

Third Party Evaluation 2010
The Ministry of Foreign Affairs of Japan

Country Assistance Evaluation of Uganda -Summary-

March 2011

Preface

This report is a summary of the “Country Assistance Evaluation of Uganda” undertaken by Japan Development Service Co., Ltd. requested by the International Cooperation Bureau of the Ministry of Foreign Affairs (MOFA) of Japan.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and finding solutions to international issues which vary with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. MOFA has been conducting ODA evaluations mainly at the policy level with two main objectives: to support management of implementation of ODA; and to ensure its accountability. Those evaluations are conducted by third parties to enhance their transparency and objectiveness.

This evaluation study was conducted, 1) to evaluate policy relevance and the process of implementation of past Japanese ODA to Uganda and thereby draw lessons and make recommendations for future ODA planning and implementation; 2) to extract lessons and recommendations that can be reflected in the future direction of Japan’s aid towards other African nations and other countries where more progressive aid modalities are practiced; 3) to promote Japan’s ODA by feeding back evaluation results to the Government of Uganda and other development partners, as well as to provide accountability to the Japanese people.

Prof. Fumihiko Saito, Professor of Development Studies, Faculty of Intercultural Communication at Ryukoku University, acting as a chief of the study team, and Eiichi Yoshida, Research Fellow and IDEAS Associate Professor, being an advisor for the study, made an enormous contribution to this report. Likewise, MOFA, the Japan International Cooperation Agency (JICA), and the ODA Taskforces as well as governmental organisations in Uganda, donors and NGOs also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

Finally, we wish to add that the opinions expressed in this report do not reflect the views or positions of the Government of Japan or any other institution.

March 2011

Country Assistance Evaluation of Uganda

1. Country: Republic of Uganda	 <p style="text-align: center;">Rice Research and Training Centre</p>
2. Evaluators: (1) <u>Chief Evaluator</u> : Fumihiko SAITO, Professor of Development Studies, Faculty of Intercultural Communication, Ryukoku University (2) <u>Advisor</u> : Eiichi YOSHIDA, Research Fellow and IDEAS Associate Professor, African Studies Group, Area Studies Centre, Institute of Developing Economies (3) <u>Consultants</u> : Japan Development Services Co., Ltd.	
3. Period of Evaluation Survey: September 2010 – March 2011	

Outline of Evaluation

1. Evaluation Results

In this evaluation, it was found that Japan's development assistance to Uganda was consistent with Japan's ODA policies, and to have been adaptive to changes resulting from Ugandan development policies such as the Poverty Eradication Action Plan (PEAP). With regard to global priorities, Japan's ODA to Uganda has high compatibility, and Japan has demonstrated some efforts towards cooperating and coordinating with other donors.

The Ugandan Government stated that overall Japanese ODA to Uganda has been effective and appropriate. In particular, a synergetic effect (successful coordination of different aid schemes) was particularly noteworthy in the 'Promotion of Rice Production Programme', where its achievements were found to be spreading rapidly and providing significant impacts within the agriculture sector. In other sectors, although individual projects and activities were successful they had not achieved equivalent levels of synergy.

A Country Assistance Programme for Uganda has yet to be formulated, but the direction of Japan's assistance towards Uganda was formed based on outcomes from two bilateral economic cooperation dialogues held in 1997 and 2006. Japan's assistance is consistent with the development policy of Uganda. It was recommended by the team that a policy dialogue be held every time Uganda creates or revises its development policy. The Embassy of Japan in Uganda and the JICA Uganda Office, have been active in maintaining cordial relationships with their respective governmental offices in Uganda; however, it would be recommendable to create more opportunities for direct consultation with other donors and civil society.

2. Main Recommendations

The following three categories of recommendations are provided in this paper.

- (1) To improve Japan's aid policy to Uganda
 - Establishment of a forum to exchange information regarding development in Uganda
 - The need for a Country Assistance Programme for Uganda
 - Formulation of strategically chosen programmes
 - Enhancement of donor coordination

- Promotion of: harmonisation with Uganda's priorities during the policy formulation process and, continuous dialogue with the Ugandan side
- (2) To improve the aid implementation system for ODA towards Uganda
 - Upgrading and enhancement of functions in the field
 - Enhancement of collaboration with NGOs and civil society
- (3) To achieve more effective and efficient ODA
 - Promotion of more flexible aid modalities (collaboration between financial support and project-type support)
 - Enhancement of Japan's ODA research function
 - The need for a more efficient decision making process
 - Standardisation and documentation of the policy formulation process

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

Table of Contents

Preface	
Country Assistance Evaluation of Uganda	
Table of Contents	
List of Tables and Figure	
Map of Uganda	
1. Background	1
2. Evaluation Results	2
2-1 Relevance of Policies	2
2-2 Effectiveness of Results	4
2-2-1 Human Resource Development	6
2-2-2 Improvement of Basic Human Needs (Strengthening of Health Services)	7
2-2-3 Sustainable Economic Growth (Improvement of Road Transport Network Programme and Strengthening Power Supply System Programme)	7
2-2-4 Agriculture Development (Promotion of Rice Production)	8
2-2-5 Consolidation of Peace in Northern Uganda (Northern Uganda Development Programme)	9
2-3 Appropriateness of the Process	10
2-3-1 Appropriateness of the Policy Formulation Process	10
2-3-2 Appropriateness of the Policy Implementation Process	10
2-3-3 Needs survey and consultation with concerned parties	11
2-3-4 Appropriateness of Japan's aid Modalities	11
3. Recommendations	12
3-1 Recommendations to Improve Japan's Aid Policy to Uganda	12
3-1-1 Establishment of a Forum to Exchange Information Regarding Development in Uganda	12
3-1-2 Need for a Country Assistance Programme for Uganda	12
3-1-3 Formulating Strategically Chosen Programmes	12
3-1-4 Enhancement of Donor Coordination	12
3-1-5 Promoting Harmonisation with Uganda's Priorities in the Policy Formulation Process	13
3-2 Recommendations to Improve the Aid Implementation System	13
3-2-1 Upgrading and Enhancement of Functions in the field, in Particular, ODA Taskforce	13
3-2-2 Enhancement of Collaboration with NGOs and Civil Society	13
3-3 Recommendations to Achieve more Effective and Efficient ODA	14
3-3-1 Promotion of more Flexible aid Modalities (Collaboration between Budget support and Project-type Support)	14
3-3-2 Enhancement of Japan's ODA Research Function	14
3-3-3 Need for a more Efficient Policy Implementation Process	14
3-3-4 Standardisation and Documentation of the Policy Formulation Process	14
Photos	15

List of Tables and Figure

Figure 1: Ratio of NERICA to Total Rice Cultivation Area in 2004 and 2008.....	6
Table 1: Consistency between Japan's Aid Policy towards Uganda and PEAP I&II	2
Table 2: Consistency between Japan's Aid Policy towards Uganda and PEAP III	3
Table 3: Japan's Priority Area, Development Issues and Programmes	4
Table 4: Numbers and Amount of Japan's Assistance for Priority Area and Development Issues (Projects after 2000, on-going and E/N and L/A signed projects)	5
Table 5: The Projects under Enhancing Vocational Education and Training' Programme.....	6
Table 6: The Projects for Improvement of Road Transport Network Programme and Strengthening Power Supply System Programme	8
Table 7: The Project for Promotion of Rice Production.....	9
Table 8: The Projects for Northern Uganda Development	10

A detailed map of Uganda showing its administrative districts. The map is bordered by Sudan to the north, Kenya to the east, Rwanda to the south, and the Democratic Republic of the Congo to the west. Major cities like Kampala, Jinja, and Mbarara are marked. The map uses different shades of gray to distinguish between districts, and blue lines represent major water bodies like Lake George and Lake Edward. Neighboring countries are labeled in all caps: SUDAN, KENYA, RWANDA, and DEMOCRATIC REPUBLIC OF THE CONGO.

Source: Created by the evaluation team based on the map from <http://molg.go.ug/2010/08/04/latest-map-of-uganda-july-2010/> Ministry of Local Government (July 2010)

1. Background

In past years, Uganda has been active in promoting regional cooperation and integration through the African Union (AU) and East African Community (EAC). The country has strengthened links with the main developed nations, the newly industrialised Asian nations, and Middle Eastern countries, as a way to encourage direct investment.

With regard to the economic situation, the macro economy has stabilized since the 1990s, as the government has adopted the structural adjustment programmes suggested by the World Bank and International Monetary Fund (IMF) in the late 1980s. After qualifying for Heavily Indebted Poor Countries (HIPC) debt relief, the foreign debt ratio to Gross Domestic Product (GDP) decreased and Ugandan macro economics has continued to be stable. However, Uganda remains one of the poorest countries in the world, and the proportion of Ugandans living below the national poverty line was still 31 percent in 2007. Japan's overall aid contribution to Uganda, as of 2008, was 131.0 million US dollars for Yen Loans, 76.1 million US dollars for Debt Relief, 512.7 million US dollars for General Grants Projects, and 175.9 million US dollars for Technical Cooperation ¹. Uganda practices progressive aid coordination, and Japan is participating in donor coordination through attending major sector meetings with the aim of harmonizing Japan's ODA sector activities.

The objectives of this evaluation survey are as follows:

- to evaluate policy relevance and the process of implementation of past Japanese ODA to Uganda and thereby draw lessons and make recommendations for future ODA planning and implementation;
- to extract lessons and recommendations that can be reflected in the future direction of Japan's aid towards other African nations and other countries where more progressive aid modalities are practiced; and,
- to promote Japan's ODA by feeding back evaluation results to the Government of Uganda and other development partners, as well as to provide accountability to the Japanese people.

This evaluation covers all past Japanese assistance to Uganda. The evaluation of Japan's aid policy is based on the ODA assistance guidelines and the four priority areas (Human Resource Development, Basic Human Needs Assistance, Agricultural Development, and Economic Basic Infrastructure) that were established through past Economic Cooperation Policy Dialogues.

The period reviewed for this evaluation is limited to the period between 1997 and 2010, as it was in this year that the Poverty Eradication Action Plan (PEAP) was first established and the first dialogue between Japan and Uganda held. As it is usual for there to be a time lag (two to three years) between policy development and implementation, only projects and programmes started after year 2000 have been covered in the survey.

This study has undertaken comprehensive analyses utilizing, 'Relevance of Policies', 'Effectiveness of the Result', and 'Appropriateness of Aid Policy Process' based on the ODA Evaluation Guidelines 5th Edition (Feb. 2009) of the Ministry of Foreign Affairs, and has produced recommendations for Japan's Assistance Policy.

Assistance to Uganda was seen as being intended to contribute towards fulfilling Uganda's development needs for the eradication of poverty through economic growth and to support broader stability, development, peace and security, in not only East Africa and the Great Lakes region, but throughout the wider African continent.

The focus of Japan's ODA to Uganda has been poverty eradication, with the four priority areas: Human Resource Development, Improvement of Basic Human Needs, Economic Infrastructure Development, and Agriculture Development. These areas were determined through bilateral dialogue.

1 ODA Data-book 2009, Ministry of Foreign Affairs (exchange rate: 1USD=82.0JPY as of 1 November 2010)

2. Evaluation Results

2-1 Relevance of Policies

Japan's ODA to Uganda has been consistent with Japan's ODA policies such as the ODA Charter and the Medium-Term ODA Policy. Within the evaluation period (1997-2010), Japan's ODA was found to be relevant in support of Uganda's national goal of poverty eradication. Policy and priority areas were agreed during economic cooperation policy dialogues held in 1997 and 2006, and reflected commitments from the Tokyo International Conference on African Development (TICAD) process.

Japanese ODA policy was overall in accordance with PEAP, the National Development Plan (NDP), and Ugandan government formulated sector papers for major priority areas (e.g. health, education, etc.), and, for the northern region, the 'Peace, Recovery and Development Plan for Northern Uganda' (PRDP).

The PEAP was revised several times, in adjustment to changing social and economic needs, and Japan's assistance noticeably increased its compatibility and relevance to Ugandan development policy after PEAP III. In particular, the agriculture sector has become one of the most important priority sectors within the PEAP III, since it is directly linked to the objectives of, production, competitiveness and incomes. 'Agriculture Development' is one of Japan's priority sectors and Japan has responded to the post-conflict recovery needs of the northern region by creating a programme entitled the 'Northern Uganda Development Programme.' The following tables are a comparison of Japan's ODA policies against Uganda's national development plans, including PEAP I, II and III, and NDP.

Table 1: Consistency between Japan's Aid Policy towards Uganda and PEAP I&II

	PEAP I (1997-2000)/PEAP II (2000-2004)	Bilateral Economic Cooperation Policy Dialogue (1997)
	<Poverty Eradication>	<Poverty Alleviation>
3 Objectives	Framework for Economic Growth and Structural Transformation	Support for Private Sectors
	Ensuring Good Governance and Security	-
	Directly Increasing the Ability of the Poor to Raise their Incomes	Increasing Income
	Directly Improving the Quality of Life of the Poor	Improvement of Basic Human Needs
	<Poverty Eradication Programme>	<Priority Area of Assistance>
Priority Area	- Basic Health	- Improvement of Basic Human Needs
	- Water and Sanitation	
	- Feeder Roads	- Basic Infrastructure
	- Modernization of Agriculture	- Agriculture Development
	- Universal Education	- Human Resource Development

Sources: Created by the evaluation team based on the information from references of Economic Cooperation Policy Dialogue in 1997, and Kuteesa et al. "Uganda's Economic Reforms" 2010

Table 2: Consistency between Japan's Aid Policy towards Uganda and PEAP III

	PEAP III (2004-2009)	Economic Cooperation Policy Dialogue (2006)	NDP(2010/11-2014/15)
Objectives	Economic Management	● Support for Private Sectors	<ul style="list-style-type: none">• Increasing household incomes and promoting equity• Enhancing the availability and quality of gainful employment.• Improving stock and quality of economic infrastructure• Increasing access to quality social services• Promoting science, technology, innovation and ICT to enhance competitiveness.• Enhancing human capital development• Strengthening good governance, defence and security• Promoting sustainable population and use of the environment and natural resources
	Production, Competitiveness and Incomes	● Support for Private Sectors ● Increasing Income	
	Security, Conflict Resolution and Disasters	● Improvement of Basic Human Needs	
	Good Governance		
	Human Development		
Priority Area	Macroeconomic stability, Promoting private investment	-	<ul style="list-style-type: none">• Critical production inputs: Agricultural inputs, Iron ore, Water for Production, Meteorology, Fertilizers• Science, Technology & Innovation• Infrastructure Development: Energy Transport Infrastructure, Oil & Gas, ICT• Human Resource Development: Education, Health Skills Development, Water & Sanitation.
	Modernisation of Agriculture, Conservation of Natural Resources	● Agriculture Development	
	Infrastructure Development (Roads, Power, Railroads)	● Economic Infrastructure Development	
	Conflict Resolution, Returning Internal Displaced Persons	-	
	Human Rights, Democracy, Law and Order, Transparency	-	
	Boosting incomes for poor: > Quality of Primary Education, Measures for Drop-outs, Planning for Post- Primary Education > Lower the death rate, Family Planning > Transparency of Public Finance for Poverty Alleviation	● Human Resource Development ● Improvement of Basic Human Needs	
Special Matters / Cross-cutting Issues	Gender	-	<ul style="list-style-type: none">• Public Sector Management• Financial Services• Quantity and Quality of Human Resources• Public Infrastructure• Gender, Conflictive Attitudes, and Culture and Customs• Promotion of Scientific Innovation
	Employment Opportunities	Development in Rural Community Level	
	Population Growth	-	
	Social Protection	-	
	Income Distribution	-	
	Regional Equity	Northern Uganda Development (Human resources development, Infrastructure, Security Issues)	
	-	Securing Accountability	
	-	Aid Coordination (Partnership)	
	-	Introduction of MIRAI Scheme	

Sources: Created by the evaluation team based on the information from references of Economic Cooperation Policy Dialogue in 2006, Kuteesa et al. "Uganda's Economic Reforms" 2010 and NDP

With regard to global priorities, the New Development Strategy of the Development Assistance Committee (DAC) and the Millennium Development Goals (MDGs) of the United Nations were carefully incorporated, into the development goals aimed at assisting Uganda. It was found that Japan had made a positive effort to comply with global priorities such as the importance of ownership by Uganda, partnership between donors, and results-base development.

Many of the priority sectors and programmes, identified in the economic cooperation policy dialogue of 2006, have a linkage to fields in which Japan has previously utilized its expertise and/or experience in assistance to other developing countries. Programmes such as 'Promotion of Rice Production', 'Strengthening of Science & Mathematics Education in Secondary Schools', and 'Enhancing Vocational Education & Training', are based around areas in which Japan has accumulated considerable experience both domestically and internationally. Work in these areas was particularly highly regarded by the Ugandan counterparts.

2-2 Effectiveness of Results

Interviews undertaken with Government of Uganda representatives and project implementing agencies indicated that Japanese assistance was generally effective, and the Ministry of Finance, Planning and Economic Development (MoFPED) expressed their satisfaction with regard to the effectiveness of results for Japan's assistance, this was because Japanese projects generally had clear targets and high added value.

Japan's ODA priorities are 'Human Resource Development', 'Improvement of Basic Human Needs', 'Economic Infrastructure Development', and 'Agriculture Development' together with the 'Northern Uganda Development' programme. Due to the limited duration of the evaluation, the evaluation team had to restrict in-depth examination to a small number of prioritized programmes.

Table 3: Japan's Priority Area, Development Issues and Programmes

Priority Area	Development Issues	Programmes
Human Resource Development	Improvement of Quality of Post Primary Education	Strengthening of Science & Math. Education in Secondary School
		Enhancing Vocational Education & Training
		Others
Improvement of Basic Human Needs	Safe water supply	Development of Rural Water Supply System
	Improvement of Health Service	Strengthening of Health Services
Sustainable Economic Growth	Promoting Economic Growth	Improvement of Road Transport Network
		Strengthening Power Supply System
Agriculture Development	Modernization of Agriculture	Promotion of Rice Production
		Animal Husbandry Promotion
		Enhancing Local Industries
Consolidation of Peace in Northern Uganda	Northern Uganda Development	Northern Uganda Development
Others	Others	Public Financial Management
		Environment/Counter Climate Change Programme

Source: Japan's ODA: Rolling Plan for Uganda (as of May 2009)

In recent years, the total ODA amount targeted towards Uganda has increased considerably. In 2009, it was approximately 54 million US dollars, which can be compared to the 8 million US dollars provided in 2001. This expansion in Japan's ODA was mainly due to the reintroduction of the Yen Loan scheme to Uganda. However, while the grand total of ODA contributions from all donors doubled between 2002 and 2009, the percentage of Japan's ODA contribution towards Uganda remained constant, at around three percent, in 2009. The following table shows Japan's overall ODA contributions,

categorised in schemes and programmes, between 2000 and 2010 (as of November 2010).

Table 4: Numbers and Amount of Japan's Assistance for Priority Area and Development Issues (Projects after 2000, on-going and E/N and L/A signed projects)

Top: Numbers, Bottom: Amount (100 mil JPY)

Priority Area	Development Issues	Loan	Grant			Technical Cooperation	
			General	GGP ² NGO	Via U.N.	TCP ³	Dev. Survey ⁴
Human Resource Development	Improvement of Quality of Post Primary Education	-	2 ⁵ 0.40	33 3.24	-	5 24.60	-
	Others	-	-	20 1.81	-	-	-
Improvement of Basic Human Needs ⁶	Safe water supply	-	4 24.01	17 1.26	-	-	1 3.70
	Improvement of Health Service	-	6 41.60	14 1.13	-	1 1.13	-
Sustainable Economic Growth	Promoting Economic Growth	4 180.88	9 38.77	2 0.17	-	-	2 2.00
Agriculture Development	Modernization of Agriculture	-	2 6.67	8 0.57	1 1.47	5 12.09	1 3.00
	Others	-	-	-	-	(2) ⁷	-
Consolidation of Peace in Northern Uganda	Northern Uganda Development	1 33.95	1 13.40	9 0.93	16 57.11	-	2 12.00
Others	Others	(1) ⁸ (62.47)	2(2) ⁹ 5.99(1.87)	4 0.2	-	2 5.37	1 2.70
Total:		5 (1) 277.30	24 (2) 131.84	107 9.31	17 58.58	13 (2) 43.19	7 23.40

Sources: Calculated by evaluation team based on the data from Country Data Book (2005, 2009), Grants and Loans data was extracted from the website of Ministry of Foreign Affairs, JICA Uganda Programme Summary (July, 2010), Website for Ministry of Foreign Affairs, and information provided by JICA Head Office.

Japan has attempted to maximize outcomes through combining several schemes and projects within one programme. However, effective synergies and a complementary effect were apparent only in the 'Promotion of Rice Production Programme'. To achieve synergy within a programme, careful consideration of combinations (schemes, projects) and inputs (size, timing) is essential during the process of programme design. The adoption of programmes as a unit, in their own right, might have been more desirable.

There were some instances, in the General Grants Projects, where the Ugandan side expressed difficulties in meeting the maintenance requirements. To avoid future problems, such as the maintenance issues, the Japanese side should undertake a more detailed assessment of the partner organisation's technical and financial capacity. Also, additional

2 GGP: Assistance for Human Security and Grassroots Grants Projects

3 TCP: Technical Cooperation Project

4 Dev. Survey (Development Survey) includes TCDP: Technical Cooperation for Development Planning

5 Both projects are Cultural Grant Projects

6 The waste management projects, which had been categorised under Improvement of Basic Human Needs before 2005, moved to 'Others'.

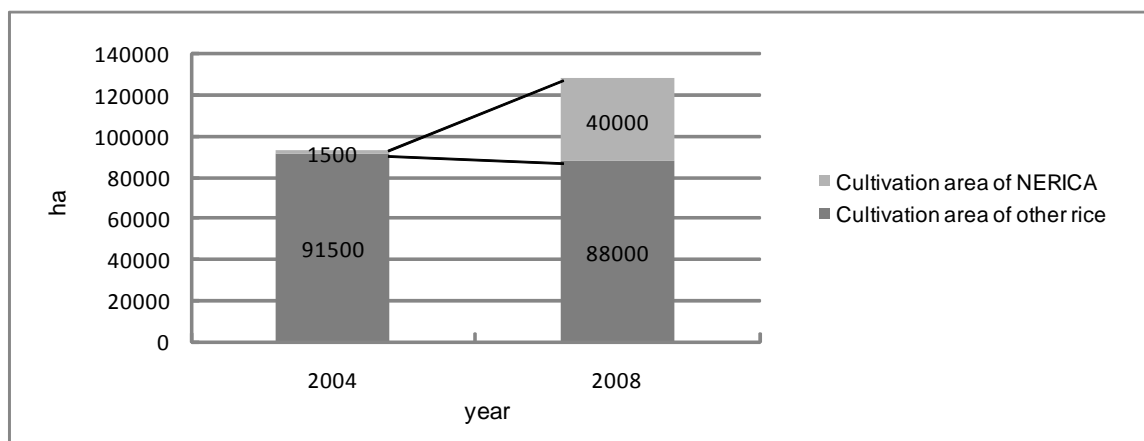
7 Both projects were regional projects, and the amount of assistance was not included.

8 The number and the amount in the parenthesis shows Debt Relief under Loan Scheme

9 The number and the amount in the parenthesis shows Grant Aid for Debt Relief

enhancement of the partner organization's capacity during the implementation period might further secure the sustainability of the projects.

It is difficult to assess Japan's contribution towards the improvement in the Monitoring Index of PEAP, MDGs and sector papers as a quantitative measurement, since the percentage of Japanese assistance was only approximately 3% of overall aid. However, the 'Promotion of Rice Production Programme' has made a clear contribution towards its goals. Impacts include an increase in the New Rice for Africa (NERICA) cultivation area from 1,500ha to 40,000ha in four years (2004-2008).



Source: Created by the evaluation team based on the data from FAOSTAT and the result of hearings

Figure 1: Ratio of NERICA to Total Rice Cultivation Area in 2004 and 2008

2-2-1 Human Resource Development

In Uganda, the most coordinated area of aid is the education sector with Japan mainly supporting the post-primary education field with particular emphasis being placed on vocational, science and mathematics education at secondary school level.

Enhancing Vocational Education & Training

The 'Enhancing Vocational Education and Training Programme' was formulated to support attempts to improve the standard of Ugandan vocational training and education, with the end goal of providing more trained technicians to the private sector. The programme consisted of a technical cooperation project, the 'Uganda Vocational Trainers' Training Project', four JICA training courses, and 16 Japan Overseas Cooperation Volunteers (JOCVs). Japan first assisted Nakawa Vocational School in 1968 with several facilities being built under a general grant project, the 'Project for the Improvement of Nakawa Vocational Training School'. Additionally, much of the school's equipment has been provided under various different Japanese aid schemes.

Table 5: The Projects under Enhancing Vocational Education and Training' Programme

Duration	Scheme	Project Name
1968-1974	TCP	Uganda Vocational Training Centre Project
1997-2004	TCP	Uganda Nakawa Vocational Training Institute Project
1997	General Grant	Project for the Improvement of Nakawa Vocational Training Institute
2004-2006	Third Countries/	In-country Trainings
2007-2010	TCP	Instructors and Managers Training for Vocational Education & Training in Uganda

Source: JICA Uganda Programme Summary (July 2010)

The 'Instructors and Managers Training for Vocational Education & Training in Uganda' was completed in August 2010, and currently only one JOCV remains on site; however, the school is actively trying to maintain its quality and services by hosting third country training courses, and tailor-made training courses as ordered by private sector enterprises.

Strengthening of Science & Math. Education in Secondary School Programme

The 'Strengthening of Science & Math. Education in Secondary School Programme' aims to improve the quality and standard of secondary science and mathematics education through enhancing teachers' capacity. It operates through supporting the strengthening of training systems for science and mathematics trainers. As of November 2010, the programme consisted of JICA's technical project, Secondary Science and Mathematics Teachers' Project (SESEMAT), four JICA training courses, and 10 JOCVs¹⁰. The Ministry of Education and Sports (MoES) is enthusiastic about SESEMAT, and its target area has been expanded through MoES's initiatives. However, communication between the project and JOCV teachers was limited, and the concerned parties are trying to seek further collaboration to achieve synergy effects for the programme.

2-2-2 Improvement of Basic Human Needs (Strengthening of Health Services)

There are two on-going programmes within the 'Improvement of Basic Human Needs' priority area. One is the 'Strengthening of Health Services Programme' and the other is the 'Development of Rural Water Supply Systems Programme'.

The two main activities of the 'Strengthening of Health Services Programme' are, to expand and upgrade major rural health facilities and equipment while enhancing maintenance capacity and, to improve the quality of health and medical services in Uganda through strengthening of management and services within hospitals.

Recently, Japan has been one of the main actors in terms of enhancing health infrastructure. An NGO called the Civic Commission for Africa (CCfA) completed a third-party evaluation of Japanese assistance to the health sector. In the evaluation, it was said that more than half of the patients who visited the upgraded hospitals were satisfied with its service, and the programme had not only improved the physical infrastructure but also created secondary benefits, e.g. more patients were encouraged to visit the upgraded hospitals and the work ethic of staff had considerably improved, etc.

2-2-3 Sustainable Economic Growth (Improvement of Road Transport Network Programme and Strengthening Power Supply System Programme)

Other than for a series of Kampala road Improvement projects, funded under Japanese General Grant Aid, it was found to be too early to evaluate the effectiveness of results for this sector, since most projects had been implemented and/or signed after 2007.

After completion of the 'Project for Improvement of Trunk Roads in Kampala Phase II', a major social benefit was found to be the improvement in access to Mengo Hospital on the Natete Road. The road also had further development with additional houses and stores. According to those interviewed by the evaluation the project had been effective, as installing traffic signals and pavements had helped relieve traffic jams and protected pedestrians. The project had been implemented directly under the Ministry of Works and Transport (MoWT), and Kampala City Council (KCC) was responsible for maintaining the roads and traffic systems once the project had been completed. However, KCC expressed difficulties in meeting maintenance costs, and hoped for stronger coordination with JICA in the future.

Since the Japanese Government reintroduced the Yen Loan scheme to Uganda in 2007, there have been more Loan projects than Grant projects in this particular sector. Many Ugandan Government offices, including MoFPED, welcomed the Yen Loan scheme and

10 Source: JICA Uganda Programme Summary (July 2010)

had high expectations for Yen Loan projects. The majority of interviewees from development partners agreed there was a need for the Government of Uganda to invest in large-scale economic infrastructure and that the loan scheme could be useful. However, to secure effectiveness, it was thought that loan projects should be implemented with careful consideration of project selection, since Loan projects tend to be of a larger scale.

Table 6: The Projects for Improvement of Road Transport Network Programme and Strengthening Power Supply System Programme

(unit: 100mil JPY)

Year	Scheme	Project Name	Amount
2002	General Grant	The Project for Improvement of Trunk Roads in Kampala, Phase II (1/2)	3.68
2003	General Grant	The Project for Improvement of Trunk Roads in Kampala, Phase II (2/2)	3.32
2005	General Grant	The Project for the Improvement of Traffic Flow in Kampala City (1/2)	4.62
2006	General Grant	The Project for the Improvement of Traffic Flow in Kampala City (2/2)	3.16
2006	GGP	The Project for Bwenge Street Lights Installation	0.07
2007	General Grant	The Project for Improvement of the Medium Wave Radio Broadcasting Network	11.12
2007	TCDP	Study on Greater Kampala Road Network and Transport Improvement	2.00
2008	GGP	The Project for Improvement of Road Safety in Tororo City	0.10
2009	Yen Loan	The Upgrading of Atiak-Nimule Road Project ¹¹	33.95
2010	Yen Loan	Construction of a New Bridge Across River Nile at Jinja Project	91.98
2007	Yen Loan	Bujagali Interconnection Project	34.84
2007	General Grant	The Project for Rural Electrification (Phase II) (1/2)	7.13
2008	General Grant	The Project for Rural Electrification (Phase II) (2/2)	5.74
2009	Yen Loan	Interconnection of Electric Grids of Nile Equatorial Lakes Countries Project	54.06
2009	TCDP	Project for Masterplan Study on Hydropower Development	2.70

Sources: Created by evaluation team based on the data from Country Data Book (2005, 2009), Grants and Loans data (2009/2010) was extracted from the website of Ministry of Foreign Affairs

2-2-4 Agriculture Development (Promotion of Rice Production)

Agriculture features prominently among the top priority sectors in PEAP. This is due to the performance of the agricultural sector greatly affecting the majority of Ugandan people, especially the poor, where 85 percent of the population, and 70 percent of the poor, live in rural areas and depend on agricultural activities for their livelihoods¹². The Japanese Government and Ugandan Government agreed that Agriculture Development should be a priority area during two economic policy dialogues and a project confirmation study in 1999. Three programmes: 'Promotion of Rice Production', 'Animal Husbandry Promotion', and 'Enhancing Local Industries', are currently on-going in Uganda.

The 'Promotion of Rice Production' programme aims to improve food security and to increase farmers' incomes through the improvement of rice farming technology, rice-related facilities, and post-harvest technology in Eastern and Central Uganda. In the past, rice has not been a major crop in Uganda; however, through NERICA extension work, rice has become more main-stream. Rice is especially valued for its convenience for storage and high value as a cash crop. The 'NERICA Promotion Project in Uganda', which is a JICA technical cooperation project, has had strong ties to the volunteer programme. It

11 Part of Northern Uganda Development Programme

12 World Bank, Project Appraisal Document on a Proposed Credit and Proposed Grant from the Global Environment Facility Trust Fund to the Republic of Uganda for a Agricultural Technology and Agribusiness Advisory Services Project, May 25, 2010

is seen as a good example of how to create a positive synergy effect through combining the inputs of different schemes.

Table 7: The Project for Promotion of Rice Production

(unit: 100mil JPY)

Year	Scheme	Project Name	Amount
2000	General Grant	The Improvement of Agricultural Extension Training Centre (3/3)	0.16
2005	General Grant	Agriculture and Rural Development through Innovative Rice-based Farming Systems for Food Security and Poverty Reduction in Uganda (Via FAO)	1.47
2007	General Grant	Agriculture and Rural Development through Innovative Rice-based Farming Systems for Food Security and Poverty Reduction in Uganda (Via FAO)	1.50
2008	General Grant	The Project for Construction of Rice Research and Training Centre	6.51
2006	TCP	Technical Assistance Support to Promotion, Development and Dissemination of NERICA Rice in Uganda (Rice Breeding)	0.19
2008	TCP	NERICA Promotion Project in Uganda	3.80
2008	TCP	Technical Assistance Support to Sustainable Irrigated Agriculture Development Project in Eastern Uganda	3.50
2003	Dev. Survey	Eastern Uganda Irrigation Development Plan	3.00
2003	Dev. Survey	The Study on Improvement of Post-Harvest Processing and Marketing System	2.70
2001	GGP	Small Scale Farmers Assistance Programme through Environment Conservation Agriculture	0.10
2006	GGP	The Project for Construction of Multi-purpose Agriculture Service Centre in Kamuli District and Rice Mill Centre in Mukono District	0.08
2007	GGP	The Project for Irrigation Technology Introduction for Small-Scale Farmers in Kamwenge District	0.03

Sources: Created by evaluation team based on the data from Country Data Book (2005, 2009), Grants and Loans data (2009/2010) was extracted from the website of Ministry of Foreign Affairs, and information provided by JICA Head Office,

According to the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), as well as other stakeholders in the agriculture sector, Japanese assistance in the agriculture sector, particularly in rice promotion, has been seen as highly effective. Nonetheless, it was pointed out that enhanced involvement by the governmental agricultural extension body, the National Agricultural Advisory Services (NAADS), would be desirable. In regard to the larger scale irrigation projects, prior to implementation, further consultation and coordination is necessary, especially with stake holders from outside the agriculture sector such as the National Environmental Management Authority (NEMA).

2-2-5 Consolidation of Peace in Northern Uganda (Northern Uganda Development Programme)

Within the four strategic objectives of the PRDP: 'Consolidation of State Authority', 'Rebuilding and Empowering Communities', 'Revitalization of the Economy', and 'Peace Building and Reconciliation', Japan has assisted mainly in the areas of 'Empowering Communities and Revitalization of the Economy'. The Office of the Prime Minister (OPM) stated that Japan's contribution within these areas has been relevant and should continue to be so in the future¹³.

¹³ Hearing result (OPM, November 2010)

Table 8: The Projects for Northern Uganda Development

(unit: 100mil JPY)

Year	Scheme	Project Name / Name of Multilateral Organisations	Amount
2001,2004,2006,2007	General Grant	Support to Child-Friendly Environments through Community Participation in Northern Uganda, etc. (Via UNICEF, 4 projects)	18.16
2001-2008, 2010	General Grant	Food Aid (Via WFP, 9 projects)	30.30
2009	Yen Loan	The Upgrading of Atiak-Nimule Road Project	33.95
2009	TCDP	Project for Community Development for Promoting Return and Resettlement of IDP in Northern Uganda	5.00
2009	TCDP	Project for Rural Road Network Planning in Northern Uganda	7.00
2010	General Grant	The Project for Social Infrastructure Development for Promoting Return and Re-Settlement of Internally Displaced Persons	13.40

Sources: Created by evaluation team based on the data from Country Data Book (2005, 2009), Grants and Loans data (2009/2010) was extracted from the website of Ministry of Foreign Affairs, and information provided by JICA Head Office,

Until 2008, Japan mainly contributed emergency relief through multilateral organizations such as the World Food Programme (WFP) and United Nations Children's Fund (UNICEF). However, the opening of the JICA Gulu Field Office in 2009, allowed Japan to increase its input and involvement. It is still too early to fully evaluate its effectiveness, but the 'Northern Uganda Development Programme' has become a priority programme within Japan's ODA to Uganda. Going forward, it will be desirable to work increasingly closely with other stake holders.

2-3 Appropriateness of the Process

The evaluation team found that the processes adopted to ensure the relevance of policies and the effectiveness of results were generally appropriate.

2-3-1 Appropriateness of the Policy Formulation Process

The first economic cooperation dialogue between the Japanese Government and Ugandan Government was held in 1997, the same year in which the first PEAP was created. In 2006, a second dialogue was held, 6 years after an initial PEAP revision and two years after a second revision. Nine years passed between the two economic cooperation dialogues and, in the period between the PEAP I and PEAP III revision, Uganda's Development Priorities shifted from being poverty eradication centred to being targeted at poverty elimination through economic growth. As Ugandan priority sectors have not changed radically since that time, Japan's ODA policy has retained its appropriateness. It might be desirable to hold further dialogues on Japan's ODA to Uganda every time the partner country creates or revises its development policy.

In both the 1997 and 2006 dialogues, MoFPED instigated broad ranging participation. In 1997, only Embassy representatives attended from the Japanese side, nonetheless, an effort was made to meet Uganda's needs by holding individual sector meetings during the dialogue. In 2006, representatives from both the Embassy of Japan and JICA attended the bilateral dialogue, and the discussions were directly reflected into Japan's ODA policy.

2-3-2 Appropriateness of the Policy Implementation Process

The Embassy of Japan in Uganda was established in 1997 with a JICA office launched in 2006. Therefore, it was not until 2006, that a full-scale operation of Japanese assistance was available. Japan has been expanding the scale of its assistance to Uganda over the years; however, staffing levels have not increased to the same degree.

ODA taskforces have been established in 80 countries, as of September 2010. These usually consist of the Embassy of Japan, JICA and Japan Bank for International

Cooperation (JBIC).

A particular strength of Japan's ODA was that, once approved, projects were usually found to be completed in line with the planned achievement, although the duration between, project submission to final approval, was sometimes seen as being longer than for some other donors. The ODA taskforce takes a lead in information collection and appraisals of requested projects, and the Ministry of Foreign Affairs then undertakes a careful examination of the projects forwarded by the ODA taskforce. Examination within Japan tends to be a long process, and it would be desirable for both the Embassy of Japan in Uganda and the JICA Uganda Office to exercise stronger authority in the selection of projects.

JOCV is an important component of Japan's ODA, and Uganda is currently the country hosting the biggest number of JOCV with approximately 100 volunteers in the country. Detailed organisation is necessary to satisfy both volunteer and partner organisation requirements.

To fulfil development needs while achieving more effective policy implementation, enhancement of the field office in both staffing levels and systems is essential.

2-3-3 Needs survey and consultation with concerned parties

(1) The Government of Uganda

Regular consultations are held with the Government of Uganda to collate development needs in addition to project confirmations, formal dialogues, and the Annual Bilateral Needs Survey.

(2) Collaboration with donors and civil society

Japan is presently attending more than 10 regular donor-coordination meetings in various sectors. This is being achieved, even though there are limited number of staff available at both the Embassy and JICA. However, Japanese participation in donor coordination was seen as passive. Several partners commented that they would appreciate a more positive participation at meetings, and would like to know more about Japan's assistance to Uganda.

During the two economic cooperation policy dialogues, there was no evidence of Japan involving civil societies within the direct consultation process. According to interviewees, Japan's ODA efforts were not widely known. Dialogue has started with NGOs, including the NGO Forum and CCfA, and this kind of collaboration ought to be further encouraged.

2-3-4 Appropriateness of Japan's aid Modalities

There is a difference of opinion over which aid modality, budget support undertaken mainly by European donors or project type support undertaken mainly by the United States and Japan, is the more effective approach in Uganda. The Government of Uganda has been clear in its view that budget support was the preferable aid modality. However, both aid modalities have been demonstrated to offer advantages and disadvantages, and many people now suggest they could successfully coexist to achieve the maximum beneficial effect.

In the economic cooperation policy dialogue held in 2006, Japan declared a wish to increase efforts towards aid coordination, harmonization and financial support and has started to co-finance loan projects with the African Development Bank (AfDB) and World Bank.

3. Recommendations

3-1 Recommendations to Improve Japan's Aid Policy to Uganda

3-1-1 Establishment of a Forum to Exchange Information Regarding Development in Uganda

As has been previously stated, the situation in Uganda has changed greatly since President Museveni took power in 1986. Japan now needs to clarify the position of Japan's ODA to Uganda, in light of the changes that Uganda has been experiencing, and the importance of stability within Uganda for the entire Great Lake region. However, lack of understanding of the Ugandan situation has limited the formation of current aid principles. To strengthen Japan's strategic aid policy, it would be valuable to increase involvement from experts, academics and business people who are knowledgeable with regard to Uganda. Whilst deciding on a strategy for ODA to a country, it would be desirable to consider not only Japan's domestic concern to satisfy the Japanese taxpayer but also wider global goals towards the realization of greater justice and a more equitable world. To fulfil both conditions, the evaluation team recommend the establishment of a forum, which consists of experts, academics and people from the private sector, working along side the ODA taskforce, to research, analyse, and forecast the situation of Uganda and to formulate a more comprehensive and effective ODA for the country.

3-1-2 Need for a Country Assistance Programme for Uganda

As a country assistance programme has not been formulated for Uganda to date, the programme has been based on basic policies and priority areas agreed between the two governments and relevant official documents.

A country assistance programme is supposed to be positioned beneath Japan's superior ODA policies such as the ODA Charter and the Medium-Term ODA Policy, and should be a document that a rolling plan can be built upon. The existence of this comprehensive and long-term document is essential for effective and efficient planning, implementation, and evaluation of ODA.

Recently, the amount of Japanese ODA has been increasing considerably, especially after the reintroduction of the Yen Loan scheme to Uganda. A country assistance programme is indispensable for providing ODA to a partner country both for the predictableness of Japan's ODA and for accountability to the people of Japan. It is desirable to formulate a country assistance programme for Uganda without delay.

3-1-3 Formulating Strategically Chosen Programmes

To provide more effective assistance, it is necessary to clarify the stance of Japan's assistance to Uganda and to formulate comprehensive and strategic development cooperation programmes to solve development issues.

One of Japan's commitments to TICAD was 'Boosting Economic Growth' through Infrastructure (road networks and electric infrastructure), Agriculture (comprehensive assistance for improvements in agricultural productivity), and Trade and Investment. Formulating programmes related to these themes will be seen as more strategic and it is possible that their implementation would be more smooth and effective.

3-1-4 Enhancement of Donor Coordination

A large number of donor countries are currently assisting with Uganda's development. In this evaluation, the evaluation team reviewed Japan's involvement within the donor coordination mechanism. Unfortunately, it was found that Japan's assistance to Uganda was not widely-known among donors, and that there seemed to have been no direct consultations held during the policy formulation process.

Since the merger of JBIC and JICA, more donors have become interested in JICA's schemes, especially the Yen Loan scheme, and this offers an opportunity to build closer

relationships with other donors and to harmonize activities and prevent duplications. Several donors commented on the desirability of working level coordination during the planning process.

3-1-5 Promoting Harmonisation with Uganda's Priorities in the Policy Formulation Process

Some major priorities raised by the Ugandan Government, such as district road construction and primary education, were adopted into policy as 'Economic Infrastructure (road and electric infrastructure) ' and 'Human Resource Development (education) ' during the first economic cooperation policy dialogue in 1997. Once both the Japanese Embassy and JICA office became better established, the systems for Japanese assistance have started to function more effectively, and, in the second policy dialogue, there was a greater degree of harmonization with Uganda's priorities. It is vital that these positive moves towards promoting harmonisation with Uganda's priorities, during the policy formulation process, continue and are developed further.

3-2 Recommendations to Improve the Aid Implementation System

3-2-1 Upgrading and Enhancement of Functions in the field, in Particular, ODA Taskforce

Upgrade and enhancement of the functions of the ODA taskforce

To formulate and implement an effective aid policy that corresponds with the needs of the Ugandan side, it is vital to have sufficient capacity for the coordination, collection and analysis of relevant information. In this regard, the role of the ODA taskforce in the field is very important.

It would be worthwhile to involve the 'Expanded ODA Taskforce' (for example), as described in 3-1-1.

Transfer more decision making authority to the country offices

To successfully transfer increased authority to the field, it will be necessary to further enhance the JICA field office, since JICA acts as the secretariat for the ODA taskforce. More elaborate aid coordination including: working with other donors, collaboration of financial and project-type support, stronger linkages with NGO/civil society and disclosure of information will be impossible to achieve, unless more staff are allocated or a simplified system is established.

It would be advisable to promote the localization of positions and improve the working system and environment for gaining more efficiency within office management. Increased collaboration between the Kenya, Tanzania, and Uganda offices should be encouraged for the promotion of regional activities.

3-2-2 Enhancement of Collaboration with NGOs and Civil Society

Increased partnership with NGOs and civil societies would be useful, particularly in the implementation of comprehensive community development projects in rural areas or for the expansion of post-conflict development and peace building activities. The necessity of building partnerships with NGOs and civil society was raised in the TICAD IV in 2008, as a way to better promote sustainable economic growth and poverty eradication.

The Embassy of Japan and JICA have begun holding dialogues with the NGO forum and CCfA as a TICAD IV follow-up. It was noted that the representatives from CCfA expressed a desire to take more active roles within the development process, and it is possible that increased partnership with these NGOs will help Japan gain a more comprehensive understanding of the grassroots viewpoint of assistance to Uganda.

3-3 Recommendations to Achieve more Effective and Efficient ODA

3-3-1 Promotion of more Flexible aid Modalities (Collaboration between Budget support and Project-type Support)

Since PEAP I was developed, the Government of Uganda has broadly indicated their preference for financial support as the preferred aid modality; however, the degree of insistence has been variable between governmental organisations.

Some Ministries prefer Sector Budget Support to General Budget Support, because, once the funding is given as General Budget Support, these Ministries are unsure if the total funding will be fully transferred to their Ministries as planned. With regards to infrastructure development, the majority of people whom the evaluation team interviewed expressed their preference of project type support for the main construction work, and budget support for maintenance.

Japan has not offered Budget Support to Uganda. However, in the future, it would be desirable for Japan to move towards adopting programme rather than individual projects type support. To help shift Japan's aid towards programme adoption, it will be necessary to promote flexible aid modalities in accordance with: the type of support offered, the features and capacities of the counterpart organizations, and support provided from other donors.

3-3-2 Enhancement of Japan's ODA Research Function

It would be advisable to further enhance Japan's ODA research function. In particular, in countries where Japan's aid is not so large in comparison with other donors, it is necessary to examine good practice so as to provide more cost-efficient support. To do so, JICA's research institute should be enhanced to provide policy recommendations, research activities, and research results.

The following are examples drawn from experience in Uganda

- Research to examine the synergy effect obtained by combining different schemes within a project and different projects within a programme.
- Research to design comprehensive programmes, including different sectors involvement (e.g. NERICA promotion & related industry and infrastructure projects).
- Case studies on the effectiveness of project type support and financial support, or the practice of both.

3-3-3 Need for a more Efficient Policy Implementation Process

Some interviewees commented that the duration between submission to approval (or denial) was overly long in the Japanese system, although implementation took place reasonably quickly, once a project had been approved. Spending too much time in the decision making process on the donor side means wasting precious time for partner countries and prevents them from moving forward with detailed development planning. It would be desirable for Japan to establish a more efficient decision making process to realise faster responses times. The time taken to respond to requests should at least match durations achieved by other donors.

3-3-4 Standardisation and Documentation of the Policy Formulation Process

During the evaluation, the evaluation team found there were few documents available concerning the process of policy formulation for Uganda. Furthermore, information collected directly from the people in-charge at the relevant times was limited, due to staff transfers and a reliance on personal memory. Standardisation and documentation of the policy formulation process would improve not only the appropriateness and speed of the process, but also the accuracy of future evaluations.

Photos



Interviews with officials at Ministry of Health



Ashinaga Uganda



Children in Rural Uganda



Rural farmers in Iganga District and NERICA



Nakawa Vocational Training Institute



Agricultural Technology Improvement
through Cow Cultivation