invest it.

I consider my story to be successful because Songhai has changed my life and that of my mother; I reached to an extent of thinking to start planting illegal drugs that cause a lot of havoc in communities but when I was considered for the opportunity, all that changed. I am planning to go back to school in the near future, something I had lost hope in. I thank the UN because this project changed my life.

The UN equipped 1,500 MSMEs in agriculture, tourism and manufacturing sectors with sustainable consumption and production technologies including: resource efficiency measures; industrial symbiosis and resource diversification; and product innovations and energy efficient practices. The UN has strengthened gender equality and women empowerment in business. This effort resulted in 40 private sector companies committing to adopt gender equality and women empowerment practices in their business through the UN gender seal certification programme for private enterprises and 4,000 women in the informal sector have benefited from a holistic Business Development Services (BDS) programme. Additional measures are being made to entrench affirmative action in the procurement processes.

The UN supported the GoU to establish an enabling policy environment that ensures financial inclusion for all. As a result, banks have adopted agency banking as a mechanism to reach the unbanked population with the objective of improving access to financial services. Building on the success of mobile money, telecom companies have established micro-saving and lending e-platforms that have attracted over 1.7 million users. These have facilitated mobile money services such as school fees payment, purchase of produce and online buying and selling of goods.

3. Employment

UN provided technical support for the review and development of enabling policies for facilitating employment for youth. These include the National Youth Policy, National Strategy for Youth Employment in Agriculture and UN Uganda Adolescents and Youth Strategy (2017-2020) which have been used for advocacy for youth employment and resulted in development and implementation of related action plans.

3.3.4 Opportunities envisaged to contribute to the achievement of UNDAF Results.

Some of the identified opportunities include:

i. The mandated LC I and LC II are now in place, with this structure in place, efforts of enabling access to justice through the LC courts can now be pursued.

ii. A cabinet minister in Charge of General Duties in the Office of the Prime Minister, has been designated to report on SDGs to the legislative arm of government/Parliament. This will strengthen the governance mechanisms of SDG, budgeting, reporting and monitoring as well as efforts towards civic engagement and social mobilization around the SDGs.

iii. A parliament radio will soon be in place by end of 2018, not only offering space to leverage for social mobilization and civic engagement but also an enabling environment for accountability hence could be leveraged to be utilized across the pillar partners.

iv. The up-coming draft National Health Insurance Scheme will improve coverage and access to health care

v. The Climate Change Bill is being debated and soon will be turned into law; this will help to improve coordination of all climate change activities in Uganda.

vi. The nationally determined contributions roadmap was recently launched and this will guide GoU in her efforts to reduce greenhouse gas emissions.

vii. There is an ongoing project geared to establish a national institutional framework for environmental management, coordinated information and data management system for reporting on Rio conventions.

3.3.5 Factors Affecting Achievement of Results
Factors affecting achievement of results are presented according to general and pillar challenges:

General factors affecting achievement of results

Inadequate funding of planned activities – Some implementing partners and responsible parties reported receiving limited funding compared to proposed budgets and the scope of issues to be addressed. This was partly attributed to limited resources mobilised at pillar and ORG level to disburse to IPs and RPs and ambitious work-plans and budgets at IP level.

Delayed accountability and reporting - There were reported bureaucratic tendencies of reporting and accountabilities among government agencies and departments which affect the next release of funds from UN. Once one ministry delays to submit the reports to UN, other ministries that submitted early cannot access funding until all submissions by all ministries are done. In addition, there was a reported low absorption capacity by MDAs which is affecting resource mobilization efforts by the UN.

Delayed release of funds by UN due to lengthy procedures. IPs mentioned taking between 3-9 months before receiving funds, which delays implementation of planned interventions.

Weak coordination among MDAs - The weak coordination among MDAs delays the decision-making process and accountability that often result into delayed implementation of activities and service delivery. For instance, overlaps of roles and responsibilities among OPM, MFPED and NPA results into coordination challenges. MWE has a water sector for production yet MAAIF also plans for water in agricultural production. There is also overlap between NEMA and MWE on wetlands management resulting in inaction of restoration and enforcement.

Increasing costs of public administration - the increase in the number of districts has led to high cost of public administration. Currently there are over 125 districts and 41 municipalities.

Governance
Delayed elections for Local Council (LC) chairpersons - the delayed elections for LC Chairpersons limited linkage between formal and informal justice systems. In addition, the modality of lining up during LC I and II elections was perceived by the public to have negative implications on freedom of expression, hence contributing to a negative rating on the quality of democracy in the country.

Reactivation of conflict in South Sudan
On 7th July 2016, fighting broke out in Juba South Sudan, and in the subsequent months led to mass movement of South Sudanese refugees mainly from Juba and Equatorial states into Uganda. This led to increased pressure on services and natural resources.

Shrinking space for human rights - The reported shrinking space for human rights promotion, protection and realization hinder the achievement of UNDAF results under outcome 1.2. The shrinking space was seen in terms of limited freedom among the media, opposition leaders, CSOs and human rights defenders.

Negative gender attitudes and practices – the slow pace of changing negative attitudes, social norms and harmful practices towards gender equality and empowerment of women.

Human Capital Development

Inadequate resource allocation for health, Education and social protection sectors – there is inadequate resource allocation by GoU for health (8.3% versus the recommended 15% of the national budget under the Abuja declaration). Inadequate resource allocation for social protection services (0.8% of the national budget versus the recommended 4.5% of GDP of the national budget under the AU Social policy framework) as well as workforce for preventing and responding effectively to all forms of violence against vulnerable population groups.

NGOs are the main providers of protection services with no GoU standards or oversight due to a lack of an agreed protection system that can address all forms of violence and protection issues in a streamlined and systemic manner. The national health budget for some components such as HIV/AIDS and nutrition are to a considerable extent externally funded/donor dependent.

The Budget for the Education Sector dropped from 11.1% in 2014 to 10.2% in 2018, which will most likely negatively affect the achievement of results yet the learning and skills development assumptions were based on the presumption that GoU will commit adequate funds of up to15%, by the end of the current UNDAF period in 2020.

Limited appreciation of education - At community level, there is limited appreciation and support of education particularly for the girl child to stay in school across the country, Parents are not forthcoming in terms of providing non-scholastic materials like books, pens and pencils, midday meals, support in disciplining of children, sending children to school and ensuring that they arrive at school at the right time.

> *"We have lost morale to encourage our children to complete school as a result of lack of jobs for their colleagues who have studied and completed some levels,"* remarked a female FGD participant Isingiro district.

Limited female teachers in the teaching force in Uganda
The country still experiences limited female teachers in the teaching force. According to the Education and Sports Sector review report 2016/2017, a total of 1,238 teachers were appointed into the service against a set target of 1,500. Out of the 1,238 teachers recruited, only 352 were female and 886 were males. This imbalance affects the delivery of education at school level especially when need arises for teachers to provide education supportive services like guidance and counselling as well as support to girls with challenges of growing up and sexual maturation. With limited female teachers, the teaching and learning environment can be described to be gender insensitive and non-responsive to learners, disadvantaging the girl child. This challenge has been identified to be more severe in Karamoja compared to other parts of the country.

Sustainable and Inclusive Economic Development
Destruction of infrastructure due to effects of climate change – the occurrence of unpredictable heavy rainfall has caused destruction of infrastructure such as roads, schools, power lines and water sources. This is as a result of increased population, human activities such as poor agriculture practices, deforestation and wetland degradation, among others.

3.6 Efficiency
Efficiency analysis in this report covers the following areas: whether UNDAF was implemented in the most efficient way (time, personnel resources); expenditure analysis; UNDAF contribution to improved efficiency at operational level and delivering as one

3.6.1 Strategies employed under UNDAF to maximise efficiency

Joint planning, implementing and reporting - The UNDAF has contributed to greater increase in efficiency gains by fostering collaboration and synergies based on a principle of complementarity. For instance, during emergencies such as Ebola outbreak UNHCR settles refugees, WHO conducts screening, WFP provides food supply, UNICEF caters for the children while UNFPA addresses SRHR needs. In addition, Inclusive Economic Local Development was jointly done by UNCDF and UNDP.

Complementarity was further evidenced through joint planning and implementation of the following Joint Programmes (JP):
1. UNFPA-UNICEF Global Programme to End Child Marriage
2. Joint Programme on Abandonment of Female Genital Mutilation
3. JUPSA/Karamoja United Nations HIV Programme
4. UN Integrated Support to Ministry of Defence and Veterans Affairs
5. UN-REDD National Programme for Uganda
6. Joint Programme on Gender Based Violence
7. Refugee and Host Population Empowerment (ReHoPE)

Joint Programmes present benefits that include a united response to multifaceted development challenges like FGM, HIV/AIDS and refugees; established coordination mechanisms under joint programs result into more permanent bodies to promote inter-sectoral dialogue where government entities, civil society and UN agencies are in position to mitigate shared challenges for the country; help UNCT to harmonise development programmes among different agencies at different levels and present opportunities for more resources such as KARUNA and JUPSA.

The UN agencies delivered "as one" under joint programmes which greatly enhanced economies of scale. Joint planning and review meetings under the JPs meant significant level of complementarities and building synergies. For instance, it was easy to conduct monitoring of interventions even if one partner was not present. This was because the monitoring function was based on DaO principle. Other common efforts towards efficiency under JPs included collaboration, knowing each other's mandate, memoranda of understandings (MoUs) and common budgets and results. Whereas working under JPs was seen to have contributed to efficiency gains, measures of demonstrating the extent to which there has been efficiency gains could not easily be determined. Joint Programmes further present some challenges which leadership and management structure have to address notably; for a joint program to succeed the complementary role of each agency needs to be clear, the UN participating agencies should be limited in number for better management and coordination. There should be commitment to share resources mobilised equivalent to the scope of work and the agreed budget lines spelt out in MoUs.

Working through existing structures -The UNDAF was implemented through existing government and NGO structures and local community groups which already had established offices and staff. The UN did not have to incur extra costs for hiring and establishing new structures, staff and identification of beneficiaries. The UN also utilized district infrastructure such as offices and halls hence realizing efficiency.

Long-term Agreements (LTAs) – The use of the Business Operation Strategy (BOS) increased harmony within UNCT operations. In 2017, 96% of all transactions were done with the existing 55 common or agency specific agreements, including LTAs, MoUs, and contracts, compared to 16% in 2016. This subsequently reduced the level of working in silos, reduced the transaction costs and increased bulk discount savings to US $8.6 million in 2017, compared to US $5.4 million in 2016.

Harmonized Approach to Cash Transfer (HACT) - HACT was introduced in 2005 as a common operational framework for managing the process of transferring cash to IPs that shifts the focus from a

system of rigid controls to a risk management approach. As a result of HACT, UN has made efficiency gains of USD 1.2 million which is 74% of the anticipated saving of USD 1.6 million by 2020.

Use of common services – the use of common services such as office space and cost sharing of facilities as demonstrated by WHO, UNAIDS and UNESCO; UN Women and WFP; UNDP, RCO and UNIDO is a step towards realization of efficiency gains, and a foundation for a common premise/UN house. Whereas use of common services has been seen as contributing to efficiency gains, measures of demonstrating the extent to which there has been efficiency gains could not easily be quantified.

Use of UN Pulse Lab - the UN Pulse Lab was established to enhance coordination efficiency and public service delivery. Through it, the UN in Uganda has come up with innovative ways and technologies for improving national engagement and social services that entailed analysing radio content in Uganda for sustainable development; digital data applications to improve the quality of public service delivery; informing governance through social media; informing environment policy; analysing utility data to gage measures of inequality; monitoring in real time the implementation of HIV mother-to-child prevention programme; responding to disease outbreaks; supporting knowledge sharing with visualizations; detecting shocks to livelihoods; automating crop disease detection; exploring the potential of mobile money transactions to inform policy; understanding perception to a refugee influx through analysis of radio content and measuring poverty with machine roof counting. However, the UN Pulse Lab is highly underutilised by UN agencies hence affecting operational efficiency.

3.6.2 UNDAF expenditure analysis

The UNDAF indicative budget was USD 954 million allocated per pillar as follows: Governance (171,799,330, 18%), HCD (442,738,348 46%), and SIED (339,615,717, 36%). Figure 6 presents the indicative budget per strategic intent pillar.

Figure 6: Resource estimate for each strategic intent pillar
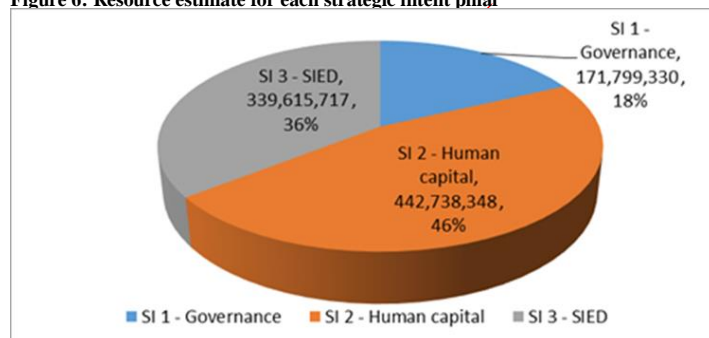
Source: UNDAF for Uganda 2016-2020

The total expenditure for the UNDAF period 2016-2017 was USD 227 million. This represents 24% of execution of the USD 954 million UNDAF indicative Common Budget Framework (CBF) set in 2016. The 24% expenditure is however considerably lower than the 50% which would have been anticipated when UNDAF is half way in implementation. From the information gathered at MTE, UNDAF was launched in mid-2015 and implementation was scheduled to start in the 1st quarter of 2016. However, there was delayed start of implementation partly due to delays in approval of implementation and guidance documents that were necessary to guide operations of UNDAF. In addition, there was over-budgeting for some planned activities and in most instances, agencies were not able to raise funds budgeted for thus affecting the budget execution levels.

During the UNDAF review period, the UNCT raised emergency/humanitarian funding amounting to $524 million from the Solidarity Summit on Refugees co-hosted by the GoU and the UN Secretary-General in June 2017. The UN System in Uganda planned to involve in joint resource mobilization efforts for the underfunded priority areas. The UNCT has managed to respond to emerging issues by mobilizing resources although this has in some instances affected implementation of planned interventions as personnel time and development funds have to be re-allocated to respond to emerging issues. The emergency/humanitarian funding was not reflected in the UNDAF expenditure on interventions it contributed towards achievement of results especially in the Peace Security and Resilience outcome area under governance,

Overall, the Governance pillar has spent 49% of its indicative budget, HCD pillar has spent 26% of theirs, while SIED budget, only 8% was spent. This is in line with the GoU Theory of Change where it is envisaged that early realization of good governance by end 2020 will be critical to provide a basis for achievement of human capital development by 2025, which will drive sustainable and inclusive economic development by 2035. The UNCT planned to put more emphasis on Governance outcomes in the first two years of the UNDAF cycle. The expenditure per pillar against indicative budget is shown in figure 7.
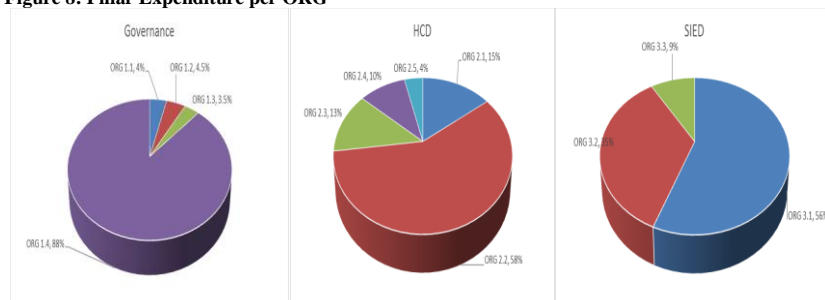
Figure 7: Expenditure per pillar against indicative budget
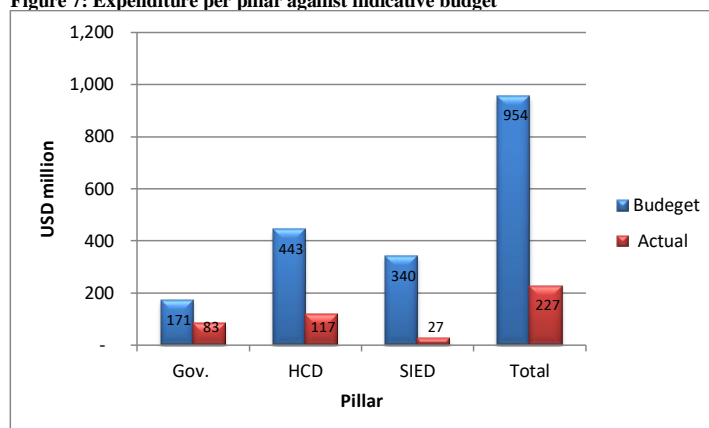
Source: UNDAF MTE KMS analysis

Based on the analysis of figures from KMS, expenditure per pillar per ORG for the two years is presented in Figure 8.

Figure 8: Pillar Expenditure per ORG

Source: UNDAF MTE KMS analysis

The Governance pillar has spent USD 83 million (49%) of its UNDAF 2016-2020 indicative budget. Of the 48% Governance actual expenditure, 88% was spent under the ORG 1.4 (Peace Security and Resilience), with the balance of 12% shared among the other three ORGs as summarized in Figure 8. A significant part of this expenditure was financed through the non-core budget (69%), while 31% was core budget, as indicated in Figure 9.

The HCD pillar spent USD 117 million (26%) of its UNDAF 2016-2020 indicative budget with a significant part of this expenditure financed through the non-core budget (79%), while 21% was core budget. Of the 26% HCD actual expenditure, 59% was spent under the ORG 2.2, followed by ORG 2.1 (15%), ORG 2.3 (13%), ORG 2.4 (9%) and ORG 2.5 (4%).

The SIED pillar spent USD 27 million (7%) of its UNDAF 2016-2020 indicative budget with a significant part of this expenditure financed through the non-core budget (59%), while 41% was core budget. Of the 8% SIED actual expenditure, 56% was spent under the ORG 3.1, followed by ORG 3.2 (35%) and ORG 3.3 (9%). The UNDAF expenditure by source by ORG is shown in Figure 9.
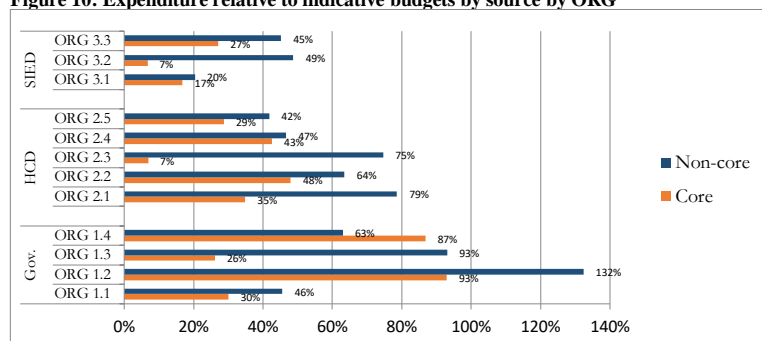
Figure 9: UNDAF Expenditure by source
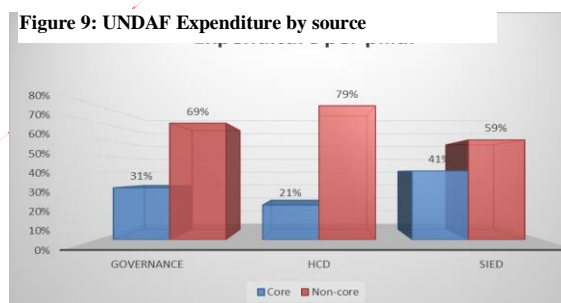
The analysis in Figure10 shows the percentage in relation to the budget per funding source, per ORG.
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Figure 10: Expenditure relative to indicative budgets by source by ORG

Source: UNDAF MTE KMS analysis

Based on the analysis of actual expenditure as percentage of budget per funding source (Figure10), only ORG 1.2 spent more than 100% of the budgeted resources implying the ORG was able to raise funds and slightly reduced the funding gap.

UNDAF expenditure per agency

Based on the analysis of information in the UN Knowledge Management System, the expenditure per agency against the indicative budget at MTE is shown in table 7.

Table 7: UNDAF expenditure per agency against indicative budget

Agency	Budget USD'000	Expenditure 2016 USD'000	Expenditure 2017 USD'000	Total expenditure USD'000	Budget Utilisation (%)	Agency contribution (%)
UNIDO	316,149	-	638	638	0.2%	0.3%
ILO	9,650	400	-	400	4.1%	0.2%
OHCHR	21,450	718	1,033	1,751	8.2%	0.8%
UNDP	156,947	9,130	5,443	14,573	9.3%	6.4%
FAO	114,500	5,780	7,321	13,101	11.4%	5.8%
UNESCO	4,730	432	439	871	18.4%	0.4%
UNHCR	100,384	14,207	16,309	30,516	30.4%	13.4%
WHO	43,193	8,182	5,297	13,479	31.2%	5.9%
UNAIDS	4,525	628	785	1,413	31.2%	0.6%
UNWOMEN	16,970	4,291	1,624	5,915	34.9%	2.6%
UNCDF	10,679	-	4,680	4,680	43.8%	2.1%
WFP	99,000	31,230	23,455	54,685	55.2%	24.1%
UNFPA	15,030	9,131	12,613	21,744	144.7%	9.6%
UNICEF	40,820	27,146	34,340	61,486	150.6%	27.0%
IOM	227	802	1,258	2,060	907.5%	0.9%
	954,254	112,077	115,235.0	227,312		100%

Source: UNDAF MTE KMS analysis

From the analysis in table 8, four agencies (UNICEF, UNFPA, IOM and WFP) spent more than 50% of their indicative budget. UNICEF, UNFPA and IOM spent more than 100% of their indicative budget and therefore reducing the funding gap.

Some of the factors affecting efficiency of UNDAF include:

1. Limited appreciation of the UN Knowledge Management System (KMS) and as such the system is grossly under-utilized yet it is a valued investment by the UN. The system is not properly understood by

staff and therefore leads to inconsistency in capturing and reporting of data by contributing agencies over the period. Some activities are being reported under different ORGs from year to year, which makes it difficult to track accumulated results and actual budget allocation/expenditure. For instance, under ORG 1.2, out of eight listed contributing agencies, six reported in 2016, five in 2017 and six in 2018. Agencies place more reliance on the information captured in their respective agency level information management systems. In addition, agencies that were not originally listed down as contributing agencies under some ORGs are now carrying out activities that contribute to ORG results. It is not clear how this is captured and reported under the KMS. Further, expenditure analysis for the MTE has taken into account results of two years from 2016 to December 2017; the KMS has not been updated with 2018 results even when the program is nine months into the third year of implementation. Limited use of KMS was partly attributed to the fact that agency staff are evaluated at agency mandate level rather than UNDAF and therefore they feel that time spent planning, monitoring and reporting on UNDAF is not valued. Similarly, the high staff turnover necessitated continuous orientation and capacity building about UNDAF guiding principles and other reporting tools and mechanisms. Over-budgeting. UNDAF budgeted for more funds than what was needed.

2. The UN largely supports upstream interventions at policy level where implementation spans across planning periods; hence achievement of results takes time. However, under the M&E information under KMS, there are five states for implementation (completed, on track, delayed, postponed and cancelled). The formula used to calculate implementation is to get a percentage of activities marked "Completed" compared to the total scheduled activities. Therefore, any project reported as on track is not included in the implementation status and the implementation looks low although it is not behind. The on-track outcomes are not included in the implementation status as only completed projects are included. This means that activities delivering according to schedule are not included in the calculation which results in showing an inadequate picture. The inadequate information in KMS does not support the calculation of cost effectiveness in relation to results. The KMS should be able to capture results on the projects that are on track under the 'implementation status' for proper analysis and reporting of cost efficiencies.

3. The UNDAF is meant to be an instrument to promote coherence in program implementation across the UN system in Uganda. However, the UNDAF is still not directly linked to resource mobilization as the function is still undertaken by individual agencies. Most agencies are implementing their respective mandates that may not necessarily fall under the UNDAF result matrix yet using the same resource envelope and only a small percentage of their respective resources are allocated to UNDAF.

There is low absorption capacity of funds by MDAs which was attributed to bureaucratic procedure in government, non-harmonization of planning and prioritization across sectors and thematic groups of UNDAF, limited staffing, extra work-load due to added project activities. Delays in receipt of funds due to lengthy bureaucratic procedures at all levels; (development partners, UN agency and GoU) especially for IPs that are not under direct implementation modality. IPs often receive funds late yet implementation has to be done within the planned implementation period, for example receipt of funds in September for project activities that have been planned to run for a year (January–December), in such an instance, three months are not enough to complete the planned activities; in some instances IPs have had to return the funds to the respective agencies.

1.   There is minimal harmonization of work-plans as a team, which at times leads to duplication of resources and fragmented implementation of activities leading to wastage of resources and minimum cost-effectiveness. Although UN agencies report into the UN KMS, it was reported that reporting is done individually with limited harmonization of outputs across agencies. This often leads to fragmented reporting which affects efficiency.

2.   Some ORGs were said not to be meeting as often as they should and even when the meetings take place, there is minimal participation of all participating members, which hampers effective and efficient functioning of ORGs yet it is crucial for the success of the UNDAF implementation.

3.   High staff turnover and/or changes in key staff driving implementation of ORG interventions affects budget execution and therefore implementation status. At policy level, when a new political head is appointed, it normally takes time for the new office bearer to understand the process before moving on. At Agency level, some staff and consultants providing technical assistance have short contracts compared to the time required for a particular intervention.

4.   Despite efforts made towards DaO, parallel monitoring and support supervision visits were reported to be done by agencies as opposed to joint field monitoring and support supervision. This leads to duplication of efforts, resource wastage and un-harmonized reporting.

UN Coordination arrangements on reduction of transaction costs
The MTE found that the UNDAF has a well-documented management, coordination and implementation structure with clear Terms of Reference (ToR). The structure is comprised of the JSC as the highest decision making body, the UNCT provides strategic and policy direction and oversight for the overall implementation of the One Programme, the SIP group that has oversight on the collective progress of UN activity that is encompassed by several Outcome results strategically linked through the priority areas, the ORGs are mechanisms organized to contribute to specific UNDAF Outcomes and the PRG is responsible for the horizontal program oversight and management.

The MTE found that the UNDAF has a well-documented management, coordination and implementation structure, which is largely deemed appropriate. The UNCT, ADG, PRG, cross-cutting groups and a few ORGs hold regular meetings. However, SIPs and most ORGs have not had regular meetings as expected which hinders effective and efficient functionality of the structure thus affecting achievement of results.

Implementation Modality
Direct Implementation Modality (DIM) of funding – In order to speed up business processes for some programmes, UN agencies opted for DIM and therefore increased the absorption rate of funds while maintaining the quality of results. Whereas the DIM is appreciated at agency level as a means of gaining efficiencies relating to time, there is little appreciation at IP level (MDAs and CSOs). Through the DIM, there have been inefficiencies in some instances due to procurement mismatch especially where IPs have not been involved in the procurement process. For instance, technical consultants procured at UN level for a project at a GoU ministry without involving the IP, they have in some instances found the UN procured consultants lacking in terms of service delivery yet the UN is looking forward to results. On the contrary where UN has given money to RPs through IPs, (National Implementation Modality - NIM) MTE established that sometimes this results into delays because by the time the IP finalises the contracting process with UN and MOUs with RPs, time for implementation is lost.

Harmonization measures at the operational level contributing to improved efficiency and results
The UNCT through its Operational Management Team (OMT) set out to develop and operationalize a Business Operations Strategy (BOS) that compliments UN agencies' business operations in Uganda and therefore leads to improvements in the effectiveness, quality and cost-efficiency of operations activities.

3.6.3 UNDAF contribution to improved efficiency and results at operational level
Through UNDAF and DaO, there have been some efficiency gains through harmonization of operations, which led to substantive savings in the past two years. The UN BOS approved in 2016 aimed to save about USD 13 million over the five -year UNDAF period to 2020 in common services through six pillars or focus

areas (Procurement, Administration, ICT, HACT, Finance and HR). The OMT/UNCT has made progress on system harmonization and reducing transaction costs with a total of USD$7.3 million being realized on bulk discount savings by 2017. These efficiency gains of USD 7.3 million forms 30% of the expected savings of USD 13 million by 2020, which is less than 50% that one would expect to have been saved by midterm. Table 8 shows unadjusted cumulative efficiency gains under the different focus areas identified under the BOS over the two-year period.

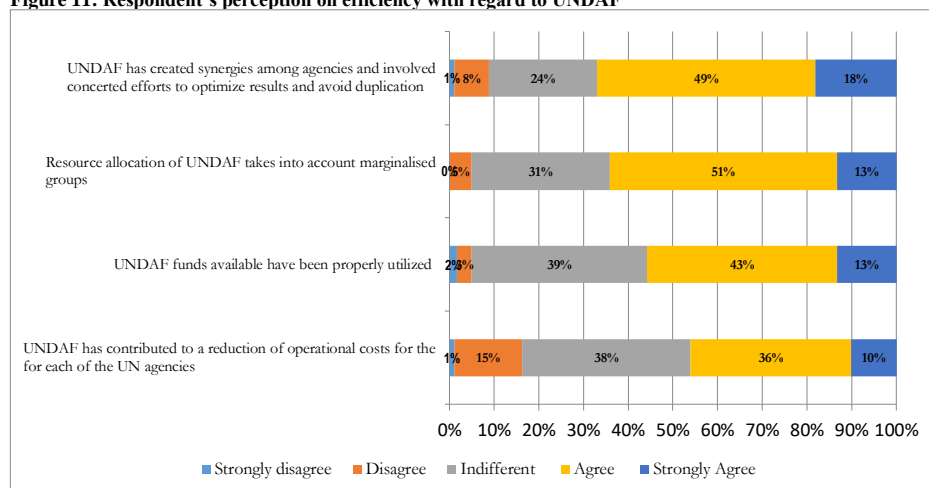**Table 8: Unadjusted cumulative efficiency gains on common services**

Outcome area	Target savings to 2020 USD '000s	2016 common savings USD '000s	2017 cumulative savings USD '000s	Total savings of target (%)
Procurement	6,191	1,301	2,967	48%
Administration	3,312	924	1,776	54%
ICT	1,534	445	910	59%
HACT	1,638	514	1,211	74%
Finance	335	171	326	97%
Human Resource	53	68	107	202%
Total	**13,063**	**3,423**	**7,297**	**56%**

Source: UNDAF MTE BOS report

Overall, efficiency gains under common services were 56%, which is slightly above 50% of the target savings as would be expected at MTE. More savings were realized under procurement and administration forming 65% of the total savings. However, some UN agencies expressed concern over the measurement and treatment of these efficiency gains such that the savings are not envisaged as imaginary numbers. For example, it is not clear what happens to the time input of team members that were previously engaged in these procurement and administrative functions now that saving on staff time has been translated into USD and how else team members utilized their time savings. It is also not certain how the measurement of the 8% average expense rate contribution towards the host agency over services provided under the BOS framework is arrived at. Further, the 2016 baseline maintained by OMT for measurement of the efficiency gains needs to be reviewed to ascertain whether it is still applicable.

Respondents (n=192) were asked whether the efforts put in place by UNDAF to create synergies among agencies and involve concerted efforts to optimize results and avoid duplication. Most respondents (67%) (Including UN staff, MDAs and districts) believed that UNDAF has created synergies among agencies and involved concerted efforts to optimize results and avoid duplication. Those who believed that resource allocation of UNDAF takes into account marginalized groups were 64%. However, other respondents (38%) were indifferent on whether UNDAF has contributed to a reduction of operational costs for each of the UN agencies and 39% were indifferent on whether UNDAF funds available have been properly utilized as shown in Figure 11.

Figure 11: Respondent's perception on efficiency with regard to UNDAF

	Strongly disagree	Disagree	Indifferent	Agree	Strongly Agree
UNDAF has created synergies among agencies and involved concerted efforts to optimize results and avoid duplication	1%	8%	24%	49%	18%
Resource allocation of UNDAF takes into account marginalised groups	0%	5%	31%	51%	13%
UNDAF funds available have been properly utilized	2%	3%	39%	43%	13%
UNDAF has contributed to a reduction of operational costs for the for each of the UN agencies	1%	15%	38%	36%	10%

Source : UNDAF MTE quantitative survey

3.6.4 Delivering as One

Delivering as One' (DaO) is an initiative by the UN aimed at making the UN better coordinated, effective and efficient through having One Leader, One programme, Operating as One, Communicating as One and a Common Budget Framework. DaO is a result of demands from member states for the United Nations to be more efficient and to avoid duplication within countries. In October 2010, the GoU formally requested that Uganda adopts the DaO initiative. In response, in 2011, the UNCT adopted an internal position paper describing the guiding principles and key priorities for DaO. DaO was officially launched in Uganda on 24th October 2012.

The UNCT in Uganda has advanced a number of core elements of DaO, notwithstanding the challenges, including the signed UNDAF, a Communications Group, an empowered Operations Management Team and a Business Operations Strategy. DaO is used to advance progress towards the SDGs through collaboration; strengthening national ownership for local leadership; being a visible advocate for human development; unity when crisis unfolds; enabling smooth transition to development; delivering more for less; and communicating as one.

The UN is supporting GoU through one programme UNDAF. Under One Leader, the RC together with the UNCT provide leadership, enabling strong commitment towards common results and accountability. Under communicating as one, through the UN Communication Group under RC supports joint UN communication. One common budget framework is in place although there is no joint resource mobilization strategy and fundraising is largely done at individual agency level. Operating as one, some UN agencies have shared premises and some services such as procurement services.

The RC Office and the UNCT have undertaken to accelerate the implementation of DaO in the regions through establishment the UN Areas Coordinators (UNACs) field management system. The overall objective of the UNACs is to strengthen dialogue. The UNACs operate in the regions of Acholi, West Nile, Karamoja and South West. The UNACs work under the RCs office to coordinate and advocate on Sustainable Development Goals, and humanitarian, recovery and development efforts in their respective regions.

However, DaO was perceived to be working better at policy than at implementation level and is constrained by the absence of a joint resource mobilization strategy, and the operations costs not being incorporated into a common budgetary framework as shown in Table 9.

Table 9: State of implementation of Delivering as One

Key			
🟩	Full implementation	🟨 Partial implementation	🟥 Not implemented
🟩	1. Joint National/UN Steering Group		
🟩	2. Annual Reporting on joint UN		
🟩	3. Singed UNDAF at outcome level		
🟩	4. Joint annual work plans		
🟩	5. Result groups (chaired by deputy Head of Agency - HoA)		
🟨	6. Medium term Common Budgetary Framework		
🟨	7. Annual Budgetary Framework		
🟩	8. Empowered UNCT to make joint decisions		
🟩	9. Business Operation Strategy		
🟩	10. Empowered OMT (chaired by HoA)		
🟩	11. Joint Communication Strategy		
🟩	12. Country Communications Group (Chaired by RC)		
🟩	13. Joint UN Team on M&E		
🟩	14. Human Rights; Disaster Risk Management)		
🟥	15. Join Resource Mobilization Strategy		
🟨	16. Common Premises		
🟥	17. Operation cost and budget integrated into medium term Common Budgetary Framework		

Source: MTE

DaO was further vivid in the contribution towards and the use of common services UN Cares, UNDSS, UN Clinic and in the application of Harmonized Approaches to Cash Transfers (HACT). DaO has also been achieved through joint planning; joint programming for refugees; HIV/AIDS, GBV and FGM; joint capacity-building for partners whereby the first agency to deal with an IP conducts a HACT assessment to establish capacity and other agencies do not have to repeat it when they also want to support the same IP. The UN also has standardized allowances for partners.

The MTE established that during emergencies such as refugee influx and outbreak of epidemics like Ebola, disasters such as landslides and floods, the DaO model works better whereby UN agencies such as WHO, UNICEF, UNFPA, UN Women and UNHCR come together to solve a common problem.

Overall, DaO intention was acknowledged and well documented, although it was said to be partially implemented, with much more to be done to make it fully functional. DaO was said to be working better at policy than at implementation level. DaO was said to be weakest at implementation and monitoring level. Agencies are not viewed as one when implementing activities or, while conducting monitoring visits; they tend to work in silos. The DaO model is reflected more in joint programmes. However, at district level, DaO was reported to be mainly seen while holding planning and review meetings.

Respondents (n=192) were asked about their understanding and functionality of the UN DaO model, its strengths, opportunities and limitations. Over three quarters (76%) of the respondents reported being aware about the DaO model; awareness was higher among MDAs (92%), followed by UN staff (87%), districts (72%), IPs/Civil Society Organisations (CSOs) (69%). Surprisingly, 13% of UN staff reported being 'indifferent' to the DaO; they could neither confidently say they were aware nor not aware of DaO. Only 57% of respondents reported that the DaO model was working well. This was higher among MDAs (82%), followed by districts (61%), CSOs (50%) and UN staff (43%). The following quotes from respondents portray the limited functionality of DaO.

"We are not a 'stew', we are a 'salad'. Each agency comes in with its unique flavor and we like it that way," remarked one UN KII respondent.

"It (DaO) is a good strategy on paper, not on ground," pointed out one national level KII respondent.

"It (DaO) is more of a theoretical concept than a practice," remarked one national level KII respondent.

"It doesn't feel they are working as one, they seem to be in competition as opposed to working together," said national level KII respondent.

"There is competition; each one wants to show results and visibility and they each have a defined mandate," remarked one national level IPs staff member.

"DaO has been good but more can be done to make it much better... One budget was a big challenge; agencies were not ready to work with one budget at the start but with time agencies are getting used," remarked one UN KII respondent.

"There is limited information that trickles down to MDAs. MDAs do not understand UNDAF well; there is room for improvement yet they are the ones in the driving seat. Structures may be existent but they are not effective," said one national level KII respondent.

Factors hindering the functioning of DaO model
The following factors were perceived to hamper the functionality of DaO:

One leader
The location of the RC's office at UNDP is perceived by a number of agencies as not being neutral or independent enough. There is a perception that most of the funds mobilized through the RCs office are allocated to UNDP. However, under the UN reforms effective 1st January 2019 this will be addressed.

One programme
Allegiance to individual agency CPDs and limited convergence areas within UNDAF. The process of developing work-plans starts with individual agency work-plans which later feeds into the UNDAF work-plan rather than starting with the bigger vision of UNDAF. Limited joint programming, planning, implementation and monitoring. Desire for visibility by UN agencies makes some prefer to work individually (in silos), particularly those with large portfolios. Agencies still hold portfolio reviews as opposed to UNDAF agreed structure; this limits oneness and leads to duplication. The UN staff performance is appraised on agency activities as opposed to UNDAF interventions, hence more allegiance and time allocation to individual agency interventions.

Communicating as one
The limited functionality of ORGs limits the identification of advocacy issues by communication focal persons within ORGs. UNDAF has limited convergence areas hence hindering common messaging.

Common budgetary framework
Lack of a pool fund for UNDAF and a joint resource mobilisation strategy. Different agencies mobilize their own resources and report to line headquarters.

Operating as one
Absence of common premises for all UN agencies limits utilisation of best options for enhancing efficiency gains through shared services.

3.5 Impact

UNDAF support has contributed towards the attainment of the following long term changes and impact.

Governance

In the period under review, the rule of law rating improved by 1.7% from 44% at baseline to 45.7% (at MTE). Regulatory quality rating improved by 1.7% from 44.5% at baseline to46.2% (at MTE). However, there was a reduction in rating for three indicators: voice of accountability rating (-4%), government effectiveness rating (-1%), and control of corruption rating (-1%), as shown in Table 10.

Table 10: Performance versus target and baseline for governance impact indicators

indicator	Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
Rule of law rating	44	45.67	70	26	2	6%
Regulatory quality rating	44.5	46.15	70	26	2	6%
Voice of accountability rating	30.81	27.09	50	19	-4	-19%
Government effectiveness rating	33	32.21	60	27	-1	-3%
Control of corruption rating	14	12.98	60	46	-1	-2%

Source: Refer to Annex 1

The community voices also raised concerns on governance issues as per quotes below:

> *"Corruption has gone deeper even at village level during campaigns, votes are bought, if you have money, you win an election,"* remarked one female FGD respondent, Kween District.
>
> *"When somebody is remanded in prison, they pay money (bribe) and the person is released before the issues are resolved,"* remarked one female FGD respondent, Kyegegwa District.
>
> *"The government is actually the one which is promoting corruption in Uganda today. The people who are the most corrupt are the ones who work with government so you cannot say the government is handling corruption very well,"* remarked one female FGD respondent, Kotido District.
>
> *"The government has failed to fight corruption. For example if you go to police to report a case instead of the police helping you they will ask for money from you in order for them to help you,"* remarked one female FGD respondent, Kotido District.
>
> *"Corruption is not being fought. When you go to police, they wait for you to pay money,"* remarked one female FGD respondent, Kyegegwa District.

Human Capital Development
There was a positive change on all impact level indicators under health, although this may not be attributed to the current UNDAF given the fact that the UDHS was conducted in the first year of UNDAF implementation. Maternal mortality reduced by 24% from 438 in 2011 to 336 in 2016. Infant mortality rate reduced by 20% from 54 in 2011 to 44 in 2016. There was a 52% improvement in the reduction of child stunting as percent of under-fives. Total fertility rate reduced from 6.2 to 5.4, a 71% improvement as shown in Table 11.

Table 11: Performance versus target and baseline for health impact indicators

indicator	Baseline 2016	MTE 2018	Target 2020	Required Change	Actual Change	Achievement towards Target
Maternal mortality per 100,000 live births	438	336	320	-118	-102	86%
Infant mortality rate per 1,000	54	44	44	-10	-11	110%
Percentage of young people (18-30 years old) not in education, employment or training	17.6	No data	12	- 6	No data	No data
Child stunting as percent of under 5s	33.4	29	25	- 8	-4	52%
Total fertility rate	6.2	5.4	4.5	- 2	-1	71%

Source: Refer to Annex 1

Sustainable Inclusive Economic Development (SIED)
The Gini coefficient worsened by 6.3%, (0.395 baseline, 0.42 MTE). There has been reduced numbers of people dying from disasters due to improved early warning systems; in 2010, there was one major landslide and 150 people died; however, by July 2018, there were six major landslides but no person died. Due to enhanced capacity, for the past 10 years, Uganda has been managing disasters on their own and Uganda Natural Disaster, Damage and Loss Assessors were sent to support Tanzania in 2017 to provide technical assistance for disaster management. There is improved community resilience: the rains increased in 2018 but no death was registered due to increased awareness and early warning systems. In Karamoja, there are reduced incidences of conflicts due to early warning systems.

3.7 Sustainability
This section examines the extent to which sustainability mechanisms have been enhanced in current UNDAF cycle such as capacity strengthening, collaboration or synergies fostered by UNDAF, GoU

participation and involvement, factors affecting achievement and non-achievement of sustainability of UNDAF and risks analysis undertaken by UNCT to ensure UNDAF results are not lost. The UN has instituted the following sustainability mechanisms in the UNDAF cycle:

Exit strategy: Every agency CPD and UNDAF has a sustainability strategy embedded within all its programmes to ensure continuity of services after current funded programs. These specify clear exit strategies of the UN: gradually existing from downstream support to upstream policy support, and also moving away from direction implementation modality to nationally-executed implementation modality.

Capacity strengthening: The UN invested heavily in strengthening institutional and technical capacity of IPs and RPs through capacity needs assessments, development of technical guidelines and manuals, providing technical support and training. In addition, the UN support has promoted the South – South and Triangular Corporations (SSC and TC) initiatives, GOU and all other institutions from different developing countries have been brought together to share knowledge, skills, expertise and resources to meet their development goals through concerted efforts.

Collaboration and synergies: UNDAF has worked through partnerships that have high levels of influence such as MDAs, districts, cultural, religious institutions, academia, CSOs and private sector. These partnerships have wider reach and established structures that will continue to serve the population beyond the current UNDAF.

Government involvement: UNDAF is implemented through close collaboration with the government and the UN agencies with GoU being the lead implementer of UNDAF interventions. The GoU was involved in the design of the UNDAF and a Joint Annual Review of the UNDAF is conducted every year with the government at JSC level and through bi-annual reviews at PRG level. The UNDAF has a strong component of capacity strengthening to MDAs and other IPs.

Financial sustainability: The UN, together with Uganda AIDS Commission (UAC) and other AIDS Development Partners, advocated for a GOU contribution to the HIV/AIDS fund through commitment by MDAs and LGs to contribute 0.1% of their respective budgets towards HIV mainstreaming. These local fundraising initiatives are likely to continue.

However, the MTE established that there is limited awareness of UNDAF at MDA level and they are not feeling fully engaged beyond meetings. Although it is acknowledged that UNDAF is very much aligned to NDP II, sectors reported that UNDAF does not necessarily fund most of the prioritized interventions within sector work-plans and DDPs. The UN investment in empowering CSOs/CBOs was deemed to be resource wasting and not sustainable since the CSO staff has short term contracts of one or two years.

> *"It is their 'thing', they just engage us"* remarked one national level KII

Levels of vulnerability in Uganda due to economic and natural shocks, and climate change affect sustainability and need to be acknowledged as ongoing risks and warrant priority programming in the next UNDAF. The vulnerability of Uganda requires unique considerations in planning with regard to the impact on development indicators, assumed levels of capacity in shrinking resources, and the development needs of refugee-hosting districts.

3.8 M&E Framework
Most of the indicators were deemed appropriate for measuring achievements against targets. Relevant data sources were identified for the indicators and targets are clearly defined. However, data for some indicators

was not available in the indicated data source as indicated in Annex 1. Some of the indicators that do not meet the SMART criteria are reflected in Table 12.

Table 12: UNDAF Indicators recommended for review

No.	Indicator	Identified issue	Recommended Action
	Governance		
1.	Percentage of people who think Uganda has democracy (or with minor problems), disaggregated by sex	The indicator statement is not specific, the words in brackets and disaggregation make it loaded	Separate the indicator statement from the disaggregation. The disaggregation should go to the indicator definition. Exclude the section in bracket. Develop a comprehensive indicator definition that clearly states the numerator and denominator
2.	Percentage of people who have trust in courts of law institutions, disaggregated by sex	The indicator statement is not specific on the measure of trust	Develop a comprehensive indicator definition that clearly states the numerator and denominator
3.	Percentage of registered voters who turn-up to vote, disaggregated by sex	The indicator statement is not specific; for example, there is a target for total, target for male and target for female; in the event that target for females is achieved, target for males is not achieved and the target for total is not achieved it becomes difficult to make an overall assessment of the progress	Develop a comprehensive indicator definition that clearly states the numerator and denominator
4.	Percentage strongly agreeing that women should have equal rights and receive same treatment as men do, disaggregated by sex	The indicator statement measures more than one variable that is i) equal rights and ii) same treatment	Split the indicator into two indicators. Develop a comprehensive indicator definition that clearly states the numerator and denominator
5.	Extent to which democratic institutions (EC and UHRC) effectively meet minimum core functions/performance benchmarks	The indicator is not easy to measure (effectively meet minimum core functions/performance)	Develop a comprehensive indicator definition
	HCD		
1.	Percentage of people[i] who have access to any kind of social assistance (e.g. Direct Income Support)	This indicator is very broad hence not easy to measure because it is very broad and the indicated data sources (MGLSD Sector Protection Report) only includes very few government lead social protection programs.	Decide on a few specific social protection services that will be supported and tracked by UNDAF
2.	Existence of a functional/CSO national platform facilitating internal dialogue, mediation and conflict transformation efforts	The indicator is measuring very many variables hence not specific.	Split the indicator so that each indicator focuses on one key variable at ago.
3.	Percentage of married women participating in all three decisions pertaining to their own lives (health care, major household purchases, and visits to their family or relatives)	This indicator is not included in the UDHS 2016 report	Consider either changing the indicator or data source
4.	Percentage of young people (18-30 years old) not in education, employment or training	The indicator is measuring very many variables hence not specific. Data not available	Consider splitting the indicator or changing the data source
	SIED		
1.	Number of target institutions implementing policies, strategies, plans and budgets that integrate sustainable energy, natural	The indicator is measuring very many variables	Split the indicator so that each indicator focuses on one key variable at a go

No.	Indicator	Identified issue	Recommended Action
	resource and land management, biodiversity, climate change mitigation and resilience initiatives		
2.	Hectares of land that are managed under a conservation, sustainable use or access and benefits sharing regime disaggregated by category	The indicator is measuring very many variables	Split the indicator so that each indicator focuses on one key variable at a go
3.	Number of people whose livelihoods have benefitted from solutions for management of natural resources, ecosystem services, chemicals and waste	The indicator is measuring very many variables	Split the indicator so that each indicator focuses on one key variable at a go.
4.	Number of districts where Local Climate Change Adaptation Fund is established and operational to provide financial resources for climate change adaptation interventions	The indicator is measuring very many variables	Split the indicator so that each indicator focuses on one key variable at a go.
5.	Percentage of population with access to electricity and modern cooking energy.	This indictor is not specific, it has two components (electricity and modern cooking energy)	Split the indicator
6.	Percentage of Land under Forest and Wetlands Cover	This indictor is not specific; it has two components Forest and Wetlands Cover. The target is the same as baseline	Split the indicator. Consider revising the target upwards.
7.	Indicators measuring export of produce	The current indicators focus on the higher end agriculture value chain	Next UNDAF should consider prioritising indicators that measure production at household level

Indicator definitions - The UNDAF indicators lack comprehensive indicator definitions explaining what the indicators stand for, their rationale, units of measure, numerators, denominators and methods for computation. Indicator definitions are essential for standard understating and measurement.

Indicator targets - Some targets have already been achieved and or surpassed, particularly those that were based on baseline surveys that were conducted years before 2015, such as UDHS, which was conducted in 2011. They call for revision of targets based on more realistic values. Some indicators had non-quantified indicator baselines, achievements and targets in the M&E framework such as 'partially', which makes it difficult to measure incremental progress, since the baseline partial value is not necessarily equal to the achievement of partial value when some things have been implemented though not yet fully. Some baselines and targets do not seem realistic; they were either too low or too high, and hence there is under- or over-achievement. One indicator on wetland cover has the same target as the baseline. Data for some indicators is not available, and so they either have to be dropped or special studies should be designed to collect data for them.

Logical link between interventions, outputs and outcomes - Some interventions seem to have limited direct contribution to the desired outcomes, for instance interventions under numeracy and literacy. Most of the planned interventions under outcome 2.1 (learning and skills development) were in the form of advocacy and technical assistance to the line ministries and only one focuses on improving teachers' competencies yet all the desired outcomes are classroom-based. This calls for more support to and partnerships with IPs implementing interventions aimed at improving the quality of education outcomes at school level (downstream).

Costed UNDAF M&E plan - UNDAF has no standalone costed M&E plan to guide joint monitoring, review and evaluation activities, although individual agencies have M&E plans. As a result, most

monitoring of interventions was reported to be often done in disjointed manner by individual agencies except where joint programs exist. The GoU partners also reported very limited participation in joint monitoring and review activities of UNDAF.

3.9 Integrated Research Monitoring and Evaluation Plan (IMEP)
Under the IMEP, UNCT planned to carry out a number of interventions that entailed; influence key decision making opportunities, support evaluations, conduct studies and surveys, and strengthen M&E systems and capacity. The MTE has taken into account only interventions planned to be implemented by 2018.

Under key decision making opportunities, two activities were planned, namely UNDAF MTE and NDP II MTE preparation. Both are on schedule. Two planned evaluations notably Governance programme performance assessment and Evaluation of UN's capacity building strategy in context of DaO have been concluded. These will therefore address the gaps in governance programme performance and DaO during the UNDAF cycle. A total of eight studies and surveys were planned, four were accomplished while the 2017 study on stakeholder perception of UN relevance was partially covered by the MTE. Three studies were not done as planned. These were UN Performance Monitoring and Accountability 2020, 2016 study on stakeholder perception of UN relevance, and Performance Monitoring and Accountability 2020 Survey[i]. It is important to note that some studies not originally planned were added and some conducted such as M&E system strengthening, including integration of IMEP into eMIS (2015/2016) and institutionalization of Global Pulse Lab tool. In addition, under M&E System strengthening various agencies implemented results based management (RBM) training for GoU and IPs. Under the relevant M&E activities supported by other partners, 12 out of 16 activities were implemented while four were not done as detailed in Annex 6.

The studies were meant to inform UNDAF implementation, and therefore those that were not done could have contributed to absence of data which negatively impacts measurement of achievement of results and should hence be prioritized in the remaining UNDAF period.

3.10 UN Reforms
The General Assembly Resolution 72/279 on the repositioning of the UN development system adopted a set of reforms. The overall goal of the reform agenda is to create a 21st Century UN that is better equipped to address the complex contemporary challenges and ensure integrated action towards the SDGs in a way that leaves no one behind. The critical reforms include:
- A reinvigorated Resident Coordinator system
- Hybrid funding formula (cost-sharing amongst UN entities, voluntary funding and levy on donor funding earmarked to projects)
- Transformation of the United Nations Development Operations Coordination Office (DOCO) into a stand-alone office with managerial and oversight functions of the Resident Coordinator system
- Establishment of a new generation of UN Country Teams (UNCTs)
- Two-phased approach to reposition work at regional level, on a region-by-region basis
- Transparency and accountability of system-wide results
- Funding compact

The MTE noted that the Secretary-General had issued a well-articulated implementation plan for   the inception of the reinvigorated resident coordinator on the   repositioning of the United Nations development system. The focus of the plan on the inception period required to ensure that the new Resident Coordinator (RC) system is operational (five core positions are filled) by 2019. The plan aims at creating the authorizing environment for RC system decoupled from UNDP by looking at all administrative, legal and oversight arrangements. This requires, inter alia, the establishment of a funding platform for contributions for the new system, the development of a new job description for RCs, the establishment of posts in the Secretariat to host the reinvigorated RC system and the UN Development Operations Coordination Office (DOCO),

putting in place transitional administrative arrangements for the RCO posts in the field, and the issuance of related letters of appointment. Arrangements for increased cost-sharing contributions from members of the United Nations Sustainable Development Group (UNSDG) will also need to be in place.

The MTE further noted that there are mechanisms in place to incorporate the UN's new way of working in the following:
- The RC has kept the UN agencies up to date with information on status of the UN reforms
- On 11th July 2018, the Secretariat created the Special Purpose Trust Fund (SPTF) for the reinvigorated Resident Coordinator System to manage transparently all financial transactions of the new Resident Coordinator (RC) system
- Early adaptation of some of the UN reforms, for instance the DaO modalities. There are established UN area coordination offices at regional level specifically to implement DaO at regional level.

Readiness to roll out UN Reforms
Among the UN reforms stipulated in the General Assembly Resolution 72/279 on the repositioning of the UN development system is the reinvigorated RC system. In the short-term, (September to December 2018) the reforms require decoupling the RCO from UNDP, ensuring that there is a minimum staffing complement of two support staff and three national professional staff, by 1st January 2019, among others.

The RCO – Uganda is on track to deliver and roll out the UN reforms. For instance, in terms of staffing it has the Head of Office - Senior Humanitarian and Development Adviser (P5), the Peace and Development Advisor (P4), Field and Business Operation Specialist (P3), Communication Officer (NOB), Finance and Administration Associate (SB3) and the Driver (G2). In addition, the office is in the process of recruiting a Partnership Specialist (P4) and a Coordination Analyst (NOB).
The RCO has secured funding (USD 2,061,980) from Norway to cover key positions for a period of four years. In addition, the EU Spotlight Initiative Programme that will be coordinated by RCO is envisaged to fund two key positions for the period of four years, that is, a Monitoring and Evaluation Specialist (NOC) and a Gender Advisor (P4). In addition, the UN Area Coordination system is already functional.

4.0 LESSONS LEARNT

The following aspects of UNDAF worked well during the period under review:

(i) Joint planning, budgeting, monitoring and evaluation, reporting, programming and implementation of interventions yields better results, particularly in joint programmes where it is easier to mobilise resources and implement a comprehensive programme.

(ii) Partnerships and collaborations with government MDAs, districts and CSOs enhances synergy, reduces resource wastage, thus increasing effectiveness and efficiency.

(iii) Working through existing GoU structures of MDAs and districts reduces costs and ensures sustainability of benefits.

(iv) Working through cultural and religious institutions yields better results, especially for behavioural change interventions.

(v) It is possible to address underlying causes of inequalities and discrimination through strategic upstream interventions. For example, the gender and equity certificate, which is a requirement being implemented by MDAs through MoFPED with the advice of the EOC, is already being followed in planning and budgeting.

The following aspects of UNDAF did not work well:

(i) Although individual agency and joint fundraising modalities are complementary, through clear mandates such as MoUs and Letters of Understanding (LoUs) which ensure that roles and responsibilities within the UNDAF framework are clear, the undertaking of fundraising at individual agency for UNDAF interventions limits the oneness of UN.

(ii) The overlapping interventions of some UN agencies undermine the DaO principles.

(iii) The GoU low absorption capacity and limits implementation of interventions.

(iv) The perceived limited flexibility and bureaucratic tendencies within UN results into delayed implementation which limits achievement of programme results.

(v) The limited information flow in MDAs regarding UNDAF limits awareness on UNDAF.

(vi) Lack of effective communication between IPs limits successful implementation of programs and learning from best practices.

(vii) Working with GoU institutions requires patience since the operation modalities and systems are different from the UN and CSOs.

> **Commented [NK4]:** These aspects were revised in the executive summary

5.0 CONCLUSIONS

Based on the analysis of findings, conclusions were drawn with regard to DaO, relevance, effectiveness, efficiency, impact sustainability and transformative approach, emerging issues, TOC and M&E framework, transformative approach, integration of UNDG programming principles, UN Reforms including new approaches to financing being considered by UNDAF, UNDAF Management, Coordination and Implementation Modalities.

Relevance

The UNDAF is largely relevant, justified and appropriate in relation to Uganda's country development agenda as evidenced by alignment to the Country's NDP II, Vision 2040 and SDGs. The UNDAF addresses the targeted beneficiary needs. Although UNDAF is aligned at high level to NDP II, there is limited alignment and support for interventions prioritized under sector and district work-plans at implementation level.

Emerging issues

A number of emerging issues have been identified that should receive attention for the development of the Uganda 2019 UNDAF. These include the needs of refugee-hosting districts, land conflicts, post-election violence, climate change, underground FGM, escalating poverty levels, as well pests and diseases.

Theory of Change: The UNDAF ToC is still deemed relevant and valid; it portrays the logical link between inputs, outputs and outcomes that are essential to enable the realization of the desired impact. The ToC is premised on GoU ToC, and is hence aligned to NDP II priorities and goals. However, there was weak logical link between some interventions, outputs and outcomes, for instance interventions under numeracy and literacy.

Effectiveness/Impact

Most of the UNDAF indicator targets are likely to be achieved although more effort is needed to ensure that one third of the indicator targets that are not likely to be achieved are also attained.

Governance

Overall, 40% of governance outcome indicators are on track, having achieved at least 50% of the targets. One third (30%) of the outcome indicator targets are likely to be achieved, while 30% of the outcome indicator targets are not likely to be achieved since they are off track having achieved less than 50% of the targets by MTE. Observance of democratic principles seems to be declining, evidenced by the reduction of number of people who think Uganda has democracy in the last two and a half years. The perception that there is gender equality and human rights for all people in Uganda has declined as evidenced by a reduction in the percentage of those strongly agreeing that women should have equal rights and receive the same treatment as men.

HCD

Progress was registered on all health indicators. By the time of UNDAF design, the UDHS 2016 report was not yet available, and baseline was based on UDHS 2011 data hence earlier achievement of health targets which necessitates revision of targets. Eleven out of fourteen outcome indicators (79%) indicators were on track having achieved at least 50% of the targets, one (7%) had partially achieved, while two indicators had no data (14%). There was minimum improvement on learning and skill development indicators with some indicators performing lower than baseline values. There seems to be limited interventions at school and classroom level to enhance survival of children in school. UNDAF has contributed to the reduction of maternal mortality rate, neonatal and infant mortality rates. UNDAF has contributed to improvements in the reduction of HIV/AIDS prevalence, new HIV infections, AIDS-related deaths and people on ART. Social protection seems to be the weakest link within HCD given the minimal progress on all outcome

indicators. UNDAF has contributed to a substantial reduction of incidence and impact of GBV and VAC on women and children due to increased awareness campaigns through the media and reporting of GBV cases through a toll-free helpline and due to improved handling of cases by trained duty bearers. However, it was noted from community discussions that most women do not report their spouses, since it is seen as disrespectful and it often attracts sanctions from family and community members.

SIED
Infrastructure production and trade as well as employment outcomes are likely to be achieved although strengthening natural resource management and climate change resilience outcome target is not likely to be achieved due to high population growth rate, deforestation, and wetland degradation. Almost one third (29%) of SIED outcome indicator targets are on track, having achieved at least 50% of the targets. Almost one third (29%) of the outcome indicator targets are likely to be achieved while 29% are not likely to be accomplished since they are off track, having reached less than 50% of the targets by MTE. This calls for revisiting strategies and targets to establish whether they are appropriate or not based on performance at MTE.

UNDAF has contributed to increased growth in the agricultural sector, which in turn has led to increased exports of some agricultural produce such as maize and beans. However, there hasn't been sufficient progress with regard to mining and the number of jobs created, which may worsen the employment situation. The reduction in women's share of non-agricultural informal employment undermines gender equality, inclusiveness and sustainable development. There was no improvement towards indicator targets for forest and wetland cover, which was largely attributed to small, scattered innervations that are not on a scale large enough to bring about the desired outcomes and impact.

Efficiency
The UNDAF is perceived as a good effort of the UNCT to consolidate its program priorities, avoid duplication and reduce transaction costs with GoU, which is seen more at the planning and reporting stage of the process, and less so during implementation and monitoring. UNDAF has enhanced efficiency at agency level through innovative approaches like the HACT, which has reduced transaction costs.

Delivering as One
Although there are clear benefits of the DaO model and key milestones achieved under DaO such as one leader, communicating as one and one programme, it is not yet fully functional, particularly at implementation level; lack of a joint fund for UNDAF and agency implementation in silos undermined the DaO efforts. Allegiance is given to the individual agency mandate as opposed to UNDAF. The UN agencies are not perceived as one except when implementing a joint program. There seems to be no obligation to prioritize and support UNDAF interventions since performance appraisals for most UN agencies are not linked to UNDAF. The RCs office is perceived to not to be independent enough from UNDP and is viewed to have inadequate power, financial resources and personnel to realize the objectives of DaO.

M&E Framework: Most of the indicators were deemed appropriate for measuring achievements against targets. Relevant data sources were identified for the indicators and targets are clearly defined. However, the following weaknesses were noted: data for some indicators not being available in the indicated data sources; some indicator statements not being SMART; and lack of comprehensive indicator definitions. UNDAF has no standalone costed M&E plan to guide joint monitoring, review and evaluation activities, although individual agencies have M&E plans.

Sustainability and Transformative Approach

UNDAF strengthened the capacity of local structures and personnel by working through existing structures, systems strengthening and heavy investment in capacity of existing structures at national and district level for GoU, CSOs and the private sector. Although GoU heavily participated in the design of UNDAF, some national level MDAs pointed out limited involvement in implementation and monitoring of UNDAF interventions. However, the transformation, being a process, has not yet been fully integrated and the responses gathered from interviews carried out at MTE indicate that in some instances, some UN agencies were said to be directly implementing interventions, for instance some UN agencies implement activities directly targeting parliamentarians, and others fund/implement directly in districts and schools.

Integration of UNDG Programming Principles

The UNDG programming principles are well-integrated into UNDAF documents and interventions as well as UNDAF ToC. However, the principle of 'leaving no one behind' is perceived by several stakeholders as being unrealistic and unattainable given the fact that there are many vulnerable people yet resources are limited.

UN Reforms including new approaches to financing being considered by UNDAF

UN in Uganda is on the right track in implementing the UN reforms as evidenced by the following: a) reinvigorated Resident Coordinator system; b) Hybrid funding formula; c) establishment of a new generation of UNCT; d) Early adaptation of some of the UN reforms, for instance the DaO modalities; there are established UN area coordination offices at regional level specifically to implement DaO at regional level; e) the BOS strategy was launched and is operational.

UNDAF Management, Coordination and Implementation Modalities

The UNDAF management structure is well designed and documented. The UNCT, PRGs and some ORGs hold regular meetings. However, its functionality is likely to be hampered by lack of regular meetings among ORGs and SIP groups, inadequate coordination structures and accountability systems.

6.0 RECOMMENDATIONS

Recommendations are presented under the sub-sections of DaO, relevance, effectiveness, efficiency and sustainability, cross-cutting issues, theory of change and M&E framework, transformative approach, integration of UNDG programming principles, UN reforms, including new approaches to financing being considered by UNDAF and UNDAF management, coordination and implementation modalities.

Improving Relevance

1. **Strengthen GoU involvement and alignment to sector work-plans and DDPs.** The UN through ORGs should engage MDAs and LGs more in UNDAF planning and monitoring interventions for increased participation and stronger alignment to sector work-plans and DDPs.

2. **Review the Theory of Change.** The UN through the SIP pillar heads and JUNT M&E group should review the ToC to ensure logical link between some interventions, outputs and outcomes for, particularly, the interventions under learning and skills development. The JUNT M&E group should revise the assumptions and targets under governance in relation to the timeframe to make them more realistic.

3. **Support SDG Tracking and Reporting.** The SDG advisory group should support the implementation of the SDG roadmap including rallying development partners to finance critical activities established in this roadmap and ensuring that the national coordination framework for SDG implementation is strengthened.

Improving Effectiveness
Governance

4. **Enhance support for strengthening the rule of law in Uganda.** UN should support Parliament and the Law Reform Commission to fast-track implementation of interventions such as those supporting electoral reforms (key constitutional reforms, Electoral Commission Act, Presidential Parliamentary Elections Act and the Local Governments Act) and separation of powers through rolling out think tanks to enhance achievement of governance outcomes. To increase women representation in Parliament, the UN should scale up interventions that target prospective women leaders such as training in leadership, negotiation and advocacy. The MoJCA and MoLG with support from UN should fast-track capacity strengthening of LC Is and IIs on their roles and respective laws in order to strengthen linkages between formal and informal justice systems. GoU, UN and other stakeholders such as religious and cultural institutions should identify multiple strategies to address the negative social norms and beliefs hindering women participation in governance. The UN should fast-track i) innovations to enhance accountability at institutional level including the e-case management to address corruption; ii) planned interventions that has not been implemented such as reviewing party constitutions to promote women representation. The EC should scale up civic education including aspects of voter bribery and the Police should enhance enforcement of laws against voter bribery.

5. **Capacity strengthening.** The UNCT should commission a study on analysis of structural and implementation modalities among MDAs to identify challenges with regard to absorption capacity and devise strategies to address the identified gaps. The UN through ORGs should dialogue with MDAs to identify each other's concerns with regard to absorption challenges and jointly forge a shared way forward. The Parliament should review, restructure and establish a viable number of local governments to minimise public expenditure and enhance service delivery. The UN through the governance SIP should support GoU in building the capacity of the institutions such as Electoral Commission, JLOS, Police, CSOs, mediators, eminent persons, political and opinion leaders to

promote peaceful political and electoral processes and enhance youth and women's participation in legal and policy formulation on peace building and governance. Additionally, the UN should support GoU to address cross-border issues that would threaten regional peace and stability especially while aware that the universality of the 2030 Agenda requires a rigorous approach to address shared challenges and solutions within and across countries, regions and around the world that go beyond national policy-making to result in more international collective action.

Human Capital Development

6. **Scale up support for prioritised interventions under SP, health, education and WASH.** The UN should support key interventions in the SP policy such as livelihood enhancement, fast tracking the finalisation of the National Health Insurance Policy and develop a streamlined approach to advocate for and support a protection system that can prevent and respond to all forms of violence against vulnerable persons, including women, girls and boys. Relevant ORGs should review planned interventions under learning and skills development to ensure direct linkage to outcomes and increase investment in WASH interventions such as handwashing facilities in schools and increased latrine coverage in schools and communities to toilets. The MGLSD and MoES should scale up community mobilization for increased education support. MoH should strengthen strategies of controlling population growth rate such as increases access to reproductive health services, including uptake modern contraceptives.

7. **Strengthen greater community and male involvement strategies.** The MGLSD t and relevant IPs should scale up community sensitisation through cultural and religious leaders to address root causes of GBV. Greater male involvement is vital in addressing gender inequalities as well as strengthening inclusion of the most discriminated and marginalized groups such as the youth, PWDs and elderly persons, to ensure no one is left behind.

8. **Inter-country UN agency collaboration.** The UNCT should enhance inter-country agency collaboration to address cross border issues such as under cover FGM and epidemics such as Ebola.

Sustainable and Inclusive Economic Development

9. **Scale up support for afforestation and wetland recovery.** The UN through the SIED pillar should support MWE and MAAIF in large scale afforestation and wetland recovery across the country; and support creation of more green jobs related to tree planting, conservation and re-use.

10. **Increase support for strengthening livelihoods.** The UN should support MAAIF and MWE to scale up interventions geared towards increasing agricultural production and productivity as well as strengthening the agriculture value chain such as supply of improved varieties, improved post-harvest handling facilities, linkage to markets and supporting value addition. MGLSD, with support from the UN, should establish affirmative action to recognize the issue of culture, unpaid care and domestic work, support campaigns for redistribution of roles and responsibilities within households to promote women's effective participation in economic and other opportunities by ensuring more absorption of women within salaried employment. Majority staff for all contractors should be nationals, of who at least one third are women.

11. **Support climate proofing of infrastructure in Uganda.** The UN and MWE should carry out climate screening, climate risk assessment and adaptation assessment in key sectors such as agriculture, transport, health and water to ensure climate proofing of infrastructure.

12. **Enhance disaster preparedness, response and management.** The OPM and UN should strengthen investment and budgeting towards disaster preparedness, response and management. MDAs should allocate a percentage of their budgets towards emergency preparedness.

13. **Enhance enforcement of environmental laws.** The UN should support MWE and other MDAs such as NFA and NEMA to scale up environmental monitoring, inspection and prosecution of environmental abusers. Environmental law enforcers should be provided with the necessary resources to ease enforcement activities.

14. **Strengthen community awareness and sensitisation.** MWE with support from UN should increase public awareness and sensitisation about environmental management, modern cooking energies and technologies through various media such as radio and music dance and drama among others. Enhance the use of renewable energy sources like solar, biogas, geothermal, mini-hydro plants and peat, by making them accessible and cheaper.

Improving Efficiency

15. **Establish clear measurement of efficiency gains.** The UNCT should establish clear measurement of efficiency gains reported under the BOS (recovery rate, applicability) regarding baseline information and reporting on how time savings have been translated into results.

16. **Improve harmonization and reduce duplication.** The UNDAF pillar heads should facilitate greater harmonization of planned interventions at ORG level to realize greater efficiency gains. Planning for the subsequent year at ORG level should be done well in advance by October before the year begins, agency work-plans should be based on UNDAF. The UNDAF pillar heads should map out key strategic multi-sectoral interventions for increased joint planning, programming and implementation of activities and field monitoring.

17. **Reduce time between requisition and disbursement of funds.** The UNCT should review the length of time between requisition and disbursement of funds to enhance efficiency in line with the HACT framework and procedural requirements.

18. **Intensify interventions for fostering DaO.** The UNCT should fast track the establishment of common premises for UN agencies, and where not possible, a number of agencies can be housed in the same premises. The RCO should develop an orientation package on DaO and UNDAF to guide UN agencies on orientation staff. Heads of UN agencies should take an active lead in promoting awareness about DaO and UNDAF within their agencies. UN staff performance appraisal should include performance under UNDAF interventions and/or DaO. UN agencies should leverage each other's comparative advantage in order to harness synergies and complementarity to avoid overlaps and duplication. Similarly, UNCT should support GoU MDAs (OPM, NPA and MFPED) to streamline their coordination in order to foster complementarity and synergies. The RCO should spearhead the development and implementation of a joint resource mobilisation strategy for UNDAF. The OMT should encourage use of pooled resources such as transport, cleaning, security and other services.

Improving Sustainability and Transformative Approach

19. **Increase involvement and participation of MDAs in UNDAF planning, implementation and monitoring.** The UN through ORGs should engage MDAs and LGs more in UNDAF activities at all levels including implementation, review meetings and field monitoring of interventions. In

addition, UN should continue strengthening the technical and institutional capacity for MDAs, LGs and IPs.

M&E Framework

20. **Strengthen joint UNDAF M&E.** The JUNT M&E should develop a standalone costed M&E plan and comprehensive indicator definitions to guide users on compiling data for various indicators. The JUNT M&E should review indicators that are measuring more than one variable and those whose data is not available, review baselines and targets for indicators where 2016 data was not available at UNDAF. There should be an internal discussion between M&E team and the technical team based on MTE findings to consider whether to revise the targets or not. The JUNT M&E should consider adding an indicator to track progress on policy and legal influence. UNDAF Pillar heads should conduct UNDAF quarterly and annual review meetings where progress is assessed as well as updating the CCA, UN Vision 2030 and the risk log. The JUNT M&E should commission special studies on i) establishing the extent to which some initiatives (joint programmes, common services) have contributed towards efficiency of UNDAF; ii) implications of the UN reforms and new generation UNDAF on UNDAF structure and functionality; iii) the underlying factors leading to poor learning outcomes at P.3 compared to P.6; iv) causes of increasing violence against boys; v) to collect data for indicators with no data.

21. **Strengthen the application of the UN KMS and Pulse Lab.** The UNCT should make the KMS a mandatory reporting tool for all UN agencies and interface the KMS and the global UNINFO with the respective agency MIS. The JUNT M&E should provide capacity strengthening of UN staff in the use of KMS and Pulse Lab.

22. **Harmonise reporting timelines and templates.** In order to eliminate multiple and differing reporting requirements to UNDAF, UN agencies, the funding agencies and GoU, the UN together with GoU should harmonize reporting timelines and templates so that information generated can suffice for all key stakeholders.

UNDAF Management and Coordination

23. **Refine UNDAF structure.** UNCT should reactivate/activate the functionality of pillars and some ORGs through closer monitoring and follow up and annual performance review against the ToRs. The chairing of pillars and ORGs should be rotational annually. The UNCT should consider reviewing and merging some ORGs and areas of convergence to enhance synergies and reduce duplication; for instance, health could be merged with HIV and AIDS; GBV/VAC could be merged with social protection and infrastructure, production, trade could be merged with employment. The UNCT should increase UN agency focal persons to ORGs to at least two people for wider participation and strengthen inter-ORG interactions through quarterly planning and review meetings.

24. **Develop an implementation plan for MTE recommendations**. The PRG and ORGs should develop an implementation plan with timelines to implement and track MTE recommendations within one month after approval of MTE report.

UN reforms

Fast track the rolling out of UN reforms.

1. The RCO should fast-track the recruitment and alignment of the existing skillset (staff) to the proposed core functions under RCO by 1st January 2019. An organogram for the reinvigorated RCO should be developed and shared with the UNCT as a basis for resource mobilisation for the reinvigorated RCO.

2. The UN agencies should consider allocating more resources to the RCO to enhance coordination capacity in the areas of common services, communicating as one and other operational expenses not covered by UN Special Purpose Trust Fund (SPTF). All UN agency activities should be incorporated within the UNDAF.

3. The RCO should take the lead in mobilizing resources for UNDAF and critical funding gaps for positions fulfilling different functions that correspond to country specific needs, including Peace and Development Advisor, Gender and Human Rights Advisor, the UNACs among others.

4. The RCO should admit all UN agencies that have foot prints in the country but not signatory to UNDAF such as International Atomic Energy Agency (IAEA) and United Nations Office for Project Services (UNOPS) who have expressed readiness to join the UNDAF for enhanced effectiveness and efficiency. This should be in line with the current UN reforms

Next UNDAF (2021-2025)
Going forward the design of the next UNDAF should put into consideration UN reforms and the UN Secretary General guidance for the new generation UNDAF.

1. The UNCT should respond to shared trans-boundary, regional and sub-regional development programs to cater for challenges, such as refugee influx, climate change, migration, terrorism, economic growth and integration and structural transformation while aware of AU Agenda 2063 on complex peace and security challenges. GoU should consider including the refugee response programme into the NDP III to harmonise service delivery to refugees and host communities and put in place a coordinated and single approach to the refugee response taking into consideration both development and humanitarian aspects of the responses.

2. The UNCT and SIP heads should make use of historical data on expenditures (provided on an annual basis) to construct more realistic UNDAF budgets. There should be a dedicated costing exercise, including quality assurance of budgets, the Common Budgetary Frameworks in the annual Joint Work plans should be more realistic and regularly updated.

3. The RCO should fast-track the full roll-out of UNINFO, the online UNDAF planning, monitoring and reporting tool, will make this work plan and budget information readily available.

4. The UN and GoU should prioritize a few strategic interventions with a multiplier effect for greater impact across all pillars. The next UNDAF should include convergence areas. Scale up support for science and technology education in primary education sector through appropriate curriculum reforms and related indicator-tracking mechanism and prioritise interventions towards tertiary education and training.

ANNEXES

See separate file attached

Annex 1: Indicator Matrix
Annex 2: Detailed Results Framework
Annex 3: UNDAF MTE Data Collection Tools
Annex 4: Key Evaluation Questions Matrix
Annex 5: Sampling
Annex 6: UNDAF Alignment to NDP and SDGs
Annex 7: Strategic and Integrated Monitoring and Evaluation Plan
Annex 8: List of Consulted Institutions
Annex 9: References