



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS  
DEMOCRACY FUND  
Contract NO.PD:C0110/10**

**EVALUATION REPORT**



**UDF-UGA-10-367 – Grassroots Gender Accountability in Uganda**

**Date: 18 May 2015**



## Table of Contents

I. EXECUTIVE SUMMARY .....	1
II. INTRODUCTION AND DEVELOPMENT CONTEXT .....	4
(i).The project and evaluation objectives .....	4
(ii) Evaluation methodology .....	4
(iii) Development context .....	5
III. PROJECT STRATEGY .....	6
(i) Project strategy and approach .....	6
(ii) Logical framework .....	7
IV. EVALUATION FINDINGS .....	9
(i) Relevance .....	9
(ii) Effectiveness.....	11
(iii) Efficiency .....	14
(iv) Impact .....	16
(v) Sustainability .....	19
(vi) UNDEF Value Added .....	20
V. CONCLUSIONS .....	21
VI. RECOMMENDATIONS .....	23
IX. ANNEXES.....	25
ANNEX 1: EVALUATION QUESTIONS .....	25
ANNEX 2: DOCUMENTS REVIEWED .....	26
ANNEX 3: SCHEDULE OF INTERVIEWS .....	27
ANNEX 4: ACRONYMS.....	29



gender-sensitive policy-making, budgeting and service monitoring. Breaking the corresponding budget fraction over the reported total number of 493 trainees provides an acceptable average cost of approximately USD 162, which was spent per beneficiary to enable gender sensitive policy making, budgeting and service monitoring. The budget for



## II. INTRODUCTION AND DEVELOPMENT CONTEXT

### *i. The project and evaluation objectives*

This report contains the evaluation of the project entitled Grassroots Gender Accountability in Uganda  
15 April 2012

### ***(iii) Development context***

(51.5%)<sup>1</sup>, the UNDEF grantee FOWODE found the medical, educational and economic support needs of rural women underserved, if not ignored. This represented a stark contrast

improved service delivery, and poverty reduction. While these aims are reflected in the implementation of the decentralization policy have been identified<sup>2</sup>, several challenges to the<sup>3</sup>, among them notably (a) low local government own revenues limiting local government autonomy, (b) growing dependency on central government transfers, and (c) inadequate downward accountability.

According to the principles of service delivery in Uganda, local governments should improve service delivery as part of their responsibility to the people. They therefore should<sup>4</sup>:

- Increase understanding and act upon socio-economic needs of the citizens in order to design appropriate service delivery mechanisms;
- Improve decision-making capacity of leaders at all levels;
- Continuously improve service delivery mechanisms to meet changing needs and demands of the citizens;
- Provide relevant, timely, cost-effective and useful services beneficial to the people;
- Increase collaboration and cooperation between local and central government;
- Define the outcome, effectiveness and relevance of each mechanism to be used;
- Use performance management tools and methods to evaluate the services delivered;
- Ensure that the information received is acted upon;
- Increase participation of people in decision-making for service delivery;
- Learn from successful and unsuccessful outcomes; and
- Share responsibility with all actors engaged in local government service delivery.

women representative for every district. Despite the existence of the above local governance principles and constitutional provisions, women kept finding themselves excluded from participation in democratic processes. The reasons thwarting their involvement ranged from partisan and patriarchal tendencies to lack of skills, experience, access of information, and financial resources<sup>5</sup>. There was hence a clear need to provide local women and men with skills and knowledge to monitor local services provision, and to engage their local political and technical leaders in a joint effort rendering local service delivery more gender-responsive and transparent.

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<sup>1</sup> Source: Country Cooperation Strategy: Uganda, World Health Organization (WHO, May 2014).

<sup>2</sup> Source: Local Governments Act, which amended previously existing law on local governments in line with the Constitution,

### III. PROJECT STRATEGY

#### ***(i) Project strategy and approach***

The major objectives of the project, as defined in the Project Document (UDF-UGA-10-367) in April 2012, were (a) to influence democratic processes by empowering grassroots communities; and (b) to achieve gender-sensitive policy making and service delivery through capacity building of elected representatives and public awareness. At the time Uganda just had held parliamentary and local government elections, and many of the successful candidates were elected into sub-county, district, and national legislator positions for the very first time. Analysis, these legislators lacked knowledge and skills to debate and influence government policy proposals, especially from a gender perspective. At the same time, the specific needs of the rural poor and, in particular, of women. FOWODE saw therefore a need to raise the capacity of local communities



<p>community budget dialogues; meetings of VBCs, community, leaders</p> <p>Elaborate budget tracking and service delivery study</p>		<p>by the district administration / sub-county leadership</p>	<p>delivery</p>
<p><u>3. Enhancing public awareness</u></p> <p>Investigative journalism, radio/ TV discussions, radio spots, e-newsletter and posters</p>	<p>Public awareness of gender-sensitive policy making and service delivery increased in the four target districts</p>	<p>Increased</p>	



district level officials or councillors), the subsequently conducted *baseline study* served to confirm that the selected communities lacked interaction with duty bearers<sup>7</sup> therefore

FOWODE hired a consultant in order to (a)

districts of Gulu, Kabale, Kibaale, and Kibuku. Subsequently, the project - as planned - *conducted a survey* among the local communities and district representatives supported by the project. The resulting *baseline study* identifying opportunities and barriers to gender-sensitive policy-making and service delivery was communicated to UNDEF and used by the grantee

1. gender-sensitive policy

Separate *workshops in effective legislative engagement and gender budgeting* were held as planned in each of the project locations, involving the participation of 97 (planned: 100) district and sub-county level councillors. The project also formed the foreseen 4 *women leaders' caucuses*, each of which comprised of the projected minimum of 15 councillors. Interviewed field officers from Kibuku, Kibaale, and Gulu confirmed to evaluators that 5 (planned: 4) *strategic and planning meetings* were held in each district to formulate action plans, implement and report activities and recommend follow-up activities. District and sub-county level councillors in conversations with evaluators clearly d5(cy)]TJ72.944 709.78 Tmd

reduced number of analysed draft bills, which finally included: (a) the petroleum exploration, development and production bill; (b) the petroleum refining, gas processing and conversion, transportation and storage bill; (c) the bio-safety and bio-technology bill; and (d) the public finance bill. In addition to having contributed to the legislative process with a detailed review of the gender-sensitivity of these draft under this activity is the newly introduced legal requirement that future annual budget need to be certified as gender sensitive prior to parliamentary approval.

## 2. Strengthening co

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positive effects. Selected anecdotes are provided below<sup>10</sup>. Grouped along key issues identified at the outset of the project (= baseline, cf. section on relevance), they demonstrate that the grantee has managed to empower grassroots communities to influence democratic processes, and to achieve gender-sensitive policy-making and service delivery:



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<sup>10</sup> In line with current development practice, an effort was made to identify recent anecdotes or to obtain, where possible, details of relevance complementing the grantee's available report documentation, to conduct an independent assessment of impact.

**Local communities display improved levels of awareness of gender sensitive policy-making, budgeting, and service delivery...**

The *Tirinyi VBC engaged with its local government* to petition for support to the *completion of a primary school construction project*, which was originally initiated by the

**(v) Sustainability**

In view of the project's achievements (cf. sections on effectiveness and impact), evaluators at the time of their field visit mainly focused on (a) the continued use of the VBC monitoring exercise as a tool to jointly identify and address gender-sensitive local service needs; (b) the expansion of this approach to potentially interested neighbouring communities not yet familiar with the VBC concept; and (c) the extent to which access to financing affects the

- delegation was received to accompany the Ksita VBC during a day of monitoring.
2. field officer to radio shows to share the approach and achievements of the monitoring work with a wider audience. One particular radio station has even offered free airtime.
  3. In addition to their determination to keep up with their monitoring exercise, VBC members from across the Kibuku district expressed that they would be more than willing to spread out to new project sites to share their knowledge.
  4. The grantee has also confirmed to evaluators that FOWODE has obtained new funding from the Ford Foundation, which will enable them to expand the programme in order to establish and train VBCs in another two neighbouring communities of Kibuku district (i.e. Kirika sub-county).

c. The extent to which access to financing affects the feasibility of service needs

The fact that budgeting is usually based on annual cycles always comes to play when new service needs are discovered. In addition to the time factor, existing but not sufficiently catered needs may face, like in any other place, circumstances that render

## V. CONCLUSIONS

*i.* The project approach was based on research findings, which the grantee, the Forum for Women in Democracy (FOWODE), sourced from its own previous project interventions and a baseline study. Accordingly, the project was designed (a) to achieve gender-sensitive policymaking and service delivery by supporting elected representatives, and (b) to enable democratic processes by empowering grassroots communities. While this was addressed through capacity building, there was also a need for (c) outreach, in order

*iii.* Some of the target indicators allows for a preliminary analysis of potential impact. While there is qualitative evidence that women councillors in all districts are now engaged in the proposal of gender-related legislation, and that satisfactory progress has been made with the adoption of gender-sensitive policies, there is a lack of pertinent data to establish

## VI. RECOMMENDATIONS

To strengthen the outcome and similar projects in the future, evaluators recommend to UNDEF and project grantees:

*i.* The fact that FOWODE conduct of baseline research and the formulation of target indicators is highly commendable, as this enhanced the **relevance** and significantly facilitated the assessment of **effectiveness and impact**. Evaluators, however, missed a more rigorous approach to data analysis (e.g. assessing separately by district and sector, the policies / budget allocations / services, which have been proposed or implemented) and a reporting which is pertinent and fully responding i.e.

efficient replication elsewhere. More specifically, consider the following questions:

(a) Is it feasible to commit local authorities to publish information about their public services provision on the Internet (including current activities, budget allocations, as well as the findings of VBC budget monitoring and service tracking, and related service improvement performance reports)? Could this further improve transparency anccC



## ANNEX 2: DOCUMENTS REVIEWED

### UNDEF

- Final Narrative Report
- Mid-Term/Annual Progress Report
- Project Document
- Milestone Verification Reports
- Financial Utilization Report

### Forum for Women in Democracy

- Analyses of Public Finance Bill, Petroleum Bills
- Report on the Women MP Workshop

- Published Investigative Journalism Stories
- Additional Press Clippings





## ANNEX 4: ACRONYMS

CSO	Civil Society Organization
DAC	Development Assistance Committee
FOWODE	Forum for Women in Democracy
MP	Member of Parliament
NGO	Non-Governmental Organization
ToT	Training of Trainers
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
USD	United States Dollar
VBC	Village Budget Clubs
WHO	World Health Organization