



Uganda

Country Strategy Paper 2014 – 2017

Uganda

Vision

Iceland will support the Government of Uganda in achieving the Millennium Development Goals (MDGs) in line with the country's development priorities. Iceland's development cooperation with Uganda will be directed towards reducing poverty and improving livelihoods in selected poor communities in Uganda, where fisheries play a significant role. District authorities will be a key partner.

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Foreword

This Country Strategy Paper (CSP) is the first for the cooperation between Iceland and Uganda. Despite being the first of its kind, it is built on more than a decade of development cooperation between the two countries and draws on an extensive assemblage of valuable lessons learned. Furthermore, in responding to the many development needs of Uganda, this CSP is guided by the fact that one size does not fit all as well as the necessity to identify a niche where Icelandic development cooperation has a comparative advantage and can make a meaningful contribution tailored to the needs, priorities and situation in the country.

A Country Strategy Paper is one of the main policy instruments guiding the implementation of Iceland's International Development Cooperation. A CSP sets out to entwine the general strategy for development cooperation of the Government of Iceland together with the development paths and strategies of Iceland's development partners. The strategic foundation for the Icelandic strategy comprises a Parliamentary Resolution on the Strategy for Iceland's International Development Cooperation 2013–2016, Act No. 121/2008 and Regulation No. 894/2009. The base for the partner strategy in this CSP is drawn from the Uganda Vision 2040 and the sixth five-year National Development Plan 2010/11–2014/15.

A comprehensive participatory process was followed in formulating the Icelandic CSP for Uganda, involving the Government of Uganda (GoU), the Ministry for Foreign Affairs (MFA) in Reykjavik, the Icelandic International Development Agency (ICEIDA) and independent consultants. Under the umbrella of this CSP, Iceland is committed to continuing working together with the GoU and other stakeholders in making a contribution towards achieving the development goals and objectives as set forth by the Government.

Executive Summary

Iceland's development cooperation with Uganda 2014 to 2017 based on this CSP will focus on fishing communities at the district level, with Kalangala and Buikwe Districts as its two main development partners. The linkage between resource depletion and livelihood concerns, necessitates the introduction of improved fish exploitation, diversification of livelihoods and increased employment opportunities in fishing communities, as well as improved health (i.e. basic health services, specifically maternal and child health, HIV/AIDS prevention and care, as well as availability of potable water and sanitation facilities) and education (i.e. basic primary and adult education in addition to developing professional expertise through vocational and skills training). Capacity building at district and central government level will focus on increased administrative and managerial capacity. Gender equality and environmental sustainability are cross-cutting issues in the CSP and will be taken into consideration and integrated into all development activities. Even though geothermal development does not constitute an integral part of this CSP, there is a possibility for geothermal cooperation between Iceland and Uganda through regional development cooperation such as the Geothermal Compact partnership, funded by Iceland, the Nordic Development Fund (NDF) and the World Bank, which focuses on all East Africa Rift Valley States (EARS), including Uganda.

This CSP for Uganda, which was put together with extensive consultations that involved relevant stakeholders, sets out the strategy for the development cooperation between the two countries for the period 2014 to 2017. It is based primarily on policy guidelines derived from the *Parliamentary Resolution on a Strategy for Iceland's International Development Cooperation 2013–2016*, adopted by the Icelandic Parliament on March 21st 2013, and the *Uganda Vision 2040*, launched by the President of Uganda in April 2013, in addition to other relevant development plans under the Comprehensive Development Planning Framework from 2007. The strategic direction presented in this CSP also takes into account lessons learned during more than a decade of development cooperation between Iceland and Uganda. A review of this CSP will take place during 2016.

The preparation of the CSP involved a detailed review and analysis of on-going and prior interventions implemented by ICEIDA in Uganda. The main lessons are connected with the depth and breadth of ownership, sustainability and the results management chain. All lessons will be taken into consideration in the future cooperation between Uganda and Iceland. Increased efforts will be made to enhance the inter-linkages and dependencies between planning, monitoring and evaluation which will be geared towards ensuring that results are achieved. Special attention will be given to baseline data, which establishes a foundation from which to measure change. To ensure efficiency and cost effectiveness, ICEIDA will primarily adopt a Programme Based Approach (PBA), where coordinated support for a locally owned programme of development, such as a national or district development plan, is applied. The adoption of the PBA modality demonstrates ICEIDA's commitment to increase the use of local systems.

Funding scenarios for the period of this CSP range from a total of 16.4 million USD to 21.9 million USD. The different scenarios allow for flexibility in implementation to reflect actual annual funding towards Iceland's Development Cooperation as approved in the state budget by the Icelandic Parliament.

List of Acronyms

AIDS	Acquired Immunodeficiency Syndrome
AMISOM	African Union Mission in Somalia
ARV's	Anti-Retroviral drugs (to treat HIV infection)
BMU	Beach Management Unit
BTC	Belgian Technical Cooperation
BTVET	Business, Technical and Vocational Education and Training
CAO	Chief Administrative Officer
CBO	Community Based Organisation
CCU	Climate Change Unit
CDC	Centres for Disease Control (and Prevention)
CNDPF	Comprehensive National Development Planning Framework
CSO	Community Service Organisation
CSP	Country Strategy Plan
DAC	OECD Development Assistance Committee
DFR	Department of Fisheries Resources (within MAAIF)
DSIP	Development Strategy and Investment Plan
DRC	Democratic Republic of Congo
EU	European Union
FAL	Functional Adult Literacy
GDP	Gross Domestic Product
GoU	Government of Uganda
GWPE	Government White Paper on Education
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HSSP	Health Sector Strategic Plan
ICEIDA	Icelandic International Development Agency
ICF	Inner City Fund International – Consultancy Firm
ICT	Information Communication Technology
IDA	International Development Association – within the World Bank
IDP	Internally Displaced People
IFAD	International Fund for Agricultural Development
IGG	Inspector General of Government
KDDP	Kalangala District Development Plan
LG	Local Government
LRA	Lord's Resistance Army
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries
MDG	Millennium Development Goal
MEMD	Ministry of Energy and Mineral Development
MFA	Ministry of Foreign Affairs
MGLSD	Ministry of Gender Labour and Social Development
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development

MoH	Ministry of Health
MoLG	Ministry of Local Government
MOV	Means of Verification
MW	Mega Watts
MWE	Ministry of Water and Environment
NAFIRRI	National Fisheries Resource Research Institute
NAPAL	National Action Plan for Adult Literacy
NDP	National Development Plan
NEMA	National Environmental Management Authority
NER	Net Enrolment Ratio
NFA	National Forest Authority
NGO	Non-Governmental Organisation
NWSC	National Water and Sewerage Cooperation
NHP	National Health Policy
NRM	National Resistance Movement
ODA	Official Development Aid
OECD	Organization for Economic Co-operation and Development
OPM	Office of the Prime Minister
OVI	Objectively Verifiable Indicator
PBA	Programme Based Approach
PCR	Pupil Classroom Ratio
PEAP	Poverty Eradication Action Plan
PIU	Project Implementation Unit
PPDA	Public Procurement Disposal of Public Assets Authority
PRDP	Peace, Recovery and Development Plan
PREPFAR	President’s Emergency Plan for AIDS Relief (USA Government Programme)
PTR	Pupil Teacher Ratio
QAFMP	Quality Assurance in Fish Marketing Project
SDA	Service Delivery Agency
SME	Small Medium Enterprises
SOP	Standard Operational Procedures
TA	Technical Assistance
TB	Tuberculosis
TBA	Traditional Birth Attendant
UBOS	Uganda Bureau of Statistics
UHRC	Uganda Human Rights Commission
UIA	Uganda Investment Authority
UK	United Kingdom
UNICEF	United Nations Children’s Fund
UNDP	United Nations Development Program
UNMHCP	Uganda National Minimum Health Care Package
UNOHCA	United Nations Office for the Coordination of Humanitarian Affairs
UPE	Universal Primary Education
UVQF	Uganda Vocational Qualifications Framework
WATSAN	Water and Sanitation
WFP	World Food Program

1 Uganda Background

Summary: Despite having made considerable progress in recent years, Uganda faces numerous challenges in achieving its development goals and improving the welfare of its growing population. A wide range of priorities are targeted by the Uganda Government through the National Development Plan supported by the international donor community, which contributed around USD 760 million to the budget every year between 2001 and 2010.

1.1. Geography and demography

Uganda is a landlocked country in East Africa. It is bordered by Kenya to the east, South Sudan to the north, the Democratic Republic of Congo to the west, Rwanda to the southwest and Tanzania to the south.

Key facts about Uganda ¹	
Population 2012 estimates	35.6 million
Life expectancy at birth 2011	54.1 years
Average population growth	3.2%
Total fertility rate 2011 ²	6.2%
Per capita income (USD)	513
Major exports	Coffee, fish/fish products, cotton, tea, tobacco, flowers
Average GDP growth per capita 2002–2011	3.5%
% of population living under the poverty line (2009/2010) ³	24.5%
HDI	161/187
Total land area	236,040 km ²
Capital	Kampala

The country has access to a number of lakes, including Lake Victoria, which is Africa's largest lake and about two thirds of the size of Iceland. The lake is shared by the three countries adjacent to it: Uganda, Kenya and Tanzania. Uganda has an estimated population of 35.6 million and an estimated population growth of around 3.2% per year, making it one of the fastest growing populations in the world. Around 85% of the population lives in rural areas, depending mostly on subsistence farming. Uganda has a very young population, with an estimated 55.3% of the population being below the age of 18 in 2010.⁴ Average life expectancy at birth is 54.1 years. Uganda is ranked number 161 out of 187 on the 2012 Human Development Index, which indicates significant challenges in economic and social development ahead.

1.2. Policy framework

1.2.1 Vision 2040

Uganda Vision 2040 conceptualizes the Government's new long-term development vision. It was launched in April 2013 by President Museveni. The Vision provides a framework for Uganda's development strategy over the next 30 years, and its goal is stated as: "A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years." The Vision will be

¹ Numbers from UNDP Africa Human Development Report 2012 and Uganda Economic Update, The World Bank Feb. 2013.

² The average number of children that would be born to a woman over her lifetime, (2nd highest rate in the world, of 6 countries. Rankings: 1. Afghanistan, Mali, Somalia and Zambia; 2. Uganda and Timor-Leste. Uganda Fast Facts, UNICEF July 2012.

³ Poverty Status Report, Ministry of Finance, Planning and Economic Development, May 2012. Poverty is measured against the Ugandan poverty line, which reflects the cost of consuming 3000 calories per day based on the food basket of the poorest 50% of the population with a 1993 baseline. An allowance for non-food requirements was also made at that time.

⁴ Uganda Fast Facts, UNICEF July 2012.

implemented in accordance with the Comprehensive National Development Planning Framework (CNDPF) policy, approved by the Government in 2007. The benchmark for the Vision is to raise GDP per capita to USD 9,500 with real GDP growth of 8.25% per annum. Other goals include reducing the proportion of the population living below the poverty line to 5%, increasing the proportion of the population having access to electricity to 80% and increasing life expectancy to 85 years. To achieve these goals, the country will exploit its potential in for instance tourism, oil and gas, ICT business and the abundant labour force by strengthening fundamentals and infrastructure.⁵

1.2.2 The National Development Plan 2010/11–2014/15 (NDP)

The NDP stipulates Uganda’s medium-term strategic direction, development priorities and implementation strategies, including government-development partner relations. In line with the National Vision Framework, six (6) five-year NDPs will be implemented over a period of 30 years. The NDP encourages alignment of development assistance with national priorities and systems, and addresses issues related to transaction costs, coordination issues, predictability of aid flows and mutual accountability for development results.⁶ See further discussion on the NDP in Annex 1.

1.2.3 Official Development Assistance (ODA)

Uganda still relies heavily on development assistance to supplement its budget. External assistance flows to Uganda have averaged at about USD 760 million annually between 2001 and 2010. This includes both grants and loans. The average flows generally represent 25% of budget revenue and 6% of GDP. In the period 2005–2011, 54% of the assistance was channelled through project aid while budget support aid represented 45%. Throughout the period, multilateral aid has contributed a greater share than bilateral. The major multilateral institutions include the International Development Association (IDA) of the World Bank, African Development Bank, IFAD, Global Fund and the European Union (EU). Some of the leading bilateral donors are the UK, Norway, Ireland, Denmark and Germany⁷. See Annex 3 for further details on Uganda and ODA.

1.2.4 The Millennium Development Goals (MDGs)

According to the UNDP Country Office in Uganda, Uganda has made substantial progress towards achieving the MDGs, although more needs to be done if all are to be attained. With continued appropriate policies, Uganda appears likely to achieve targets for Goals 1, 3, 6, 7 and 8, which respectively are to: eradicate extreme poverty; promote gender equality and empower women; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability; and develop a global partnership for development.

Uganda may also be able to achieve Goal 2, achieving universal primary education, through greater efforts to encourage children to complete primary education. Moreover, the country may be able to meet the target for hunger through improved policies, strengthened institution, and additional funding. However, progress towards Goals 4 and 5, reducing child mortality and improving maternal health, is uncertain. See Annex 2 for a comprehensive overview of the progress of the MDGs in Uganda.⁸

⁵ Uganda Vision 2040, National Planning Authority 2013

⁶ National Development Plan 2010/2011–2014/2015, Ministry of Finance, Planning and Economic Development 2010.

⁷ Semi Annual Report on External Assistance to Uganda, July-December 2011, MoFPED 2011.

⁸ Millennium Development Goals for Uganda, MoFPED 2010.

1.3. Political and economic context

1.3.1 Political context

In 1971, less than a decade after gaining independence from British colonial rule, a military coup led by Idi Amin led to a long period of conflict and mismanagement in Uganda. Following an invasion from Tanzania, a series of coups and a disputed election, relative political and economic stability was restored in 1986, when the National Resistance Movement (NRM), led by Yoweri Museveni, took power and instituted a no-party democracy, under which political parties were only allowed to operate with severe restrictions.

In the first multiparty elections, held in 2006, President Museveni was re-elected and his party, the NRM, won an overall majority in Parliament. In the recent 2011 elections, President Museveni was again voted president with over 68% of the vote, and the NRM retained its majority in parliament with 279 out of the available 372 seats.

Both the 2006 and 2011 elections were disputed by the opposition and the results contested in court. In a report published after the 2011 elections, the EU Election Observation Mission states the elections fell short of full compliance with international principles for genuine democratic elections, in particular because a level playing field was not in place. The electoral process was marred by avoidable administrative and logistical failures that led to an unacceptable number of Ugandan citizens being disfranchised.⁹ Museveni has now been in power for 25 years, which makes him one of the longest-serving heads of state on the continent.

1.3.2 Economic context¹⁰

The years under NRM rule have been marked by a steady high economic growth with annual real GDP growth averaging at 7.1% in the period 2002–2011. This growth has, however, been accompanied by high population growth, resulting in an average GDP growth per capita of 3.5% for the same period.

Most of the population still lives in rural areas (85%), where agriculture is the most important source of livelihood. However, agriculture only accounted for 24.4% of the GDP in 2011, while services and industry accounted for 44.3% and 26.4% respectively. Meanwhile, recent data indicates that agriculture still employs around 66% of the labour force, and that 4/5 of all women are employed in the sector.¹¹ Coffee remains the most important export commodity, accounting for 18.5% of total exports in 2011. That same year, fish and fish products are the second most important, accounting for 5.6%.¹² Other important agricultural commodities, i.e. cotton, tobacco, tea, maize, beans and flowers, together account for 12.3% of the exports.¹³ Non-agricultural and important exports include base metals & products (4.4%), (used) cell phones (3.9%) and cement (3.1%). Unconventional export, such as Informal Cross Border Trading (ICBT) and oil re-exports, account for 16.6% and 4.2%.

Uganda is a part of the East African Community (EAC), together with Kenya, Tanzania, Rwanda and Burundi. The EAC is one of the fastest-growing economic blocks in the world (after ASEAN) and

⁹ European Union Election Observation Mission, Uganda - Final Report - General Elections 18 February 2011. (n.p.: European Union Election Observation Mission 2011).

¹⁰ Figures taken from the Uganda Economic Update, The World Bank, February 2013, and the Statistical Abstract 2012, Uganda Bureau of Statistics, unless otherwise stated.

¹¹ http://www.eprc.or.ug/pdf_files/policybrief12_gender.pdf

¹² Bank of Uganda Statistical Abstract 2011. This figure excludes regional trade.

¹³ Bank of Uganda Statistical Abstract 2011.

although the planned integration of the EAC countries is still in the early stages, Uganda is benefitting from the increased trade in the region. Uganda has increased its volume of regional trade within the EAC and with regional markets outside the EAC, such as the DRC and South Sudan, over the past five years. Uganda's exports to the four EAC partners have grown at a rate 2% faster than the rest of the world. As a result, its share of total EAC regional exports increased from 15% in 2007 to 25% in 2011. Exports to non-EAC regional trading partners (South Sudan and DRC), grew even more rapidly during the same period, at a rate of 10%. For these markets, the share of Uganda's exports rose from 32% in 2007 to 48% in 2011.¹⁴

Despite high economic growth, poverty is still endemic in Uganda. However, poverty levels have declined substantially. In 1992/1993, 56.4% of the population were living under the (Ugandan) poverty line, while in 2009/2010 absolute poverty had fallen to 24.5%.¹⁵ In the same period, the proportion of people that have moved out of poverty increased from 33.4% to 42.9% and the middle class grew from 10.2% to 32.6%. Uganda has thus surpassed its millennium development goal of halving the proportion of the population living in poverty by 2015. At the same time, economic inequality among and within regions, as well as between rural and urban populations, is on the rise with the Gini-coefficient up from 0.365 to 0.426 for the same period.¹⁶

The sustainability of these positive developments is shadowed by governance issues. Uganda is at the bottom of the East African Bribery Index 2012.¹⁷ The World Bank's Governance Indicators support public perceptions, rating Uganda among the quarter of countries that have the least control of corruption. Corruption scandals continue to surface and several key donors have blocked aid to the country, demanding repayment of stolen funds and legal action against those responsible.

1.4. Development context

This section describes the development status of Uganda in the context of Iceland's main focus areas as set out in the Strategy for Iceland's Development Cooperation 2013–2016 (see Chapter 2) that is natural resources (fisheries and energy), social infrastructure (education and health) and peace building, in addition to gender equality and environmental sustainability as cross-cutting issues.

Poverty Indicators ¹⁸	
Population living at ppp 1.25 USD per day 2000–2009	37.7%
Population living below the national poverty line	24.5%
Income inequality – GINI index	44.3

1.4.1 Natural resources

Uganda has substantial natural resources other than oil and natural gas. These include large copper and cobalt deposits, fertile soils and regular rainfall. With lakes, rivers and swamps covering about 20% of Uganda's land surface, fishing is an important economic activity and possibilities for the production of renewable energy are abundant.

¹⁴ Uganda Economic Update. The World Bank, February 2013.

¹⁵ Poverty Status Report, Ministry of Finance, Planning and Economic Development, May 2012. Poverty is measured against the Ugandan poverty line, which reflects the cost of consuming 3000 calories per day based on the food basket of the poorest 50% of the population, with a 1993 baseline. An allowance for non-food requirements was also made at that time.

¹⁶ Poverty Status Report, Ministry of Finance, Planning and Economic Development, May 2012.

¹⁷ The East African Bribery Index.

¹⁸ Africa Human Development Report 2012. UNDP.

Fisheries

The Ministry of Agriculture Animal Industry and Fisheries (MAAIF) is the lead Ministry for fisheries in Uganda. The Department of Fisheries Resources (DFR) within the Ministry has the mandate to “promote, support and guide the sector, but also retains responsibility for setting and enforcing the standards and regulations for practices pertaining to fisheries.”¹⁹ The National Development Plan (NDP) recognizes fisheries as one of the primary growth sub-sectors and the Agriculture Sector Development Strategy and Investment Plan (DSIP) considers fish among the first 10 agriculture commodities to be promoted.

Overall, the fisheries sub-sector is estimated to contribute 12% to the agricultural GDP and 2.5% to the national GDP. Over the last 10 years, the fisheries sub-sector has taken a strong position in the country’s economy as the second largest foreign-income earner after coffee.

Fish emerged as a non-traditional export commodity in the late 1980’s, with export earnings increasing from USD 5.3million in 1991 to USD 83.3 million in 2010. The highest value ever realized from fish exports was realized in 2005 when 36,614 tons of factory-processed fish were exported, generating USD 143,2 million and accounting for 18% of total exports. The main export market is the European Union. Others include the Middle East, the United States, Egypt and South-East Asia. In addition to international exports, there is a dramatic increase in regional export markets to neighbouring countries.

However, exports to international markets have recently declined sharply, falling from a peak of 39,201 tons in 2005 to about 15,417 tons in 2010. This is mainly attributed to declining catches, falling stocks, over-fishing and expansion of regional markets.

It is estimated that about 1,000,000–1,500,000 people are directly or indirectly employed in fisheries-related activities; about 5,000 people are working within the industrial processing fisheries sector, with fisheries overall contributing to the livelihood of nearly 5.3 million people.²⁰

Energy

The Ministry of Energy and Mineral Development (MEMD) is the lead ministry for the development of the energy sector in Uganda. The existing Energy Policy for Uganda which guides the sector was approved in 2002 and the Renewable Energy Policy document was approved in 2007.²¹

In terms of potential, it is estimated that 5,300 MW can be harnessed from renewable energy sources, the largest share from large hydropower plants (2,000 MW) and 1,650 MW from bio fuel. The geothermal energy potential is estimated at 450 MW’s.²²

The majority of electricity in Uganda is produced by hydro-electric power plants. The capacity of the current plants is around 600 MW. Uganda’s electricity demand is growing at an average rate of about 10% per year with a current peak power demand of about 475 MW. Projections indicate that generation potential from hydro, biomass, geothermal and peat, if fully developed, can only meet projected development targets until 2018.²³

¹⁹ Ministry of Agriculture Animal Industry & Fisheries, Department of Fisheries Resources. Annual Report 2010/2011.

²⁰ Ibid.

²¹ The Renewable Energy Policy for Uganda, Ministry of Energy and Mineral Development 2007.

²² Ibid.

²³ Report of the committee on natural resources on the ministerial policy statements and budget estimates for the financial year 2012/2013. Office of the Clerk to Parliament, Uganda August 2012.

Uganda has recently started exploring its petroleum potential. The oil found so far is in the Albertine Graben – on the western border with the DRC. The oil fields already found are estimated to contain deposits of around 2.5 billion barrels of oil.²⁴

1.4.2 Social infrastructure

The development of social infrastructure and human resources is vital in the fight against poverty. Health and education are essential in this context as well as being central to ICEIDA’s strategy in Uganda.

Health

The Ministry of Health (MoH) has the overall responsibility for all health matters in Uganda. The GoU has developed several policies and programmes to improve the health status and lives of its people. The National Health Policy (NHP)²⁷ and the Health Sector Strategic Plan (HSSP)²⁸ are leading the progress in the health sector. According to the HSSP, communicable diseases such as Malaria, HIV/AIDS and TB account for over half of the total burden of diseases and are the leading causes of ill health and mortality in Uganda, with malaria being the most commonly reported disease.

Goal 4 of the MDG aims to reduce child mortality rates by two-thirds from 1990 to 2015. Despite having made good progress, Uganda still has some way to go. Infant and under-five’s mortality rates per 1,000 births have reduced respectively by 49% and 50% in 2011, or down to 54 and 90.²⁹ For children under the age of five, malaria has remained by far the most common disease. The proportion of ill children that had malaria was 36.2% in 2011, but it has risen as high as 48.5% in 2009 and as low as 26.1% in 2008. Cough or cold are also common with the proportion being 19.3% in 2011, while other illnesses, such as pneumonia and intestinal worms account for less than 10%. Malaria is also the most common cause for deaths in hospitals, accounting for 27% of child mortality in 2010/11 while pneumonia and anaemia accounted for 11.37% and 12.1% respectively.³⁰

State of Health in Uganda ²⁵	
Infant mortality ratio per 1,000 live births	54
Under-five mortality ratio per 1,000 live births	90
Maternal mortality ratio per 100,000 live births	310 ²⁶
Skilled attendant at birth (2006–2010)	42%
Children under five who are stunted	38.7%
Contraceptive prevalence rate	26%
HIV prevalence (15-49 years)	7.3%
Pop. with access to improved water source	65%
Estimated national sanitation coverage	75%

The number of women who die each year from causes related to pregnancy or child birth in Uganda has been reduced substantially from 600³¹ in 1990 and 530 in 2000 to 310 in 2010,³² reducing at an average annual rate of 5.1% in the past ten years (2000–2010). At this rate, Uganda is ranked eighth

²⁴ Petroleum Potential of the Albertine Graben, Uganda, Petroleum Exploration and Production Department, Ministry of Energy and Mineral Development, 2008.

²⁵ Most numbers taken from the Africa Human Development Report 2012, UNDP; Uganda Demographic and Health Survey 2011, MOH; Uganda Bureau of Statistics, Statistical Abstract, June 2012.

²⁶ Explanatory note on 2013 HDR composite indices: Uganda. UNDP 2013.

²⁷ National Health Policy 2010–2019, Ministry of Health, 2010.

²⁸ Health Sector Strategic Plan III 2010/2011 – 2014/2015, Ministry of Health, 2010.

²⁹ Ministry of Health (HMIS) Annual report 2012

³⁰ Ministry of Health (HMIS) Annual report 2011

³¹ Death per 100,000 live births

³² Accountability for maternal, Newborn and Child survival; The 2013 Update (Countdown to 2015 – www.countdown2015mnch.org)

among the African Countries in making progress to reduce maternal mortality.³³ Postpartum haemorrhage (over-bleeding after childbirth) is the major cause of death of pregnant mothers, accounting for 36% of the maternal deaths, while high adolescent birth rates are attributed to poverty and lack of education. Despite the record reductions, high levels of fertility, HIV prevalence and the unmet need for family planning remain a threat to the achievement of MDG 5 targets by 2015. The country has been leading the fight against HIV-AIDS on the continent, managing to reduce the proportion of those infected from estimates of up to 29% in the 1980s, to 6.4% by end of 2004. However, HIV seems to be on the rise again. In accordance with Uganda's AIDS Indicator survey from 2011, the total average of HIV-positives in the age group 15–49 were estimated at 7.3% and among children under five HIV prevalence was 0.6%.³⁴

It is widely reported that HIV prevalence in fishing communities is higher than in the general population. The Crane Survey Report on high risk groups estimates HIV infection rate amongst fishermen in Kalangala at more than 20%.³⁵ A similar survey carried out in 21 communities on the shores of Lakes George, Lake Edward, Lake Albert and the Albert Nile reported HIV infection rates in excess of 20% among fishers in those communities.³⁶ The nature of work and lifestyle choices amongst fisherfolk make them a hard-to-reach group and it is estimated that only 15% of the fishermen in Uganda has access to ARV's and other related services.³⁷ GoU has identified HIV/AIDS as a cross-cutting issue in all its development activities.

Water and sanitation

The Ministry of Water and Environment (MWE) is the responsible line Ministry for water-related issues. According to the Water and Environment Sector Performance Report 2011, around 65% of the population has access to safe water (65% of the rural population and 66% in the urban areas). Access to improved sanitation in the rural households is 70% while in the urban areas it has increased to 81%. The major challenges encountered in the sector include inadequate government funding, inadequate capacity of the local governments to deliver sector services, continued degradation of forests, wetlands and water resources, mainly through the effects of climate change and various unsustainable exploitation practices such as encroachment, deforestation and pollution. Most of these problems can be attributed to increasing economic activity coupled with rapidly increasing population³⁸.

Education

The Ministry of Education and Sports (MoES) has the overall ministerial responsibility for the education sector in Uganda. The Government White Paper on Education (GWPE 1992) underpins the current education sector policy. Uganda has made great strides in expanding access to primary education and thus towards the global goal of ensuring that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

³³ Accountability for maternal, Newborn and Child survival - count down countries sorted by average annual rate of reduction 2000–2010

³⁴ Uganda Ministry of Health and ICF International. 2012. 2011 Uganda AIDS Indicator Survey: Key Findings. Calverton, Maryland, USA: MOH and ICF International.

³⁵ The Crane Survey Report: High risk group surveys conducted in 2008/2009 Kampala, Uganda. Makerere University School of Public Health, PREPFAR, CDC and MoH, 2010.

³⁶ <http://www.hst.org.za/news/uganda-high-hiv-aids-levels-among-fishing-communities>

³⁷ National AIDS Strategic Plan 2011/2012–2014/2015. Uganda AIDS Commission, December 2011.

³⁸ Water and Environment Sector Performance Report, Ministry of Water and Environment, September 2011.

Uganda has achieved an enrolment rate in primary schools of over 96% (96% boys; 96.5% girls), nearing universal primary education. It is thus within Uganda's reach to achieve the MDGs for education. The achievement of MDG 2 (to ensure that all boys and girls complete a full course of primary schooling) and MDG 3 (to eliminate gender disparity in primary and secondary schooling no later than 2015), will have a profound impact on the lives of millions of Ugandan children, and will have direct positive influence on all other MDGs and critical development targets.

However, approximately only one half of enrolled students actually complete a full course of primary education (numbers from 2009) and out of the students who do finish primary school, only about one half goes on to get a secondary education³⁹. Furthermore, crowded classrooms remain a problem and are very likely to deteriorate the quality of education with the national pupil-teacher ratio in primary schools, which was 48 in 2011. The pupil-classroom ratio (PCR) was even higher, 57,⁴⁰ but decreased from PCR of 74 in 2005.⁴¹ When presenting the budget for the 2013/14 fiscal year, the Government put emphasis on improving education quality in the country.⁴² Spending on education will increase from 1.67 trillion shillings in the 2012/13 fiscal year to 1.8 trillion shillings on the 2013/14 budget, an increase of 2% when adjusted for inflation.

Vocational training

Vocational training in Uganda is under the umbrella of Business, Technical and Vocational Education and Training (BTVET) and embedded in the overall education policy framework (The Government White Paper on Education 1992) in the Ministry of Education and Sports. Some important sector reforms have taken place in recent years to orient BTVET towards employment and national economic needs, notably the BTVET Act of 2008, and the establishment of the Uganda Vocational Qualifications Framework (UVQF) in 2010.

The present BTVET only caters for a narrow range of occupations and does not address skills needs in modern and emerging productive sectors. Available studies and labour market indicators point to unmet skills demand in, amongst others, the hospitality industry, ICT sector, business management and financial sector, mining and engineering, oil and gas, and environmental technologies. Another major challenge across the BTVET system is the lack of practical competencies of graduates.

Due to lack of opportunities, relatively few school leavers – and fewer adults and dropouts – access organized training, in particular through formal BTVET. Currently, public providers accommodate only about 1% of primary seven completers, 3% of O-level and 7% of A-level graduates, and many BTVET institutions run below capacity⁴³.

Adult literacy

The Ministry of Gender Labour and Social Development is the lead agency for Functional Adult Literacy (FAL). The National Action Plan for Adult Literacy (NAPAL) is currently guiding the implementation of FAL activities at national level. It feeds into the National Development Plan (NDP), which is the overall planning framework guiding the national development process, as well as the

³⁹ Keeping Children Alive, Safe and Learning, Unicef Uganda 2011.

⁴⁰ Uganda Education Statistical Abstract 2011, Ministry of Education and Sports

⁴¹ Trend of Key Primary Education Indicators, Educational statistical tables, Uganda Bureau of Statistics, 2009

⁴² See further the Daily Monitor, Uganda Financial Year 2013-2014,

<http://www.monitor.co.ug/News/National/UGANDA+FINANCIAL+YEAR+2013+14+BUDGET/-/688334/1881922/-/item/20/-/15gr43oz/-/index.html>

⁴³ Skilling Uganda, BTVET Strategic Plan 2011–2020, Final Draft – July 2011, Ministry of Education and Sports.

Social Development Sector Investment Plan 2 (SDIP)⁴⁴. The Uganda National Adult Literacy Policy draft is currently before Cabinet for approval. When it comes into law, it will link up the informal and formal educational systems, motivating adult learners to pursue formal education⁴⁵.

According to the National Household Survey 2009/10, adult literacy rate in Uganda has stagnated at around 70%, with 39% of adult women and 19% of adult males reported to be illiterate in 2009. In absolute terms, this translates into 8.9 million adults who are still illiterate. The same survey shows that 17% of household members aged 15 and older did not have formal education, (9.8% male and 24.1% female).⁴⁶

1.4.3 Peace building⁴⁷

The Peace, Recovery and Development Plan for Northern Uganda (PRDP) is a comprehensive development framework by the Government of Uganda. Its influence is twofold. On one hand, it acts as a coordination framework where all donors and government harmonise and monitor all development activities in Northern Uganda. On the other hand, it represents a three-year comprehensive development plan which mobilizes and allocates additional resources to the region in order to ensure economic development among communities in the North. This will bridge the existent gap between the North and the South in terms of economic development. The four main focus areas of the PRDP are: Consolidation of state authority; rebuilding and empowering communities; revitalization of the economy, and peace building and reconciliation. The activities and implementation falling under the PRDP framework are monitored and coordinated at the central level by the Department of Pacification and Development in the Office of the Prime Minister (OPM).

In 2008, a National Action Plan for Uganda on the implementation of the UN Security Council Resolution No. 1325 on women, peace and security⁴⁸ and the Goma Declaration⁴⁹ was published by the Ministry of Gender Labour and Social Development (MGLSD). The National Action Plan, which covers the period 2008–2014, highlights the importance of women’s rights, their participation in peace-building and protection from gender-based and sexual violence.

1.4.4 Humanitarian and emergency assistance⁵⁰

Uganda faces a number of humanitarian and emergency issues. Being a part of a volatile region, external challenges remain the influx of refugees from the neighbouring countries in recent years, especially from the Democratic Republic of Congo (DRC) and South Sudan.

Ugandan forces continue to form the backbone of the African Union force in Somalia (AMISOM), which in 2011 went on the offensive against the extremist Al Shabaab militia. In retaliation, Al Shabaab has repeatedly threatened to mount further terrorist attacks within Uganda. In September 2011, some of those alleged to have committed the July 2010 bombings (which killed over 70 civilians and were allegedly ordered by Al Shabaab) went on trial in Kampala.

⁴⁴ National Action Plan for Adult Literacy (NAPAL) 2011/12–2015/16, Ministry of Gender, Labor and Social Development, August 2011.

⁴⁵ Uganda National Adult Literacy Policy (draft). Ministry of Gender, Labor and Social Development, May 2012.

⁴⁶ Uganda National Household Survey 2009/2010, Uganda Bureau of Statistics, November 2010.

⁴⁷ Peace, Recovery and Development Plan for Northern Uganda (PRDP). Office of the Prime Minister (OPM).

⁴⁸ And subsequent UNSC resolutions on women, peace and security.

⁴⁹ The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region

⁵⁰ Uganda Humanitarian Profile 2012, UNOHCA. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

Apart from the influx of refugees and internally displaced people, vulnerability to natural disasters has been a key humanitarian concern in Uganda in past years. This has affected the regions disproportionately, with the Eastern regions of Karamoja and the Teso region suffering the most.

The Elgon and Teso sub-regions are vulnerable to floods, being compounded by unpredictable weather patterns, and have seen their people suffer from landslides and floods. The Karamoja region has the lowest human development indicators in the country, with nearly 80% of the population experiencing some degree of food insecurity, due to unreliable rainfall, and malnutrition rates remain high. However in recent years (data from 2011) only about 10% of the population was deemed to require food assistance, with possible urgent gaps in the areas of school feeding, nutrition and animal health.

The Acholi sub-region is still recovering from the two decades of civil war. Five years after the signing of the cessation of hostilities agreement between GoU and the Lord's Resistance Army (LRA) residual Internally Displaced People (IDPs) still persist. More than 98% of the 1.8 million IDPs who lived in camps at the height of the conflict have returned to their areas of origin, or have resettled in new locations. However, most IDPs have returned to areas offering few basic services such as water, health care and education. Current and planned efforts notwithstanding, there is a general agreement that it will take many years to rehabilitate northern Uganda. The government and its international partners did not start to implement recovery programmes until 2008, and their impact is yet to be fully observed.

Western Uganda and the West Nile region are home to a significant number of refugees, both internally displaced people from the conflict in the Acholi sub-region and refugees coming over the border from the Democratic Republic of Congo and South Sudan. West Nile also hosts refugees from the Sudan and Rwanda. With the on-going hostilities in the east of the DRC, it is unlikely that people will be returning home in the near future. The discovery of oil reserves in western Uganda could also increase political tensions within the local communities, where opposition can rise over land rights and forced displacement.

1.4.5 Cross-cutting issues

Gender equality

The Ministry of Gender, Labour and Social Development (MGLSD) has the overall responsibility for gender issues in Uganda. Gender disparities still remain high with Uganda having a gender indicator of 0.577 and ranking number 116 among the world's countries, which demonstrates that there are still large disparities between men and women. Uganda has reached the point of enrolling over 90% of children in primary schools and although the drop-out rate is high (around 50%) it is not higher for girls than boys. Only 9% of women over the age of 25 have finished secondary education against 20% of men. Women's participation in the labour force is 78% against 90% for males, and women hold 37% of the seats in Parliament (all numbers from 2010). The burden of childbearing and motherhood weighs heavily on women; the maternal mortality ratio is high (310 per 100,000 live births), access to contraceptives is low (24%) and the fertility rate is amongst the highest in the world (6.2). Gender has been a cross-cutting issue in government policies for over a decade but still there are significant challenges for Uganda to achieve gender equality.⁵¹ The Government of Uganda set a five-year National Action Plan on Women in 2007, where priorities in the field of peace-building, conflict resolution and the rights of women and girls to a life free from violence is set out.

⁵¹ All numbers are from UN Human Development Report 2011, unless otherwise stated.

Environment

The Ministry of Water and Environment (MWE) has the overall responsibility of the environmental sector in Uganda. Four autonomous agencies operate within the ministry: the National Forest Authority (NFA), the National Environmental Management Authority (NEMA), the National Water and Sewerage Cooperation (NWSC) and the Climate Change Unit (CCU). Each agency is the responsible authority for the regulatory functions and activities within their respective sectors.

According to NEMA (2007), the country is currently experiencing environmental issues including soil degradation, fast-dwindling natural forest reserves and wetlands, and the associated general loss of biodiversity. There are also reported critical energy shortages (fuel-wood and other types), air and water pollution, especially in urban areas, water shortages in some areas, including the lowering of water levels of key water bodies, and prolonged drought. All of these environmental issues can be associated with climate change and their magnitude varies in different parts of the country.⁵²

Human rights

The Uganda Human Rights Commission (UHRC) serves to monitor and advance human rights in Uganda. The UHRC is a body established under the 1995 Constitution Article 51 under the Bill of Rights found in Chapter four of the Constitution. It is based on the Paris Principles which are the guidelines for the establishment of a national human rights institution. Its mandate is spelled out in Article 52 of the Constitution. The decision to establish a permanent body to monitor the human rights situation in the country was in recognition of Uganda's violent and turbulent history.

As outlined in the UN Country Team submission to the Uganda UPR of the UN Human Rights Council in 2011, the overall human rights situation in Uganda remains mixed. According to the UN in the said submission, progress has been made in areas such as combatting discrimination against women and increasing their protection, and the Government in general deserves to be commended for its receptive attitude toward refugees. Limited incidences of violence took place during the 2011 elections, which marked an improvement over past electoral periods. However, human rights concerns remain prominent in Uganda according to the submission; the unstable situation in many areas, particularly in the north, has undermined human rights developments and disarmament operations resulted in grave human rights violations. Several groups in Uganda still face discrimination, including persons with disabilities, sexual minorities, indigenous minority groups, women and children. Human rights issues, including the rights of specific minorities continue to be on the agenda in the dialogue between the Government of Uganda and international partners, including Iceland (see section 2.1).

⁵² NEMA State of Environment Report for Uganda, 2006/07. National Environment Management Authority, Kampala, 2007. Authority, Kampala, 2007.

2 Iceland’s Development Cooperation in Uganda – principles and historical background

Summary: Iceland’s development cooperation with Uganda commenced in 2001. The agency has extensive experience working in partnership with Uganda in the areas of Functional Adult Literacy, Community Development and fisheries-related programmes. The future cooperation will build upon lessons learned, emphasizing local ownership and sustainability.

2.1. Iceland’s international development cooperation – policy framework

A Parliamentary Resolution on the Strategy for Iceland’s International Development Cooperation for the period 2013–2016 was prepared by the Ministry for Foreign Affairs (MFA) and adopted by Althingi (the Parliament) in March 2013. This four-year strategy sets out priorities and values in Iceland’s international development cooperation and identifies, among others, partner countries, priority sectors and multilateral organizations Iceland aims to cooperate with during the period. Gender equality and environmental sustainability are cross-cutting issues in the Strategy and shall be taken into consideration and integrated in all development efforts. A policy for gender equality in Iceland’s International Development Cooperation for the period 2013–2016 was published in 2013. Furthermore, in 2012 ICEIDA published guiding principles for addressing environmental issues in its projects. Iceland has also published its second National Action Plan on the implementation of UN Security Council Resolution No. 1325 on women, peace and security,⁵³ which covers the period 2013–2016.

ICEIDA is responsible for the delivery of Iceland’s bilateral development cooperation in accordance with Act No. 121/2008 on Iceland’s International Development Cooperation Act, Regulation No. 894/2009 and the Strategy for Iceland’s International Development Cooperation 2013–2016.

The MFA is responsible for Iceland’s multilateral cooperation and may complement the activities of ICEIDA by entering into partnership with multilateral donor organizations or NGOs operating in Uganda, focusing on issues identified by the Ugandan government and within the terms of the Strategy.

The Strategy also identifies the possibility to provide support in the field of Iceland’s focus sectors to regions or specific areas. In January 2013, ICEIDA and the Nordic Development Fund (NDF) launched a new project to support geothermal exploration in East Africa. The project is the initial phase of the Geothermal Compact partnership, initiated jointly by Iceland and the World Bank. The geothermal potential in Africa is mainly in the East Africa Rift Valley States (EARS). The main objective of the project is to assist all EARS countries in completing the exploratory phase of geothermal development and build capacity and expertise in the field of geothermal utilization and related policy. Activities funded by the project will be based on specific requests from governments in the region. Uganda is one of the countries with geothermal potentialities.

Iceland hosts four United Nations University Training Programmes; the UNU Geothermal Training Programme, the UNU Fisheries Training Programme, the UNU Land Restoration Training Programme and the UNU Gender Equality Studies and Training Programme. The UNU programmes offer six months’ post-graduate training for practicing professionals from developing countries in the fields of geothermal energy, fisheries, land restoration and gender equality. Fellows from Uganda are invited to participate in the training programmes and thereby build capacity in the respective fields.

⁵³ And subsequent UNSC resolutions on women, peace and security.

In case of emergencies such as natural disasters, the Icelandic government will respond through the MFA, either by seconding personnel to/or financing the efforts of multilateral institutions and/or non-governmental organizations.

The above strategy identifies international development cooperation as one of the key pillars of Iceland's foreign policy. The guiding principles for development cooperation are responsibility, credibility and results. The Strategy builds on the Millennium Development Goals (MDGs), focusing on the fight against poverty and hunger. The strategy highlights human rights, with concern for the rights of minorities, such as religious, ethnic and sexual (e.g. LGBT individuals and groups) minorities and people with disabilities. It focuses on gender equality, democracy, peace and security.

In accordance with the above, the aim of Iceland's international development cooperation is to reduce poverty and raise living standards by supporting the national development plans of its partner countries.

ICEIDA aligns its development efforts with international agreements and declarations, in particular the MDGs. In addition, ICEIDA strives to make use of Iceland's knowledge and comparative advantage in the utilization of natural resources, particularly fisheries and geothermal energy. ICEIDA adheres to the Paris Declaration on Aid Effectiveness, the Accra Agenda for Action, the Busan Partnership Agreement, and is actively incorporating the principles of these into its operational procedures. ICEIDA focuses on particular regions in the partner countries and works primarily with local governments. This is appropriate given the relatively small size of ICEIDA's funding.

2.2. *Iceland's development cooperation in Uganda*

Icelandic development cooperation with Uganda was launched in 2001, when a General Development Cooperation Agreement between the countries was signed. The opening of an Icelandic Embassy in Kampala in June 2004 further strengthened the relations between the countries. From the beginning the main focus of development cooperation between the two countries has been on functional adult literacy, supporting fishing communities and projects related to fish quality assurance, where Iceland is seen as having a comparative advantage.

Initially, the functional adult literacy programme (FAL) focused on supporting the local government in Kalangala district in delivering key literacy competencies. Kalangala is an island district and classified as a hard-to-reach area with low service delivery. At national level, ICEIDA worked with the Ministry of Gender Labour and Social Development (MGLSD) in developing learning materials specifically designed for fishing communities as well as on policy level, supporting a new national policy for adult learning.

The project was later extended to Mukono district, focusing on the island sub-county of Buvuma, which is also a hard-to-reach area where the primary livelihood is fishing. The lessons learned from these two projects have been used to develop learning materials for beach management units (BMU's) utilized to train BMU's in Kalangala, Buvuma and selected districts around lake Kyoga and Albert as a part of the on-going Quality Assurance for Fish Marketing Project (QAFMP).

Support to fish quality assurance has been an on-going theme in ICEIDA's development cooperation with GoU. The renovation of the fish quality laboratory in Entebbe (during 2003–2009), established the capacity of the competent authority (the Department of Fisheries) to deliver quality assurance services and issue internationally recognized fish quality certificates.

The Quality Assurance in Fish Marketing Project (QAFMP) is an intervention that focuses on improved infrastructure, training of fisheries officers and BMU committees to improve the upstream

quality chain in fish handling at selected landing sites around lakes Kyoga and Albert. The project is hosted in the Department of Fisheries under the Ministry of Agriculture, Animal Industry and Fisheries (MASAIF). This project took off in 2005 and is on-going.

ICEIDA is now focusing on a programme-based approach in its aid delivery with a more holistic support to districts with significant fishing communities. Support has been provided to the District Development Plan (KDDP) in Kalangala District for the past six years. The overall aim of the project is to support the local government in implementing the district development plan, focusing on the four sectors of administration, fisheries, education and health. In the second phase of the KDDP support (2011–2015), funding and implementation is channelled through the existing local mechanisms and the role of ICEIDA is that of financing the programme and technical assistance.

The small-medium enterprise (SME) Entrepreneur Development and Training Programme, executed by the Uganda Investment Authority (UIA) has been in place since 2007. After the initial materials development phase, which was supported by Icelandic technical assistance, the programme has been hosted and run by the UIA with basket funding from ICEIDA and more recently with added support from the Belgian Technical Cooperation (BTC).

ICEIDA, together with two Nordic development partners (Norway and Denmark), has collaborated with the Ministry of Water and Environment (Climate Change Unit, CCU), and the Ministry of Gender, Labour and Social Development in addressing the challenges of climate change. The short training course on Gender and Climate Change aims to advance gender responsive policy and practice when addressing the challenges of climate change.

ICEIDA supported the Ministry of Energy and Mineral Development (MEMD) in the period 2004–2006, by providing technical assistance and funding in evaluating the potential of known geothermal resources in the country as exploitable sources of energy.

Support has been provided to various NGOs and local CSOs complimenting ICEIDA's development strategy in the country on a continuing basis throughout the period.

2.3. Lessons learned

The preparation of the CSP involved a detailed review and analysis of on-going and prior interventions implemented by ICEIDA in Uganda. The aim was to objectively identify the key lessons learned from both successes and failures, providing the foundation with increased effectiveness and efficiency in future interventions. The lessons learned focus on four areas: *capacity building support, mode of delivery/aid modalities, incorporation of cross-cutting issues and Donor harmonization and alignment with partner/priority country programmes and procedures.*

This chapter offers a general outline of the lessons learned (for a more comprehensive analysis see Annex 5):

Capacity building support

- ICEIDA's support has had a strong focus on building local capacity. Capacity building is a long-term task and often difficult to measure. One of the lessons learned is that an assessment of the capacity needs is essential in the preparation phase of the support to avoid ad-hoc decisions. At the same time, flexibility is needed to respond to capacity-building needs that will come up throughout the implementation phase.
- Building local capacities enhances the participation and strengthens ownership and prospects for sustainability.

Mode of delivery/aid modalities

- ICEIDA has mainly used project-based support to implement its programme in Uganda. It has found that project implementation serves to ensure timely release of funds, implementation of activities and clear accountability.
- It has proven important to clarify and articulate the division of roles, responsibilities and expectations between partners in a Memorandum of Understanding before a project enters the implementation phase, in order to avoid misunderstandings and false expectations.
- In project funding, accountability is focused on the resources of the funding agency (ICEIDA) and the contribution of local partners becomes secondary and not always accounted for comprehensively. Mechanisms to capture the contribution of local partners need to be in place.
- It is important that local partners do not view donor support as a replacement for locally budgeted activities.
- Partnering with local CSOs was found to be vital for the success of community-driven development at grassroots level.
- Throughout the period, project implementation has been hampered by the lack of a comprehensive and well-thought-out M&E strategy together with structures to support it.
- An overall exit strategy should be a more integral part of the project planning cycle from the beginning. A gradual phase-out process is critical for sustainability.

Incorporation of cross-cutting issues – gender equality

- Even though most of the development activities supported by ICEIDA until now have addressed gender equality, the objective has been left aside most of the time and has not been given priority in the implementation process.
- It is important that both women and men have equal opportunities to influence, participate in and benefit from Iceland's development cooperation. Therefore, Iceland stresses that gender equality is systematically promoted in all development efforts through direct actions and well defined indicators.

Incorporation of cross-cutting issues – environment

- Development activities supported by ICEIDA so far have not been reported to have had a negative impact on the environment. The issue of the environment and environmental sustainability may however not have been addressed strongly enough in the past.
- Environmental sustainability is a key component of Iceland's Development Strategy. All activities to be supported by ICEIDA in the future will be planned with the aim of minimizing negative environmental impact and will be actively monitored and controlled through appropriate indicators.

Donor harmonization and alignment with partner/priority country programmes and procedures.

- It is important that the GoU has a strong policy commitment towards the fisheries sector and sustained support is necessary for the growth and development of the fisheries sector in Uganda.
- ICEIDA has strongly aligned its project interventions to GoU development objectives. This has fostered collaboration and support between the partners in the implementation of FAL.
- Absence of a strong institutional framework at the national level and the lack of a national policy is a major challenge to the long-term sustainability of FAL activities. ICEIDA could have channelled more resources to support the policy-making process instead of providing continued support at the local level.

In general, many lessons have been learned from previous development activities, both successes or failures, and this will be taken into consideration in future cooperation between Uganda and Iceland. The main lessons are related to partner capacity, ownership, sustainability and results management. Uganda's national systems will be used in all aid delivery and they will be at the forefront in development programmes/projects supported by Iceland. In order to ensure further sustainability, emphasis will be placed on capacity development, both at the local and national level. Regarding results-based management, it will be emphasized that the partners establish a clear framework to manage development results – a framework based on national systems. Baseline studies, including gender analysis and environmental impact, shall be part of the planning process for all development activities supported by ICEIDA.



3 Uganda Country Strategy Plan (CSP)

Summary: Through this CSP, support will mainly be provided to two districts, Kalangala and Buikwe, with focus on services to improve livelihoods in fishing communities by way of economic infrastructure investments in fisheries and social infrastructure investments in water supply, basic healthcare, primary and vocational/skills education and training.

The CSP outlines both the plan and the process to be used to provide strategic direction in the development, implementation, evaluation, monitoring and accountability of Icelandic development support to a partner/priority country. This first CSP prepared by ICEIDA – Uganda was put together with extensive consultations that involved relevant stakeholders. It takes into consideration Uganda Government priorities set forth in the Vision 2040 and National Development Plan 2010–2015 and Icelandic Government policies that govern Iceland’s strategy for international development cooperation 2013/2016.

The outcome of these consultations was that Iceland’s support will primarily be at the district level. Districts with a substantial fisheries sector will be prioritized and a particular focus placed on improving the livelihood of people in fishing communities. District authorities will serve as implementation partner and interventions at central government level will support the primary focus.

Key indicators in focus districts ⁵⁴	Buikwe ⁵⁵	Kalangala	Uganda
Population in 2012	429,600	66,300	3,413,1400
Average household size	N/A	2.6	5.3
Life expectancy	N/A	44.4	50.4
Poverty head count (%)	N/A	8.0	27.2
Adult literacy	N/A	58.4	72.5
Primary school net intake rate	61	51	70
Primary school net enrolment rate	90	49	96
Routine immunization rates for DPT3	76	134	90
Latrine Coverage in households (%)	90	87	71
Deliveries in Health Facilities (%)	76	18	39
Water supply per person (m3)	0.9%	36.2%	12.0%
No. of fishing boats in 2012	1,487	4,619	N/A
Number of fishermen	3,675	10,115	N/A
Fisherman as a % of the population	0.9%	15.3%	N/A

3.1. Vision

Iceland’s development cooperation with Uganda will be directed towards reducing poverty and improving livelihoods amongst some of the poorest communities in Uganda. Iceland will support the Government of Uganda in achieving the Millennium Development Goals (MDGs) in line with the country’s development priorities.

⁵⁴ Data from UBOS Statistical Abstract 2012, Profiles of the Higher Local Governments UBOS 2009 and National Report of the Frame Survey 2012 on the Uganda side of Lake Victoria

⁵⁵ New district with limited available data

3.2. Priority areas for activities

3.2.1 Capacity building at district government level

- ICEIDA has in the past six years supported the local government in Kalangala District focusing on administration, fisheries and education. Focusing on the district has proven to be a successful development approach to be continued, and the Government of Uganda has now selected Buikwe District as an additional and new partner for ICEIDA in a similar development cooperation.

Expected outcome: Increased administrative and managerial capacity of target district authorities and other selected service delivery agencies (SDAs).

3.2.2 Capacity building at central government level

- ICEIDA's development cooperation in Uganda focuses primarily on support to local government at district level. However, in situations where activities at district level are depending on central government involvement, ICEIDA will consider support at central government level in areas relevant to the primary focus areas such as policy, legal framework, resource management and capacity building.

Expected outcome: Increased administrative and managerial capacity at central government level in areas relevant to the primary focus areas of ICEIDA's development activities at district level.

3.2.3 Fisheries

- Uganda's National Development Plan (NDP) recognizes fisheries as one of the primary growth sub-sectors of the agricultural sector. ICEIDA has a decade of experience in providing support to development in fisheries, in particular in quality assurance and improvements of fish products. Fisheries will continue to be an important component of the Icelandic development support with a focus on livelihood in fishing communities and product quality.

Expected outcome: Improved livelihood in fishing communities through better fish quality and sustainable and increased income from fisheries in target districts.

3.2.4 Social infrastructure

- **Education:** The focus will be on basic primary and adult education in addition to developing professional expertise through vocational and skills training with specific attention given to the capacity building of Beach Management Units (BMUs) in fishing communities.

Expected outcome: Enhanced basic education of children and adults as well as elevated technical skills related to fisheries, and possibly other livelihoods, in the community.

- **Health:** The focus will be on improving access to basic health services, specifically maternal and child health, HIV/AIDS prevention and care, as well as availability of potable water and sanitation facilities.

Expected outcome: Improved delivery of basic health services, HIV/AIDS prevention and care and decreased frequency of waterborne diseases.

3.2.5 Cross-cutting themes:

- **Gender:** Development activities based on the participation of both men and women, who take the interests of gender into account, are more likely to generate sustainable results. Gender equality is therefore a cross-cutting theme and shall be taken into consideration in all development activities. Gender analysis will be part of all planned initiatives and gender responsive budgeting shall be promoted. Attention will be given to enrolment and completion in primary education, to gender aspects in water supply, to maternal health, and to gender relations in the value chain in fisheries.

Expected outcome: Enhanced gender equality in targeted communities.

- **Environment:** Iceland’s development cooperation is based on the principles of environmental sustainability. ICEIDA will focus on environmental sustainability in the preparation and implementation of development activities in accordance with ICEIDA’s Guiding Principles for Environmental Issues. Possible environmental impact as a result of ICEIDA’s development activities will be assessed and mitigated.

Expected outcome: Minimal negative environmental impact as a result of ICEIDA’s development activities.

In consultation with the MoFPED, Buikwe District was selected as the second partner district for ICEIDA’s development cooperation in Uganda, following Kalangala District. Buikwe District has a vibrant fisheries sector and, although it is newly formed, it has a good infrastructure and personnel, inherited from the mother district Mukono, that can implement ICEIDA-supported development activities. ICEIDA’s interventions will be aligned with the overall national development plans and more specifically with Buikwe District development plans. The partnership with the district will be based on a Programme Based Approach (PBA).⁵⁶

3.3. Implementation plan

3.3.1. Modalities and delivery mechanisms

Iceland’s development cooperation with Uganda will be focused on working at a district level with significant fishing communities, where Iceland has a comparative advantage, as well as interventions at central government level which support the primary focus.

To ensure efficiency and cost effectiveness, ICEIDA will primarily adopt a Programme Based Approach (PBA), where coordinated support for a locally-owned programme of development, such as a national or district development plan, is applied. Through PBA, the donor is committed to use the partner country’s own systems to the fullest extent possible, complemented by efforts to strengthen their systems and thus reduce transaction costs of external support and strengthen local ownership.

The adoption of the PBA modality demonstrates ICEIDA’s commitment to efforts to increase the use of local systems, to use a single comprehensive programme and budget framework, and to ensure that leadership is in the hands of the partner for strengthening capacity and enhancing ownership.

⁵⁶ The OECD-DAC definition of PBAs is aid that shares the following features: (i) leadership by the host country or organization; (ii) a single comprehensive programme and budget framework; (iii) a formalized process for donor coordination and harmonization of donor procedures for reporting, budgeting, financial management and procurement; and (iv) efforts to increase the use of local systems for promoting design and implementation, financial management, monitoring and evaluation.

This is in line with the Paris declaration on aid effectiveness and Uganda’s own efforts to improve aid coordination.

The adoption of PBA is expected to eventually make aid delivery more effective and efficient so that ICEIDA’s relatively small contribution in the national context will make a significant impact at district level. The programme(s) will be hosted within the national context of the GoU in the line ministries with a tripartite Partnership Agreement between ICEIDA, the responsible line Ministry and the District Local Government(s).

Other delivery mechanisms that ICEIDA has adopted and will continue engaging in are direct support to local NGOs and CBOs, and basket funding.

3.3.2. List of stakeholders and beneficiaries

In the implementation of this CSP, ICEIDA will be working with numerous stakeholders and beneficiaries, including:

- At central government level – the Ministry of Finance, Planning and Economic Development (MOFPED), Ministry of Local Government (MoLG) and other line ministries that are relevant to the sectors of ICEIDA supported programmes.
- At local government level – district authorities, beach management units (BMUs), other relevant community service organisations (CBOS).
- Local communities - to ensure local interest, participation and ownership of projects, all major stakeholders, at grass root level as well as local and central government, will be consulted at appropriate points in time in the course of programme and project development.
- Other Stakeholders - vocational training institutes and private entities at district level, other relevant service delivery agents (SDA).



4 Implementation and Management

Summary: Implementation and management structure assumes partnership with defined spheres of responsibilities. The Programme will be executed at district level, under the organisational structure of the Government of Uganda. ICEIDA's main responsibility is providing funding, guidance and implementation support as agreed. The responsibility of the partner is to implement according to agreed objectives and procedures.

The proposed approach of the CSP places the responsibility of managing activities at district level through the existing local government structures or other relevant SDAs. No parallel Project Implementation Unit (PIU) will be established. ICEIDA's role will be to finance the programmes and provide technical assistance as agreed with its development partners. Technical assistance will be mainly in the form of expert consultants or trained personnel for capacity development. The actual management of the programme as a whole is elaborated on in the forthcoming programme document(s) that will be aligned to this CSP. The communication channels between the partners will be formal and regular, and the reporting of activities structured.

4.1. Roles and responsibilities

All activities will be based on an agreement and will include stated objectives, description of scope of responsibilities, a budget and work plan for a set time frame, and Standard Operational Procedures (SOPs). Both parties agree that these will be guiding principles for all activities.

4.1.1 Responsibilities of ICEIDA

ICEIDA will provide funding and technical assistance to the programme(s) against district delivery of outputs, to be formulated in the project documents for the respective intervention.

ICEIDA will engage in a constructive dialogue and provide monitoring and evaluation support to activities planned and undertaken, to ensure that they are in conformity with the objectives prescribed. Special attention will be given to baseline data, which establishes a foundation from which to measure change. ICEIDA will adopt and use the principles of results-based management in all its development activities. In matters regarding the general management and administration of the programme, ICEIDA is the first point of contact to the Government of Iceland.

4.1.2 Responsibilities of the partner(s)

The partner will implement the activities set out in the work plans to generate the outputs prescribed for it in the Main Programme Documents and agreed Project Cycle and Flow of Funds.

The partner will prepare work plans and budgets for those, utilizing the resources provided by ICEIDA and the GoU in the most efficient manner and in compliance with existing national laws and policies, the GoU partnership principles, NDP and the requirements of the local government regulations, where particular attention is to be given to the national policies and strategies for decentralization.

As part of its counterpart funding, the partner will provide office accommodation and the support staff necessary to deliver the outputs identified above.

4.1.3 Responsibilities of GoU

The GoU will ensure that the programme is included in the national budget process and articulations and is adequately represented in the national budget.

The relevant government entity will participate in programme implementation and management to ensure that the programmes are aligned to GoU policies and procedures.

The GoU will ensure that the programme will have access to technical expertise available in the relevant central government institutions.

5 Risks

Summary: A number of internal and external risks may impede the implementation of the strategy or have a negative influence on the achievement of results. These can be mitigated through careful planning and monitoring efforts.

5.1. Political and economic risks

Both countries face political and economic risks that could lead the CSP off track. The government of Iceland is committed to meet its obligations in its development cooperation. Political and/or economic changes in Iceland may put this at risk.

Negative development of the political, social and economic environment in Uganda, including compliance with international agreements on human rights, gender equality and environmental considerations may adversely affect the development cooperation between Iceland and Uganda.

5.2. Policy risks

The point of reference for the Country Strategy Plan is the Ugandan Vision 2040 and the National Development Plan in effect from 2010 to 2015, as well as relevant sectoral development plans. It is assumed that the policy frameworks to guide sector programme development by ICEIDA are in place.

5.3. Administrative risks

ICEIDA's partners for the implementation of the CSP are local government authorities at district level.

The current GoU decentralization policy has seen a rapid proliferation of districts, from 56 in 2001 to 112 in 2012, and a further increase in the number of districts is planned for. This may adversely affect the implementation of Iceland's cooperation with Uganda in case a focal district is split up in this process.

5.4. Sector specific risks: fisheries

The implementation of the CSP is dependent on the status in the fisheries sector at any given time. This includes availability of the resource, the status of demand and the market for fish products as well as social, economic and environmental issues.

6 Monitoring and evaluation

Summary: Monitoring and Evaluation (M&E) practices of the CSP are part of results-focused management. Both parties assume responsibilities for M&E and agree that such practices be built into the project cycle with adequate funding and staffing commitments.

6.1. Planning for results-based M&E

The planning for M&E will be an integral part of the overall work of programme management and will be designed to address the needs of the country office and partners at national and sub-national levels. The planning for M&E began at the formulation stage of the CSP, based on the results framework. The plan will be articulated during programme/project preparation process, particularly through the design of the logframe. The logframe will clearly analyse and demonstrate the “cause and effect” and “means to end” relationships underlying the programme intervention logic or results chain and the assumptions about how particular lower-level activities or objectives will lead to higher-level results.

Based on the logframe, the M&E Plan will elaborate the results framework; identify and refine the results indicators to monitor and evaluate; establish baseline data on indicators and set results targets; develop an action plan to monitor results and conduct evaluations; design the learning, reporting and use of findings; and clarify the monitoring and evaluation budget. The plan will provide for compliance with international best practice such as OECD–DAC M&E principles and guidelines, and harmonization and alignment with country-led M&E systems in accordance with the Paris Declaration. Overall the M&E strategy will address the following:

- Progress towards results with greater focus on outputs and outcomes.
- The attribution of the contribution of ICEIDA to the outcomes through outputs generated by programmes and projects.
- Assessment of impacts.

The three elements above will represent the minimum scope for M&E and additional elements may be added where needed for management and analysis, while ensuring the scope is realistic in view of available capacities.

6.2. Monitoring

Monitoring will involve regular collection and analysis of information to track the implementation and to measure the performance of the programme against its expected results. The purpose and scope of the results-based monitoring will go beyond looking at what projects deliver. In addition, it will provide information that supports the immediate needs of making decisions and taking action, contribute to long-term knowledge building through learning, and provide quality information and data for evaluation. In line with the overall M&E strategy, the scope of monitoring will put more emphasis on results monitoring, focusing on outcomes and outputs, without ignoring implementation monitoring concerned with inputs and activities. Within this scope, the monitoring of indicators will be at three levels:

- Monitoring of impact indicators at the country/sub-national level based on existing data in national and sector reports, with the help of the UNDP Human Development Index Reports on Uganda, and using data/information from evaluations.
- Monitoring of outcome indicators at the programme level and reported on every two years using existing information and data generated by country-led M&E systems, and from programme M&E system and surveys.

- Monitoring of output indicators at the programme/project level and reported on annually based on cumulative quarterly progress reports, joint field validation visits, participatory annual reviews, and implementation monitoring focusing on inputs and activities.

6.3. Evaluation

Evaluation will entail an assessment of on-going or completed programme intervention to determine its relevance, efficiency, effectiveness, impact and sustainability. The five elements will constitute the standard evaluation criteria in line with OECD-DAC guidelines. The purpose of evaluation is to incorporate lessons learned into the decision-making process, particularly with regard to adapting the intervention strategy of an on-going programme, and to guide the future programming initiative. The scope of the evaluation will include the following:

- Internal reviews conducted every two years focusing on assessment of progress on outcomes.
- External midterm reviews conducted half way through the programme.
- Final evaluation carried out at the end of the programme.

6.4. Participation

The conduct of M&E will use participatory monitoring mechanisms to ensure commitment, ownership and follow-up and feedback on performance. The M&E plan will provide for joint monitoring missions to validate reports and joint reviews. The level of participation and depth of analysis in the joint reviews will depend on their purpose and scope; the annual reviews that focus on outputs will take the form of programme steering committee meetings where a few key partners are represented, while periodic reviews that assess progress towards outcomes may involve partners and a wide range of selected stakeholders in one meeting or series of meetings.

6.5. Partnership

The M&E strategy recognizes the need to establish strategic partnerships with other relevant public institutions to strengthen the programme M&E system in areas where it has expertise and comparative advantage, particularly in establishing baseline data for indicators, conducting light surveys to monitor outcomes and in supporting statistical capacity-building efforts of partner district(s). These include Uganda Bureau of Statistics (UBOS), National Fisheries Resource Research Institute (NAFIRRI) and other similar institutions, such as academic institutions.

7 Communication

Summary: The programme will benefit from the use of an aligned and harmonized communication strategy based on the existing structures and arrangements that are owned and led by the partner country, adapted to address their information needs, and at the same time address the needs of ICEIDA and other development partners.

The channels of communication of the programme will be based on the existing structures at central government and district levels. The basic lines of communication between ICEIDA and Government of Uganda will be at three levels.

The first level - is the overall agreement based on the CSP, made between the ICEIDA Country Director and the Permanent Secretary/Secretary to the Treasury in the Ministry of Finance, Planning and Economic Development.

The second level - will be on the overall programme coordination, and monitoring and evaluation that will be made between the ICEIDA Country Director and the Permanent Secretary of the coordinating ministry (Ministry of Local Government).

The third level – will be at the programme/project management and implementation level, made between the ICEIDA Country Director and the Chief Administrative Officer(s) (CAO) of the partner district(s).

Based on this, a more detailed communication strategy, which stipulates the roles and responsibilities of the respective actors, will be drawn up as a part of any future programme development.

8 Budget

The budget provisions for this CSP include financing scenarios to allow for flexibility in implementation to reflect actual annual funding towards Iceland's Development Cooperation as approved in the state budget by the Icelandic Parliament. The various scenarios furthermore allow for response to other internal and external risks that may impede the implementation of the Programme. Known funding for 2013 serves as a baseline, with a mid-case scenario reflecting an approximate 10% annual increase while the high-case scenario reflects an estimated 20% annual funding increase.

Scenario	Financial Year – USD (million)				
	2014	2015	2016	2017	Total
High	4.1	4.6	6.0	7.2	21,9
Medium	4.1	4.5	5.0	5.5	19.1
Low	4.1	4.1	4.1	4.1	16.4

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Annex 1: Policy framework, the National Development Plan⁵⁷

The National Development Plan 2010/11–2014/15 (NDP) stipulates Uganda’s medium-term strategic direction, development priorities and implementation strategies, including government-development partner relations. In line with the National Vision Framework, six (6) five-year NDPs will be implemented over a period of 30 years. The thrust is to accelerate socio-economic transformation to achieve the National Vision of a transformed Ugandan society from a peasant to a modern and prosperous country within 30 years (Vision 2040).

The NDP encourages alignment of aid with national priorities and systems, and addresses issues related to transaction costs, coordination issues, predictability of aid flows and mutual accountability for development results.

The overarching policy of the NDP is to intertwine economic growth and poverty eradication. Policies and strategies are to be focused towards achieving accelerated and sustainable growth in priority areas, the creation of gainful employment and socio-economic transformation for prosperity. It is envisaged that the country will graduate to the middle income segment by 2017.

The theme of the 2010/11–2014/15 NDP is ‘Growth, Employment and Socio-Economic Transformation for Prosperity’. Eight strategic objectives are identified as vehicles to achieve this theme:

1. Increasing household incomes and promoting equity
2. Enhancing the availability and quality of gainful employment
3. Improving stock and quality of economic infrastructure
4. Increasing access to quality social services
5. Promoting science, technology, innovation and information communication technology (ICT) to enhance competitiveness
6. Enhancing human capital development
7. Strengthening good governance, defence and security
8. Promoting sustainable population and use of the environment and natural resources

The plan stipulates that the private sector should remain the engine of growth and development. Meanwhile, the government is to actively promote and encourage public-private partnerships in a rational manner, in addition to undertaking a facilitating role through the provision of a conducive policy, regulatory and institutional framework. The government will continue to pursue outward oriented policies by encouraging foreign investment and exports with high-value addition, as well as pursuing sound macroeconomic policy and management.

The NDP emphasizes the importance of all development partners aligning their support with the priorities outlined in the plan. Furthermore, partners are encouraged to support government programmes through budget support as opposed to initializing and implementing own programmes and projects. While providing support directly to NGOs and to districts outside the government budget is not discouraged, the sharing of information on the activities being funded, as well as the level of support, is emphasized.

⁵⁷ National Development Plan 2010/2011–2014/2015, Ministry of Finance, Planning and Economic Development 2010.

Annex 2: CSP preparations and background

The Country Strategy Plan (CSP) is both the plan and the process used to provide strategic direction in the development, implementation, evaluation, monitoring and accountability of Icelandic development support to a partner/priority country. This first CSP prepared by the ICEIDA – Uganda was put together with extensive consultations that involved relevant stakeholders. It takes into consideration Uganda Government priorities set forth in the National Development Plan 2010–2015 and Icelandic government policies that govern Iceland’s strategy for international development cooperation 2013/2016.

Lessons learned

The preparations for the CSP started in 2011. As this is Iceland’s first Country Strategy being prepared for Uganda it was necessary to review ICEIDA’s development cooperation in the country that spans the period 2001 to 2011. All relevant documents relating to Iceland’s projects and multi-lateral support, project documentation and relevant external and internal reviews and evaluations were reviewed and analysed to expose the successes and failures of past interventions, in order to provide guidance for effective future interventions.

The review focused on four key aspects of ICEIDA interventions in the past: 1. capacity building support, 2. mode of delivery/aid modalities, 3. incorporation of cross-cutting issues and 4. donor harmonization and alignment with partner/priority country programmes and procedures.

The outcome of this work is the lessons learned matrix, where all the major conclusions are presented (see annex 4 for the matrix). The lessons learned matrix exposes the strengths and weaknesses of ICEIDA interventions in Uganda and maps the way forward in the consultations with the Ugandan government.

Consultative meetings with stakeholders

The initial consultative meeting between ICEIDA and the MoFPED on the CSP was held in April 2012. The actual consultations with the line ministries did however not commence until August as the GoU was preparing the annual budget for the FY 2012–2013 to be presented to the parliament in July.

In the period August to November 2012, consultative meetings were held with the relevant line ministries, Ministry of Water and Environment (MWE), Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) and Ministry of Education and Sports (MoES), together with the Ministry of Finance, Planning and Economic Development (MoFED), to map out ICEIDA’s development strategy and focus areas for the upcoming Country Strategy Plan.

These discussions were guided by key policy instruments, the National Development Plan for Uganda 2009–2014, and Act No. 121/2008, Iceland’s Strategy for International Development Cooperation 2011–2014 and the Millennium Development Goals (MDGs). The priority sectors in Iceland’s international development cooperation 2011–2014 include natural resources (fisheries, energy) and human capital (health and education, which includes public health, vocational training and adult literacy), with the cross-cutting themes of gender equality and environmental sustainability. Iceland is also pursuing a regional programme on geothermal energy in collaboration with the World Bank, in which Uganda is likely to participate.

The outcome of these consultations were that Iceland’s support will primarily focus on districts with significant fishing communities and interventions at central government level which support the primary focus. It was further agreed by the two parties in late January 2013 that Iceland would partner with a district or districts around Lake Victoria in this first CSP. The focus areas are presented below:

Local level/district

- **Focus areas:**

- **Fisheries:** increase alternative livelihood opportunities in fishing communities; increase access to markets and value addition; improve existing and introduce new technologies of fishing and processing;
- **Human capital development (education and health):** improve access to social services; adult literacy; vocational training and skills development; water and sanitation; HIV/AIDS.

- **Cross-cutting themes:**

- **Gender:** gender analysis in all planned initiatives including in the fisheries value chain; promote gender responsive budgeting;
- **Environment:** environmental sustainability and environmental impact assessment in all planned initiatives.

Central government level

- Support central government in areas relevant to the primary focus areas (such as policy, legal framework, resource management and capacity building).

Selection of counterpart district(s)

Data was collected for all 33 districts that have access to the three main water bodies, Lake Victoria, Lake Kyoga and Lake Albert, using available public resources. The information gathered was analysed and used to narrow down the scope to the districts where fisheries are an important source of income. The remaining fourteen districts, Busiia, Hoima and Nebbi on Lake Albert, Amalotar, Apach, Buyende, Nakasongola, Pallisa, and Serere on Lake Kyoga, and Buikwe, Buvuma, Mayuge, Mukono and Namayingo on Lake Victoria, were then visited to collect more data and to gain a better understanding of the state of the fisheries sector in these districts.

When the decision had been made to focus on districts bordering Lake Victoria, the number of suitable districts was narrowed down to three: Buikwe, Buvuma and Mayuge. All of these districts are within close range of Kampala, although Buvuma, being an island district recently carved out from Mukono, is a hard-to-reach district with poor transportation network to the mainland. After consultations with the MoFPED, Buikwe was selected as the entry point for this first CSP. The district has a vibrant fisheries sector and, although it is a newly formed district, it has a good infrastructure build up and personnel that can support ICEIDA interventions on the ground.

Annex 3: Uganda's progress towards the MDGs 2010⁵⁸

<p>Goal 1: Eradicate extreme poverty and hunger</p> <p>Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day</p> <p>Target 1.B: Achieve full and productive employment and decent work for all, including women and young people</p> <p>Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger</p>	<p>ON TRACK</p> <p>NO TARGET</p> <p>ON TRACK</p>
<p>Goal 2: Achieve universal primary education</p> <p>Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</p>	<p>SLOW</p>
<p>Goal 3: Promote gender equality and empower women</p> <p>Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015</p>	<p>ON TRACK</p>
<p>Goal 4: Reduce child mortality</p> <p>Target 4.A: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate</p>	<p>SLOW</p>
<p>Goal 5: Improve maternal health</p> <p>Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio</p> <p>Target 5.B: Achieve, by 2015, universal access to reproductive health</p>	<p>SLOW</p> <p>SLOW</p>
<p>Goal 6: Combat HIV/AIDS, malaria and other diseases</p> <p>Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS</p> <p>Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it</p> <p>Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases</p>	<p>REVERSAL</p> <p>ON TRACK</p> <p>SLOW</p>
<p>Goal 7: Ensure environmental sustainability</p> <p>Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources</p> <p>Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss</p> <p>Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation</p> <p>Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers</p>	<p>SLOW</p> <p>SLOW</p> <p>ON TRACK</p> <p>NO TARGET</p>
<p>Goal 8: Develop a global partnership for development</p> <p>Target 8.B: Address the special needs of the least developed countries</p> <p>Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term</p> <p>Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</p> <p>Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications</p>	<p>REVERSAL</p> <p>ACHIEVED</p> <p>STAGNANT</p> <p>ON TRACK</p>

⁵⁸ Millennium Development Goals Report for Uganda 2010. Ministry of Finance, Planning and Economic Development 2010.

Annex 4: Table of Major Donor Contributions in Uganda⁵⁹

AID DISBURSEMENTS BY DONOR FY 2010/2011 – FY 2011/2012 AND ESTIMATES 2012/2013

Donors	Outturn 2010/2011 USD million	Forecast 2011/2012 USD million	Forecast 2012/2013 USD million
World Bank	364,60	537,42	382,63
USAID	146,18	247,95	224,40
Norway	96,43	102,43	65,25
AfDB	0,00	147,13	244,53
EU	81,02	122,97	87,84
Denmark	67,09	64,06	38,88
UK	65,89	92,02	28,60
Japan	60,29	62,44	47,98
Sweden	48,18	45,35	40,08
Ireland	44,44	58,49	26,90
UNICEF	37,75	27,72	46,23
Germany	37,60	50,98	48,77
Austria	17,05	17,18	12,29
UNDP	14,67	18,27	19,16
Belgium	11,30	13,12	29,72
Iceland ⁶⁰	3,19	3,19	4,13
UNFPA	3,89	1,98	2,97
South Korea	1,38	1,40	4,18
Global Fund	0,00	0,00	8,00
IFAD	0,00	0,00	16,37
Peoples Republic of China	0,00	0,00	40,97
Total	1.100,95	1.614,10	1.419,88

⁵⁹ Information from Donor Economist Group (DEG), as of March 2013.

⁶⁰ The Icelandic financial year corresponds with the calendar year. The figures shown are for the FY 2011, FY 2012 and an estimate for 2013.

Annex 5: Lessons Learned 2001–2011

Governance							
Intervention	Objective	Time	Partner	DAC code	Aid modality	Positive lessons	Negative lessons
<i>UGA- Support to the implementation of Kalangala District Development Plan</i>	Support Kalangala District in implementing their District Development Plan	2006–2015	Kalangala District MLG	Multi-sector aid for basic social services 16050	Project	Alignment to Government policies and plans ensures outcomes where national and significant local priorities are met.	Shifting Government policies make planned interventions irrelevant in the project period.
						Implementing the project through the decentralized local structures builds capacity and ensures ownership of results.	At inception it is important to assess the capacity requirements of local partners to implement the project plan.
						The project design, M&E framework using the Log frame approach, facilitated effective participation in project design, and the log frame helped the team to focus on the results chain and was a good communication tool.	The M&E framework strategy should have been developed as a part of the overall project cycle with an indicator plan to facilitate monitoring and reporting of project results at the outcome and output/activity levels.
							Decentralized project implementation requires corresponding support/supervision from Line Sector Ministries.
						Focusing on human and material contributions from partners instead of financial contributions ensures timely implementation.	Minimum staffing levels are required to ensure successful implementation.
						Engaging local community is critical for local participation and ownership in project implementation.	Failure to involve local politicians undermines local ownership of the project and affects implementation.
						The project based approach as opposed to budget support enables timely release of funds and accountability.	
						The setting up of Project Office in the District in the initial phases of project implementation increased visibility of the project and the speed in which issues could be raised and resolved, facilitated timely disbursements of funds and transfer of skills through leading by example.	

						The targeted provision of technical assistance in critical sectors ensured production of quality outputs, particularly in infrastructure development.	Land is a prerequisite for infrastructure development and, if not resolved in time, delays or completely halts implementation of infrastructure development plans.
Industry							
Intervention	Objective	Time	Partner	DAC code	Aid modality	Positive lessons	Negative lessons
<i>UGA- Support to Quality Assurance for Fish Marketing Project (QAFMP)</i>	Improve the marketing of fish products.	2009-2014	MAAIF	Fisheries services 31391	Project	Clarity on division of roles, responsibilities and expectations between partners is critical for the successful implementation and ownership of interventions.	It is difficult to measure project progress and impact in the absence of an established M&E framework.
						A "sector wide approach" and recognition of the inter-linkages between various components in the fisheries sub-sector is critical for improvements in the industry.	Changing and building new systems takes time and requires flexibility, a fact that should not be overlooked during project design.
						Continuous learning, incorporation of lessons and the timely adjustment of project strategies enhances project effectiveness.	A gradual phase-out process is critical for sustainability.
						Clearly defined baseline and measurable progress indicators are vital for the successful implementation of the project.	
<i>UGA- ICEIDA intervention in quality assurance of fish products in Uganda- Fish Laboratory in Entebbe (Uganda Fisheries Laboratory)</i>	To strengthen the quality assurance systems for fish products through development of a fish laboratory in Entebbe.	2002-2005	MAAIF	Fisheries services 31391	Project	Strong policy commitment and sustained GoU support is necessary for the growth and development of the fisheries sector in Uganda.	To be effective at the institutional level, strong ownership of the change processes is required, including ensuring adequate staffing at every level.
						Iceland' sectoral expertise and comparative advantage in the fisheries sector places it in a strong position to provide technical assistance and influence policy reforms in countries with less developed systems.	Budgeting for projects with infrastructural developments should include contingencies and some level of flexibility to ensure the timely completion of activities.
Education							
Intervention	Objective	Time	Partner	DAC code	Aid modality	Positive lessons	Negative lessons
<i>UGA- Support to the MGLSD- Functional Adult Literacy programme at</i>	Support the development and national roll out of FALP	2005-2008	MGLSD	Basic life skills for youth and adults 11230	Project	Alignment of project interventions to partner country development objectives has fostered collaboration and support for implementation of FALP.	The effective delivery of FAL interventions has been affected by the absence of a strong institutional framework at the national level.

National level								A combination of institutional support and directly implemented projects at the local level has not only increased Iceland's visibility within the FAL sub-sector, but also enhanced its sectoral focus. ICEIDA is recognized as a key player and is thus in a position to lead dialogue on support efforts for this sector.	Clear benchmarks and performance indicators should have been developed at the inception of the FALP to support the systematic assessment of its impact across the country, and to guide future planning.
UGA – Support to implementation of Uganda FALP in the Island sub-counties of Mukono	Support the implementation of FALP in Mukono District	2005–2010	Mukono District MGLSD	Basic life skills for youth and adults 11230	Project			The success of FAL Mukono can largely be attributed to the use of experiences and lessons learned from FAL Kalangala phase 1.	However, more critical uses of the lessons learned from FAL Kalangala could have enhanced FAL Mukono more e.g. widening the FALP and covering more aspects at the community level.
								ICEIDA has a proven track record in Uganda in funding service provision in hard-to-reach communities, leading to willingness on behalf of local partners in replicating successes, together with ICEIDA in other areas and even sectors.	The differences between the districts of Mukono and Kalangala and how those differences would affect implementation were not sufficiently accounted for in the project preparation phase.
UGA- Support to the implementation of Uganda FALP in Kalangala District	Support the implementation of FALP in Kalangala District	2002–2010	Kalangala District	Basic life skills for youth and adults 11230	Project based			Despite the absence of a formal national policy, there is significant support for FAL at the national and local government level. This is critical for achieving significant outcomes from supporting FAL at the local level.	The lack of a national policy is a major challenge to the long term sustainability of FAL activities.
					Funds were for the project activities			Engaging leadership and ensuring ownership at all levels is critical for successful implementation of FAL.	Realising that a lack of national policy and strategy was becoming a serious hindrance for the long-term sustainability of FALP, ICEIDA could have channelled more resources to support the policy-making process instead of continued support at the local level. This support could have included TA at the MGLSD.
								Clarity in the roles and responsibilities of counterparts and other partners is very important for implementation of the support.	One of the weaknesses of project funding is that for the funding agency, accountability is focused on its own resources and the contribution of local partners is secondary and therefore not always accounted for comprehensively.
					Releases were activity based, timely and short term.			It is important that project implementation is flexible and adaptable enough to not only incorporate internal M&E findings but also external studies in project planning and implementation.	Ensuring that local partners honour their budget commitments has been extremely difficult. It also is important that local partners do not view donor support as a replacement for what are locally budgeted activities.

						Involving different stakeholders in implementation and M&E has proven vital for building capacity, fostering ownership and achieving objectives.	Clarifying the commitment in the PD is in terms of the PD budget or in terms of deliverables ensures that there will not be a misunderstanding during the implementation of the project.
					Uganda financial management systems/audit was applied.	Assessing capacity building needs in the project preparation phase supported realistic capacity building objectives for the project. At the same time, it is important to be able to adapt to critical capacity-building needs that come up during the implementation phase, e.g. through institutional change.	The exit strategy should be a more integral part of the project planning cycle and the M&E framework from the beginning, which would perhaps have ensured a more successful exit by identifying negative external factors more clearly and in time.
						The advantage of project based support for projects implemented at the local level is in ensuring timely release of funds, implementation of activities and clear accountability.	
						Use of multimedia such as radio programmes, pre-recorded messages and other interactive learning media, increases the reach of the programme, provides motivation for learners and instructors and empowers communities.	
						The use of own procurement rules within projects has the advantage of timely delivery of services.	
UGA- Support to Entrepreneurship Training Programme (UIAETP)	Support entrepreneurs and increase their ability to participate in business	2005–2011	UIA	Small & medium sized enterprise (SME) development 32130	Basket funding	An enabling policy environment and supportive institutional framework is vital for the development of Small and Medium Enterprises in Uganda.	The roles and commitments of different partners should be clarified and articulated in a MoU at project inception to avoid misunderstandings and false expectations.
						The presence of local institutions with the ability to provide training and follow-up support is important for the sustenance of SMEs.	Flexibility in project design and contingency planning are necessary.
						It is important that <i>affirmative action</i> principles are clearly defined and articulated in project design, to ensure that the intended beneficiaries are targeted, and that the proposed interventions address the related gender issues.	Capacity building interventions should be flexible and tailored to the specific needs of different partners.

						Engaging community leadership and ensuring collaboration and commitment to project objectives is important for the successful implementation of rural women's entrepreneurship training.	
UGA-Support to KAFIA	Capacity building (human and material resources)	2008–2008	KAFIA	Basic skills for youth and Adults 11230	Project	CSOs enjoy a comparative advantage in community work and are an important channel for the delivery of social services to grass root and hard-to-reach communities.	The absence of clearly established selection criteria on the minimum competencies of FAL instructors can hamper programme effectiveness, as partners are not able to execute their roles as expected.
UGA-Support to ABETO	Support to ABETO Functional Adult Literacy	2008–2008	ABETO	Basic skills for youth and Adults 11230	Project	Partnering with local CSOs in project implementation is vital for the success of community driven development.	
UGA- Support to BUKOFIA	Capacity building of BUKOFIA		BUKOFIA	Basic skills for youth and Adults 11230	Project	Building local capacities for implementation not only enhances participation but also strengthens ownership and prospects for sustainability.	The ability to tailor training/facilitation approaches to the needs of specific audiences is critically important for the success of FAL.
UGA- Support to Uganda Literacy and Adult Learners Association	Support to ULALA Functional Adult Literacy	2007–2007	ULALA	Basic skills for youth and Adults 11230	Project	CSOs are important agents for community driven development.	Partnerships should be preceded by a comprehensive skills assessment to ensure systemic capacity building.
UGA – Water and Sanitation project in Rakai, Lyantonde and Sembabule districts in Uganda.	Building departments and sanitation facilities for children orphaned by HIV/AIDS	2007–2009		Basic drinking water supply and basic education 14030	Project	Important cross-cutting issues such as HIV/AIDS can be addressed both directly and indirectly, e.g. through the provision of basic social services that enhance the coping mechanisms and capabilities of affected families.	

Energy

Intervention	Objective	Time	Partner	DAC code	Aid modality	Positive lessons	Negative lessons
UGA- Support to Geothermal development in Uganda	Support the evaluation of geothermal resources	2004–2004	Department of Geology Ministry of Energy and Mineral development	Geothermal Energy 23066	Basket funding	Whereas resource allocation towards the sector is still minimal, there is some evidence of support from the GoU for the exploration of its geothermal resources – a key factor for future investments in this area.	Lack of national policy and strategy for geothermal development as well as legal and regulatory framework.

Other							
Intervention	Objective	Time	Partner	DAC code	Aid modality	Positive lessons	Negative lessons
UGA- Support to candle light foundation (CLF)	Strengthening of existing programmes for vulnerable girls	2002–2009	Candle Light Foundation	Social Mitigation of HIV/AIDS 16064	Project		
UGA- CEEWA- Uganda ICT Project in Mukono	Economic Empowerment of Women in Uganda	2007–2007		Women equality organisations and institutions 15170	Project	It is important to support innovative CSO initiatives aimed at improving the lives of poor and marginalized groups, so as to identify new/diverse approaches to promoting gender equity goals .	

Annex 6: Tentative Matrix of Activities and Results

Hierarchy of objectives/Narrative Summary	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Assumptions
Development objective			
Contribute to the development objectives of the Government of Uganda by supporting actions to improve livelihoods amongst the poor in selected districts.	<ul style="list-style-type: none"> • Uganda part of Human Development Index • MDG progress 	<ul style="list-style-type: none"> • UNDP Human Development Index • UBOS household and health survey reports • MDG Uganda status reports 	
Outcome			
Improved livelihoods of and improved basic services for the poor population in the target districts of Buikwe and Kalangala, with a focus on fishing communities	<p>Health and sanitation:</p> <ul style="list-style-type: none"> • Increased supply and use of basic health services • Increased supply and delivery of HIV/AIDS prevention and care • Increased proportion of people with access to potable water and sanitation facilities • Decrease in frequency of waterborne diseases <p>Education:</p> <ul style="list-style-type: none"> • Increased enrolment in primary education • Increased participation in adult education • Improved pass rates in schools • Increased opportunities for vocational and skills training • Proportion of BMU members participating in vocational and skills training 	<ul style="list-style-type: none"> • District Health Office, District Water Office. • District Education Office 	<ul style="list-style-type: none"> • Stability of political, social and economic environment • Compliance with international agreements on human rights, gender equality, environment, etc. • Appropriate GoU policy in place • Demand for fish products sustained or improves • Availability of Fish Resource

	Fisheries: <ul style="list-style-type: none"> • Indicators being considered address quality, income and livelihood • Price/value of landed/marketed fish (up) 	<ul style="list-style-type: none"> • District Fisheries Officer • From Project Monitoring 	
Expected Results (Output)	Objectively Verifiable indicators (OVIs)	Means of Verification (MOV)	Assumptions
1. Increased administrative and managerial capacity of target district authorities and SDAs.	<ul style="list-style-type: none"> • SDA level of efficiency with priority in selected target sectors 	<ul style="list-style-type: none"> • Annual LG Assessment • From Project Monitoring 	<ul style="list-style-type: none"> • Defined and elaborated in PDs
2. Improved fish quality and increased and sustainable income from fisheries in target districts.	<ul style="list-style-type: none"> • Income from Fisheries in target communities • Price/value of landed/marketed fish • Post-harvest losses 	<ul style="list-style-type: none"> • From Project Monitoring 	<ul style="list-style-type: none"> • Defined and elaborated in PDs
3. The poor population in target districts has improved access to basic services, including education, health and improved water and sanitation.	<ul style="list-style-type: none"> • Increased access to education, training, health services and WATSAN • Improvement in health indicators (infant mortality, water borne diseases etc.) • Improvement in education performance indicators (pass rates, selection rate to secondary school, vocational training) 	<ul style="list-style-type: none"> • From Project Monitoring • Official health, education and water access statistics 	
4. Enhanced gender equity in the fisheries value chain and more equal access for both men and women to basic services.	<ul style="list-style-type: none"> • Income of women in fisheries (baseline) • Representation of women in committees (baseline) • Gender ratio in education statistics (pass rates, selection rates, vocational training opportunities) 		

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