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**Draft country programme document for Uganda
(2010-2014)**

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Introduction

1. Following the implementation of its poverty eradication action plan, 1997-2009, the Government of Uganda has embarked upon developing a new national development plan, 2009-2014, focusing on growth, employment and prosperity in support of an economically and socially transformed country. Upon consultation with the Government on the need for the United Nations system to align its programme to the national development plan, the United Nations Development Assistance Framework (UNDAF), 2006-2010, was shortened by one year and a new UNDAF, 2009-2014 was developed. The country programme document is derived from the UNDAF and was developed in line with the emerging national development priorities and goals, with full involvement of the various stakeholders. The present draft country programme document incorporates the strategic direction and focus offered by the UNDP strategic plan, 2008-2011, and the UNDP capacity development for pro-poor growth and accountability strategy.

I. Situation analysis

2. In the last two decades, Uganda achieved a marked reduction in poverty and emerged as one of the fastest-growing economies in the region. Annual gross domestic product growth averaged over 6.4 per cent between 1988 and 2007 – double the average for Sub-Saharan Africa as a whole. The share of the population that live below the poverty line declined from 56.4 per cent in 1992- 1993 to 31 per cent 2005-2006, making Uganda likely to meet the Millennium Development Goal (MDG) target of cutting in half poverty by 2015. However, the Gini coefficient increased from 0.365 to 0.408 over the same period, and there are wide regional and gender disparities in poverty levels. The 2007-2008 Human Development Report ranked Uganda 156 out of 179 countries on the Human Development Index. Since the introduction of universal primary education in 1997 primary schooling has increased rapidly. The country is likely to meet the global goal for education, although challenges remain in terms of quality and retention. Moreover, despite progress in recent years the country is unlikely to meet the MDG targets on child and maternal mortality. Infant mortality has declined from 89 deaths per 1,000 live births in 2000-2001 to 75 in 2006, and under-five mortality has declined from 158 deaths per 1,000 live births to 137. The most recent estimate of maternal mortality is 435 per 100,000 live births. Access to safe water in rural areas increased from 47 to 59 per cent between 1999 and 2006, with considerable variations across districts. The population growth rate is 3.2 per cent, among the highest in the world, implying a doubling of the population in 22 years to 55 million people. This is likely to put more pressure on the Government to provide social services such as education, health and housing and on land use and environmental protection.

3. Uganda was one of the first countries in Africa to experience a generalized HIV/AIDS epidemic; and one of the most successful in responding. Prevalence of HIV among pregnant women declined from 16 per cent in the early 1990s to 6 per cent in 2004/05. The country has initiated a comprehensive programme for universal access to anti-retroviral drugs, care and support. Still, the impact of the epidemic is severe, with over a million infected people and 130,000 new infections per year. Of over \$300 million annual resources, 95 per cent is programmed outside government planning and budgeting processes, presenting huge challenges in the areas of sustainability, aid effectiveness, mainstreaming and coordination. Furthermore, a study of the macroeconomic impact of HIV and AIDS revealed its increasingly negative impact on the overall economy. The health burden of Uganda in terms of the impact from malaria, tuberculosis and other infectious diseases is severe.

4. In 2006 Uganda reintroduced a multi-party political dispensation after nearly two decades of rule by the National Resistance Movement. The *African Peer Review Mechanism Report* for Uganda highlighted that establishing democratic institutions will have a positive impact in resolving regional and ethnic differences. The report warned that weak capacities of local government to deliver services, and of civil society (including the media) to demand accountability for service delivery, and for legislators to exercise oversight, could erode the gains of a multi-party dispensation. It further identifies that in institutionalizing multiparty politics, the country is facing a critical challenge of how to make the switch from monolithic to pluralistic politics, which requires multiple players without reverting to ethnicity and tribalism.

5. The constitution of Uganda recognizes women's right to political participation. A third of the seats in Parliament and local councils may be occupied by women, who currently occupy 33.2 per cent of legislative seats. The Uganda gender policy and strategies make the case for addressing gender inequality and promoting women's empowerment. The Equal Opportunities Act of 2007 provides a legal framework

for inclusiveness and representation in all public offices. While women dominate the workforce in the agriculture sector and constitute the majority of the population, at 51 per cent, their status in the society is low. Further, 32 per cent of females aged 10 years and above are illiterate; 36 per cent reached primary school level; and 18 per cent secondary school level. Absorption and retention at tertiary levels remain a challenge.

6. Northern Uganda is home to 20 per cent of the population but almost 40 per cent of the poor. Furthermore, following the cessation of hostilities in 2008, after two decades of civil war, there is a large population of formerly displaced persons who need to be brought into economic and social life, as well as former combatants, reporters, and collaborators who need to be reintegrated. The Government intends to implement a peace and recovery and development Plan, 2009-2011, for the northern and Karamoja regions that includes consolidation of state authority, strengthening of rule of law and access to justice, rebuilding and empowerment of communities, peacebuilding and reconciliation, and revitalization of local communities.

7. Agriculture engages up to 85 per cent of the population, the majority of whom are women and poor, producing at the subsistence level. Its contribution to the gross domestic product declined from 41 per cent in 1999 to 22 per cent in 2008, and is characterized by low production and productivity. Exports are dominated by primary products, while industry focuses mainly on manufacturing inputs, expanding by more than 10 per cent annually over the last 5 years with a growing but low contribution to the gross domestic product.

8. Limited access and high energy costs constrain growth and competitiveness. The overall electrification rate of Uganda is 5 per cent, with significantly lower rates in rural areas, constraining productivity and the addition of value. Biomass meets over 90 per cent of primary energy needs, mostly consumed as raw firewood and charcoal. Environmental sustainability is a major challenge, where forests and woodlands are being depleted at an alarming rate, while the effects of climate change make the country susceptible to droughts and flooding.

9. Aid is dominated by budget support, accounting for nearly 30 per cent of the total aid flows in 2008-2009. Development effectiveness through implementation of the Paris Declaration principles is also being addressed by the Government with development partners. In addition, the country is experiencing second-round effects of the global financial crisis, principally lower economic growth, instability in the foreign exchange market, and reduced revenues from taxes, exports and remittances.

II. Past cooperation and lessons learned

10. The 2006-2010 country programme sought to contribute to realizing the poverty eradication action plan and accelerating progress towards the MDGs. The programme covered three areas, namely: poverty reduction, governance and crisis prevention and recovery.

11. The outcome evaluations and the independent assessment of development results of April 2009 indicated that the programme responded to the national priorities identified in the action plan and contributed to the achievement of its targets. Many interventions were innovative and risk-taking and some were catalytic, mobilizing further funding towards national development challenges. However, the programme was fragmented, thinly spread, and lacked horizontal linkages. Areas requiring improvement include strengthening monitoring and evaluation, including evaluation of management arrangements; integrating exit strategies into programme design; developing partnership strategies for engaging civil society organizations and the private sector, and strengthening coordination with donor programmes.

12. Key lessons learned on programme implementation include the need for (a) gender mainstreaming and empowerment interventions to be integrated into the programme at the design, planning, and implementation stages and for strengthening country office gender mainstreaming capacity; (b) complementing the focus on providing technical knowledge with reduced fragmentation and strengthened coordination and partnerships; (c) strengthening communication on UNDP policies; (d) avoiding the creation of parallel structures that impede national capacity-building efforts.

III. Proposed programme

13. The proposed country programme seeks to contribute to the achievement of the goals and objectives of the national development plan and the UNDAF, 2010-2014. It builds on experience and lessons learned

from past cooperation, and was developed through a consultative and participatory process involving Government, development partners, United Nations organizations, the private sector and civil society.

14. The country programme will support the implementation of the national development plan in line with the identified outcome areas of the UNDAF, namely: (a) promoting livelihoods and employment; (b) promoting democratic governance; and (c) improving access to high-quality social services. The programme uses a rights-based perspective and promotes the Paris Declaration, joint programming principles and strategic partnerships.

15. The country programme will address the cross-cutting issues of: (a) gender equity, equality and empowerment; (b) energy and the environment; and (c) HIV and AIDS. In line with the joint United Nations peace recovery assistance plan, UNDP will contribute to reducing growth disparities between the north and the rest of the country using a local-level recovery approach linked to national-level support interventions.

16. The country programme consists of two main components: growth and poverty reduction, and accountable democratic governance; and a third component on cross-cutting issues comprised of energy, the environment, natural resource management, HIV and AIDS, and gender.

Accountable democratic governance

17. This component will focus on supporting government efforts to ensure accountability as outlined in the national development plan and the African peer review mechanism report, which recognize that growth, employment and prosperity cannot be achieved without democratic processes and institutions that are participatory and inclusive of both women and men, and systems and processes that ensure (a) high-quality services delivery, so that men and women are healthy and knowledgeable; (b) effective, equitable use of development resources; (c) re-establishment of peaceful conditions required for recovery and pursuance of development work; and (d) prevention and management of future risks.

18. The programme has five interlinked interventions aimed at deepening accountability to contribute to the achievement of UNDAF outcomes 1 and 3: (a) *Participatory and inclusive democratic institutions* will help ensure citizens, especially women, are empowered to participate in democratic processes and are aware of their rights and obligations; (b) *Responsive governance institutions* will strengthen local governments and civil society organizations in selected districts. Local governments will be more responsive to the needs of people, especially women; capable of delivering social and economic services; and more transparent and accountable; civil society will be aware of their rights and capable of monitoring resources and demanding services and accountability; (c) *Aid effectiveness* will promote engagement in partnerships that strengthen the management of development to enhance the effectiveness and equitable use of aid; (d) *Peace and recovery* will ensure that mechanisms and processes are in place to support consolidation of peace and recovery in the north, including enhancing national and local-level capacity for disaster risk reduction and supporting the transition from recovery to development among women and men; (e) *Justice, law and order* will establish and strengthen systems, processes and institutions that increase access to justice and law and order, particularly emphasizing the north and war affected women.

Growth and poverty reduction

19. This component supports the transformational approach of the national development plan to promote productivity and competitiveness in the productive sector and reduce poverty. In line with UNDAF outcomes 1 and 2, UNDP will focus on: (a) Promotion of *pro-poor policies towards achievement of growth with equity*, involving capacity-building for MDG-based planning through support to evidence-based policy formulation and policy dialogue; and poverty monitoring, including the use of gender-disaggregated data at the national level and in selected districts to ensure that gender needs are reflected in the national budget and plans; (b) *Policy coordination*, to increase equitable growth and prosperity, particularly among women, focusing on employment, trade and other policy reforms, including building capacity for trade to reduce poverty; and (c) Development of *pro-poor value chains*, particularly for youth and women entrepreneurs in selected districts, drawn from the north and elsewhere, through joint work with the Food and Agriculture Organization, United Nations Industrial Development Organization, the International Labour Organization and the World Food Programme for selected products, to address impediments to faster economic growth and poverty reduction and foster economic recovery, especially among women in the north. It will also address constraints at the macro, meso and micro levels, including capacity, productivity and access.

Cross-cutting issues

20. *Energy.* UNDP will (a) strengthen capacity to implement policy and improve energy access for the rural population, particularly women, in selected districts; (b) improve inter-organization coordination and harmonization of policies; (c) support energy planning and resource mobilization for effective energy service delivery; and (d) support local entrepreneurial capacities to deliver energy to women and the poor.

21. *Environment and natural resource management.* UNDP will support the strengthening of public sector capacity for coordinating, monitoring and managing the environment and natural resources in selected districts to ensure productive use and economic development through capacity development support for climate change adaptation and to mainstream natural resources management and climate change issues among men and women.

22. *Inter-Agency Task Team on Gender and HIV/AIDS.* In line with the UNDAF outcomes, UNDP will support the following interventions: (a) mainstreaming HIV and AIDS into national and local plans, budgets, monitoring processes, legislation, evidence-based studies and processes in selected districts, and policy dialogue for managing and coordinating aid flows; and (b) enhancing the role of civil society in selected districts and strengthening gender-focused planning processes to engage in the national response.

23. *Gender.* UNDP will provide support for policy-level gender initiatives that create room for advocacy change by building institutional and individual capacities to mainstream gender into policies, plans, systems and strategies so that they advance gender equality and equity, and achievement of the MDGs. The eight-point agenda for women's empowerment and gender equity and equality, in line with key areas of the national gender policy, including livelihoods, rights, governance and macroeconomic management, will be pursued in line with the UNDP gender strategy.

IV. Programme management, monitoring and evaluation

24. The country programme will be implemented through national execution and respecting the Paris Declaration principles. It will take into account the recommendations of the 2007 evaluation of UNDP support to the implementation of national execution, and seek to forge greater coherence with the United Nations system.

25. UNDP will work closely with the Government on resource mobilization efforts to achieve greater impact from its interventions, including, where feasible, UNDP participation in 'basket' funds, and UNDP-managed multi-donor-funded frameworks. UNDP will pursue the harmonized approach to cash transfers, drawing from lessons learned from the evaluation of the use of this approach scheduled for the second half of 2009. UNDP will seek to participate in an increased number of joint programmes with partner United Nations organizations and engage in broader partnerships with key actors in outcome areas emphasizing joint planning, implementation, monitoring through participation in established sector working groups, and joint evaluation. It will seek to narrow the geographical focus of the programme. As needed, it will contract services to enhance implementation and complement its local capacities by drawing on the Regional Service Centre and national and international United Nations Volunteers, with due attention to South-South cooperation.

26. The country programme will be monitored and evaluated in the context of the UNDAF, jointly with other United Nations organizations and partners where possible through annual and annual reviews to be agreed with the Government and the agreed evaluation plan. .

27. Both the country office and national implementing partners will seek to enhance their technical and operational capacities, particularly in partnership-building and programme management; the mainstreaming of HIV and AIDS, gender, and energy and the environment into the two programme areas; and joint programme planning, with a view to enhancing synergy between the programmes.

Annex. Results and resources framework for Uganda, 2009-2014

National priority or goal (Millennium Development Goals and/or other international conference commitment)						
Intended UNDAF outcome 1 – Good governance, outcome 3 – Service delivery						
Programme component	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources, by goal, in thousands	
Accountable governance	1. An inclusive, people-centered electoral process is in place and the electoral commission(EC) has the capacity to administer credible elections that are perceived as such Indicator – % of registered voters that express confidence in the electoral process Baseline – citizen engagement in political processes is decreasing in the country Target – Policy support and capacity development for electoral administration, and civic engagement	Improved capacity of the electoral management body to administer well-run elections that are credible and popularly perceived as such; participation in electoral processes improved and becomes more inclusive	Indicators – (a) EC produces a strategic plan for a multi-year period; (b) EC and CSOs develop a civic education strategy and programme to cover democracy and civic engagement activities; (c) credibility in the electoral institutions and processes increases; (d) participation in electoral and political processes by traditionally under-represented groups increases. Baseline – capacity gaps in election administration, declining citizen engagement in political processes, limited participation of women Target – Electoral Management Board strategic plan, and civic education strategy/programme to ensure inclusive participation and representation	Gov't, supported by UNDP, will mobilize donor resources. EC will lead development of strategic plan and programme of activities; CSOs will focus on elections and civic education in collaboration with the EC. UNDP will work with EC and donor partners as a non-contributing member supporting the deepening of democracy.	Regular resources \$2,200 Other resource \$2,000	
	2. Local governments in selected districts delivering accountable and inclusive social and economic services Indicator –% of beneficiary reporting improvement in service delivery Baseline –survey to be carried out on status of service delivery in selected districts Target - Restructured systems and processes to offer accountable service delivery	Selected local governments, especially in the north, have the necessary skills and systems to provide services, including HIV and AIDS Capacity of oversight entities, including civil society, strengthened to monitor service delivery	Indicator – Local government capacity index; functional district AIDS committees and no. of districts with funded AIDS plans Baseline – Weak service delivery systems. Target –Capacity assessment and development for selected local governments Indicator – Evidence that oversight functions are carried out by oversight entities. Baseline – uncoordinated and weak capacities for CSOs and oversight entities. Target – Capacity development framework for CSOs developed and no. of CSOs' capacity strengthened	UNDP will work within nationally developed and owned local governance systems/policies, as well as in collaboration with existing coordination structures and programmes.	Regular resources 17,256 Other resources \$3,500	
	3. Access to justice, especially for women, in war effected northern regions increased and justice systems and structures uphold human rights standards and principles Indicator – functional justice mechanisms available Baseline – Poor access to justice in conflict affected areas. Target – Re-establish functioning justice mechanisms (formal and informal)	Systems, processes developed and implemented so as to increase access to justice and law and order in selected district in the north, with particular emphasis on women affected by war	Indicator – Existence of mechanisms and usage by communities Baseline – Weak and limited systems, processes and institutions available Target – Development of systems and process for providing justice and law and order	UNDP will work with government-led and donor-supported justice, law and order sector working group. UNDP will also engage in policy-level work within other relevant sectors.	Regular resources \$3,500 Other resources \$1,000	
	4. Conducive environment created for development activities Indicator - Number of systems and processes in place for facilitating return/resettlement and crisis management Baseline – Recovery action has started but further systems and processes for recovery and risk management required Target – Mine clearance, small arms reduction and conflict and crisis management	Regulatory frameworks for crisis management developed and implemented at national level and in selected districts in the north Relevant policies, guidelines, studies and mechanisms developed and processes in place to facilitate reintegration of reporters, peacebuilding and reconciliation in a gender-sensitive manner and in selected districts	Indicator – Framework/policies in place. Baseline – draft disaster management, mine action and firearms policies available Target – Complete mine clearance capacity-building; finalize policy frameworks for firearms control and disaster risk reduction Indicator – Working systems and processes for reintegration, peace-building and reconciliation Baseline – limited reintegration and inadequate gender-sensitive peace and reconciliation systems Target – Policies, guidelines, studies and mechanisms developed, and reintegration, peacebuilding and reconciliation facilitated	UNDP will work in partnership with United Nations organizations and donor coordination groups and with government mechanisms for coordination of activities in the north. UNDP will anchor its support interventions into the strategy of the Government	Regular resources \$13,000 Other resources \$13,800	
	5. Improved management and coordination of aid flows for achievement of development results. Indicator – National actors' awareness, and institutional systems in place to respond to international aid management standards and declarations Baseline – stark information asymmetry among national counterparts and partners. Target –A strengthened system and processes for management and coordination of aid flows	An effective aid management system supporting aid management and coordination	Indicator – Regular, reliable data on aid flows and development results Baseline – Discrepancies and gaps in data reported and diverse understanding of terms. Target – A set of systems and processes for the management of aid flows	UNDP will work within the existing coordination structures and under the leadership of the Ministry of Finance in contributing to the development of appropriate aid management architecture.	Regular resources \$1,000	
	National priority or goal (Millennium Development Goals and/or other international conference commitment)					
	Intended UNDAF outcome 1 – Good governance, outcome 2 – Livelihoods					
	Programme component	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources, by goal, in thousands
		6. National/local institutions able to develop and implement pro-poor policies/strategies for inclusive economic growth and poverty reduction. Indicator – policies/strategies for economic growth and poverty reduction; national strategic plan on HIV and AIDS and annual prioritization plan. Baseline – policies/ strategies not inclusive. Target –Capacity-building for pro poor policy development	MDG- and evidence-based pro-poor policies and strategies in key growth sectors in place and include HIV and AIDS	Indicator –MDG-focused policies and strategies; availability of national strategic plan. Baseline – Limited number of policies have pro-poor orientation; absence of clear policies in such areas as employment and climate change. Target – MDG- and evidence-based pro-poor policies and strategies developed, including national strategic plan for AIDS	UNDP will work in a joint programme among the United Nations organizations that will facilitate coordination and joint effort in these areas. It will also work with the sector groups and	Regular resources \$5,000 Other resources

Growth and Poverty				donor working groups. UNDP will engage with the group of partners under the leadership of Ministry of Tourism, Trade and Industry so as to facilitate micro, small and medium-sized enterprise growth to help create employment and opportunities for the poor.	0	
		National and local institutions in northern Uganda and other areas monitor policies and enforce regulations for enterprise development	Indicator – Policies monitored. Baseline – Inadequate capacity to monitor policy implementation, especially in northern Uganda. Target – Capacity-building of selected national and local institutions responsible for implementing policy and ensuring effective delivery of services in support of enterprise development systems and processes will receive major emphasis.			
	7. Coordinated, harmonized policies for inclusive growth and prosperity. Indicator Number of coordinated and harmonized policies in selected sectors. Baseline – Weak policy coordination hampering growth and competitiveness. Target – Mechanisms in operation for coordination in key growth sector policies	Institutional arrangements established that facilitate coordination and harmonization of selected growth-enhancing policies.	Indicator – Evidence of multi-sectoral collaboration. Baseline – Weak coordination for integrated planning, policies and processes for inclusive growth and prosperity. Target – Institutional capacity-building, and policy dialogue.		Regular resources	\$5,000
	8. Improved productivity, competitiveness and employment opportunities in selected sectors and districts, including the north. Indicator –Number of employment opportunities created; value of production volumes marketed Baseline – limited 'added value' of agriculture/industry products Target – Increased capacity of enterprises to create value and increase employment.	MSMEs are able to compete at local and national international markets.	Indicator – Number of enterprises, including women-owned enterprises, drawn from north and elsewhere, that are competing at local, national and international levels. Baseline – Weak and uncompetitive enterprises. Target –Constraints to productivity and competitiveness of enterprises in selected value chains analysed/addressed, MSMEs linked to large markets.		Regular resources	\$6,000
	Productivity-enhancing systems developed and disseminated, targeting women and youth entrepreneurs	Indicator – Enterprises utilizing new technologies, financial services and other factor inputs; % increase in productive investments that support MSMEs. Baseline – limited access to means and instruments for productivity enhancement. Target – Test systems that promote productivity tested among groups of producers; encourage investments that promote MSME growth.		Other resources	\$6,000	
National priority or goal (Millennium Development Goals and/or other international conference commitments)						
Intended UNDAF outcomes 1, 2 and 3 – Good governance, livelihoods, service delivery						
Programme component	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative resources, by goal, in thousands	
Cross cutting issues	9. Gender and HIV/AIDS mainstreamed into budgets, policies, accountability processes and data. Indicator – No. of policies and processes reflecting/integrating gender and HIV/AIDS concerns. Baseline – limited integration of gender and HIV/AIDS into policies, budgets, accountability processes and data. Target – A framework for gender and HIV/AIDS mainstreaming in place.	Selected institutions have systems, processes and skills for mainstreaming of gender and HIV/AIDS concerns	Indicator – Institutions, including CSOs applying mainstreaming processes for gender and HIV and AIDS; increase in % of overall HIV GOU funding. Baseline – inadequate mainstreaming processes for gender and HIV and AIDS. Target – guidelines and procedures for mainstreaming developed and applied.	UNDP will work with relevant development partners and established coordination groups to support and contribute to mainstreaming of gender and HIV/AIDS, energy, environment	Regular resources	
	10. Natural and energy resources are used and managed in a manner that is sustainable and contributing to growth and poverty reduction. Indicators – 1. No. of sustainable natural-resource utilization practices; 2. No of alternative energy solutions introduced in growth sectors. Baseline – Increasing population dependency on natural resources for production, and limited energy access. Target – Increased access and mainstreaming of off-grid energy and sustainable environmental management and climate-change adaptation practices.	Enterprises and communities, particularly women, are able to access alternative energy; adapt to climate change; and sustainably use natural resources for productive purposes	Indicator – No. of systems and processes developed in key growth sectors for integrating energy, environment and climate change adaptation. Baseline – inadequate systems, knowledge and skills for sustainably managing natural resources ; adapting to climate change; limited mechanisms for accessing renewable/alternative energy resources/options. Target – tools and techniques for environmental management and climate change adaptation and renewable energy products		Regular resources	
				Other resources	\$2,000	
				Other resources	\$2,000	
				Other resources	\$2,100	
				Other resources	\$10,000	