

THE UNITED NATIONS AND COUNTRY LEVEL DEVELOPMENT. A CASE OF UNITED
NATIONS DEVELOPMENT PROGRAMME UGANDA

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DECLARATION


I, Nasonga Agnes the undersigned, declare that this is report is my original work and has never been submitted for any award of degree or any other qualification in any university. Any material which is not my original work, the authors have been acknowledged.

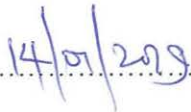
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APPROVAL

This is to certify that this research report has been submitted to the University Board of examiners with my approval as the candidate's University Supervisor.

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DEDICATION

I dedicate this piece of work to my dear mother Mrs. Katusiime Moureen and my dad Mr. Wesonga Koffi love to educate me supported spiritually, morally, academically and financially till this level.

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I would like to extend my sincere thanks to the Almighty God who has kept and sustained me throughout my stay at the University.

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CHAPTER ONE: INTRODUCTION

1.0 Introduction

Uganda has made significant progress in social and economic development during the past two decades and is moving steadily towards sustainable growth and poverty reduction. In regions affected by conflict, Uganda is the process of recovery and reconstruction. There have been considerable achievements in ensuring a stable macroeconomic environment and progressing towards achieving the Sustainable Development Goals (SDGs). The government has adopted various national strategies to address development challenges and post- conflict reconstruction. The Poverty Eradication Action Plan has been implemented for the past decade. This section presents the background to the study, statement of the problem, research objectives, scope significance and limitation. The study sought to explain the contribution of UNDP in country level development in Uganda. This chapter will look at the background of the study, statement of the problem, purpose, objectives, research questions, scope of study, significance and operational definitions.

1.1 Background of the study

UNDP began supporting Uganda in 1977, with the endorsement of the Standard Basic Assistance Agreement by the Government of Uganda and UNDP. Though UNDP has been providing assistance for over three decades, the first structured country programme was implemented in 1997. The 1997–2000 country programme had the overall objective of promoting democratic governance for poverty eradication.

UNDP has been supporting development programmes and policies in Uganda for over thirty years. The first structured country programme (1997–2000) was aimed at promoting democratic governance for poverty reduction. This was followed by the second and third country programmes, from 2001–2005 and 2006–2010 respectively. To align with Uganda's implementation of its National Development Plan, UNDP abridged the third country programme by one year, from 2006–2010 to 2006–2009. The second and third country programmes are evaluated under this ADR. UNDP Uganda's strategic positioning must be seen in light of its capacity to mobilize a programme portfolio to accomplish the outcomes outlined in the country

programme, and in light of its support to the government in key development areas. During the past nine years, there have been limitations in mobilizing funds on a sustained basis. UNDP mobilized \$10 million annually. Despite its long presence and favourable relations with the government, donor agencies did not channel adequate resources through UNDP.

Non-governmental organizations originally appeared in the mid nineteenth century. After the Second World War, and with the creation of the United Nations, the need and place for a consultative role for organizations that were neither governments nor member states was recognized. The acceptance of these bodies led to the term 'Non-governmental organizations'. The Economic and Social Council of the United Nations (ECOSOC) originally defined these bodies as 'any international body that is not founded by an international treaty', however the United Nations now describe a Non-Governmental Organization (NGO), voluntary organization, which is organized on a local, national, or international level to address issues in support of the public good. Task oriented and made up of people with common interests, NGOs perform a variety of services and humanitarian functions, bring citizens concerns to governments, monitor policy and programme implementation, and encourage participation of Civil Society stakeholders at the community level." They provide analysis and expertise, serve as early warning mechanisms, help monitor and implement international agreements (Jens, 2010).

Non-Governmental Organization have, since the end of the Second World War, become increasingly more important to global development. They often hold an interesting role in a nation's political, economic or social activities, as well as assessing and addressing problems in both national and international issues, such as human, political and women's rights, economic development, democratization, inoculation and immunization, health care, or the environment.

An analysis of UNDP contributions to development results and strategic positioning in response to development needs. The evaluation used the triangulation method, which included a detailed review of documents pertaining to the UNDP programme and development context in Uganda, a meta-evaluation of project and thematic evaluations carried out by the country office, and semistructured stakeholder interviews and field visits.

The second country programme (2001–2005) had two broad programme areas: governance and poverty reduction. There were limited programmatic interventions, and the focus was on upstream support for aid coordination and capacity building for policy and strategy formulation. Support was provided to strengthening government institutions, developing private enterprise, and sustainably utilizing and conserving the environment and natural resources. In the course of the programme, UNDP prepared the Transition to Recovery Programme in order to support government initiatives in recovery, resettlement and reintegration.

Position of UNDP

UNDP has had a long presence in Uganda. For most of this time, national development priorities guided programme interventions. In the previous and ongoing country programmes, UNDP supported development needs identified in the PEAP and in post-conflict recovery and reconstruction efforts of the government. Several factors influenced UNDP positioning in responding to the development priorities. Uganda has a large donor presence, and UNDP plays a relatively small role in terms of the financial and technical resources contributed towards achieving development results. UNDP also has the responsibility to ensure it meets specific organizational mandates, using its own core funds to address issues critical to furthering human development; issues that the government or donors may prioritize differently. This chapter analyses how UNDP positioned itself vis-à-vis responding to Uganda's development challenges.

1.2 Statement of problem

In the past decade, Uganda has made considerable progress in socio- economic and human development. The Poverty Eradication Action Plan (PEAP), the periodically revised national development framework, aims to reduce absolute poverty to at least 10 percent of the population by 2017. UNDP and several other development agencies have contributed towards PEAP implementation. Uganda is currently transitioning from the decade- long PEAP strategy to a National Development Plan (NDP). Expected to be finalized this year, the NDP seeks to address longer- term goals of enhancing growth, employment and prosperity.

However much UNDP has adopted program system to implement development in Uganda there is still a challenge in sustaining the project like insufficient financial and social viability of the

project of extended value/ benefit to the beneficiaries is still low if continuing to benefit from the project after funding is unknown. Weak sustainability of projects is a challenge to organization competitiveness and effectiveness in funding funds from donors (Scoors, 2007) much as UNDP would want to accomplish its objectives towards sustaining country level development, the above challenges would affect sustainability in terms of cost and time. The study therefore, seeks to examine the UNDP contribution to Uganda's development in terms of governance and poverty institutional strengthening, private enterprise, sustainability and environmental conservation monitoring of SDGs.

1.3 Purpose of study

To examine the contribution of UNDP in country level development in Uganda

1.4 Research Objectives

The study sought to address the following objectives:

1. To examine the programs of UNDP towards country level development in Uganda.
2. To examine the factors facilitating the success of UNDP towards the country level development in Uganda.
3. To examine the challenges facing the UNDP organization on country level development in Uganda.

1.5 Research Questions

The study sought to answer the following questions:

1. What is the programs of UNDP towards country level development in Uganda.
2. What are the factors facilitating the success of UNDP towards the country level development in Uganda.
3. What are the challenges facing the UNDP organization on country level development in Uganda.

1.6 Scope of the study

1.6.1 Geographical scope

The study was conducted at the United Nations Development Programme country offices in Kampala, Uganda.

1.6.2 Content scope

The study examined the contribution of UNDP at the country level development in Uganda. The used contribution of UNDP as (independent variable) and the development as (dependent variable)

1.6.3 Time scope

The study was covered in a period of 4 months that is November 2018 – January 2019. In reference to the about the study collected information from the period of 1997-2017 for the period when PEAP up-to NDP was in operation.

1.7 Significance of the Study

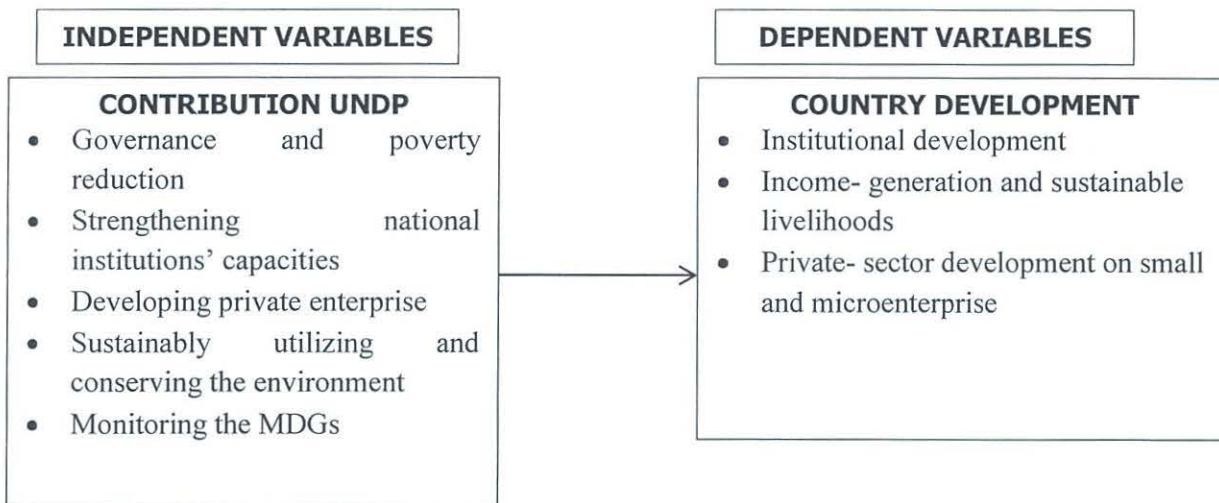
This study might be important in many respects. For policy makers, the findings may help in country development policies. The findings might assist planners and implementers of health policies with regard to aspects of relevance and contextual demands made on country development.

The key objective of the study centered on the role of UNDP towards country development, and on the constraints hindering community development to local communities. The study's findings will be a source of baseline data and information, providing details and important valuable references on efforts to enhance future planning and implementation strategies in health care in Uganda.

Policy Makers; This study is of great importance to public policymakers in Uganda as it provides knowledge on country development on plan for all and other related projects in the organization and formulates policies that would enhance effectiveness of community projects.

Scholars and Academicians, This research serves as an excellent reference material to person(s) who would like to carry out research related to this area and forms a basis for future research of contribution of UNDP on country development as the forms a foundation for further research on country development. The study is significant to scholars and researchers as the study contributes to existing body of knowledge on stakeholder participation and project sustainability of strengthen community health. As a researcher, the study will enable to identify the relationship that exists between stakeholder participation and project sustainability and also be able to identify the gaps that other researchers didn't point out.

1.8 Conceptual framework



Source: Modified from UNDP, 'Uganda Human Development Report, 2010 & the Researcher, 2018

1.9 Key definition of concepts

Concept development is a set of activities that are carried out early in the systems engineering life cycle to collect and prioritize operational needs and challenges, develop alternative concepts to meet the needs, and select a preferred one as the basis for subsequent system or capability development and implementation.

Development is a process that creates growth, progress, positive change or the addition of physical, economic, environmental, social and demographic components. The purpose of development is a rise in the level and quality of life of the population, and the creation or expansion of local regional income and employment opportunities, without damaging the resources of the environment. Development is visible and useful, not necessarily immediately, and includes an aspect of quality change and the creation of conditions for a continuation of that change.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

The literature review is drawn from books, journals, government publications and scholar articles.

2.1 The programs of UNDP towards country level development in Uganda

UNDP has been supporting development programmes and policies in Uganda for over thirty years. The first structured country programme (1997–2000) was aimed at promoting democratic governance for poverty reduction. This was followed by the second and third country programmes, from 2001–2005 and 2006–2010 respectively. To align with Uganda's implementation of its National Development Plan, UNDP abridged the third country programme by one year, from 2006–2010 to 2006–2009. The second and third country programmes are evaluated under this ADR.

The emphasis of the two country programmes under review was primarily on strengthening national institutions' capacities. The total programme delivery from 2001 to 2008 was \$92 million. The programme was in partnership with the government at the national level and was implemented through government agencies. Gender, HIV/AIDS, a rights- based approach and the environment were addressed as cross- cutting issues.

The second country programme (2001–2005) had two broad programme areas: governance and poverty reduction. There were limited programmatic interventions, and the focus was on upstream support for aid coordination and capacitybuilding for policy and strategy formulation.

In 2000, the UNCT carried out its first Common Country Assessment (CCA), 'Uganda: Promise, Performance and Future Challenges'. The CCA served as a key resource in furthering a coordinated approach to UN agencies' development assistance to Uganda and acted as the basis in the ensuing formulation of the first UNDAF.

The CCA outlined the challenges that faced the government, particularly in combating the HIV/AIDS epidemic of the late 1990s, during which one in every ten adults was infected with the disease. There was also concern regarding sustaining the sharp declines achieved in HIV/

AIDS infection rates during the 1990s. Another area of concern pointed out in the CCA was the impact of conflict on people living in northern Uganda. With over 2 million children orphaned as a result of HIV/AIDS and conflict in northern districts, the national strategy placed high priority on minimizing the risks of HIV/AIDS and addressing conflict-related issues. Uganda also needed significant foreign development assistance in order to achieve its development goals. The CCA noted that widespread corruption and armed conflicts were a drain on the national budget, contributing to slow growth, stunted development and reduced levels of social justice throughout the country.

The UNDAF, drawing on the needs and priorities identified in the CCA, was closely aligned with the PEAP. The UNDAF outlined four goals for UNCT programming, derived from Uganda's overarching goal of reducing the proportion of people below the poverty line to less than 10 percent by 2017.

Support was provided to strengthening government institutions, developing private enterprise, and sustainably utilizing and conserving the environment and natural resources. In the course of the programme, UNDP prepared the Transition to Recovery Programme in order to support government initiatives in recovery, resettlement and reintegration.

The third country programme (2006–2009) identified three areas of practice poverty reduction, democratic governance, and crisis prevention and recovery with a strong emphasis on capacity development and policy support.

Under poverty reduction initiatives, support was provided for developing policies, monitoring the MDGs, and promoting micro-finance and small and medium-size enterprises. In addition, UNDP supported initiatives for sustainable utilization and conservation of the environment and natural resources. In the area of governance, emphasis was on furthering democratic processes, strengthening institutions for enhanced transparency and accountability, and fostering a rights-based approach. Specific attention was paid to postconflict recovery aimed at supporting government initiatives in the creation of an enabling environment for peace and the resettlement, reintegration, security and socio-economic recovery of conflict-affected populations and host communities.

UNDP second country programme (2001–2005) Good governance, with particular emphasis on policy and institutional development support in the realms of political, economic and administrative governance; and

Income-generation and sustainable livelihoods, with particular emphasis on: directly addressing poverty through the promotion of micro- and small-scale enterprises; and raising incomes, food security and the households and communities' welfare through sustainable utilization and conservation of the environment and natural resources.

The third UNDP country programme (2006–2009) In 2004, the CCA identified constraints in achieving the economic and human development targets outlined in the PEAP and the MDGs. Key challenges identified included fast population growth, a large population of internally displaced persons, high infant and maternal mortality rates, regional disparities in conflict-affected districts, deteriorating natural resources and natural disasters.

Based on the CCA and the UNDAF, and in collaboration with the Government of Uganda,

Table 4. Country programme outcomes 2006–2010

| Pillar 1: Poverty reduction | Pillar 2: Democratic governance | Pillar 3: Crisis prevention and recovery |
|--|---|--|
| Increased national capacity for monitoring and policy dialogue on MDG progress | Deepened democratic processes and strengthened institutions in order to address national development challenges | Strengthened national conflict resolution, peace-building and reconciliation processes and capabilities |
| Integrated local initiatives into national strategies for poverty reduction | Enhanced capacities for the promotion and administration of justice and human rights | Strengthened national capacities for recovery in conflict-affected areas |
| Developed strategies for sustainable land management in rangelands | Improved transparency and accountability in government institutions | Created a secure environment for recovery and development |
| | | Strengthened national capacities to reduce the threats and effects of land mines and unexploded ordnance |

UNDP identified three key programmatic areas of practice (called pillars): poverty reduction, democratic governance, and crisis prevention and recovery. The programme outlined the rights-based approach, gender, HIV/AIDS and environment as cross-cutting issues. The outcomes of

the programme are listed in Table 4. Originally intended to run for five years (from 2006 to 2010), the programme was abridged to four years in order to align with the time-frame of the NDP.

The interventions identified under the three programme areas are:

Building capacity to reduce human poverty under the poverty reduction pillar was intended to focus on scaling up policy advice, coordination and monitoring in support of the Government of Uganda's efforts to achieve the MDGs. UNDP support aimed to address poverty reduction through the promotion of micro-finance and small and medium-sized enterprises. Priorities in this area include strengthening the institutional capacity to deliver business development services and enabling the improvement of policies and regulations for small and medium-sized enterprises.

In addition, UNDP programmes intended to support the government's efforts to promote the sustainable utilization and conservation of environment and natural resources in order to raise income and enhance food security and welfare of households and communities. Pilot projects are to be developed in the area of sustainable human development, such as those that blend income generation with energy and environmental conservation. In addition to pilot projects, the poverty reduction programme aims to integrate energy and environmental concerns into national planning processes, ensuring that the poor will have access to modern and affordable energy services. Support is also being provided to strengthen the national disaster response.

Promotion and consolidation of the democratic governance pillar was intended to strengthen democratic governance at the national and local levels. Support was provided to key anti-corruption institutions and national democratic instruments and institutions. The programme supported building capacity of government institutions on human rights and the administration of justice. The planned interventions include: the strengthening of capacities for the implementation of the African Peer Review Mechanism/New Partnership for Africa's Development component in Uganda; the deepening of the democratic process; the strengthening of democratic institutions; the promotion of transparency and accountability through a rights-based approach; and the furthering of the effectiveness of local governance structures through participatory planning.

Additionally, it was intended that governance policy support would be provided to HIV/AIDS issues. In partnership with government institutions, the Joint United Nations Programme on HIV/AIDS and other agencies, UNDP aimed to mainstream HIV/AIDS into national policy frameworks.

Support to the conflict prevention, resolution and recovery pillar followed the TRP and other interventions in the previous country programmes and intended to further strengthen government efforts to respond to post-conflict recovery and reintegration. Programme interventions include the return and reintegration of internally displaced persons and ex-combatants, human security, and peace-building and reconciliation. The programme was intended to reduce regional imbalances in terms of achieving the MDGs through the creation of an enabling environment for peace and the resettlement, reintegration, security and socio-economic recovery of conflict-affected populations and host communities. UNDP is the cluster lead for early recovery (titled Governance, Infrastructure and Livelihoods Cluster), and support for strengthening early recovery cluster coordination was one of the programme interventions.

During the programme period, a Crisis Management and Recovery Programme was outlined to: support the recovery of post-conflict communities through their transition from relying on humanitarian relief to self-reliance and the ability to withstand calamities; create a culture of peace by establishing mechanisms that will root and build peace within communities that have experienced conflict and are transitioning to relative peace (as well as communities experiencing unstable peace); and support communities to cope, be resilient and manage natural and human-induced disasters.

2.2 The factors facilitating the success of UNDP towards the country level development in Uganda

In several cases, UNDP developed interventions as a response to the availability of donor funds. Rather than simply respond to funding opportunities, it is important that UNDP develop a programme strategy that is based on identifying critical gaps in key areas of UNDP intervention in order to mobilize funds. Such a focus is particularly important in Uganda, where there is a large donor presence and UNDP has limited resources.

UNDP was more reactive to government requests than maintaining a proactive agenda of contributing to development results and informing policy. Though UNDP was consistent in its support to monitoring the MDGs and poverty, greater efforts are required to harmonize national development goals and the MDGs. Despite initiatives in the area of private enterprise support, UNDP could not adequately leverage its position to engage in policy issues in that area. Support to reforms in the area of governance did not receive the attention it deserved in the two country programmes, even in areas such as local governance, where UNDP, in partnership with UNCDF, was well positioned. Though UNDP had the organizational potential to make contributions, it did not systematically pursue such opportunities in participatory local governance, accountability and transparency mechanisms or strengthening electoral systems.

A comprehensive governance strategy addressing different areas of governance was found to be lacking, although there were important interventions in strengthening governance institutions for transparency, justice, and disaster and conflict management. At the time of the ADR, UNDP Uganda had commissioned programme scoping in governance for the forthcoming country programme. One of the areas identified at the local level was strengthening service delivery. Considering the weak social services at the district and sub-district, this is an important area for future support. It is crucial that UNDP be more responsive and engage in furthering institutional and governance reforms at the national and local levels. Adequate core resources should be allocated for this, and UNDP should develop partnerships with multilateral and bilateral organizations in order to play a strategic role in the area of governance.

Recovery in northern Uganda is a critical issue. Besides conflict-affected districts, the Karamoja region suffers from starvation and a high degree of poverty. There is considerable focus on the regional disparities in development, and the government has developed a policy framework for northern Uganda and Karamoja. However, further efforts are needed in order to align the priorities of northern Uganda in national development strategy. UNDP positioning on northern Uganda policy was not evident, and there were indications that the participation in the northern Uganda working group was passive.

UNDP developed a programme framework for conflict prevention and recovery interventions, addressing various dimensions of recovery, reconstruction and transition in northern Uganda. While funds were not available to adequately pursue all outlined activities, there were limitations

in delivery of even the allocated funds. Conflict prevention and recovery interventions supported so far had varying degrees of success. At the national level, conflict prevention and recovery interventions have contributed to strengthening institutions and to the recovery process in critical areas relating to reintegration and security. This, however, did not enhance UNDP positioning in conflict prevention and recovery at the national and local levels, and its role in northern Uganda policy discussions was inadequate. While UNDP had the challenging task of leading the early recovery cluster in a complex and politically sensitive situation, its coordination efforts were perceived to be less effective. UNDP did not systematically use corporate expertise to provide support to early recovery coordination. The programme also had limitations in terms of resources (e.g., funds, staffing and programme management, and expertise available in the country office), which prevented UNDP from playing a lead role at critical times.

National Development Planning

Largely due to improved political stability, Uganda experienced impressive and sustained economic growth over the last two decades (notwithstanding the northern Uganda conflict). The uninterrupted growth and focused government policy under the PEAP facilitated significant gains in human development. Uganda is on track to attaining several MDGs, and significant progress has been made in the areas of eradication of extreme poverty, universal primary education, gender equity and HIV/AIDS.

In 1997, the government implemented its first PEAP, an overarching national framework for poverty eradication. The Plan was subsequently revised in 2000, resulting in PEAP II (2000–2001 to 2003–2004), which spelled out four pillars for focused interventions: creating an enabling environment for sustainable economic growth and structural transformation; promoting good governance and security; increasing the ability of the poor to raise incomes; and enhancing the quality of life of the poor. The Plan was revised again in 2004, resulting in the formulation of PEAP III (2004–2005 to 2007–2008).

PEAP III, with slightly modified national priorities, underlined five pillars for focused interventions: economic management; enhancing production, competitiveness and incomes; ensuring security, conflict resolution and disaster preparedness; good governance; and promoting human development. During the PEAP period, Uganda has made significant improvements in

economic growth, reduced poverty, restored security and an increased confidence in the government's capacity to make a difference.²² Building on this success requires deepening reforms and capitalizing on new opportunities for human and economic development.

Economy and employment

In 2007, Uganda reported a gross domestic product (GDP) of \$11.2 billion. Over the past 20 years, GDP growth has been impressive. Uganda is one of the fastest growing African economies, with sustained growth averaging 7.8 percent since 2000. These recent high rates of growth have been sustained primarily by the rise of a dynamic service sector, which accounted for 45 percent of GDP in 2007

Poverty and human development

According to the 'Uganda National Human Development Report 2007, the country has made significant progress with regard to social and economic development. This is reflected in its Human Development Index (HDI) increasing from 0.488 in 2003 to 0.581 for 2005–2006. In 2007, Uganda had an average per capita income of \$300, and there was a decline in poverty rates. Although progress in the improvement of economic growth and life expectancy indicators can be clearly seen, regional disparities in levels of human development continue to be a concern. In 2007, the central region continued to have the highest HDI of 0.650, followed by the eastern region with an index of 0.586, while the western region registered 0.564. Comparatively, northern Uganda's HDI was significantly lower at 0.478, owing primarily to the residual effects of conflict in the region.

Uganda's stable macroeconomic climate, sustained high growth, and coordinated poverty eradication strategy under the PEAP contributed to poverty reduction during the 1990s and early 2000s. According to the 'State of Uganda Population Report in 2007', the national income-poverty headcount fell from 56 percent in 1992–1993 to 34 percent in 2002–2003, with a further decline to 31 percent in 2005–2006. Poverty is more widespread in rural than urban areas, and the rate of poverty reduction within rural communities has been high. In rural areas, the corresponding decline was from 60 percent to 42 percent, and a further decline to 34 percent. In urban areas, it was 28 percent in 1992–1993 to 12 percent in 2002–2003 to an increase of 2 percent in 2005–2006

Poverty rates remain the highest in the northern region, where between 2005 and 2006, 68 percent of the population was classified as income-poor. Poverty levels in the northern region have shown very little improvement during the past decade.

Decentralized governance, with particular emphasis on capacity development for participatory formulation and management of district- and local-level policies and programmes related to poverty eradication.

Private-sector development, with particular emphasis on the development of small- scale and micro-enterprises as a means of fighting poverty. Cross-cutting issues that were addressed included: the role of women in development activities; the fostering of environmentally sustainable livelihoods; and the mitigation of the socio-economic impact of the HIV/AIDS epidemic in Uganda.

Democratic Governance

During the past 15 years, Uganda has made substantial progress in the area of democratic governance. Despite efforts to strengthen democratic systems, challenges remain in consolidating multiparty democracy, deepening the foundations of democratic governance and reducing corruption. The 2005–2009 Joint Assessment Strategy on Governance noted that, compared to its ranking in the mid-1990s, Uganda's governance rating in the 2000s had improved.

In 1998, UNDP assisted Uganda in designing a good governance programme, leading to the development of the 'Good Governance for Poverty Eradication Programme (2001–2005)'. The overall objective of UNDP support was to strengthen key central government institutions' capacities outlined in the Uganda good governance programme, in order to enable poverty eradication through decentralized, broad-based and equitable development. The intended overall outcomes were increased efficiency, transparency and accountability in the public sector. The current country programme identified three governance outcomes in the areas of deepening democratization, justice and human rights, and transparency and accountability.

Support to enhancing policy

UNDP involvement in governance outlines support to informing policy-making as a key objective. UNDP appears to have had limited proactive participation in national policy

discussions with government and development partners, or in Deepening Democracy Programme discussions. This is due to limited senior-level technical capacity⁶⁶ and a lack of clear leadership vision guiding governance efforts. Because of limited contribution of UNDP programmes to basket fund arrangements, there is low engagement with donor coordination structures, such as the Democracy Working Group and the Justice, Law and Order Sector Development Partners Group. An exception was the contribution of a joint programme with the United Nations Capital Development Fund (UNCDF) that informed policy and government practice in strengthening local governance.

Strengthening Institutions

At the national and local level, UNDP extended varying degrees of support to government institutions. Considering that several other agencies provided support to strengthening governance, it was not always feasible to delineate contribution that can be attributed to UNDP support. The following sections discuss the UNDP contribution to institutions of governance at the national and local level.

Enhancing the capacities of national institutions

UNDP was responsive to the emerging needs in the democratic governance area and developed partnerships to address national-level needs and decentralization efforts at district and local levels. This two-pronged support to national and local level government followed by UNDP was largely consistent with that of donors.

Individual interventions appeared to meet most of their stated objectives. The support to institutions with country-wide coverage and regional field offices throughout Uganda such as the Inspector General of Government (IGG), the Directorate of Ethics and Integrity (DEI) and the Uganda Human Rights Commission was effective. Rising demand for both the IGG and the Uganda Human Rights Commission services to deal with rights abuses and improprieties indicate the potential of these institutions in strengthening democratic processes and ensuring transparency and accountability. Despite the importance of the interventions in supporting government efforts, the support design lacked synergies to allow for a consolidated outcome of institutional strengthening. UNDP interventions could have been more effective, if the scope of support were adequate to make a meaningful contribution.

Enhancing transparency and accountability

A large component of UNDP support in governance was aimed at furthering transparency and accountability in government institutions. The increased visibility of institutions of transparency and accountability, the growing demand for accountability, action against law breakers at all levels and the increase in public utilization of the IGG services indicate a positive change in institutional and societal values, ethics and attitudes towards rights. The DEI, the IGG and the Public Procurement and Disposal of Public Assets Authority are public institutions with the common goals of improving transparency and accountability in public administration through strategic alliances with civil society and the private sector. Similarly, the introduction of a rights-based approach by the Uganda Human Rights Commission, parliamentary outreach programmes to local government and local councils, and activities supporting the DEI have contributed to raising awareness about the roles of citizens in monitoring and demanding further accountability of public institutions and elected representatives. UNDP support contributed to increased knowledge about the rule of law, the justice system and institutions to seek redress once aggrieved.

In the parliament project, there were components aimed at addressing accountability and transparency at the national and local levels. Parliamentary public outreach programmes and the work of special committees (such as the Public Accounts Committee or the Local Government Accounts Committee) have established local governance structures and institutional linkages accessible to the public.

UNDP support during the two country programmes demonstrated responsiveness to critical needs in enhancing transparency and accountability of public institutions. There were indications that some of the interventions, although small in scope, were catalytic in drawing attention to the support these institutions required (for example, support to the Parliament and the IGG). In more than one case, UNDP support to the institution was used as seed money, with other donors brought on board to widen the support to the institutions. Although there has been marginal improvement in the Transparency International rating of perceived corruption in Uganda, corruption in public institutions remains a challenge. It was evident that this is a potential area for future support, as the demand for anti-corruption services in Uganda has increased. At least

80 percent of the public are aware of the IGG. It was not possible for the evaluation to determine the contribution of UNDP support to promoting transparency and accountability.

Strengthening justice and human rights

To ensure speedy justice and reduce the caseload of the upper courts, the Government of Uganda, since the 1990s, has taken measures to further the role of local governments to supplement the work of the official justice system. Over the years, the structures became constrained due to the lack of technical skills or knowledge among local leaders to guide and implement standard justice procedures. Building on a pilot initiative by UNCDF, the support of UNDP was aimed at strengthening the administrative management of the LCCs. The support was provided in five districts, and document review indicates that the scope was limited and results were not evident. UNDP also supported the Uganda Human Rights Commission in integrating a rights-based approach. While the approach generated considerable enthusiasm, it is too early to observe results of such interventions. There were anecdotal accounts that a few government institutions are integrating a rights-based approach into their planning. As this is a new approach that is little known or applied to date, the Uganda Human Rights Commission is using the guidelines developed through UNDP support.

Poverty reduction and sustainable livelihoods

Uganda has had sustained and positive economic growth since the 1990s. However, despite a decline in poverty trends, there are significant regional disparities in poverty, and a large portion of the population is poor. Responding to government efforts to reduce poverty, UNDP provided support during the second country programme in order to strengthen capacities of the local government to better engage in policies and programmes related to poverty reduction, and supported the development of small-scale and micro-enterprises as a means of fighting poverty. This was continued in the ongoing programme, with the focus primarily on support to the private sector and sustainable livelihoods in order to increase the income of poor households. The programme supported by UNDP was aimed at: increasing national capacity for monitoring and policy dialogue on MDG progress; furthering integration of local initiatives into national strategies for poverty reduction; and enhancing sustainable land management in rangelands development.

For the last nine years, UNDP support to poverty reduction in Uganda was mainly within the parameters of support to the PEAP. Under the second country programme, interventions were aimed at strengthening enterprise development and micro-finance services that empowered communities. This was furthered in the third country programme in order to sustain the interventions and outcomes of the support in the previous programme.

Policy support and enhancing MDGs

With few exceptions, UNDP appeared to place more emphasis on programmes than on direct support to policy-making in this practice area. One area where the organization did contribute to policy-making was in providing support to the drafting of the Micro-Finance Deposit Taking Act, approved by the Parliament in 2003. In terms of support provided to private-sector companies, such as Enterprise Uganda, it is not clear if this overwhelmingly successful example has been used to inform private-sector development policies in Uganda, despite having shown a very interesting potential in the Business Linkage Programme.

Support to attaining the MDGs is an important component of the UNDP poverty-reduction programme and has been one of the key areas of UNDP intervention in the two country programmes under review. With the larger aim of contributing to pro-poor policies and reducing poverty, UNDP interventions intended to increase national government capacities to monitor progress towards achieving the MDGs and to develop practices that enhance sustainable livelihoods and income generation.

Uganda had mixed results in achieving the MDGs. According to a recent MDG monitoring report (2007–2008), significant progress has been made towards achieving universal primary education, eradicating extreme poverty, attaining gender equity and combating HIV/AIDS. The government is also well positioned to achieve the target of reducing hunger.⁷⁶ While the MDGs are incorporated in the PEAP in the areas of health, education, and water and sanitation, there are disparities between PEAP and MDG targets. The PEAP target for poverty reduction is more ambitious than that of the MDGs, while PEAP targets for child mortality and maternal health are lower. The harmonization of MDG targets remains an issue, particularly in the area of maternal health.

UNDP support to poverty monitoring and MDG reporting had been effective from an output standpoint. Local MDG reports have been an important source of information for government monitoring, and officials consider these publications useful. The government held the view that the MDGs should be the framework for defining national development plans and priorities, and sustained efforts are needed to solidify this approach. However, there were limitations from the perspective of contributing to results. There was limited evidence to suggest that monitoring and reporting informed government decision-making and policy. Interventions such as these were not sufficient to enhance policy discussions or further the participation of various stakeholders.

The extent to which UNDP furthered the participation of district governments and civil society or engaged policy makers in prioritizing the MDGs was limited. While some ad hoc support was provided to government-organized workshops that held consultations with stakeholders, there was no strategic approach to enhancing wider participation in MDG-related issues. In 2007, the districts of Soroti and Kasese produced reports on localizing the MDGs. UNDP did not adequately use other district-level programmes implemented through UNDP support to enhance the understanding of the MDGs. A few initiatives by northern district administrations placed emphasis on some MDG areas in planning and budgeting, without UNDP inputs. Considering the challenge of preparing district reports given the large number of districts in Uganda, UNDP should have piloted regional MDG reporting, which could have informed regional development and recovery plans (such as the PRDP) and the broader recovery and reconstruction processes. Although UNDP had carried out specific interventions on gender, environment and HIV/AIDS, it was not evident how these informed MDG processes in Uganda.

While the UNDP programme framework intended to further pro-poor policies in the PEAP, it was unclear how various interventions and outputs contributed to policies in the areas of private-sector support and attaining the MDGs, particularly in strengthening social service delivery. The outcomes and indicators used, such as the rate of achieving MDG targets, were overly ambitious in view of the limited scale of UNDP interventions.

There are formidable challenges to achieving the MDGs in the area of health, and regional disparities in poverty reduction continue to be high. There is a critical need for new policies to guide the allocation of resources to the social sector and to foster greater accountability of public finance management. UNDP role in supporting government on these issues was not evident.

UNDP correctly identified private-sector support as a practice for supporting the goal of poverty reduction and contributed to developing an enabling environment. Still, further efforts are needed to address policy issues in this area, particularly to scale up anti-poverty practices, strengthen the growth of small and medium- sized enterprises, and support a competitive market. Agencies such as The World Bank provided more extensive private-sector programme support. The evaluation was unable to gauge UNDP engagement in private-sector working groups, although there were some indications that the organization was a relatively passive participant.

Enhancing micro-finance institutions

UNDP provided capacity-building for the development of micro-finance institutions. Micro-enterprises are important in Uganda, because a significant portion of the GDP is generated from informal activities. To formalize such activities, the government recognized that it is necessary to establish a regulatory framework for the micro-finance industry. There was also a need for strengthening micro-enterprises and small and medium-size enterprises, policy formulation capacities and coordination mechanisms.

UNDP supported drafting legislation for micro- finance institutions during the second country programme. UNDP supported the drafting of the Micro-Finance Deposit-Taking Bill, adopted by Parliament in 2003 as the Micro-Finance Deposit-Taking Act. The Act provided a legal and regulatory framework for Tier-3 micro- finance institutions.

Strengthening Village Saving and Credit Institutions

UNDP supported the capacity development of VSCIs. The intent was to provide technical assistance to strengthen the governance and operational capacity of 17 selected VSCIs by 2005, enabling them to act as pilots that offer improved micro-finance services to the poor. It was found that the VSCIs have been institution- alized, and communities are now effectively and efficiently managing and offering micro-finance services. Some of the VSCIs manage income-generating activities such as agro-based enterprises, which visibly improved the liveli- hoods of members, something highlighted by beneficiaries themselves.

A number of micro-finance institutions are successful over five years after starting. In terms of national priorities, services from established Savings and Credit Cooperative Organizations are

with the new national development theme of 'Growth, Employment and Prosperity'. UNDP contributed to the implementation of the national micro-finance policy and outreach plan and framework for Micro Deposit-Taking Institutions. It has been demonstrated that such support offers the potential to develop grass- roots livelihood support, addressing the national aspiration for growth and prosperity for all. The micro-enterprises or micro-financing businesses that made profits appear to be sustainable. This success is attributed to having an integrated and local ownership approach, with good governing structures at the design stage of the project.

There was significant growth of the loan portfolio of the VSCIs visited by the ADR team, even in conflict-affected areas. For example, one of the VSCIs demonstrated the capacity to manage and expand its loan portfolio from a mere \$3,400 to \$300,000 in six years, with services managed by the local community in the area affected by civil war and insecurity. In another instance, a village institution in a more peaceful area witnessed unprecedented growth to a portfolio of \$6 million, also managed by local grass-roots personnel. Members of such institutions are benefiting from loan services with an annual interest of 1 to 5 percent without any collateral requirements, compared to 18 to 30 percent offered by banks and larger credit institutions. Credit was often accessed to meet social needs, such as paying for school fees or health bills.

2.3 The challenges facing the UNDP organization on country level development

During the evaluation, it was evident that the PSPCs did not charge for the services provided. The evaluation team asked the managers of the PSPCs why they did not charge UNDP beneficiaries for services. Previously, UNDP fully funded training and facilitated all other requirements, including publishing materials, issuing transportation cost refunds to participants and providing an allowance for training. One of the issues was that other agencies providing similar services did not charge for the services and that there was reluctance from beneficiaries to pay for services. Lack of harmonized funding approaches among development partners and civil society organizations to charge for services contributed to less sustainable service provision.

UNDP made cost-sharing optional, resulting in the PSPCs not charging for services. It was found that a cost- sharing approach, despite initial difficulties in attracting beneficiaries, would have resulted in better sustain- ability of the interventions. This was, however, not tried by all the PSPCs. When the PSPCs attempted to introduce the cost-sharing or cost recovery approaches,

some beneficiaries were unwilling to pay for the services. Reluctance to pay for services was attributed to 'donor hand out' dependency syndrome and beneficiaries' inability to afford them.

UNDP contributions to post-conflict recovery had mixed results. While contribution to strengthening institutional mechanisms was a factor in achieving results, there were limitations in informing a holistic approach to recovery.

UNDP has been responsive to post-conflict needs and has made efforts to strengthen institutional capacities to better respond to post-conflict recovery and reconciliation. The support to the Office of the Prime Minister (including the Amnesty Commission, the District Disaster Management Committee and the Uganda Mine Action Centre) enhanced the government's capacity to respond to post-conflict recovery needs. UNDP support also contributed to operationalizing the internally displaced persons policy and facilitating their safe return. In addition, activities in human security through support to reduction of small arms and light weapons were promising in some areas, such as reducing weapon stockpiles.

Despite achievements in short-term outcomes, contributions to results in the conflict prevention and recovery programme were mixed. UNDP was not effective in implementing the programme in a complex and fast-moving operating environment, which required quick response and adaptability. Notwithstanding support to formulation of policies for internally displaced persons and disaster prevention and mitigation, UNDP engagement in northern Uganda policy discussions was not at the desired level. Furthermore, UNDP was not effective in enhancing linkages between post-conflict recovery and longer-term national development objectives.

Early recovery cluster coordination was carried out in a complex post-conflict environment. UNDP was not effective as an early recovery cluster lead and missed opportunities for playing a more proactive role in taking forward an early recovery agenda. There were limitations on providing clarity on what early recovery entails and on ensuring the participation of government and other agencies.

Uganda was one of the pilots for the humanitarian cluster approach, along with the Democratic Republic of the Congo, Liberia and Pakistan. UNDP had the challenging task of leading the early recovery cluster. While the scope of early recovery (which included governance, infrastructure

and livelihood) was in many ways critical to areas in recovery and transition, UNDP was less effective in providing direction and leadership in taking forward the agenda of early recovery.

There were limitations on ensuring ownership of coordination by the government and participation of concerned stakeholders.

National capacity development and institution strengthening are central to the UNDP programme framework and are key components of UNDP corporate goals. However, the operationalization of capacity development has been less strategic and lacked a time-frame and exit strategy. UNDP did not position itself well in the context of the prevalent budget support in Uganda.

Capacity development is a clearly recognized programme priority of UNDP Uganda, although some questions remain as to what this entails. Among government institutions, capacity development is associated with the sustainability of state institutions through funding and technical assistance. Uganda has large and continuous budget support from the donor community, and there is an expectation that capacity development should be seen as a natural part of that process. There was no common understanding of the parameters of capacity development. More specifically, capacity development was not always understood in terms of better governance, strengthening the capacities of institutions and leadership, and enhancing transparency and accountability.

Lack of a country-specific strategy on capacity development in many ways constrained the effectiveness of UNDP support. Capacity development was not mainstreamed into UNDP-supported programmes. While there was a commitment by the country office to strengthen institutions and develop capacities, it lacked a clear vision as to what must be achieved. A wide range of state institutions have benefited from UNDP support and consider themselves to have increased their capacity, mainly in terms of increased staff numbers. Interventions, however, remain at the individual level and are not informed by a consistent capacity development approach. Furthermore, there are no benchmarks to indicate progress towards outcomes and intended results, or to indicate the gradual disengagement of UNDP support.

Weak programme management and lack of leadership at critical points constrained effective contributions to results. Programme management was constrained by several critical factors,

including lack of adequate qualified staff, weak synergies among different areas of the programme, and poor reporting and monitoring.

UNDP Uganda had intermittent senior leadership. During the period under review, there were a number of leadership changes and periods when senior management positions were not filled. An evolving and complex humanitarian situation created additional responsibilities, and at critical junctures, UNDP was under-capacitated to respond to evolving demands. A related issue was the lack of a human resource policy that would have systematically addressed staff-related issues. Lack of compatibility between programme and human resource investment influenced progress in achieving outcomes. Staff capacity and quality were not commensurate with the tasks UNDP had to fulfil. Sub-offices created in the north lacked adequate staff and were not empowered to engage in project implementation.

Planning, documenting and monitoring were weak across programme areas. There is a lack of baseline data, clear benchmarks or indicators to appraise progress and results. Concurrent analysis and monitoring of progress towards planned development results was also found to be lacking, and the adaption of the results-based management system was weak. The programme was largely activity and output driven, and monitoring for outcome indicators and linkages to broader development processes was not available. Further, most interventions lacked a clear exit strategy, although the programme aimed to replicate successful projects. Addressing sustainability was largely found to be absent in intervention design.

Programme efficiency was undermined by spreading funds across many unrelated activities and by poor capacity of UNDP to disburse funds in a timely manner.

Limited funds were spread across a wide range of activities, often on such a small scale that they could not contribute to effective or sustainable results. Rather than providing sufficient depth and longer-term commitment in fewer areas, UNDP was involved in a wide range of activities, and with the available evidence, it was not possible to measure contribution to results.

Programme efficiency was also constrained by challenges in the UNDP capacity to disburse funds in a timely manner. Absorption capacity was low in conflict prevention and recovery interventions, limiting programme effectiveness as well as limiting the implementation of

intended activities within the programme. In many ways, poor fund management undermined the financial sustainability of programmes and minimized the possibility of additional funding.

The comparative advantage of UNDP in addressing social development issues and policy was not fully realized. The efforts of UNDP were not optimal in developing strategic partnerships with international agencies and networks.

While UNDP has the potential to play a critical role in complementing budget support (by, for example, providing policy and technical support), this was not fully optimized. UNDP programme support would have made better contributions to results, had partnerships been developed with other agencies or had interventions been based on a careful analysis of ongoing support to the government from other agencies. UNDP did not have a programme strategy in a context where 71 percent of development cooperation is budget support. Clearly thought-out interventions and partnerships directed at addressing critical gaps in budget support, essential for strategic positioning, were lacking.

The participation of non-governmental and civil society organizations was not ensured in the UNDP-supported programmes. In seeking partnerships, UNDP largely overlooked civil society, non-governmental organizations and community-based organizations.

Uganda has a large number of non-governmental organizations (NGOs) and civil society organizations (CSOs), and some of them have the potential to complement government efforts in development and post-conflict reconstruction. When responding to national priorities, UNDP did not sufficiently develop partnerships with NGOs and CSOs or facilitate their engagement in development processes. There were limited efforts to strengthen the capacities of NGOs.

The cross-cutting issues emphasized in the two UNDP country programmes are relevant in the context of Uganda and within the framework of national development strategies. However, the integration of cross-cutting issues across interventions has been modest, both in programme design and in implementation. Similarly, the contribution was modest in supporting the government in furthering the integration of cross-cutting issues.

The Government of Uganda has policies to support the integration of gender equality and addressing HIV/AIDS into development planning and budgeting. Though UNDP contri- butions

to furthering government policies were important from the standpoint of individual interventions, there were limitations in enabling results. UNDP support to poverty monitoring and MDG reporting was not effectively aligned with government mechanisms. There were limitations in using programme interventions in the area of poverty reduction and sustainable livelihoods to achievement of the MDGs.

Planning and implementing gender as a cross-cutting issue were not effective. While different projects took measures to include women as beneficiaries, the programme lacked a systematic framework to carry out gender analysis in order to guide programme design and to implement or to monitor progress in gender relations. UNDP made important contributions in informing government policy in addressing HIV/AIDS through policy studies. However, incorporating HIV/AIDS as a cross-cutting issue in UNDP programmes was minimal. Environment and climate change impact did not receive adequate attention either as a programme area or a cross-cutting issue, and linkages with poverty reduction and sustainable livelihoods appeared weak in both design and implementation.

2.4 Conclusion and gap arising

There were many positive features of the UNDP response in Uganda. Amid a competitive aid environment particularly predisposed to budget support, UNDP was successful in maintaining its relevance. UNDP implemented programmes, largely through government agencies; responded to various requests for support from the government in development and post-conflict reconstruction; and supported the implementation of the PEAP and policies on post-conflict recovery and human security.

Despite achievements in short-term outcomes, contributions to results in the conflict prevention and recovery programme were mixed. UNDP was not effective in implementing the programme in a complex and fast moving operating environment, which required quick response and adaptability. There were severe limitations in operationalizing a comprehensive conflict prevention and recovery programme. Researcher therefore need identify the NGOs, CSOs and other organization.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter entailed research methodology that was used in the study. These include the research design, target population, the sample size and sampling procedure to be used. The research instruments employed in the study, measures to test reliability and validity of the study, the data collection procedure and data analysis techniques and finally the ethical consideration that was followed during the study.

3.2 Research Design

Research design is the plan and structure of investigation was conceived as to obtain answers to research questions. The study adopted a *correlational design*. According to Sekaran (2009) a correlation research design is used when the researcher is interested in delineating the importance variables associated with the problem. The study was therefore use a correlation research design to examine the contribution of UNDP on country level development in Uganda.

3.3 Study Population

According to Kothari, (2004) a population is referred to as the total of items about which information is required. The population of the study estimated 490 working within UNDP in the implementation of country level development.

3.4 Sample Size

The study applied Sekeran (2003) sample determination table shown in appendix II to determine the sample from the population. Given a population of 153 people, the sample size according to the pre-calculated table by Sekaran was 153 respondents. The researcher therefore picked the 153 respondents from the partner organizations.

3.4.2 Sampling Techniques

The researcher applied a simple random sampling to select the 87 respondents and the purposive sampling selected 66 respondents. The researcher developed a sample frame list of 153 people from the field who have often represented their organization. The selection criteria was such that those staff/volunteer who have been partnering with UNDP on country level development in Uganda. This is to ensure that the respondents have adequate knowledge to respond to the questions.

| Category | Population | Sample size | Sampling technique |
|------------------------------------|------------|-------------|--------------------|
| UNDP staff | 50 | 35 | Purposive sampling |
| Government | 60 | 12 | Purposive sampling |
| International development agencies | 20 | 3 | Purposive sampling |
| Civil society organizations | 16 | 16 | Purposive sampling |
| Operations officers | 344 | 87 | Random sampling |
| Total | 490 | 153 | |

Source: *UNDP Report (2006/2010)*

3.5. Data collection Instruments

3.5.1 Interview

Interview as a primary source of data collection for this study was used by constructing different interview guides to obtain opinions of key informants, community members representative UNDP and focused group discussion. These was handled face to face interviews and the respondents provided information on contribution of UNDP on development of Uganda. Questions was closed question with follow up probes where necessary to elicit information about respondent's attention to the major themes of interest corresponding to the study's objectives.

3.5.2 Survey Questionnaires

The researcher used questionnaires as the tools for data collection. The selection of this instrument was guided by the nature of data the researcher intended to collect, the time available as well as the objectives of the study. Saunders et al, (1997) defined a questionnaire as a general

term to include all techniques of data collection in which each person is asked to respond to the same set of questions in a pre-determined order. Saunders and Bernard (2002) noted that a structured questionnaire is a written guide with open ended and sometimes close ended questions. Standard questionnaires on 5-Likert scale ranging from strongly agree (1); agree (2); not sure (3); disagrees, (4) strongly disagrees (5). The questions were closed ended so as to limit the responses from the respondents.

3.6 Validity of the Instruments

Validity indicates the degree to which results obtained from the analysis of the data actually represent the phenomena under study (Mugenda & Mugenda, 2003). Data validity was tested by using the Content Valid Index (CVI). To achieve this, a copy of the questionnaire was distributed to the supervisors and field experts to rate the relevant items/questions in relation to the research objectives, the relevant questions were then divided by the total number of items. Validity was tested as follows: $CVI = \text{Relevant Items} / \text{Total Number of Items}$.

Fisher (2004), indicates that for a research instrument to be valid, the CVI should be more than or equal to 0.7. The CVI for the study was calculated to be 0.76, this was an indication that the instrument would capture what it intended for.

3.5.2 Reliability of the Instruments

According to Kasomo (2006), reliability refers to how consistent a research procedure or instrument is. It therefore means the measure of degree to which research instruments yield consistent results or data after repeated trials. The test re-test method was used to assess the reliability of the instruments. This involved administering the same questionnaires twice to 10 respondents in Uganda and correlating their responses independently. After administering the questionnaires, a correlation coefficient was calculated using appropriate formula to establish the relationship between the two sets of scores. Spearman's Brown Prophecy formula was applied as shown below:

$$\text{Reliability of the entire test} = \frac{\text{Reliability of 0.5 test} (r)}{1 + \text{Reliability of 0.5 test} (r)}$$

Where r, is Coefficient of correlation

A coefficient of 0.70 and above would mean that the research instruments are reliable hence a display consistence in the research finding. The reliability test produces a coefficient of correlation of 0.81, this meant that the data collection instruments were reliable enough to give consistent findings.

3.6 Data Collection Procedures

According to McMillan and Schumacher, (1993), it is prudent to acquire consent from relevant authorities before embarking on data collection exercise. The researcher sought permit from the UNDP, a letter of transmittal was also obtained from Kampala International University, UNDP Program Unit. Upon visiting each location of implementation and organizations, the respondents will be identified, introduction about the study was done and their informed consent to participate in the study was sought. All the instructions on how to complete the questionnaire will be made clear to the respondents. The researcher dropped the questionnaire and make an appointment to pick the questionnaires after two days. Upon the third day after delivering the questionnaire the researcher visited the respondents and picks the questionnaires. On-spot checks was done to the questionnaires to confirm whether they are completed well and accurately. Any question or clarification was done on any answer that is not clear. The researcher was appreciate the respondent for having participated in the study upon verifying that everything is fine.

3.7 Data Analysis

Once data is collected, it was checked for completeness, edited and cleaned. This involved making call backs for the questionnaires not filled in correctly. Quantitative data from the questionnaires was coded and then entered into the Statistical Product and Service Solutions (SPSS) software for analysis version 21. This included statements said from the focused group discussion. Quantitative data was analyzed using frequencies, percentages and cross-tabulation. The Spearman rank correlation co-efficient was used to test the direction and the magnitude of the relationships, this is because the researcher is using ordinal scale of measurement; the 5-Likert Scale. The findings were presented in tables and narrations. Qualitative data from the open ended items was analyzed through content analysis; organizing based on the emerging themes.

3.8 Ethical Considerations

Permission to conduct the study was obtained from them Kampala International University, college of humanities and social science, department of administrative studies. Respondents' informed consent was obtained verbally either in English, Kiswahili and Luganda. To ensure confidentiality, interviews will be conducted in private areas and strict control was maintained over data collected.

Respondents' personal identifiers were not being taken for the purpose of the study. The study was not have any risk to the participant since the kind of questions that was personal nor sensitive. There won't be direct benefit to the respondents; however, the study findings were useful in promoting acceptable UNDP to country level development.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION, INTERPRETATION AND DISCUSSIONS

4.0 Introduction

This chapter analyzes the data collected from the respondents, presents and interprets and discusses it. The chapter comprises the questionnaire response objectives to examine the programs of UNDP towards country level development in Uganda, to examine the factors facilitating the success of UNDP towards the country level development in Uganda and to examine the challenges facing the UNDP organization on country level development in Uganda.

4.1 Description of Respondents

In this study, respondents were described according to Marital Status, Age, Work Period, engagement in the organization and kinds of programs the staff engages. In each case, respondents were asked to declare their respective profile information in order to enable the researcher classify them accordingly.

4.1.1 Gender of Respondents

Table 1: Showing the Gender

| Gender | Frequency | Percent |
|--------|-----------|---------|
| Male | 100 | 65.35 |
| Female | 53 | 34.64 |
| Total | 153 | 100.0 |

Source: *Researcher Developer, 2018*

From the table 4.1.2 results indicate that most of the respondents were males 100(65.35%) and females are 53(34.64%). This is because United Nations carries out most of its activities in on country level Uganda. Most of programs are carried out to promote development inn Uganda at country level. Thus far male staffs are dominant in United Nations. (This indicates that males dominated in the sample and therefore it gave opportunity the researcher to carry on data effectively).

4.1.2 Findings on Marital Status of the Respondents

The researcher was interested in getting findings about the marital status of respondents and their influence on United Nations towards country level development. The information was presented in the table below

Table 2: Marital Status of the respondents

| | Frequency | Percent |
|--------------------|-----------|---------|
| Single | 36 | 23.5 |
| Married | 81 | 52.9 |
| Widowed | 23 | 15.0 |
| Divorced/Separated | 13 | 8.5 |
| Total | 153 | 100.0 |

Source: *Primary Data, 2018*

From the table results indicates that marital status of the respondents who participated in the study. Total of 153 participants, 81(52.9%) of the participants were married and 36(23.5%) of the respondents were single. This meant that findings of the study were attributed to the fact that the majority of respondents were adults that is why majority of them are married.

4.1.3 Age

Table 3: Age of the Respondents

| | Frequency | Percent |
|--------------|-----------|---------|
| 18-27 | 22 | 14.4 |
| 28-37 | 82 | 53.6 |
| 38-47 | 24 | 15.7 |
| 48-57 | 18 | 11.8 |
| 58 and above | 7 | 4.6 |
| Total | 153 | 100.0 |

Source: *Primary Data, 2018*

Table above 4.2 shows the age group of respondents who participated in the study. Total of 153 respondents, 22(14.4%) of the participants that belonged to the age group of 18-27, 82 (53.6%) of the participants belonged in the age group between 28-37, 24(15.7%) of the participants followed in the age group of 38-47 and 18(11.8%) of the participants followed in the age group of 48-57.

The higher percentage of respondents in the age bracket of 46+ was attributed to the fact that the participants are aged and understand the basic for the peace and control in South Sudanese who fall in this age bracket energetic like those under 26-35yrs yet they have some level of experience on the situation.

4.1.4 Work Period of the Respondents

Table 4: Work Period of the Respondents

| | Frequency | Percent |
|------------------|-----------|---------|
| 1-2 Years | 48 | 31.4 |
| 3- 7 Years | 49 | 32.0 |
| 8-11 Years | 34 | 22.2 |
| 11-14 Years | 19 | 12.4 |
| 15 years & above | 3 | 2.0 |
| Total | 153 | 100.0 |

Source: *Primary Data, 2018*

Table 4.1.4 above indicates that majority of the respondents had served for 3-7 years 49(32%); In addition respondents with a working experience 1-2 years were represented with 31.4%, yet the least worked for 15 years. This implies that they have got the information pertaining the information on United Nations and country level development.

4.1.5 Engagement in the organization

Table 5: Showing the engagement in the organization

| | Frequency | Percent |
|---------------|-----------|---------|
| Weekly | 35 | 22.9 |
| Monthly | 59 | 38.6 |
| Quarterly | 27 | 17.6 |
| Semi-annually | 19 | 12.4 |
| Annually | 13 | 8.5 |
| Total | 153 | 100.0 |

Source: *Primary Data, 2018*

From the table above the results indicate that the employees and the stakeholders have much played a lot through the engagement of the UNDP programs to achieve the set goals within Uganda. The majority of individual engaged in the organisation is represented by 38.6% monthly, others engage in organisation at rate of 22.9%. this indicates that the organisation has effectively carried out its activities as planned.

4.1.6 The education of respondents

Table 6: Showing the Education

| Education | Frequency | Percent |
|----------------|-----------|---------|
| Diploma | 56 | 37.3 |
| Degree holders | 67 | 43.7 |
| Masters | 30 | 19.6 |
| Total | 150 | 100.0 |

Source: *Researcher Developer, 2018*

As regards the level of education, most of the staff are Degree holders 67(43.7%), followed by Diploma 56(37.3%), and Masters 30(19.6%). This implies that working staff quality in terms of qualifications is relatively high. This means that the staff were competent about United Nations enhancement on country level development is high and it made the researcher easy to access the relevant information for this study. This clearly indicates that most staffs had degrees prompted the researcher to analysis data through their interviews.

4.2 The programs of UNDP towards country level development in Uganda

During the past 35 years of independence, Uganda has made substantial progress in the area of democratic governance. Despite efforts to strengthen democratic systems, challenges remain in consolidating multiparty democracy, deepening the foundations of democratic governance and reducing corruption.

Table 7: Descriptive statistics on the programs of UNDP towards country level development in Uganda

| Programs of UNDP | <i>Mean</i> | <i>Std. Deviation</i> | <i>Interpretation</i> |
|---|-------------|-----------------------|-----------------------|
| Support to enhancing policy | 4.01 | .900 | High |
| Strengthening institutions | 2.79 | 1.187 | Moderate |
| Enhancing the capacities of national institutions | 3.64 | 1.097 | High |
| Enhancing the capacities of local institutions | 3.90 | 1.010 | High |
| Enhancing transparency and accountability | 2.79 | 1.187 | Moderate |
| Strengthening justice and human rights | 3.74 | 1.049 | High |

Source: *Primary Data, 2018*

UNDP involvement in governance outlines support to informing policy- making as a key objective. UNDP appears to have had limited proactive participation in national policy discussions with government and development partners, or in Deepening Democracy Programme discussions. This is due to limited senior- level technical capacity and a lack of clear leadership vision guiding governance efforts. Because of limited contribution of UNDP programmes to basket fund arrangements, there is low engagement with donor coordination structures, such as the Democracy Working Group and the Justice, Law and Order Sector Development Partners Group.

At the national and local level, UNDP extended varying degrees of support to government institutions. Considering that several other agencies provided support to strengthening governance, it was not always feasible to delineate contribution that can be attributed to UNDP support. The following sections discuss the UNDP contribution to institutions of governance at the national and local level.

UNDP was responsive to the emerging needs in the democratic governance area and developed partnerships to address national- level needs and decentralization efforts at district and local levels. This two- pronged support to national and locallevel government followed by UNDP was largely consistent with that of donors.

UNDP supported the Parliament of Uganda in training administrative staff in management and orientation of parliamentarians to procedures and management issues. Training was also provided in order to: enhance parliamentarians' understanding of cross-cutting development issues; harmonize working relationships among parliamentarians from different political parties; and ensure participatory democracy. These interventions were perceived as timely by the government, as multiparty dispensation necessitated a more tolerant and cooperative working environment. UNDP support facilitated building coalitions between parliamentarians and NGOs and civil society organizations (CSOs). The partnership with civil society enabled parliamentarians to raise social and development issues in the legislature backed with research and data and to translate pertinent issues into bills for tabling in the Parliament (for example, the bill on trafficking in human persons). Infrastructure support provided by UNDP for transcribing parliamentary proceedings made possible the speedy availability of the information to the general public.

UNDP support to parliament also furthered institutional linkages and partnership exchanges with stakeholders both inside and outside Uganda. Consultative debates and dialogue, South-South exchange visits, and workshops and conferences with local governments and councils were perceived by government agencies as instrumental in fostering better cooperation and as forums for learning lessons, consolidating national and international harmony, and building peace. Anecdotal accounts during interviews with government counterparts indicate positive attitudinal changes among Members of Parliament as a result of international exchange visits.

UNDP supported the Ministry of Local Government through two interventions: Participatory Development Management (PDM) and Local Council Courts (LCCs). There were mixed results, as the support was not strategically focused in the PDM and was not as effective as anticipated in strengthening the LCCs. The programme size and nature of support to the PDM and LCCs appeared to be insufficient to make a substantive difference to the institutions. UNDP supported eight subcounties for implementing the PDM and five districts for strengthening the LCCs. While the scope of the support was small, adequate linkages were not made to policy discussions in the area. The local governments supported under the PDM developed participatory planning guidelines, which were tested and successfully used. Local governments were oriented to participatory processes. There is potential for replication in other districts.

A large component of UNDP support in governance was aimed at furthering transparency and accountability in government institutions. The increased visibility of institutions of transparency and accountability, the growing demand for accountability, action against law breakers at all levels and the increase in public utilization of the IGG services indicate a positive change in institutional and societal values, ethics and attitudes towards rights. The DEI, the IGG and the Public Procurement and Disposal of Public Assets Authority are public institutions with the common goals of improving transparency and accountability in public administration through strategic alliances with civil society and the private sector. Similarly, the introduction of a rights-based approach by the Uganda Human Rights Commission, parliamentary outreach programmes to local government and local councils, and activities supporting the DEI have contributed to raising awareness about the roles of citizens in monitoring and demanding further accountability of public institutions and elected representatives. UNDP support contributed to increased knowledge about the rule of law, the justice system and institutions to seek redress once aggrieved.

In the parliament project, there were components aimed at addressing accountability and transparency at the national and local levels. Parliamentary public outreach programmes and the work of special committees (such as the Public Accounts Committee or the Local Government Accounts Committee) have established local governance structures and institutional linkages accessible to the public.

UNDP support during the two country programmes demonstrated responsiveness to critical needs in enhancing transparency and accountability of public institutions. There were indications that some of the interventions, although small in scope, were catalytic in drawing attention to the support these institutions required (for example, support to the Parliament and the IGG).

A key question is the extent to which UNDP assistance contributed to improving access to justice and human rights. While outputs were evident, the depth of assistance compared to needs was small. The LCCs contributed to lowering the caseload; the trust of local communities in this lower court was improved, and the court's potential and contribution were acknowledged by its umbrella organization, the Justice Law and Order Secretariat. The LCCs were also established in northern Uganda, where internally displaced person camps were located, and where services

were needed most due to high concentration of camps. It was found that the support to the LCCs was not systematic and did not receive the attention it deserved in the UNDP programme. For sustainable results, support to the LCCs should not only be comprehensive, but should also have simultaneous engagement at the national level in order to ensure that the LCCs have adequate resources.

As a one- time project, the support of UNDP was not embedded into the longer- term approach of UNDP to develop national capacities. Land disputes pose a significant development challenge and are a major threat to reconciliation in northern Uganda. This sensitive issue is complex in terms of providing justice, and strengthening the LCCs is critical in this context.

4.3 Poverty reduction and sustainable livelihoods

Uganda has had sustained and positive economic growth since the 1990s. However, despite a decline in poverty trends, there are significant regional disparities in poverty, and a large portion of the population is poor. Responding to government efforts to reduce poverty, UNDP provided support during the second country programme in order to strengthen capacities of the local government to better engage in policies and programmes related to poverty reduction, and supported the development of small- scale and micro- enterprises as a means of fighting poverty. This was continued in the ongoing programme, with the focus primarily on support to the private sector and sustainable livelihoods in order to increase the income of poor households. The programme supported by UNDP was aimed at: increasing national capacity for monitoring and policy dialogue on MDG progress; furthering integration of local initiatives into national strategies for poverty reduction; and enhancing sustainable land management in rangelands development.

For the last nine years, UNDP support to poverty reduction in Uganda was mainly within the parameters of support to the PEAP. Under the second country programme, interventions were aimed at strengthening enterprise development and micro- finance services that empowered communities. This was furthered in the third country programme in order to sustain the interventions and outcomes of the support in the previous programme.

In the previous and ongoing programmes, there were 29 interventions in the area of poverty reduction.

Table 8: Showing the Poverty reduction and sustainable livelihoods

| Statement | <i>Mean</i> | <i>Std. Deviation</i> | <i>Interpretation</i> |
|---|-------------|-----------------------|-----------------------|
| Private-sector development | 3.83 | .890 | High |
| Income generation and sustainable livelihoods | 3.78 | 1.189 | Moderate |
| Strengthening of small and medium enterprises | 2.97 | 1.256 | Moderate |
| Environment (various areas) | 2.79 | 1.187 | Moderate |

Source: *Primary Data, 2018*

Support to attaining the MDGs is an important component of the UNDP poverty- reduction programme and has been one of the key areas of UNDP intervention in the two country programmes under review. With the larger aim of contributing to pro- poor policies and reducing poverty, UNDP interventions intended to increase national government capacities to monitor progress towards achieving the MDGs and to develop practices that enhance sustainable livelihoods and income generation.

UNDP support to poverty monitoring and MDG reporting had been effective from an output standpoint. Local MDG reports have been an important source of information for government monitoring, and officials consider these publications useful. The government held the view that the MDGs should be the framework for defining national development plans and priorities, and sustained efforts are needed to solidify this approach. However, there were limitations from the perspective of contributing to results. There was limited evidence to suggest that monitoring and reporting informed government decision- making and policy. Interventions such as these were not sufficient to enhance policy discussions or further the participation of various stakeholders.

The extent to which UNDP furthered the participation of district governments and civil society or engaged policy makers in prioritizing the MDGs was limited. While some ad hoc support was provided to government- organized workshops that held consultations with stakeholders, there was no strategic approach to enhancing wider participation in MDG- related issues. In 2007, the districts of Soroti and Kasese produced reports on localizing the MDGs. UNDP did not

adequately use other district- level programmes implemented through UNDP support to enhance the understanding of the MDGs. A few initiatives by northern district administrations placed emphasis on some MDG areas in planning and budgeting, without UNDP inputs.

Considering the challenge of preparing district reports given the large number of districts in Uganda, UNDP should have piloted regional MDG reporting, which could have informed regional development and recovery plans (such as the PRDP) and the broader recovery and reconstruction processes. Although UNDP had carried out specific interventions on gender, environment and HIV/AIDS, it was not evident how these informed MDG processes in Uganda.

While the UNDP programme framework intended to further pro- poor policies in the PEAP, it was unclear how various interventions and outputs contributed to policies in the areas of private-sector support and attaining the MDGs, particularly in strengthening social service delivery. The outcomes and indicators used, such as the rate of achieving MDG targets, were overly ambitious in view of the limited scale of UNDP interventions.

Table 9: Showing the support to private- sector development

| Statement | Mean | Std. Deviation | Interpretation |
|--|------|----------------|----------------|
| Strengthening private enterprise at the local level | 3.64 | 1.49 | Very high |
| Enhancing micro- finance institutions | 3.12 | 1.56 | High |
| Strengthening Village Saving and Credit Institutions | 3.76 | 1.39 | Very high |

Source: *Primary Data, 2018*

UNDP correctly identified private- sector support as a practice for supporting the goal of poverty reduction and contributed to developing an enabling environment. Still, further efforts are needed to address policy issues in this area, particularly to scale up anti- poverty practices, strengthen the growth of small and medium sized enterprises, and support a competitive market. Agencies such as The World Bank provided more extensive private- sector programme support. The

evaluation was unable to gauge UNDP engagement in private- sector working groups, although there were some indications that the organization was a relatively passive participant.

As part of the local poverty- reduction initiatives, UNDP supported income- generation and sustainable livelihood and private- sector development. This was towards achieving the outcome to support integration of local initiatives into national strategies for poverty reduction. This was in alignment with the goal outlined in the PEAP to “increase the ability of the poor to raise their incomes”. UNDP supported establishing 11 district promotional centres in the second country programme, which have since been converted into private limited liability companies referred to as Private Sector Promotion Companies (PSPCs). The other initiatives during the previous and ongoing programmes include support to establishing 17 VSCIs and Enterprise Uganda, a national public institution mandated to develop and build entrepreneurial capacity within the private sector.

At the national level, the main thrust of UNDP support was placed on developing Enterprise Uganda, a model for private- sector business development. District promotional centres, PSPCs, and Enterprise Uganda were established as independent and viable service providers for the development and promotion of small and medium- size enterprises by providing a comprehensive and integrated range of services Enterprise Uganda which successfully piloted the Business Linkage Programme with support from the Government of Uganda and other agencies, including Enterprise Africa, the German Technical Cooperation Agency, Swedish International Development Cooperation Agency and the United Nations Conference on Trade and Development is considered to be one of the most visible and successful UNDP interventions by most implementing and development partners.

UNDP supported the private sector at the local level as a key area in strengthening livelihood opportunities. With the exception of Enterprise Uganda, all other interventions addressed regional and local organizations and institutions, such as district promotional centres/PSPCs, micro- finance institutions and VSCIs.

4.4 The factors facilitating the success of UNDP towards the country level development

Table 10: There numerous factors that have facilitated the UNDP success towards the country level development.

| Statement | Mean | Std. Deviation | Interpretation |
|--|------|----------------|----------------|
| Promoting an Enabling Environment and Effective Regulatory Framework for Business Entities | 3.42 | 1.54 | Very high |
| Ensuring effective leadership and accountability of organizations | 1.51 | .84 | Very low |
| Ensuring Ethical Conduct within Organizations | 3.04 | 1.64 | High |
| Ensuring that Organizations treat stakeholders fairly and equitably | 2.15 | 1.36 | Moderate |
| Encouraging Broad-based Participation in Development | 3.83 | .890 | High |

Source: *Primary Data, 2018*

From the table above results indicates that as was recommended in 2007, the Companies Act (2012) was passed and it has enhanced reforms in the corporate governance framework. As a result, Uganda now has in place a wide range of corporate governance mechanisms focusing on promoting best practices in organizational development in both public enterprises and non-governmental organizations. In addition to the Companies Act there are various legal regulatory frameworks that have enhanced the environment and the operations for public and private entities. The NGOs Act was amended in 2015 to effectively regulate the NGOs and its implementation will require specific code of corporate governance to be instilled in NGO and community based sectors so that they adhere maximally to corporate governance. The assessment notes that reforms to enhance corporate governance have been more pronounced in the financial sector than in other sectors. Implementation and enforcement gaps remain between Small and Medium Scale Enterprises mainly because of inadequate capacity and lack of stakeholder awareness of the fundamentals of corporate governance.

Uganda passed the PPDA Act (2008), which has since been reviewed and new regulations put in place since March 2014 to ensure effective corporate leadership and accountability. In addition,

there are specific Acts that provide for the appointment of Boards. These Acts and accompanying regulations, clearly spell out the separation of power between the Chief Executive Officer and the Board. However, most Acts are silent on the gender composition for Board members and other oversight bodies.

The Accountants Act (2013) was enacted as recommended in the 2007 APRM Programme of Action (APRM POA). The ICPAU Act was reformed to give the institute more powers to regulate the accounting profession in the country. The new Act grants the institute more powers to regulate the accountants and promote the quality of the accounting profession in the country. The financial sector and the listed companies are moving fast to implement the Act. However, there is a reported shortage of resources to implement the measures effectively.

Mechanisms have been put in place for corporations to ensure ethical conduct, minimizing corruption, and adhering to codes of conduct as provided in various regulations. Over 70 institutions have participated in financial reporting awards up from 38 in 2011. More investments have been earmarked for business education and training. Uganda continues to grapple with aspects that advance ethical conduct including implementation of core aspects of corporate social responsibility, dealing with occupational health and safety, and worker compensation as well as the minimum wage legislation.

There are both voluntary and mandatory mechanisms to ensure ethical conduct within organizations. The Companies Act 2012; Accountants Act 2013 & the ICPAU Code; CMA Code; Banking Regulations 2010; Specific Acts establishing public enterprises; voluntary codes such as the ICGU Code and the USE Guidelines exist to supplement the legal framework are some of the legislative instruments to ensure fair treatment of stakeholders of various entities. Under the Equal Opportunities Act 2007, Uganda instituted the Equal Opportunities Commission in 2011 with a mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, color, ethnic origin, tribe birth, creed or religion, health status, social or economic standing, political opinion or disability, and take affirmative action on groups marginalized on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances that exist against them.

Uganda has, since 2007, moved to establish an environment that ensures organizations act as good corporate citizens. To ensure that corporations act for the good of all, organizations have invested resources to advance social corporate responsibility. In addition, there is growing adherence to the UN Global Compact 2011 that provides 10 Principles of Corporate Social Responsibility that focus on human rights, labour environment and anti-corruption and integrated reporting to ensure that organizations promote and practice principles of good citizenship.

4.5 The challenges facing the UNDP organization on country level development

The study sought some of the challenges affecting the full operation and complete implementation of programs and projects of UNDP at country level development, and the study findings were presented;

In regards to the study findings, it was revealed that UNDP at country level development project implementers and beneficiaries in the district were faced by numerous problems and challenges which ranged from;

Inadequate funding from government (55%), climatic hazards like drought affecting farmer's livelihoods (70%), loss of live stocks and other agricultural produce (65%), inability of some members to repay debts and loans "kalulu" (67%) and inadequate skills in financial management (40%).

The challenge that remains is that unethical conduct to some extent affects the effectiveness of the measures to promote leadership and accountability in organizations. Promoting compliance mechanisms and enhancing the capacity of the regulatory organs will improve the effectiveness of leadership and accountability of organizations.

The findings as drawn from the study subjects reflected that inadequate funding from the government (55%) to finance the program and projects of UNDP is one very big challenges with little percentages and amounts of money being portioned to supplement the performance of most programs and projects; for instance, in the last financial year 2017/2018, Uganda received a total amount of 46 million shillings to fund the project, which implies that some groups have project, which implies that some groups have not yet benefited from the program.

Due to climatic hazards (70%), poverty levels have risen, which results from the reduction in soil nutrients available, and further leads to decline in soil fertility. despite the importance of live stock keeping as a project of some UNDP at country level development beneficiaries, to improve on crop production, little quantitative information was available on the impacts of climate hazards and livestock according to MAAIF *et-al*, 2010.

NEMA (2009); reports that during droughts, live stocks are occasionally attacked by foot and mouth diseases, which kills in most cases, the live stocks kept by some projects managers.

Other challenges which were also pointed out included; inability of some members especially in Village Saving Associations and groups to repay the loans and debts “kalulu” (67%) and inadequate financial management skills which leads to corruption and also the embezzlement and misuse of some funds by some beneficiaries.

The main limitation of UNDP support to training parliamentarians was that efforts were not made to ensure that national institutions (such as the Uganda Management Institute) are strengthened to provide training and orientation on a regular basis, or to ensure government ownership of the process for strengthening such institutions.

4.6 Challenges of furthering participatory planning

Overall available funding for community projects remained small. Therefore, more projects are identified than can be funded or implemented. This created unfulfilled expectations among the community, and may lead to lack of participation, especially if no visible change takes place within the communities (particularly if projects are not implemented over a reasonable time-frame).

Local Governments did not clearly identify criteria for projects’ approval or rejection. There was no clear financial limitation regarding the level of decision-making that could be made at the village and parish levels. Considering that funding depended on revenues generated in the district and allocations in the national budget, there were limitations in implementing projects identified in participatory planning.

The Incipient Multiparty democratic system in Uganda requires that more care be taken in the final selection of projects in order to ensure funding decisions are not made along political party lines. Similarly, equity in the allocation of funding from the national to the district level is of paramount importance in order to ensure the transparency and accountability of the process. UNDP did not adequately address these issues.

The Replicability of the participatory process depends on how the approach is adapted across different districts, which have limited levels of resources and capacities. Since the graduated tax collection was abolished, the districts have limited sources of revenue, and appear more inclined to use their fund allocations for urgent community needs rather than spend on participatory planning processes. In the districts where participatory planning was implemented, UNDP supported all expenses incurred, such as village facilitators to map process and draw up village development plans. However, as the project expanded its coverage from eight to ten districts, UNDP did not have funds for mobilizing people at the community level. There were limitations in ensuring that local governments mobilized human resources required for participatory planning.

This raises the question whether community participation was genuine or based on the incentives provided by the project budget. Sustainable community-based participation cannot be founded on financial incentives. This appears to be a major constraint across a range of interventions in Uganda, as participation is directly related to incentives.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATION

5.0 Introduction

In this chapter, the findings of the study are analyzed and presented according to the research questions and study variables in the United Nations and country level development by United Nations Development Programme Uganda.

5.1 Conclusions

The programs of UNDP towards country level development in Uganda

UNDP contributions have been significant in terms of responsiveness to national priorities and needs. Although many short- term outcomes were achieved, the contribution to long- term development results was moderate.

There were many positive features of the UNDP response in Uganda. Amid a competitive aid environment particularly predisposed to budget support, UNDP was successful in maintaining its relevance. UNDP implemented programmes, largely through government agencies; responded to various requests for support from the government in development and post- conflict reconstruction; and supported the implementation of the PEAP and policies on post- conflict recovery and human security. Strong partnerships were developed with key government agencies (e.g., the IGG, the National Planning Authority/ African Peer Review Mechanism, the Office of the Prime Minister, the Parliament, the Public Procurement and Disposal of Public Assets Authority, and the Uganda Human Rights Commission). UNDP demonstrated strong commitment to post- conflict recovery, human security and providing support to establishing democratic institutions at different levels. There were instances where government institutions used UNDP support as start- up funds to leverage additional donor resources.

Despite effectiveness in achieving the individual outputs outlined in country programme documents, this evaluation concludes that the overall development performance and effectiveness of the programme varied, particularly in terms of the sustainability and

measurability of results achieved. There were limited synergies between various programme interventions. Intended outcomes were not fully realized and often did not complement similar efforts by the government.

The cross- cutting issues emphasized in the two UNDP country programmes are relevant in the context of Uganda and within the framework of national development strategies. However, the integration of cross- cutting issues across interventions has been modest, both in programme design and in implementation. Similarly, the contribution was modest in supporting the government in furthering the integration of cross- cutting issues.

The Government of Uganda has policies to support the integration of gender equality and addressing HIV/AIDS into development planning and budgeting. Though UNDP contributions to furthering government policies were important from the standpoint of individual interventions, there were limitations in enabling results. UNDP support to poverty monitoring and MDG reporting was not effectively aligned with government mechanisms. There were limitations in using programme interventions in the area of poverty reduction and sustainable livelihoods to achieve the MDGs.

The participation of NGOs and CSOs was not ensured in the UNDP- supported programmes. In seeking partnerships, UNDP largely overlooked civil society, NGOs and communitybased organizations; Uganda has a large number of NGOs and CSOs, and some of them have the potential to complement government efforts in development and post- conflict reconstruction. When responding to national priorities, UNDP did not sufficiently develop partnerships with NGOs and CSOs or facilitate their engagement in development processes. There were limited efforts to strengthen the capacities of NGOs.

The challenges facing the UNDP organization on country level development

Weak programme management and lack of leadership at critical points constrained effective contributions to results. Programme management was constrained by several critical factors, including lack of adequate qualified staff, weak synergies among different areas of the programme, and poor reporting and monitoring.

UNDP Uganda had intermittent senior leadership. During the period under review, there were a number of leadership changes and periods when senior management positions were not filled. An evolving and complex humanitarian situation created additional responsibilities, and at critical junctures, UNDP was under capacitated to respond to evolving demands. A related issue was the lack of a human resource policy that would have systematically addressed staff- related issues. Lack of compatibility between programme and human resource investment influenced progress in achieving outcomes. Staff capacity and quality were not commensurate with the tasks UNDP had to fulfill.

Planning, documenting and monitoring were weak across programme areas. There is a lack of baseline data, clear benchmarks or indicators to appraise progress and results. Concurrent analysis and monitoring of progress towards planned development results was also found to be lacking, and the adaption of the results- based management system was weak. The programme was largely activity and output driven, and monitoring for outcome indicators and linkages to broader development processes was not available.

Further, most interventions lacked a clear exit strategy, although the programme aimed to replicate successful projects. Addressing sustainability was largely found to be absent in intervention design. The findings and recommendations of project and outcome evaluations were not systematically used to strengthen programme quality.

Programme efficiency was undermined by spreading funds across many unrelated activities and by poor capacity of UNDP to disburse funds in a timely manner; Limited funds were spread across a wide range of activities, often on such a small scale that they could not contribute to effective or sustainable results. Rather than providing sufficient depth and longer- term commitment in fewer areas, UNDP was involved in a wide range of activities, and with the available evidence, it was not possible to measure contribution to results.

Programme efficiency was also constrained by challenges in the UNDP capacity to disburse funds in a timely manner. Absorption capacity was low in conflict prevention and recovery interventions, limiting programme effectiveness as well as the implementation of intended active

ties within the programme. In many ways, poor fund management undermined the financial sustainability of programmes and minimized the possibility of additional funding.

The comparative advantage of UNDP in addressing social development issues and policy was not fully realized. The efforts of UNDP were not optimal in developing strategic partnerships with international agencies and networks; While UNDP has the potential to play a critical role in complementing budget support (by, for example, providing policy and technical support), this was not fully optimized. UNDP programme support would have made better contributions to results had partnerships been developed with other agencies or had interventions been based on a careful analysis of ongoing support to the government from other agencies. UNDP did not have a programme strategy in a context where 71 percent of development cooperation is budget support. Clearly thought-out interventions and partnerships directed at addressing critical gaps in budget support, essential for strategic positioning, were lacking.

5.2 Recommendations

Basing on the study findings above, the following recommendations are suggested:

Programme Strategy and Approach; UNDP interventions should support policy formulation and coordination in development and post- conflict recovery. Efforts must be taken to ensure that a large component of the programme entails a systematic approach to engaging in policy and technical support for implementation; UNDP should be strategic both in developing partnerships and in identifying policy areas where its support would complement ongoing development efforts.

Considering that donor assistance in Uganda is largely in the form of budget support, UNDP should be strategic in both developing partnerships and in identifying policy areas where its support will contribute to furthering development results. Building on consultations and partnerships with government and other development agencies, UNDP should ensure that programme support is aimed at addressing capacity, policy and advocacy issues related to regional disparities in poverty, strengthening accountability and transparency in governance and in post- conflict recovery.

UNDP should enhance its support to attaining the MDGs in order to address regional disparities in poverty. UNDP should make a stronger commitment to address cross-cutting issues, particularly the MDGs, HIV/AIDS and gender. UNDP should consider supporting regional MDG reports. Uganda is comfortably poised to achieve MDG targets in most areas by 2015. However, areas such as maternal health and regional disparities in poverty remain a challenge. While UNDP should continue its support to poverty and MDG monitoring, adequate measures should be taken to align efforts with the national poverty monitoring carried out by the Office of the Prime Minister. UNDP should be proactive in ensuring the harmonization of national development targets with MDG targets in areas where the former are less ambitious than the latter. A related issue is addressing regional disparities in poverty and development. UNDP should pay special attention in its forthcoming programme to informing policy and practice related to these areas. Efforts were made in the ongoing programme to support district MDG reports. Considering the large number of districts in Uganda, UNDP should instead consider supporting regional MDG reports.

UNDP should also make stronger commitments to addressing cross-cutting issues, particularly gender and HIV/AIDS. In the forthcoming programme, UNDP should take sufficient measures to ensure that gender analysis informs programme design and implementation, including revisiting some of the existing programme plans. MDG reporting should be further strengthened in order to provide gender-disaggregated analysis. Gender inequality becomes further aggravated amidst other vulnerabilities, such as conflict. UNDP should place specific emphasis on the gender dimensions of reconstruction and transition in the recovery programme. In order to maximize results in this area, UNDP should strengthen partnerships with agencies that have similar interests.

UNDP should clarify what is intended by capacity development and outline support parameters. There should be a clear framework for implementing and monitoring capacity development activities. A core area of UNDP support involves developing the capacities of national institutions. For capacity development interventions, UNDP should develop clear parameters and timelines, and embed them within the programme strategy for each area. While there should be periodic monitoring of interventions' progress, UNDP should also take sufficient measures to ensure that all concerned stakeholders have a common understanding of these strategies.

UNDP should define the role it can play in coordination and more systematically engage in various coordination mechanisms in the country. UNDP should be more proactive in its engagement of sector working groups and in the coordination mechanisms on northern Uganda development, governance, poverty reduction and private- sector support. There are several Poverty Eradication Action Plan/National Development Strategy working groups, in addition to sector groups and donor coordination mechanisms. UNDP should actively engage in areas that are relevant to its programme agenda and where it is organizationally well placed to contribute. There should be more efforts to support policy and research papers in key UNDP areas of development. Sufficient resources should be allocated for such activities, and UNDP should ensure that senior level staff participates in coordination meetings.

5.3 Suggestion for future research:

The researcher recommended further research to be conducted on how to promote equal benefits from the program and projects for all categories of people including People with Disabilities (PWDs). This will help to enhance effectiveness and sustainability among communities in the district.

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APPENDICES

APPENDIX 1: QUESTIONNAIRE

This research is meant for academic purpose. You are kindly requested to provide answers to these questions as honestly and precisely as possible. Responses to these questions will be treated as confidential. Please tick where appropriate or fill in the required information on the spaces provided.

SECTION A: SOCIO-DEMOGRAPHICS

GENDER

| | |
|--------|--------------------------|
| Male | <input type="checkbox"/> |
| Female | <input type="checkbox"/> |

MARITAL STATUS

| | |
|--------------------|--------------------------|
| Single | <input type="checkbox"/> |
| Married | <input type="checkbox"/> |
| Widowed | <input type="checkbox"/> |
| Divorced/Separated | <input type="checkbox"/> |

AGE

| | |
|--------------|--------------------------|
| 18-27 | <input type="checkbox"/> |
| 28-37 | <input type="checkbox"/> |
| 38-47 | <input type="checkbox"/> |
| 48-57 | <input type="checkbox"/> |
| 58 and above | <input type="checkbox"/> |

WORK PERIOD

| | |
|------------------|--------------------------|
| 1-2 Years | <input type="checkbox"/> |
| 3- 7 Years | <input type="checkbox"/> |
| 8-11 Years | <input type="checkbox"/> |
| 11-14 Years | <input type="checkbox"/> |
| 15 years & above | <input type="checkbox"/> |

ENGAGEMENTWeekly ☐Monthly ☐Quarterly ☐Semi-annually ☐Annually ☐**EDUCATION**Diploma ☐Degree holders ☐Masters ☐

SECTION B: On a scale provided below, tick to indicate the extent to which you agree with the following statements as pertaining to Procurement planning in the organization.

| | | | | |
|----------------|-------|----------|----------|-------------------|
| Strongly Agree | Agree | Not sure | Disagree | Strongly disagree |
| 1 | 2 | 3 | 4 | 5 |

| Statement | Strongly agree | Agree | Not sure | Disagree | Strongly disagree |
|--|----------------|-------|----------|----------|-------------------|
| programs of UNDP | | | | | |
| Support to enhancing policy | | | | | |
| Strengthening institutions | | | | | |
| Enhancing the capacities of national institutions | | | | | |
| Enhancing the capacities of local institutions | | | | | |
| Enhancing transparency and accountability | | | | | |
| Strengthening justice and human rights | | | | | |
| Poverty reduction and sustainable livelihoods | | | | | |
| Private-sector development | | | | | |

| | | | | | |
|---|--|--|--|--|--|
| Income generation and sustainable livelihoods | | | | | |
| Strengthening of small and medium enterprises | | | | | |
| Environment (various areas) | | | | | |
| Support to private- sector development | | | | | |
| Strengthening private enterprise at the local level | | | | | |
| Enhancing micro- finance institutions | | | | | |
| Strengthening Village Saving and Credit Institutions | | | | | |
| Factors Facilitating The Success Of UNDP | | | | | |
| Promoting an Enabling Environment and Effective Regulatory Framework for Business Entities | | | | | |
| Ensuring effective leadership and accountability of organizations | | | | | |
| Ensuring Ethical Conduct within Organizations | | | | | |
| Ensuring that Organizations treat stakeholders fairly and equitably | | | | | |
| Encouraging Broad-based Participation in Development | | | | | |