

Third Party Evaluation Report 2017
Ministry of Foreign Affairs of Japan

Country Assistance Evaluation of the Republic of Uganda

February 2018

KPMG AZSA LLC

Preface

This report, under the title of Country Assistance Evaluation of the Republic of Uganda, was undertaken by KPMG AZSA LLC entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2017.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries and has contributed to bringing solutions for international issues which vary over time. Recently, in both Japan and the international community, implementing ODA requires higher effectiveness and efficiency. MOFA has been conducting ODA evaluations every year, of which most are conducted at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. The evaluations are conducted by third parties, to enhance transparency and objectivity.

This evaluation study was conducted with the objective of reviewing Japan's overall policies on assistance to the Republic of Uganda, including the Country Assistance Policy (June 2012), the Country Development Cooperation Policy (July 2017) and the Rolling Plan (July 2017) for the Republic of Uganda, drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future assistance to the Republic of Uganda by the Government of Japan, and ensuring accountability by making the evaluation results widely available to the general public.

Izumi Ohno, Professor of National Graduate Institute for Policy Studies served as a chief evaluator to supervise the entire evaluation process, and Masumi Owa, Lecturer of School of World English, Chukyo University served as an advisor to share her expertise on Uganda. They have made enormous contributions from the beginning of the study to the completion of this report. In addition, in the course of this study both in Japan and in Uganda, we have benefited from the cooperation of MOFA, Japan International Cooperation Agency (JICA), and the local ODA Task Force, as well as government agencies in Uganda, donors, non-governmental organizations (NGOs), and private companies. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

Finally, the Evaluation Team wishes to note that opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

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KPMG AZSA LLC

Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of Country Assistance Evaluation of the Republic of Uganda.

Country Assistance Evaluation of the Republic of Uganda (Brief Summary)

Evaluators (Evaluation Team)

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Period of the Scope of Evaluation April 2010 – December 2017

Period of the Evaluation Study June 2017 – February 2018

Field Survey Country The Republic of Uganda

Background, Objectives and Scope of the Evaluation

Uganda had a population of 41.49 million people in 2016 and its economy has been growing at a steady rate. Uganda plays an important role in maintaining the stability of the surrounding area such as accepting refugees from South Sudan and other neighboring countries. This evaluation study has been conducted for 1) improving ODA management and 2) fulfilling the accountability to the people in Japan.

Brief Summary of the Evaluation Results

1. Development Viewpoints

(1) Relevance of Policies (Rating: A-Very High)

The Evaluation Team has confirmed that Japan's assistance policies for Uganda are consistent with the national development plan of Uganda, Development Cooperation Charter of Japan and the trend of international aid. Japan has provided Uganda with assistance focused on the areas where Japan has advantage, e.g. infrastructure development using advanced Japanese technologies, assistance for increasing rice production and capacity development in local administration to Northern Uganda. In this way, Japan's efforts have been mutually complementary to assistance of other donors in Uganda.

(2) Effectiveness of Results (Rating: B-High)

Japan's assistance to Uganda has made more remarkable contribution in quality than quantity (*i.e.* in the scale and amount). In the priority area of "Infrastructure Improvement to Achieve Economic Growth" stated in the Country Assistance Policy, Japan has assisted the development of "quality infrastructure" and formulation of the Master Plan on Logistics in Northern Economic Corridor. In the priority area of "Income Elevation in Rural Areas," while Japan's assistance has contributed to the increase in the yield of rice focusing on NERICA, it has faced problems attributable to the Ugandan side, such as the lack of agricultural statistics and problems in the extension system. In the priority area of "Improvement of Living Conditions (Health and Water Supply)," the improvement of various indicators, especially those in the health sector, has been observed. The program approach which combines a variety of aid schemes was adopted for the assistance in the priority area of "Peacebuilding in Northern Uganda." The assistance focused on the development of basic

infrastructure has contributed to the reduction in the poverty rate. However, it is expected to take some time to realize the effect of soft-component assistance including that for the development of administrative capacity and human resources partly because of the influence of the internal conflict in the past.

(3) Appropriateness of Processes (Rating: B-High)

Officials of the Government of Uganda (GOU) with the understanding of Japan and Japanese policy advisors dispatched to GOU have had positive effect on Japan's assistance. The dispatch of Japan Overseas Cooperation Volunteers (JOCVs) in groups (e.g. group dispatched for disseminating NERICA rice), partnership with private sector and the activities of the local staff of JICA Uganda Office in the Local Development Partner Group (LDPG) can be evaluated highly. The Embassy of Japan (EOJ) in Uganda has actively engaged in the public relations activities for Japan's assistance. On the other hand, the Evaluation Team considers it necessary to develop a strategy for the dissemination and extension of the outcome of a long-term project such as in vocational training program. The team has also noted that EOJ in Uganda and JICA Uganda Office are required to handle increasing workload including assistance to refugees from South Sudan and also support for Japanese companies with their limited human resources.

2. Diplomatic Viewpoints

Uganda is in a pivotal location connecting the natural-resource-rich neighboring landlocked countries and the Port of Mombasa in Kenya. It is also an important base of PKO in South Sudan. As Uganda intends to develop its economy by promoting regional integration, Japan's assistance to Uganda is also important in promoting stability and development of the surrounding area. The frequent exchange visits by top government officials between Japan and Uganda in recent years have intensified the interaction of people and cultural exchange. The team has identified the expansion of interaction between both countries' local governments and private companies at multiple levels through the implementation of the projects with private sector and the development of global human resource through the experience of JOCV as a diplomatic impact of Japan's assistance to Uganda. The improvement in the visibility of Japan's assistance to Uganda has been confirmed by the increase in the number of articles about Japan in local media in the last few years. Business activities of Japanese private companies in Uganda are increasing gradually and Japanese small and medium-sized enterprises are establishing and expanding their business and developing new business in Uganda.

Recommendations

1. Strengthening strategic approaches in the implementation of assistance projects

(1) Strengthening Japan's engagement in enhancing policies and systems of Uganda:

The knowledge learned from the practical experience in the field of assistance and the mutual trust thereby developed with the Ugandan counterparts should be utilized in order to increase Japan's involvement in policy formulation for system development for the dissemination and promotion of outcome of individual projects (e.g. development of

- agricultural statistics and nationwide expansion of the vocational training program)
- (2) Strengthening measures to develop ownership and self-help effort of Ugandan counterparts
 - (3) Formulation of exit strategies for long-term assistance projects, especially those for vocational training

2. Strengthening Japan's ODA implementing structure in Uganda

- (1) Assignment of a person in charge of partnership with private sector with knowledge and experience to EOJ in Uganda
- (2) Promotion of local staff of JICA Uganda Office and provision of incentives to them and sharing of good practices with other JICA offices
- (3) Active use of policy advisors and identification and development of persons specialized in development policies:

It is important to find and purposefully use persons with communication skills on assistance policies, including those who have worked overseas and in international organizations, to assign competent policy advisors continuously. The Evaluation team considers that it is important to expand and improve policy-oriented graduate programs in which Japanese graduate students study with foreign students to develop such persons.

3. Development and active use of human resources knowledgeable about Japan

Japan needs to develop human resource knowledgeable about Japan's assistance and Japanese concept of values at the levels of formulation and implementation of policies and use them actively in Uganda, where many donors work. The Evaluation Team recommends that EOJ in Uganda and JICA take strategic measures such as maintaining close communication with GOU and relevant organizations to identify and develop pro-Japanese employees in them and provide such people with opportunities to play active parts in bilateral assistance projects.

4. Strengthening measures aiming at expanding interaction between Uganda and Japan at multiple levels

- (1) Holding ODA Task Force Meetings in an expanded manner in both public and private sectors working in Uganda:

The Evaluation Team recommends creation of a venue for EOJ and JICA to exchange opinions with private companies and NGOs on various issues including investment environment, human resource development and cooperation with Japan's assistance, in addition to the regular ODA Task Force meetings between EOJ and JICA.

- (2) Establishment of venues for Ugandans and Japanese in the public and private sector to interact with one another in Uganda and Japan:

The Evaluation Team recommends creation of a venue of Ugandans and Japanese people in the public and private sectors in Uganda and Japan to exchange information and views for contributing career development of former JOCVs and African Business Education Initiatives for Youth (ABE Initiative) Program trainees, market exploration by private companies, and so on.

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Chapter 1. Implementation Policy of the Evaluation

1-1 Background and Objectives of the Evaluation

1-1-1 Background

Uganda had a population of 41.49 million people in 2016, and its economy has been growing steadily at an annual rate of 4%-5%. It is in a pivotal location in the Northern Economic Corridor connecting the neighboring countries and the largest trading port in East Africa, the Port of Mombasa in Kenya. Exploration of a large-scale oil field discovered recently attracts business interest of Japanese companies to Uganda. As Uganda is surrounded by politically-unstable countries like South Sudan, it also plays an important role in stabilizing the area around it by accepting many refugees who have fled internal conflicts in their countries. A long-term development policy of Uganda formulated in 2013, "Vision 2040," provides a vision "to transform Ugandan society from a peasant to a modern and prosperous country within 30 years." Poverty reduction through the economic growth in the entire country is an essential condition and the disparity between urban and rural areas is a serious problem for the realization of this vision. It is extremely large because of the conflict which lasted for more than 20 years until 2006 in Northern Uganda. Basic infrastructure, social services and human resources available in Northern Uganda are poorer than those in the rest of the country. Therefore, the disparity between Northern Uganda and the rest of the country should be reduced urgently.

1-1-2 Objectives

The Evaluation Team had two objectives. The first objective was to improve Japan's assistance to the development of Uganda further by 1) evaluating Japan's assistance policies for Uganda comprehensively and deducing lessons and recommendations contributing to the formulation of new policies of Japan for such assistance, revision of the country development cooperation policy for Uganda and efficient and effective implementation of the policy from the evaluation results, and 2) disseminating the evaluation results to government officials of Uganda and other development partners. The second objective was to disclose the evaluation results to fulfil the accountability of the Japanese government on the assistance to the people of Japan and improve public awareness of Japan's assistance.

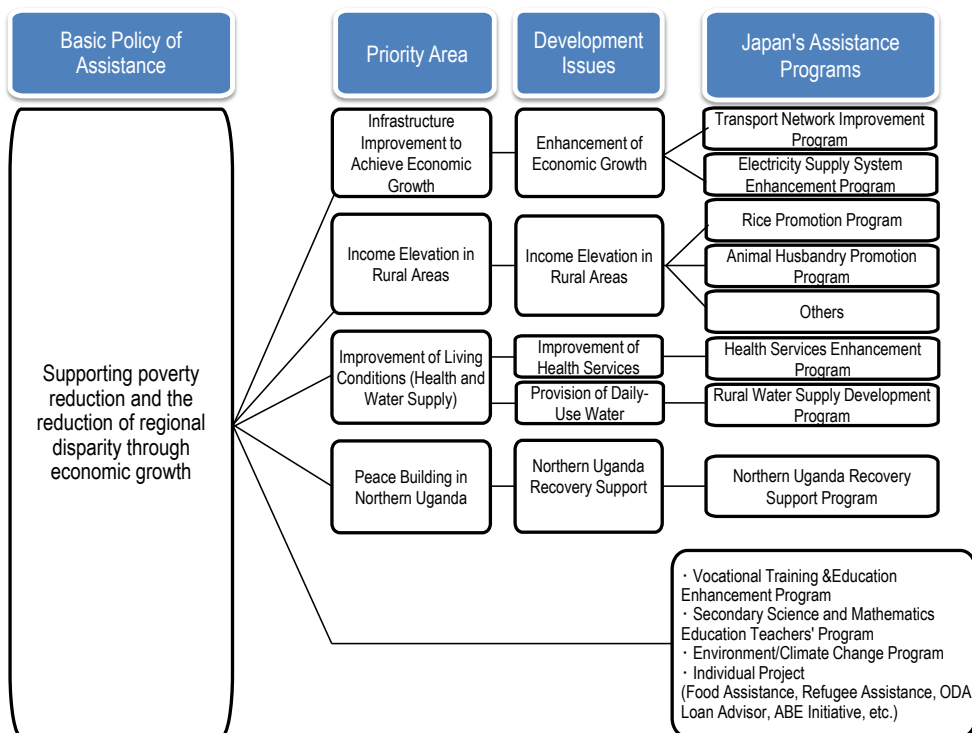
1-2 Scope of the Evaluation

The scope of the evaluation includes all the policies on assistance to Uganda implemented in the evaluation period between 2010 and 2017 for maintaining the continuity from the previous evaluation. The team uses the latest data on these policies made available in secondary sources in the evaluation. The team considers the use of any information relating to policies before 2009 that seems necessary or useful in the

evaluation.

The Evaluation Team prepared an objective framework depicting the objectives of Japan's ODA policies for Uganda systematically and concisely using the Country Assistance Policy for Uganda (2012) and the Country Development Cooperation Policy for Uganda (2017) as reference to decide the scope of the evaluation.

Figure 1-1 Objective framework



Source: Evaluation Team

1-3 Methods of the Evaluation

This evaluation was conducted from both development and diplomatic viewpoints. "Relevance of Policies," "Effectiveness of Results" and "Appropriateness of Processes," are used as the criteria for the "Evaluation from Development Viewpoints" of Japan's assistance to Uganda.

In the "Evaluation from Diplomatic Viewpoints," Japan's assistance to Uganda is examined for "Diplomatic Importance" and "Diplomatic Impact." Three criteria, the positioning of the assistance to Uganda in the diplomacy of Japan, the importance of geopolitical positioning, and the relationship between Uganda and Japan, are used in the evaluation from the viewpoint of "Diplomatic Importance." "Diplomatic Impact" of the assistance is examined from the political, economic and social aspects.

Chapter 2. Overview of Uganda and Development Trends

2-1 Overview of Uganda

2-1-1 Overview of Economy

President Museveni has facilitated economic reconstruction by actively introducing the Structural Adjustment Program since his inauguration in 1986. Uganda has made steady economic growth under his leadership since then. The trade structure of Uganda mainly consists of export of agricultural products including coffee and import of petroleum products. Its trade balance has always been in deficit. Although Uganda makes up the trade deficit with secondary income including foreign assistance, its total current balance has been around 1.5 to 2.5 billion US dollars in deficit every year. While the revenue and tax revenue of the Government of Uganda (GOU) are increasing year after year, its spending is similarly increasing. The amount of outstanding obligation of GOU is on the increase due to its investment in infrastructure development for economic growth and strengthening of competitiveness. It is necessary not only to determine a priority order for investment in the government plan, but also to invest in required areas properly, and to take measures to improve the basic fiscal balance in the long run.

2-1-2 Overview of the Society

Uganda has received a great number of refugees mainly in the northern part of the country after the rapid deterioration of the security situation in South Sudan. The total number of refugees in Uganda is estimated at 1.25 million at present. Uganda is facing internal and external risk factors such as the burden of accommodating the refugees on local communities and the future political situation in South Sudan, the largest trade partner of Uganda. The population of Uganda in 2016 was 41.49 million, and its population growth rate at 3.3% per year is among the highest in the world. The youth accounts for a large proportion of its population and the majority live in rural areas. Uganda is regarded as a country that has been very successful in achieving Millennium Development Goals (MDGs), which were to be achieved by 2015, in the areas of poverty reduction, health and promotion of partnership and it has achieved multiple goals and targets of MDGs. On the other hand, Uganda is classified as a least developed country with a high poverty rate as its nominal *per capita* GNI was at a low level, US\$ 660, in 2016. Although the percentage of the population living below the international poverty line in Uganda decreased from 41.55% in 2009 to 34.6% in 2012, the poverty rate in the country is still high.

2-1-3 Overview of the Politics

President Museveni, the leader of the ruling party, the National Resistance Movement (NRM), has been in power for more than 30 years since he took power in 1986. The civil war between armed groups including “the Lord’s Resistance Army (LRA)” and the

government armed forces in Northern Uganda that began in the 1980's lasted approximately 20 years. GOU and LRA agreed to cease hostilities in August 2006. Although a peace agreement has not been concluded between the two parties, the security situation in Northern Uganda has improved since the retreat of LRA outside the country. In the diplomatic field, Uganda has adopted a policy of solidarity with the African Union and the Commonwealth of Nations under the principles of neighborly friendship diplomacy and the non-aligned movement. It is making effort to strengthen the relationship with western countries in Europe and North America. In the relationship with neighboring countries, Uganda is promoting the tripartite cooperation with Tanzania and Kenya in the framework of the East African Community (EAC).

2-1-4 History of Development Policies in Uganda

GOU approved the Comprehensive National Development Planning Framework (CNDPF) in 2007 and stated that the development vision for the next 30 years should be realized with three 10-year plans, six 5-year plans, sector investment plans, development plans of local governments and annual action and budget plans. Accordingly, GOU formulated the first five-year National Development Plan (NDP1) (2010/11-2014/15) in 2010. The government launched "Uganda Vision 2040" aiming at transforming Ugandan society from a peasant to a modern and prosperous country within 30 years after discussion among government offices and relevant organizations.

Table 2-1 Summary of NDP1 (2010/11-2014/15)

Theme	Growth, Employment and Socio-Economic Transformation for Prosperity
Objectives	<p>Objective 1: Increasing household incomes and promoting equity</p> <p>Objective 2: Enhancing the availability and quality of gainful employment</p> <p>Objective 3: Improving stock and quality of economic infrastructure</p> <p>Objective 4: Increasing access to quality social services</p> <p>Objective 5: Promoting science, technology, innovation and ICT to enhance competitiveness</p> <p>Objective 6: Enhancing human capital development</p> <p>Objective 7: Strengthening good governance, defense and security</p> <p>Objective 8: Promoting sustainable population and the use of environment and natural resources</p>

Source: Summarized from National Development Plan 2010/11-2014/15

During the implementation period of NDP1, continuous economic growth, reduction in the poverty rate and positive outcome in the social development sectors including health and water supply were recognized. Meanwhile, it was found that problems remained in the areas of the employment of the youth and human resource development and the targets in

the infrastructure development sector including the indicators for road construction had not been achieved by the conclusion of the plan. As the poverty rate was still high in the northern and eastern areas and the regional disparity between these areas and the rest of the country was still large, the need to make effort for the economic and social development was confirmed. GOU formulated NDP2 (2015/16-2019/20) in 2015 based on the lessons learned from the implementation of NDP1.

Table 2-2 Summary of NDP2 (2015/16-2019/20)

Goal	Key Result Area
To achieve middle income status by 2020 through strengthening the country's competitiveness for sustainable wealth creation, employment and inclusive growth	Growth
	Competitiveness
	Sustainable Wealth Creation
	Employment
	Inclusive Growth
Objective	Key Result Area
Objective 1: To sustainably increase production, productivity and value addition in key growth opportunities	Constant and stable GDP growth
	Development of conducive investment environment
	Promoting sustainable use of the environment and natural resources
Objective 2: Increase the stock and quality of strategic infrastructure to accelerate the country's competitiveness	Infrastructure
Objective 3: To enhance human capital development	Access to quality education services
	Increased skills development
	Increase access to quality health services
Objective 4: To strengthen mechanisms for quality, effective and efficient service delivery	Increase access to quality public services

Source: Summarized from National Development Plan 2015/16-2019/20

2-2 Trend in Assistance of Other Donors

2-2-1 Changes in the Trend in Foreign Assistance in International Community and Uganda

From the latter half of the 1990's on, the use of an assistance modality in which a donor provided direct budget support to the national budget of a recipient country for the implementation of policies formulated independently by the recipient and approved by the donor was recommended and the transition to the budget support assistance was promoted. In the 2000's, the amount of general budget support (GBS), budget support without earmarking to a specific sector, to Uganda increased. To provide budget support, a Joint Assessment Framework (JAF) that defined practical targets and activities of GOU was formulated and a Joint Budget Support Framework (JBSF) was introduced as a framework for the joint cross-sectorial monitoring and evaluation of budget support by donors and

GOU in 2008. In the latter half of the 2000's, donor countries began to question the governance of GOU after several corruption cases had been revealed. The uncovering of illegal spending of 15 million US dollars by the Office of the Prime Minister (OPM) to the donor funding for Northern Uganda reconstruction support in November 2012 led to the suspension of many budget support programs. The amount of budget support, which was reduced rapidly after the suspension and it has not recovered to the level before the suspension.

GOU and donor countries agreed on the National Partnership Dialogue Framework in 2013. The meetings of the National Partnership Forum (NPF) chaired by the Prime Minister and those of the Technical National Partnership Forum (TNPF), in which practical discussion in each sector is held, have been held regularly. TNPF meets to strengthen sector working groups (SWGs) to facilitate the implementation of development projects. Contrary to the JBSF in the past used mainly for the performance control for the implementation of budget support, the modality of assistance to Uganda is shifting to less rigorous aid coordination focused on policy implementation.

2-2-2 Aid Coordination

The LDPG was established in 2006 as a venue to discuss aid coordination in Uganda. Its establishment was based on the principles of the Paris Declaration on Aid Effectiveness, Accra Agenda for Action and Busan Partnership, and its objective was to take measures for the economic and social development of Uganda with GOU using its development plans, budget system and monitoring and evaluation system while coordinating assistance activities of donors.

2-3 History of Japan's Assistance to Uganda

The official diplomatic relations between the Republic of Uganda and Japan began when the two countries established diplomatic relations after Uganda had gained independence in 1962. Japan has been providing economic assistance to Uganda since the latter half of the 1960's. Uganda was under the jurisdiction of the Embassy of Japan (EOJ) in Kenya until EOJ was established in Kampala in 1997. The first ambassador extraordinary and plenipotentiary was dispatched to the embassy in 2003. Japan International Cooperation Agency (JICA) established its Uganda Office in 2005. JICA established a field office in Gulu Municipality, the commercial and administrative center of Acholi Sub-region in Northern Uganda, in 2010 to facilitate the assistance to the reconstruction of Northern Uganda. As infrastructure in Northern Uganda had improved, the field office was closed in March 2016 and its functions were transferred to JICA Uganda Office in Kampala.

The Government of Japan formulated its first Country Assistance Policy for Uganda (CAP) in June 2012 and a revised version of CAP, the Country Development Cooperation

Policy for Uganda (CDCP), in July 2017. The contents of CDCP are practically identical to those of CAP. The three major points of the revision made to CAP are as follows: 1) the assistance to the development of industrial human resources has been added as a component of the assistance to the priority area (1), “Infrastructure Improvement to Achieve Economic Growth.” 2) The assistance to empower the host communities of refugees from neighboring countries, whose number has been on the increase in recent years, has been clearly stated as a component of the assistance to the priority area (4), “Social Stability in Northern Uganda.” 3) The use of the knowledge and technologies of the private sector to promote partnership with private sector, private investment and international trade is emphasized as a point to be considered.

Table 2-3 Transition of Japan’s ODA policies

	Country Assistance Policy (2012)	Rolling Plan (2013)	Country Development Cooperation Policy (2017)	Rolling Plan (2017)
Basic Policy of Assistance	Supporting Poverty Reduction and the Reduction of Regional Disparity through Economic Growth		Supporting Poverty Reduction and the Reduction of Regional Disparity through Economic Growth	
Priority Area	1. Infrastructure Improvement to Achieve Economic Growth	<ul style="list-style-type: none"> · Transport Network Improvement Program · Electricity Supply System Enhancement Program 	1. Infrastructure Improvement to Achieve Economic Growth	<ul style="list-style-type: none"> · Transport Network Improvement Program · Electricity Supply System Enhancement Program
	2. Income Elevation in Rural Areas	<ul style="list-style-type: none"> · Rice Promotion Program · Animal Husbandry Promotion Program · Local Industries Enhancement and Promotion Program · Others 	2. Income Elevation Through Rural Development	<ul style="list-style-type: none"> · Rice Promotion Program · Animal Husbandry Promotion Program · Others
	3. Improvement of Living Conditions (Health and Water Supply)	<ul style="list-style-type: none"> · Improvement of Health Services · Provision of Daily-Use Water 	3. Improvement of Living Conditions (Health and Water Supply)	<ul style="list-style-type: none"> · Improvement of Health Services · Provision of Daily-Use Water
	4. Peace Building in Northern Uganda	<ul style="list-style-type: none"> · Northern Uganda Recovery Support Program 	4. Social Stability in Northern Uganda	<ul style="list-style-type: none"> · Northern Uganda Recovery Support Program
		[Others] <ul style="list-style-type: none"> · Vocational Training & Education Enhancement Program · Secondary Science and Mathematics Education Teachers' Program · Environment/Climate Change Program · Public Financial Management Enhancement Program · Others 		[Others] <ul style="list-style-type: none"> · Vocational Training & Education Enhancement Program · Secondary Science and Mathematics Education Teachers' Program · Others (Education) · Environment/Climate Change Program · Other Individual Project

Source: Country Assistance Policy for the Republic of Uganda (June 2012), Country Development Cooperation Policy for the Republic of Uganda (July 2017), and Rolling Plan for the Republic of Uganda (August 2013, and July 2017)

The chronological table shown below summarizes the paradigm of development assistance and the trend in politics and development in Uganda and the diplomatic relations between Uganda and Japan from the independence of Uganda in 1962 to the present day.

Table 2-4 Chronological table showing the trend in development of Uganda and Uganda's relationship with Japan

Period	Paradigm of Development Assistance	Policies and Development Status in Uganda	Diplomatic Relations between Uganda and Japan and Status of Development Assistance
1960		1962: Independence from United Kingdom 1966: President Obote was inaugurated / Dictatorial socialist and authoritarian regime	1965: Embassy of Japan in Kenya managed the operation in Uganda 1966: Yen Loan started
1970		1971: President Amin was inaugurated	1973: Embassy of Uganda in Japan opened
1980	1980s: Structural Adjustment Program was introduced	1986: President Museveni was inaugurated 1980s: Dispute with LRA was intensified in Northern Uganda	1987: Embassy of Uganda in Japan temporarily closed due to financial problem
1990	1996: HIPC (*1) started 1998: CDF (*2) approach was advocated 1999: Enhanced HIPC initiative started	1992: MTEF (*3) was introduced 1997: PEAP1 (*4) was formulated 1998: Uganda reached completion point of HIPC Initiative and received debt relief 1998: Poverty Action Fund was established	1993: TICAD I (*6) d 1994: Embassy of Uganda in Japan was re-opened 1997: Embassy of Japan in Uganda opened 1997: Policy Consultation on Economic Cooperation 1998: TICAD II
2000	2000: MDGs was adopted 2003: First High Level Forum on Aid Effectiveness in Rome 2005: Second High Level Forum on Aid Effectiveness in Paris 2008: Third High-level Forum on Aid Effectiveness in Accra 2000s: Budget Support increased	2000: PEAP2 was formulated 2002: Uganda reached completion point of Enhanced HIPC Initiative and received debt relief 2002: NPA (*5) was established 2004: PEAP3 was formulated 2006: LDGP was established 2007: CNDPF was approved 2008: JBSF was introduced 2000s: Dispute with LRA was subsided	2001: Dispatchment of JOCV started 2003: TICAD III 2005: JICA Uganda Office opened 2005: Japan-Uganda Technical Cooperation Partnership was concluded 2006: Policy Consultation on Economic Cooperation 2007: Yen Loan re-started 2008: TICAD IV
2010	2011: Fourth High Level Forum on Aid Effectiveness in Busan 2015: SDGs was adopted	2010: NDP1 was formulated 2012: Suspension of budget support due to misappropriation of aid funds 2013: Vision 2040 was formulated 2013: NPDP was introduced 2013: NPF and TNP started 2015: NDP2 was formulated	2010: JICA Gulu Field Office opened 2012: Country Assistance Policy was formulated 2013: TICAD V 2016: JICA Gulu Field Office closed 2016: TICAD VI 2017: Country Development Cooperation Policy was formulated

*1: Heavily Indebted Poor Countries *2: Comprehensive Development Framework

*3: Medium-Term Expenditure Framework *4: Poverty Eradication Action Plan
*5: National Planning Authority *6: Tokyo International Conference on African Development
Source: Compiled by the Evaluation Team

Chapter 3. Japan's Assistance for Uganda: Evaluation from Development Viewpoints

3-1 Relevance of Policies (Rating: A-Very High)

3-1-1 Consistency with Development Plan of Uganda

The theme of NDP1 (2010/11-2014/15) and the basic policy of CAP (2012) are consistent on the point that they both aim at economic growth. The priority areas of CAP, “(1) Infrastructure improvement to achieve economic growth”, “(2) income elevation in rural areas”, “(3) improvement of living conditions (health and water supply)” and “(4) peacebuilding in Northern Uganda,” are also consistent with the objectives of NDP1.

The basic contents of CDCP (2017) and those of CAP are almost identical. However, some changes were made in the revision of CAP to CDCP in accordance with the changes in the situation in Northern Uganda in recent years. For example, the priority area (4) was changed from “Peacebuilding in Northern Uganda” to “Social Stability in Northern Uganda” and the objective in the area was changed from development of social infrastructure to realizing social stability with the improvement of livelihood of the people and strengthening of local administration in Northern Uganda. This revision has improved the consistency between the policy on assistance to Uganda of Japan and the development plan of GOU.

3-1-2 Consistency with Japan's ODA Policy

An objective of the development cooperation mentioned in CDCP (2017), “development of quality infrastructure,” is in accordance with the concept of “quality growth” mentioned as a priority issue in the Development Cooperation Charter (2015). Another objective mentioned in CDCP, “developing foundation for peace and stability,” is consistent with a basic policy of the Charter, “contributing to peace and prosperity through cooperation for non-military purposes.” The Charter emphasizes contribution of the cooperation to the national interest of Japan, specification of the significance of the cooperation in ensuring the national security and the need for the involvement of various stakeholders including private companies and local governments in the cooperation. CDCP mentions social stability in Northern Uganda as one of its priority areas. It also refers to the promotion of partnership with private sector, private investment and international trade, which were not mentioned in CAP (2012). The above-mentioned observations indicate that CDCP was formulated in accordance with the provisions in the Development Cooperation Charter and incorporating the changes in the roles of Japan's assistance.

CAP is consistent with policies adopted in the Fourth Tokyo International Conference for

African Development (TICAD IV) including those for boosting economic growth including agricultural and rural development, achieving MDGs regarding health sector etc., consolidation of peace and a broadened partnership. The “Coalition for African Rice Development (CARD) Initiative” was presented at TICAD IV in 2008. The goal of the initiative is to promote cooperation for doubling the rice production in Africa in ten years. Uganda plays an important role as a base of Japan’s assistance to rice production in East Africa. While the TICAD V and VI Declarations include the basic policies mentioned in the TICAD IV Declaration including the promotion of growth, poverty reduction with benefits of growth and consolidation of peace and stability, they put particular emphasis on economic development including industrialization. CDCP and Rolling Plan (2016-2020) are in accordance with the policies of TICAD. In addition, as they emphasize the promotion of partnership with private sector, private investment and international trade, they are also regarded as being consistent with the changes in the TICAD policies.

3-1-3 Consistency with International Priority Issues

The contents of CAP (2012) are consistent with the targets of the MDGs, which were adopted in 2000 and were to be achieved by 2015, as CAP describes measures to achieve the goals in the health and sanitation sector including “to eradicate extreme poverty and hunger” and “to reduce child mortality” and those to achieve other goals including “to ensure environmental sustainability” and “to develop a global partnership for development.”

In addition, CDCP (2017) is consistent with the “Sustainable Development Goals (SDGs)” which were adopted in 2015 and are to be achieved by 2030, as Japan’s assistance based on CDCP is expected to contribute to the achievement of SDGs including poverty reduction, good health and well-being, and clean water and sanitation. SDGs have a wider scope than MDGs. Such areas as economic growth and industrialization have been included as distinct individual areas in the scope of SDGs. The importance of the roles of the private sector and civil society has also been recognized in SDGs. This process of the replacement of MDGs by SDGs has been reflected in the formulation of CDCP.

3-1-4 Relationship with Other Donors and International Organizations

Budget support was actively provided to Uganda until the early 2010’s following the aid trend at the time which was characterized by emphasis on ownership and the use of country systems of recipient countries. However, Japan did not provide budget support to Uganda in this period. Instead, it resisted the aid trend by providing project-type assistance for project formulation linked with the development plans of GOU and the improvement of systems and capacities of GOU with appreciation of the systems and capacity. In recent years, as actors involved in development have diversified with the participation of emerging countries and private companies, the scope of the discussion on aid coordination has

broaden from “aid effectiveness” to “development effectiveness.” CDCP (2017) describes a new approach of promoting partnership with private sector. Japan assists Uganda in cooperation with a wide variety of actors in such a form as addressing development issues by assisting overseas business extension of small- and medium-scale enterprises (SMEs). As Japan’s assistance is consistent with the development needs of Uganda and development plans of GOU, its priority areas are in accordance with the objectives of assistance of other donors. Practical project activities and the policies for their implementation in Japan’s assistance are designed in such a way that Japan’s assistance will complement that of other donors.

3-1-5 Relevance in terms of Comparative Advantages of Japan

Japan provides assistance focused on the development of “quality infrastructure” to Uganda using the technical capacity of private sector and the experience in infrastructure development in Asian countries. The priority of the infrastructure development in the transport and energy sectors is particularly high in Japan’s assistance to Uganda. CDCP (2017) clearly states the policy of assisting development of “quality infrastructure.” Japan has also assisted promotion of rice production in Uganda for a long period. In the field survey conducted by the Evaluation Team, an interviewee expressed a view that the training and guidance in Japan’s assistance to the promotion of rice production including demonstration at the model farm had a large impact on farmers and, because of this impact, Japan was the most practical partner in the agriculture sector in Uganda. This praise has resulted from the experience and knowledge that Japan has accumulated for a long time in the assistance to the promotion of rice production and it is based on the characteristics and comparative advantage of Japan’s assistance in which practical activities are implemented in the field to improve the technical capacity of beneficiary farmers.

3-2 Effectiveness of Results (Rating: B-High)

3-2-1 Infrastructure improvement to achieve economic growth

(1) Transport Network Improvement Program

Japan’s assistance in the transport sector in Uganda is focused on construction and maintenance of roads and bridges. Japan values qualitative contribution, for example, assistance for alleviation of traffic congestion in the capital area and improvement of distribution efficiency, instead of quantitative aspects such as total lengths of roads and amount of assistance. In practice, Japan’s assistance in the transport sector aims at contributing to the improvement of the efficiency of the road transport system with infrastructure development requiring high-level technologies such as construction of a bridge over the Nile River and a flyover at road intersections in Kampala. Japan’s assistance in the sector is characterized by its scope that includes human and

organizational capacity development and service improvement with combined use of an additional assistance modality, such as technical cooperation. The measures mentioned in the “Project for Master Plan on Logistics in Northern Economic Corridor” can be used for the creation of foundation of the sector and the formulation of various projects. As the master plan provides recommendations on the regional, transport and industrial strategies of Uganda, it is considered to be involved in the matters at the policy level.

Table 3-1 Outputs of Japan’s cooperation in transport sector

Outputs of Japan’s cooperation	
●	Road construction and maintenance <ul style="list-style-type: none"> • To construct 6.86km road between Otwee and Anaka (Project for Rural Road Network Planning in Northern Uganda) • To construct 21.7km road in Akago district (Project for Social Infrastructure Development for Promoting Return and Resettlement of IDPs in Northern Uganda) • To construct 36km road between Atiak and Nimule (Upgrading of Atiak-Nimule Road Project) • To construct 1.3km community road in Gulu district and 0.6km community road in Kitgum district (Project for Rural Road Network Development in Acholi Sub-Region in Northern Uganda)
●	Transport improvement plan and master plan development <ul style="list-style-type: none"> • To develop district and urban road system database (District and Urban Roads (DUR) Mapping and Roads Database Project) • To develop Master Plan on Logistics in Northern Economic Corridor (Project for Formulation of Master Plan on Logistics in Northern Economic Corridor) • To develop plan for rural road network in Amuru district (Project for Rural Road Network Planning in Northern Uganda) • To develop plan for rural road network in Acholi sub-region (Project for Rural Road Network Development in Acholi Sub-Region in Northern Uganda)

Source: Summarized from JICA’s project documents, etc.

(2) Power Supply System Enhancement Program

In the “Interconnection of Electric Grids of Nile Equatorial Lakes Countries Project,” parts in Uganda of the approx. 172 km-long 22kV power transmission line between Uganda and Rwanda and the approx. 256 km-long 22kV power transmission line between Uganda and Kenya are to be installed. In the “Project for Rural Electrification Phase III,” a total of 134.4 km of 33 kV power transmission lines and transformers for power distribution are to be installed in five target districts. Quantitative effect of the increase in the capacity of a substation from 460 MVA (in 2014) to 700 MVA is expected from the reinforcement of the existing 132 kV/33 kV substation facilities in the “Project for Improvement of Queensway Substation”. In the field survey, the Evaluation Team learned from persons working in the energy sector their appreciation for the deliberate assistance such as the preparation of detailed manuals and progress management in Japan’s technical cooperation, and assistance to the development of quality energy infrastructure.

Table 3-2 Outputs of Japan's cooperation in energy sector

Outputs of Japan's cooperation	
●	To equip 220 kV electric grid with a distance of 428km (Uganda part) (Planned) (Interconnection of Electric Grids of Nile Equatorial Lakes Countries Project)
●	To equip 33kV power distribution facility with a distance of 134.4km (Planned) (The Project for Rural Electrification Phase 3)
●	To upgrade 132kV/3kV substation (Planned) (The Project for Improvement of Queensway Substation)

Source: Summarized from JICA's project documents, etc.

3-2-2 Income Elevation in Rural Areas

(1) Rice Promotion Program

Rice is one of 12 priority crops in NDP2, with the Uganda National Rice Development Strategy being formulated in 2009. Ministry of Agriculture, Animal Industries and Fisheries (MAAIF) has also regarded rice production as important and set up the Rice Steering Committee. The performance of the "Rice Promotion Project for Hunger and Poverty Reduction in Uganda" as revealed in the terminal evaluation of the project in October 2017 is shown in Table 3-3. The project achieved a great performance in both aspects of the rice farming promotion by training of farmers and the increased rice farming area and production volume.

Table 3-3 Achievement of the Promotion of Rice Development Project
(Results of terminal evaluation)

	Jun 2014	Feb 2015	Jun 2015	Feb 2016	Sept 2017
Number of farmers trained (aggregated number of farmers)	16,734	27,435	30,398	37,508	49,244
Increase in rice growing area (ha) (aggregated area expanded)	5,676.5	9,306.4	10,311.5	13,281.6	18,194.9
Rice production increase (tons)	17,659	28,951	32,078	38,767	49,809

Note: The number shows the estimated impact of the project calculated from sample survey on farmers trained in Promotion of Rice Development Project

Source: JICA (2017) Second Terminal Evaluation Report for the Extended Period on the Promotion of Rice Development Project in Uganda

The "Project on Irrigation Scheme Development in Central and Eastern Uganda" that covered the planned districts of approx. 14,500 hectares (10 irrigation districts including approx. 17,000 farmers) was expected to improve the productivity of self-sufficient small-scale farmers depending upon rainwater. Japan intends to improve the productivity and profitability of rice farming in Uganda by planning the grant assistance to the development of large-scale irrigation facilities, transferring irrigation technology and

establishing a facility maintenance system for the income elevation in rural areas. As other donors have provided little assistance to rice farming, Japan's quantitative contribution for the increase of rice production in the agricultural sector could be considered large to increase rice production. It is also expected that the experience acquired from the practical assistance provided by Japan, especially on the rice farming field, can be used also by other donors and can be used to influence policy formulation by GOU. As foreseen for the future, there is a problem that the self-sustaining systems should be enhanced, for example, in holding the Rice Promotion Committee meetings with the initiative of Ugandan side. The field survey revealed problems in agricultural statistics resulting from the lack of the capacity in statistic survey in the agriculture sector and the technical difficulty of conducting the survey.

3-2-3 Improvement of Living Conditions (Health and Water Supply)

(1) Health Services Enhancement Program

The rehabilitation of facilities and installation of equipment in the hospitals in the "Project for the Rehabilitation of Hospitals and Supply of Medical Equipment in the Central Region in Uganda," have increased the numbers of operations, outpatients, deliveries and hospitalized patients, and the bed occupancy rate. The satisfaction of patients and health-care personnel has been enhanced by the renewal of facilities and equipment. The "Project on Improvement of Health Service through Health Infrastructure Management" has promoted the exercise of the 5S Kaizen Activities (problem solving activities in workplaces) in the public hospitals in the entire country, allowed nurses to become familiar with and master the appropriate operation procedures of medical equipment, and contributed to the improved operational status of medical equipment through updating of the inventory data for the equipment management. Such assistance by Japan has been highly evaluated as cooperation rooted in the field activities that produces tangible results. In the health sector, Japan has also assisted Uganda with programs in cooperation with private companies such as the "Project for Prevention of Infectious Diseases" implemented by Saraya Co., Ltd. Grassroots assistances by Japan Overseas Cooperation Volunteers (JOCV) at the frontline of health sector are also implemented.

Table 3-4 Outputs of Japan's cooperation in health sector

Outputs of Japan's Cooperation
<ul style="list-style-type: none"> ● Health infrastructure development by grant aid: increase of the number of surgical operations, outpatients, inpatients, and deliveries at health facility. <ul style="list-style-type: none"> • The number of surgical operations increased from 15,128 (2007) to 26,703 (2014) and the number of outpatients at same hospitals increased from 281,884 (2007) to 397,494 (2014) at Masaka R.R.H and Mubende R.R.H. • The number of inpatients increased from 8,064 (2007) to 15,526 (2014) at Mubende R.R.H. (The

<p>Project for the Rehabilitation of Hospitals and Supply of Medical Equipment in the Central Region in Uganda)</p> <ul style="list-style-type: none"> • To equip facilities and machines in regional referral hospitals. (The Project for the Rehabilitation of Hospitals and Supply of Medical Equipment in the Western Region in Uganda) ● Improvement of health infrastructure management by technical cooperation (e.g. 5S Kaizen). <ul style="list-style-type: none"> • 5S Kaizen activities were introduced at 35 health facilities. • Operational status of health machines were improved. (Project on Improvement of Health Service through Health Infrastructure Management) ● Partnership with private sector <ul style="list-style-type: none"> • Pilot Survey for Disseminating Full-automatic Washing and Disinfecting Devices for Medical Instrument to Promote Infection Control by Saraya Co., Ltd. ● Japan Overseas Cooperation Volunteer (JOCV) <ul style="list-style-type: none"> • Grass roots activities in the field of health services.
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Source: Summarized from JICA's project documents, etc.

(2) Rural Water Supply Development Program

The interview with the officials of the Ministry of Water and Environment (MoWE) in the field survey revealed that the assistance by other donors concentrates on the monetary contributions to the basket fund supporting the sector development program and that the delay in budget execution due to the belated disbursement and lack of financial resources had been a problem in the fund operation. On the other hand, according to the views expressed in the interview, MoWE, as the line ministry responsible for water supply, prefers the project-type assistance of Japan, in which assistance is directly provided to individual projects because of its speed and reliability of payment in accordance with the progress up to the completion. However, another opinion has also been heard that the costs of rural water supply projects implemented under Japan's grant assistance are relatively high because of the requirement for high standards including those on water quality and requested the use of technologies and specifications appropriate for Ugandan local context.

Table 3-5 Outputs of Japan's cooperation in water and environment sector

Outputs of Japan's cooperation
<ul style="list-style-type: none"> ● Hard infrastructure development by grant aid To equip pipe water supply facilities in 5 districts in Lake Kyoga basin (Serere, Pallisa, Kibuku, Iganga, Luuka) (Target Year: 2020) : The Project for Rural Water Supply in Lake Kyoga Basin, Eastern Uganda) (2017~) ● Technical cooperation for supporting O&M of water supply facility To establish O&M system of water supply facilities in Kiboga, Mubende and Mpigi district and central government and improve hygiene and sanitation (Target Year: 2019) : The Project for Operation & Maintenance for Rural Water Supply and Improved Hygiene and Sanitation

Note: As these projects have not been completed, planned outputs are shown in the table.

Source: Summarized from JICA's project documents, etc.

3-2-4 Peacebuilding in Northern Uganda

(1) Northern Uganda Recovery Support Program

The serious conflict with the LRA in Northern Uganda generated an estimate of up to 2 million internal displaced people (IDP). Since the conclusion of the agreement on cessation of hostilities between GOU and LRA in 2008, public security have been improved and the return of IDPs has already been completed. In the rural areas where all residents had fled, many facilities remain damaged and the lack of operational facilities substantially hindered resettlement. In recent years, the refugees from South Sudan and Democratic Republic of Congo (DRC) have flowed into the West Nile Sub-Region and the influx of the refugees placed a heavy burden on the local administration in the region. GOU announced the Peace, Recovery and Development Plan for Northern Uganda (PRDP) in September 2007 and started its activities on full-scale in 2009. PRDP2 and PRDP3 were announced subsequently in 2011 and 2015, respectively. The main issues for the implementation periods of the respective plans were the return of IDPs in PRDP1, infrastructure development in PRDP2, and improvement of livelihood in PRDP3. Japan formulated the Reconstruction Assistance Program in Northern Uganda (REAP), which was implemented for 5 years from 2009 to 2015, followed by the implementation of REAP2.

Table 3-6 Major challenge and needs of REAP and correspondence with projects

2007~2010 (Period of PRDP1)	2012~2015 (Period of PRDP2)	2015~2020 (Period of PRDP3)
Returning and resettlement of IDP	Community infrastructure support	Improvement of livelihood
Community infrastructure support for returning and resettlement of IDP	Improvement of community and economic infrastructure	-
<ul style="list-style-type: none"> ● Project for Rural Road Network Planning in Northern Uganda ('09~'10) (master plan of rural road, road, bridge) ● Project for Social Infrastructure Development for Promoting Return and Resettlement of IDPs in Northern Uganda ('10~'13) (road, bridge) ● Project for Rural Road Network Development in Acholi Sub-Region in Northern Uganda ('11~'12) (road) 	<ul style="list-style-type: none"> ● Upgrading of Atiak-Nimule Road Project ('10~'16) (road) ● Project for Rebuilding Community for Promoting Return and Resettlement of Internally Displaced Persons in Acholi Sub-Region in Northern Uganda ('12~'15) (school, health center, water facility) ● Project for Provision of Improved Water Source for Returned IDPs in Acholi Sub Region ('13~'16) (water facility) 	
Improvement of local government's infrastructure	Strengthening local government	Strengthening local government
Project for Community Development for Promoting Return and Resettlement of IDP in Northern Uganda ('09~'12)	Project for Capacity Development in Planning and Implementation of Community Development in Acholi Sub-Region ('11~'15) (capacity	Project for Capacity Development of Local Government for Strengthening Community Resilience in Acholi and West Nile

(capacity development in planning. Pilot projects: school, water facility, multipurpose hall, dormitory of civil servant)	development in planning. Pilot projects: borehole construction etc.)	Sub-Regions ('16~) (capacity development in planning. Pilot projects: cattle plowing etc.)
Strengthening local government		
Training on Enhancement of Capacity for Planning for Local Governments in the PRDP Districts ('10~'12) (action plan)		
-	Improvement of livelihood	Improvement of livelihood
	Pilot Project of Training for Enhancement of Capacity of Community Based Service Provider ('13~'14) (training for farmers)	Northern Uganda Farmers' Livelihood Improvement Project ('15~) (vegetable cultivation)

Note: The parentheses after the project name describes the main output of the project.

Source: Prepared by evaluation team based on the mid-term review report of REAP

The bridge construction which was planned as a pilot project of the “Rural Road Network Planning in Northern Uganda” was originally planned for the return of IDPs. However, the completion of the pilot project was delayed by more than one year from the plan due to the shortage of funding and capacity of the field constructors and the collapse of the work site by floods hence the bridge was not used for the return of IDPs, which took place earlier than estimated. The infrastructure which was developed under the “Project for Social Infrastructure Development for Promoting Return and Resettlement of IDPs in Northern Uganda” contributed to the improved access to the market and the income elevation of the residents in the surrounding areas. In addition, the improved access to the public facilities such as hospitals contributed to the improvement of the living environment for the residents. For instance, the construction of Aringa Bridge substantially shortened the access time to the county on the opposite bank from 6-8 hours to 30 minutes.

The “Upgrading of Atiak-Nimule Road Project” was a joint finance project with the World Bank and a section of the International highway from Atiak to Nimule at the border point with South Sudan was rehabilitated by Japan. As of 2013, South Sudan was an important economic market for Uganda and the rehabilitation of the transportation route was expected to have a large economic impact. However, the subsequent deterioration of the security in South Sudan has reduced its role as an adversely affected export market of Uganda. Three projects, namely, the “Project for Assistance in Formulating the Community Development Plan for the IDPs in Amuru District”, the “Project for Capacity Development for Formulating the Community Development Plan in Acholi Sub-Region” planned for expanding the former project, and the “Project for Capacity Development of Local Government for Strengthening Community Resilience in Acholi and West Nile Sub-Regions” which is a successor project of the second project, were intended to enhance the planning capacity of local administrators with the use of the development planning tools. As these

tools can be used to reflect the needs of the residents, the tools are highly appreciated by the administrators because the tools have the effect of enhancing the residents' trust in the local administration.

The "Pilot Project for Training of Community-based Service Providers" and the "Northern Uganda Farmers' Livelihood Improvement Project" were intended to upgrade the livelihood of the residents. The former was the first cooperation project leading directly to the improvement of the residents' livelihood and the knowledge acquired in the project was to be used in the new projects. In the results of the baseline survey of the project, the necessity of putting importance to the quality of living including gender issues and inclusion of the socially vulnerable was recognized in Northern Uganda where the strong influence of the civil war still noticeably remained. The solutions to those problems were also included in the project components.

Table 3-7 Program purpose, indicator, target and achievement of REAP1 (2009~2015)

Purpose/ Output	Target and indicator	JICA's mid-term review (Oct.2014)	Analysis of existing information summarized by the evaluation team
Program purpose	The poverty rate in the northern part improves, or improves to the national average level (25% in 2009/10) Data in 2009/10 National 25% Northern 46%	Data in 2012/13 National 19.7% Northern 43.7%	<u>Not achieved</u> Data in 2016/17 National 27.0%, Northern 30.6% (Acholi region 34.7%) *1
Output 1	1. Northern population living within 2 km of an all-weather road is increased Data in 2009 82%	No data	<u>Improved</u> ● Northern population living within X km of an all-weather road: 61.4% (1km) *2 88.9% (5km) *2 (Mid-term review of PRDP2 in 2015 reported that they are Improved.) ● Rural population living within 2 km of an all-weather road: 85% (2016) *3
	2. Primary school enrollment rates is improved to 100% Data in 2009 (national) male 79%, female 77%	Data in 2012/13 (total of male and female) Northern central 83% West Nile 85% Eastern 87% Karamoja 57%*3	<u>Not achieved</u> Data in 2016/17 (national) male 78.7%, Female 80.3%, - Severely Affected Area in PRDP Districts : Male 63.8%, Female 63.0%, - Sporadically Affected Area : Male 80.8%, Female 79.8%, - Spillovers Area : Male 84.4%, Female 85.7%*1
	3. Rural population living within 1 km of improved water sources is increased	Data in 2013 Acholi Sub-Region 83% (Agago (75%) , Pader	<u>Not achieved</u> ● Northern population living within 1 km of improved

	from 64% (2009) to 77%	(69%) , and other districts are over 77%)	water sources 72.7%*3 ● Rural population living within 1 km of improved water sources 70% (2016/17) *5
Output 2	1. The proportion of residents (northern) who felt that local governments considered residents' opinion through dialogue based planning process (prefectural development plan development, planning and implementation of new project) is increased from 51% (2012)	No data	<u>Regarded as not achieved (conjecture)</u> The proportion of residents (northern) who participated in local government planning activities : - Severely Affected Area in PRDP Districts :20.1% - Sporadically Affected Area : 23.7% - Spillovers Area: 15.7%*6
	2. The proportion of residents (northern) who feel that development projects are not raising tension within the community or between communities is increased from 34% (2012).	No data	<u>Unclear level of achievement (reference)</u> ● The proportion of residents (northern) who think peace and security situation in communities is stable : Average of PRDP Districts 85%. ● The proportion who response the reason of unstable situation is the conflict between communities :4.2% (major reasons are persistent crimes 33.2%, alcohol and drug abuse 18.3% etc.) . *6
	3. The proportion of residents (northern) who think local governments are contributing to the local community is increased from 51% (2012).	No data	<u>Regarded as not achieved</u> The proportion of residents (northern) who response the local governments' service delivery is fair : - Severely Affected Area in PRDP Districts 43.1%, - Sporadically Affected Area : 42.5%, - Spillovers Area : 44.1%*6
Output 3	Monthly average of consumption expenditure per capita (National) is increased from 28,400UGX (2012)	No data	<u>Unclear level of achievement (but seems to be improved)</u> Monthly average of consumption expenditure per household (National) 27,350UGX (2012/13) 29,300UGX (2016/17) (Northern) 17,425UGX (2012/13) 22,433UGX (2016/17) *1

Source : Prepared by evaluation team based on the mid-term review report of REAP

*1: Uganda National Household Survey (2016/17)

*2: Mid-term review PRDP2 (2015)

*3: Annual Sector Performance Report2015/16, Ministry of Works and Transport

*4: Uganda National Household Survey (2012/13)

*5: Water and Environment Sector Performance Report 2017, Ministry of Water and Environment

*6: Monitoring the impact of the peace, recovery and development plan on peace and conflict in northern Uganda (International Alert 2014)

Assistance under REAP was provided in a timely manner in response to problems that change from moment to moment in the difficult condition. This qualitative characteristic of the performance of REAP can be evaluated highly. The indicators in the infrastructure sector have reached the targets or improved. The targets of the indicators for the areas of local administration and livelihood improvement have not been achieved as assistance in such soft-component including human resource development requires more time to show effects than assistance in the hard-component including transport infrastructure development. In the field survey in Uganda, the Evaluation Team learned that Japan's assistance was highly evaluated for its approach to use and strengthen the existing systems with the respect for the systems and organizations in Uganda. The team also learned that Japan's assistance had strengthened the ties between local governments and residents, improved the capacities of government officials of Uganda and fostered the mutual trust between Uganda and Japan.

3-2-5 Others

The Nakawa Vocational Training Institute (NVTI), where the Program for Enhancing Vocational Education and Training was implemented, was established in 1971 with Japan's assistance. The assistance to NVTI, which has approx. 50 years of history since then, is a symbolical example of Japan's Assistance in Uganda. It has attracted attention of other donors including Belgium as a successful case of a vocational training institute in Uganda in which the assistance was provided not only in the hard-component aspect such as equipment and materials but also the soft-component aspect including course development and capacity development of teachers. In the project for "TVET-Leading Institution's Expansion of Human Resource and Skilled Workforce Development for Industrial Sector in Uganda" implemented in NVTI since 2015, assistance is provided for the establishment of diploma courses in the electrical and motor vehicle mechanics departments and a short-term in-service training course in mechatronics and improvement of the management of the institution to develop it to function as a core institute in vocational training and a centre for industrial human resource development.

3-3 Appropriateness of Processes (Rating: B-High)

3-3-1 Planning of Assistance Policy

In formulating the CDCP (2017), EOJ in Uganda prepared its draft using various documents as reference and had discussions with JICA Uganda Office in 2016. Then, EOJ

had consultation with the Directors-General of the Ministry of Finance, Planning and Economic Development (MoFPED) in the summer of the same year and had agreement on the contents. The ODA Loan Advisor dispatched to MoFPED also participated in the consultation and contributed to reflecting the needs of the Ugandan side in CDCP. Through the collection of the public comments and final coordination, the Ministry of Foreign Affairs of Japan finalized and announced the CDCP in July 2017. As described above, discussions between the parties concerned and the process of reflecting opinions of GOU were used in the formulation process of the CDCP for Uganda.

The ODA Task Force in Uganda is composed of EOJ in Uganda and JICA Uganda Office. At the time of this evaluation study, the task force meeting was held about once per month. As there are only a few Japanese companies penetrating in Uganda, there is no Japanese company participated in the ODA Task Force as of now.

In 2006, the LDPG was established as a framework for discussions among donors in Uganda. Japan has participated in LDPG and attended its sector meetings to share information with other donor organizations. In FY2017, Japan co-chairs the sector meetings of LDPG in the transport and agricultural sectors. In the field survey of this evaluation, the Evaluation Team learned that some donors suggested that Japan should make more presentations and be involved more in discussion in the LDPG meetings for disseminating the information on Japan's assistance.

In the assistance for the reconstruction and development in the Northern Uganda, the program approach to combine individual projects in a strategic way has been taken. Not all the projects were included in REAP at the time of its formulation and the rest of projects were planned one after another later. This mode of project formulation process has made it possible to maintain basic direction of the program and respond to changing needs and conditions in Northern Uganda at the same time.

3-3-2 Policy Implementation

(1) Implementation Structure

At the present time, the economic cooperation section at EOJ in Uganda is made up of three persons (chief of economic cooperation section, researcher, and coordinator for economic cooperation), under the councilor. In recent years there has been a rapid increase in the number of enquiries from Japanese companies, which are handled by the coordinator who is originally in charge of aid coordination. The economic cooperation section is responsible for a huge amount of work covering a wide range with a limited staff. At JICA Uganda Office, the workload has also increased greatly with the provision of support for refugees from South Sudan, enquiries from Japanese companies, formulation of infrastructure projects and work on the safety management.

In the sectorial meetings of the LDPG in agriculture sector, the local staff of JICA Uganda

Office serves as chairperson and his performance were highly evaluated by some interviewees in the field survey. JICA also serves as joint chairperson in the meetings of the transport sector and the local staff of JICA office are making a significant contribution. However, Evaluation Team also heard the opinions that the reward to the local staff in JICA office are insufficient to attract and maintain competent personnel. It is important that JICA office establish a proper treatment for local staff to always have a competent personnel who can shoulder important tasks such as aid coordination. In October 2017 JICA Uganda Office carried out a review of salary scale of local staff based on promotion examination and other factors.

Good relations with the counterparts have contributed to the smooth implementation of Japan's assistance. Until his retirement in 2017, Mr. Lawrence Kiiza, former Director of Economic Affairs at MoFPED, was for many years involved in development planning in Uganda and aid coordination with Japan and other donors as an expert in the economic policies of Uganda. Therefore, he is one of the people in Uganda most familiar with Japan's assistance. Mr. Kiiza was confident of the quality of Japan's assistance and the high level of Japanese technology and, in recent years, was involved on behalf of GOU in the formulation of large-scale infrastructure projects by Japan, such as the construction of the New Jinja Bridge over the River Nile.

In addition, the ODA Loan Advisor dispatched by JICA in response to a request by GOU has played a significant role in building a relationship with GOU. The advisor contributed to the smooth implementation of projects those are mostly loan assistance projects through such measures as the hosting of regular monthly progress management meetings attended by both the Ugandan and Japanese parties concerned.

(2) Project Formulation

Because Japan carries out meticulous feasibility studies for infrastructure projects, few problems arise at the project implementation stage, the project proceeds according to schedule, and the delivery date is strictly observed. For these reasons officials of GOU have given Japanese infrastructure projects a high evaluation. On the other hand, because project formulation for Japanese infrastructure projects takes some time, there was also a request to shorten the time required for project formulation. In addition, in an interview at MoFPED, its official explained that in development projects in Uganda should in principle involving a certain percentage of local procurement (local content) and mentioned that it was hoped that Japan would be proactive in making use of local Ugandan resources. On the other hand, other GOU officials expressed the opinion that they were counting on the technology of Japanese companies, as the competence of private business operators in Uganda was still too limited to satisfy quality standards.

(3) Implementation of Specific Projects in Specific Sector

Japan has implemented long-term assistance in Uganda in the field of vocational training. The NVTI was established in 1971 with the cooperation of Japan and Japan has implemented long-term assistance in NVTI since then. Therefore, NVTI has come to be something of a symbol of Japan's assistance in Uganda. Much of the equipment made in Japan that was provided when NVTI was established is still in use today. This suggests that Japanese values, such as the careful handling of machinery, have been shared with NVTI and this sharing of values is seen as an intangible strong point in Japan's assistance. Because NVTI is an institution of GOU, it is hoped that NVTI will be operated by GOU with the sense of ownership without being dependent on foreign assistance. With respect to Japan's assistance, it is to be hoped that the knowledge and experience accumulated through past cooperation will be put to good use for the advancement of Uganda, such as in activities leading to improvement of the level of vocational training throughout the country and in initiatives that will contribute to the formulation of systems and policies for vocational training.

In the agriculture sector, the effectiveness of partnership with the JOCVs has been acknowledged. The JOCVs dispatched to extend NERICA rice farming are known as the NERICA volunteers squads, with some 15 such volunteers active in Uganda at any time. They are divided into the community development volunteers responsible for the extension in rural areas, and the rice farming volunteers responsible for research and development at the Rice Research and Training Centre at Namulonge National Crop Resource Research Institute. Since 2007 a total of 127 NERICA volunteers have been dispatched to Uganda in connection with JICA's assistance to rice production. In addition, JOCV volunteers from other countries in Africa and their counterparts have taken part in the regional training, to which rice extension workers from within Africa are invited. The NERICA volunteers, who actually go out to the farmland in the rural areas and engage in the extension activities, are playing an extremely important role in Japan's assistance in the promotion of NERICA rice. The collaboration between the NERICA volunteers and the Rice Promotion Project in Uganda is an excellent example of the effective application of the team dispatch of JOCVs.

3-3-3 Initiatives for new assistance schemes including Partnership with Private Sector and NGOs

Saraya Co., Ltd., applied JICA's Preparatory Survey for BOP Business Promotion in carrying out a "Preparatory Survey on BOP Business on Infection Control with New Alcohol Hand Rub (2012-2014)", and also made use of JICA's support for Japanese SMEs overseas business development program to implement "Pilot Survey for Disseminating Full-automatic Washing and Disinfecting Devices for Medical Instrument to Promote Infection Control (2013~2016)". The objective of former project was to promote

hand-washing using Saraya's alcohol disinfectant to prevent nosocomial infection. The latter project was implemented with the aim of greatly improving the effectiveness of washing and disinfecting medical equipment through the introduction of fully-automatic machines using Saraya's antiseptic solutions. The implementation of the projects in cooperation with such activities as the 5S Kaizen activities implemented by JOCV increased the effectiveness of both projects synergistically.

Saka No Tochu Co., Ltd., made use of JICA's Preparatory Survey for BOP Business Promotion to carry out "Preparatory Survey for Organic Farming through BOP Business toward Sustainability of Agriculture (2014~2016)", aimed at promoting and extending organic farming among those at the base of the economic pyramid. In Uganda, the expansion of commercial farming is an important means to reduce poverty within the country, and this project, which links farmers and consumers by means of the production of high-value-added agricultural products, will contribute to the resolution of Uganda's development issue.

Smileyearth Co., Ltd., is a towel manufacturer in Izumisano City, Osaka Prefecture, producing high-value-added towels using organic cotton grown in Uganda. In 2015 Smileyearth was selected for the JICA's support for Japanese SMEs overseas business development program and carried out "Feasibility Survey for Adding Value to Cotton Products with Organic Scouring Method (2016)". In this survey carried out in Gulu Municipality where is a cotton production center in Northern Uganda, studies on water and soil in the city, feasibility of technology transfer to the local area, etc. were examined with the whole process from the procurement of raw materials to the manufacture of the finished product in the scope.

3-3-4 Public Relations

EOJ in Uganda, in cooperation with JICA, carries out dynamic local public relations activities to promote Japan's assistance. For example, press tours to the local media and joint press conferences with international organizations regarding assistance for refugees provided by Japan have been conducted. The Ambassador of Japan to Uganda has been actively participated in the handover ceremonies for Grant Assistance for Grassroots Human Security Projects and for NGO projects in all parts of the country and is frequently mentioned in newspaper articles.

Chapter 4. Japan's Assistance for Uganda: Evaluation from Diplomatic Viewpoints

4-1 Diplomatic Importance

4-1-1 Positioning of Japan's Assistance to Uganda in Japan's Diplomacy

Japan's assistance to Uganda is important in promoting the stability and development of

the surrounding areas. The establishment of the Museveni administration in 1986 brought political stability and public order to Uganda and the country maintains a good working relationship with Japan on the international stage, including at the United Nations.

4-1-2 Uganda's Importance of Geopolitical Positioning

Uganda plays an important role in numerous international and regional organizations and international conferences. Uganda was a member of the United Nations Economic and Social Council, with tenure until December 2017. For a period of two years from 2009, the country was selected to be a non-permanent member of the United Nations Security Council. In addition, GOU hosted the 2010 African Union Summit.

For economic regional integration in East Africa the EAC, the Common Market for Eastern and Southern Africa (COMESA) and the International Conference of the Great Lakes Region (ICGLR) have been established and Uganda actively promotes regional integration through these organizations. Geographically, the country is located at a key point on the northern economic corridor through East Africa, linking Kenya, DRC, Rwanda, Burundi and other countries. Blessed with rich soil and a good climate, it is also looked to as a provider of food for neighboring countries suffering from food shortages.

Uganda adopts a policy of good-neighbor diplomacy and non-alignment. While its relations with its neighbors are generally good, Uganda has border disputes and friction on the rights to the waters of the River Nile with neighboring countries. There is political instability or strife in many of Uganda's neighbors and the country is taking in refugees from not only South Sudan, but also other countries including Somalia, Rwanda and DRC. The country has a tolerant policy towards refugees; in the north, land owned by communities has been allocated for refugee camps, and similarly in the western part of the country state-owned land has been allocated. The rights of refugees are also acknowledged quite extensively, and refugees are allowed to have jobs, are free to move about and are given the opportunity to receive medical care and education.

4-1-3 The Relationship between Uganda and Japan

Ever since the establishment of diplomatic relations in 1962, bilateral relations between Japan and Uganda have steadily expanded and good relationships have been built over a wide range of spheres, including economic cooperation and interchange of people. The Great Lakes Region around Lake Victoria, where Uganda is situated, is an area that has experienced long periods of conflict, including civil wars in Burundi, Rwanda and Uganda, as well as the First and Second Congo Wars. In order to prevent the conflict from spreading from one region to another, it is considered politically important for Japan and Uganda, which displays a forward-looking attitude towards the maintenance of public order and peacebuilding in neighboring countries, to further strengthen their cooperative relationship.

In terms of economics, in trade relations between Uganda and Japan, Uganda has an overwhelming trade deficit with Japan. Agricultural products, mainly coffee, are exported from Uganda to Japan; and petroleum/petroleum products, machinery, motorcars, etc., are imported from Japan. While the volume of transactions is small, there is a slight upwards trend in Uganda's exports to and imports from Japan. Although the number of the Japanese companies registered and operating in Uganda is not large, it is growing year on year. In recent years there has been a marked increase in the number of small to medium-sized enterprises moving into Uganda.

Although the number of Japanese expats in Uganda fluctuates from year to year, since 2010 it has remained at a level of around 300. There is also a year on year increase in the number of Ugandan expats in Japan. Looking at these figures, it can be acknowledged that, while not on a large scale, social, cultural and personal interchange between Uganda and Japan is on the increase. In recent years, there has been lively interaction at the grassroots level, as evidenced in the friendship-city relationship established in July 2017 between Izumisano City in Osaka Prefecture and Gulu Municipality.

4-2 Diplomatic Impact

4-2-1 Political Aspect

In assisting the economic and social development of Uganda, Japan's assistance is expected to have the effect of preventing the spread of conflict to Uganda, which occupies a strategic location in East Africa. The support to enhance the administrative capacity of the local governments in the communities hosting refugees in Northern Uganda benefits the local residents and, from the long-term perspective, can be interpreted as an effort aiming at contributing to the stabilization of the surrounding area.

In this evaluation, in order to measure Japan's political presence in the international community an analysis was made of Uganda's voting behavior to Japan's political and diplomatic policies, taking the voting at the United Nations General Assembly as a case study. This trial analysis showed that since 2010 at least, the voting behavior of GOU has not always supported Japan's policies as there have been cases where GOU voted against or abstained from voting on draft resolutions submitted to the General Assembly by Japan. It became clear that there were many issues and points to take into consideration in this trial analysis. For example, as many draft resolutions are submitted for voting and many elections take place in international organizations, the voting behavior at the United Nations General Assembly is a small fraction voting behavior in the international community and an accurate analysis would require the use of undisclosed information and an investigation carried out over time.

4-2-2 Economic Aspect

The Governments of both Japan and Uganda are actively engaged in the promotion of infrastructure investment in Uganda by Japanese companies. In recent years there has been an upward trend in Japanese corporate investment, mainly by SMEs. In September 2015 GOU concluded a co-financing agreement worth 15.1 billion yen with the Japan Bank for International Cooperation (JBIC) and Sumitomo Mitsui Banking Corporation. The Government is implementing a project of purchasing construction machinery manufactured by Japanese manufacturers including Komatsu Ltd. and Sakai Heavy Industries, Ltd. and distributing the machinery throughout the country with the money made available under the agreement. In addition, in January 2017 Uganda-Japan Public-Private Conference for High Quality Infrastructure was held in Uganda under the sponsorship of the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) of Japan. Later in November 2017 when the Minister of Works and Transport of Uganda visited Japan, the Second Uganda-Japan Public-Private Conference for High Quality Infrastructure was held in Tokyo. The Evaluation Team has identified the beneficial effect on Japanese companies and organizations (especially SMEs) participating in ODA projects: All three SMEs surveyed for this evaluation have been successful in establishing a business presence in Uganda through participation in JICA's program for partnership with private sector and have continued operating and expanded their business in Uganda.

4-2-3 Social Aspect

In July 2017 Izumisano City in Osaka Prefecture entered into a friendship city agreement with Gulu Municipality in Northern Uganda. It was selected as the host town of the Ugandan teams participating in the 2020 Tokyo Olympics and Paralympics. This is an instance of an initiative by Smileyearth Co., Ltd., of Izumisano City developed into interchange between local governments. In April 2016, a delegation from Gulu headed by the mayor came to Japan and visited Izumisano City. Since then exchanges between the two local governments have increased. For example, in sports, runners from Uganda were invited to take part in the KIX Senshu International Marathon held in Izumisano City. This kind of intensification of interaction can be evaluated highly as a diplomatic impact of Japan's assistance: an ODA project has led to the overseas expansion of a private-sector business and in turn an initiative by the private-sector company has led to interaction between local governments.

The activity of the former JOCVs in Uganda has been striking. Uganda is among the countries to which the largest number of JOCVs have been dispatched since 2001, when the dispatch of JOCV volunteers to Uganda began. There are cases of former JOCVs who, after the completion of their volunteering activities in Uganda, were employed by Japanese companies operating in Uganda and are now working in Uganda. For companies operating

in Uganda, former JOCVs with field experience in Uganda or work experience in other developing countries can be an attractive human resource. For former JOCV volunteers, a workplace where they can make the most of their own experiences can be valuable. It can be said that the dispatch of JOCVs, far from being only development assistance, is also instrumental in the development of international human resources who will contribute to the business of Japanese companies.

In this evaluation the Evaluation Team analyzed the number and contents of press articles about Japan in Uganda on the assumption that Japan's assistance, through Japan's initiatives aimed at developing infrastructure and improving people's livelihoods, has had some influence on raising awareness of Japan in Uganda and improving the people's impressions of the country. It appears that overseas awareness of Japan and people's impressions of the country are influenced not only by aid, but by the work of private-sector companies, the reputation of Japanese products, the political, economic and cultural importance of Japan, and its ability in information dissemination. The results of the analysis show that in the past few years there has been a rising trend in the number of press reports about Japan and that while reports about Japan is fewer than those about the United States, China or the World Bank, there have been more articles about Japan than about the United Kingdom, which ranks above Japan in the amount of aid it provides.

Chapter 5. Recommendations

5-1 Recommendations from Development Viewpoints

Recommendation 1: Strengthening strategic approaches in the implementation of assistance projects

Recommendation 1-1: Strengthening Japan's engagement in improving policies and systems of Uganda

Japan has established mutual trust with GOU, public organizations, local governments and communities in various sectors through its activities. The Evaluation Team recommends that Japan should use this trust to increase its involvement in the development of policies and systems required for the dissemination and extension of the outcome of individual assistance projects by Japan. For example, the team has revealed the problems in the agriculture sector, such as lack of agricultural statistics, which makes it impossible to know accurate yields of agricultural products, and frequent changes in the agriculture extension workers system. "The Project for Formulation of Master Plan on Logistics in Northern Economic Corridor" of JICA is a wide-area project in the transport sector that is implemented in Uganda and Kenya. A regional development plan consisting of regional, transport and industrial strategies has been formulated in this project. Because the implementation of this project is not merely assistance at the level of an individual project but at the policy level, the team expects Japan to provide follow-up assistance to

facilitate realization of the plan including measures to facilitate involvement of other donors.

Recommendation 1-2: Strengthening measures to develop ownership and self-help effort of Ugandan counterparts

The Evaluation Team recommends that Japan puts more emphasis on measures to develop sense of ownership of the Ugandan counterparts for the continuation and extension of the outcome of Japan's assistance. For example, in the agriculture sector, the Rice Promotion Committee has been established and is being operated in MAAIF. However, the operation of the meeting cannot be sustained without the support by the Rice Promotion Project of JICA as of now. Progressive and continuous efforts are expected including gradual transfer of the operational ownership of the meeting to the Ugandan side.

Recommendation 1-3: Formulation of exit strategies for long-term assistance projects, especially those for vocational training

The Evaluation Team recommends that Japan formulates a specific exit strategy specifically for a long-term assistance project using the accumulated knowledge and experience to enable a Ugandan counterpart organization to take lead in the dissemination of the outcome of the project independently. Japan is expected to revise the ways of its involvement in assistance projects in such a way as transferring the responsibility for project implementation gradually to the Ugandan side while continuing monitoring the project implementation. For example, NVTI has been receiving Japan's assistance in vocational training for approx. 50 years since its establishment in 1971. The Evaluation Team expects Japan to hold discussion with Ugandan policy makers on the preparation of an exit strategy for the assistance to NVTI including the goals of Japan's assistance and those of the administrator of NVTI at such an occasion as policy dialogue between the two countries and take action for the implementation of the strategy.

Recommendation 2: Strengthening Japan's ODA implementing structure in Uganda

Recommendation 2-1: Assignment of a person in charge of partnership with private sector with knowledge and experience to EOJ in Uganda

The number of inquiries from Japanese companies to EOJ in Uganda has increased rapidly by threefold in the last two years. These inquiries ask for a wide variety of matters including provision of information, assistance in public relations activities and assistance in consular services. As both public and private sectors in Uganda have a keen interest in the development of "quality infrastructure" with the technologies of Japan, the volume of the work at the embassy concerning infrastructure development by Japanese companies including holding of the Uganda-Japan Public-Private Conference attended by cabinet-level officials and private companies of both countries is on the increase. Therefore, Japan

should consider increasing the staff of EOJ in Uganda including assignment of a person in charge of partnership with private sector.

Recommendation 2-2: Promotion of local staff of JICA Uganda Office and provision of incentives to them and sharing of such good practices with other JICA offices

Local staff of JICA Uganda Office know the situation in the country very well and have a network covering a wide area. They can be involved in JICA projects continuously for a long period. For these reasons, they can play an important role in the implementation of JICA projects. Therefore, the Evaluation Team recommends that the local staff be provided with positions and conditions appropriate for their capacities and that efforts be made to develop their capacities and future career paths. Monetary and non-monetary incentives are required to maintain competent Ugandans. The team learned that JICA Uganda Office had reviewed the salaries of its local staff based on the results of promotion examination and other relevant information. The team expects JICA Uganda Office to continue reviewing the salary structure of the local staff and provide non-monetary incentives to them as required by the changes in the local social and economic context. The team also considers it useful to share various initiatives taken for the effective use of local staff with different JICA overseas offices. In addition, it is effective to employ Ugandans with ample experience such as former government officials at JICA Uganda Office as senior advisors to increase the influence of Japan's assistance on systems and policies of GOU and improve the information dissemination capacity.

Recommendation 2-3: Active use of policy advisors and identification and development of persons specialized in development policies

It is an effective way to assign and dispatch a Japanese policy advisor on a permanent basis who acts as a liaison between GOU and Government of Japan, explains Japanese assistance policy to Ugandan side and also shares the situation of GOU with the Japanese side through facilitating implementation of Japan's assistance projects. A stock of people with full knowledge of Japan's policies on development cooperation and the trend in assistance in the international community is required for the policy advisors. Such policy advisors must also have excellent coordination and communication skill. It is important to employ persons with experience working overseas or in international organizations and communication capacity on development and assistance policies then assign them strategically.

Recommendation 3: Development and active use of human resources knowledgeable about Japan

The Evaluation Team has confirmed that human resources knowledgeable about Japan

in GOU have contributed to the smooth and effective implementation of assistance with their understanding of the characteristics and value of Japan's assistance and participation in the planning and implementation of projects with Japanese counterparts. As many donors assist Uganda and the amount of Japan's assistance to Uganda is smaller than that of the United States, the United Kingdom and the World Bank, the existence of human resources knowledgeable about Japan is significant in making GOU officials understand Japan's assistance. The Evaluation Team recommends that Japan should continue identifying such human resources in GOU and relevant organizations otherwise actively work for developing human resources who understand Japan very well. EOJ and JICA office should share information on such human resources for strategic use of them.

5-2 Recommendations from Diplomatic Viewpoints

Recommendation 4: Strengthening measures aiming at expanding interaction between Uganda and Japan at multiple levels

Recommendation 4-1: Holding ODA Task Force Meetings of the Japanese in an expanded manner in both public and private sectors working in Uganda

The increase in the number of ODA-funded projects for the partnership with private sector in recent years has contributed to the expansion of the channel of interaction between Uganda and Japan. For example, the activities of Smileyearth Co., Ltd. in Izumisano City implemented under JICA's support for Japanese SMEs' overseas business development have led to the friendly relationship between Izumisano City and Gulu Municipality in Northern Uganda, the conclusion of the friendship city agreement between the two cities, and also the selection of Izumisano City as the host town of the Uganda Team participating in the Tokyo Olympics and Paralympics. Therefore, the Evaluation Team recommends active utilization of partnership with private sector in future and strengthening of the necessary structure. As a practical activity, the team recommends that a possibility of the establishment of an Expanded ODA Task Force with Japanese companies and NGOs in addition to the regular ODA Task Force of EOJ in Uganda and JICA Uganda Office should be considered. Such a venue will be beneficial to EOJ and JICA because they will be able to hear opinions from private companies and NGOs on various issues including problems of investment environment and possibility for them to collaborate with Japan's assistance.

Recommendation 4-2: Establishment of venues for Ugandans and Japanese in the public and private sector to interact with one another in Uganda and Japan

Some former JOCVs and former NGOs staff are engaged in various business activities in Uganda, as JICA experts after accumulating work experience, as employees of private companies doing business in Uganda and as founders of their own business in Uganda. In

addition, it is hoped to increase the number of Ugandans in the public and private sectors and academia who have completed the study in Japan under the African Business Education Initiative for Youth (ABE Initiative) Program and returned to Uganda. As venues for these people to exchange information and interact with one another will be useful, the Evaluation Team recommends that the possibility for EOJ in Uganda, JICA Uganda Office and JICA domestic offices in Japan in cooperation with local governments to plan and organize such interactive venues should be considered.