

Country Name	Project for Capacity Development in Planning and implementation of Community Development in Acholi Sub-Region
Republic of Uganda	

I. Project Outline

Background	<p>The northern region of Uganda suffered from the conflicts over 20 years since 1980s. During that time, investment in social infrastructures in the area had been halted, which left the area behind the development, compared to the southern part of the country. The conflict brought about two million Internally Displaced Persons (IDPs) and made the local governments' malfunction. After the commencement of peace talks in 2006, the number of armed conflicts decreased in the county, and the security of the areas was improved. Those situations accelerated the pace of IDPs' return to their original villages or to make them resettle in other areas. On the other hand, persistent issues, such as the promotion of resettlement of IDPs, revitalization of the communities, restoring the administrative function of local governments, were remaining. JICA implemented the "Project for Community Development for Promoting Return and Resettlement of IDP in Northern Uganda" (2009-2012) to promote returning and resettlement of the IDPs in the Acholi Sub-region. As the pace of IDPs' return showed rapid progress during the project, needs were raised for restoring and improving the function of local governments in anticipation of the shift to the development phase and with a focus on the promotion of the IDPs' resettlement.</p>												
Objectives of the Project	<p>Through capacity development of district and sub-county officers, implementation of pilot community development projects, and the experience sharing within the Acholi Sub-Region, the project aimed at strengthening the mechanism for planning and implementation of community development in the sub-region, thereby contributing to benefits of community people through planned and implemented community development projects.</p>												
	<ol style="list-style-type: none"> 1. Overall Goal: Planning and implementation of community development projects benefit people in communities. 2. Project Purpose: The mechanism for planning and implementation of community development in Acholi Sub-Region is strengthened. 												
Activities of the project	<ol style="list-style-type: none"> 1. Project site: Districts of Pader, Kitgum, Amuru, Nwoya, Gulu, Agago, and Lamwo in Acholi Sub-Region 2. Main activities: Development of the handbook and training manuals on project planning and implementation, training of district and sub-county officers on project planning, implementation of pilot community development projects (borehole drilling and livelihood improvement), sharing of the project experiences among the districts, etc. 3. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Ugandan Side</td> </tr> <tr> <td>1) Experts from Japan: 20 persons</td> <td>1) Staff allocated: 32 persons</td> </tr> <tr> <td>2) Training in Japan: 8 persons</td> <td>2) Land and facilities: Space for boreholes, etc.</td> </tr> <tr> <td>3) Equipment: Vehicles, PC, office equipment, etc.</td> <td>3) Local cost: Pilot project operation, etc.</td> </tr> <tr> <td>4) Local cost: Pilot project operation, etc.</td> <td></td> </tr> </table> 			Japanese Side	Ugandan Side	1) Experts from Japan: 20 persons	1) Staff allocated: 32 persons	2) Training in Japan: 8 persons	2) Land and facilities: Space for boreholes, etc.	3) Equipment: Vehicles, PC, office equipment, etc.	3) Local cost: Pilot project operation, etc.	4) Local cost: Pilot project operation, etc.	
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Project Period	November 2011 to November 2015 (Extended period: One month (November 2015))	Project Cost	(ex-ante) 757 million yen, (actual) 704 million yen										
Implementing Agency	Ministry of Local Government (MOLG), District Governments of Pader, Kitgum, Amuru, Nwoya, Gulu, Agago, and Lamwo.												
Cooperation Agency in Japan	None.												

II. Result of the Evaluation

< Special Perspectives Considered in the Ex-Post Evaluation >

- Continuation of the project effects was verified by confirming the utilization status of the planning tools developed by the project to prepare the Five-year Development Plan. The original two indicators were set to verify community leaders' perception of the improvement of the local government performance and counterpart personnel's acknowledgment on the improvement of the districts' function during the project period. Therefore, these indicators were analyzed as factors for achieving the Overall Goal.
- Because of the outbreak of COVID-19, information was collected through a questionnaire survey and phone interviews to make evaluation judgement in the ex-post evaluation. Site visits were not conducted.

1 Relevance

<Consistency with the Development Policy of Uganda at the time of Ex-ante Evaluation>

The "Peace, Recovery and Development Plan for Northern Uganda (PRDP)" (2007-2010, extended to 2015) aimed at the post-conflict reconstruction in the north and redress of the North-South inequality. Thus, the project was consistent with the development policy of Uganda at the time of both ex-ante evaluation.

<Consistency with the Development Needs of Uganda at the time of Ex-ante Evaluation >

After the commencement of peace talks in 2006, the number of armed conflicts was decreased in the county, and the security of the areas was improved. These situations accelerated the pace of the IDPs returns to their original villages or other areas for resettlement around 2008. Following needs were restoring and improving the function of local governments in anticipation of the shift to the development phase and with a focus on the promotion of the IDPs resettlement. Thus, the project was consistent with the development needs of Uganda at the time of ex-ante evaluation.

<Consistency with Japan's ODA Policy at the time of Ex-ante Evaluation >

Based on the policy consultation held in 2006, improvement of the basic livelihood was confirmed as one of the priority areas¹. The project was consistent with the Japan's ODA policy for Uganda at the time of ex-ante evaluation.

¹ Ministry of Foreign Affairs "ODA Databook 2011."

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the time of project completion. In the project, activities for capacity development of the local governments for development planning and implementation were carried out only in the four districts (Pader, Kitgum, Amuru, and Nwoya), and their experience and lessons learned were shared among the seven districts. In the four main target districts, 57% of community leaders considered that the performance of the local governments was improved, while 30% of community leaders responded in the same way in the other three districts (Indicator 1). Regarding the function of the districts to conduct development planning and implementation of the development plans, all interviewed counterpart personnel of all the seven districts answered that it was enhanced through the project (Indicator 2).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have continued since the project completion. Since the time of project completion, all of the Sub-Counties (S/C) and Town Councils (T/C) have utilized the planning tools developed by the project to prepare the Five-year Development Plan in the target districts except two S/Cs in Pader District. The reason why they have not utilized the tools could not be confirmed. Even T/Cs that were formed after the project completion have used the tools, supported by the succeeding “Project for Capacity Development of Local Government for Strengthening Community Resilience in Acholi and West Nile Sub-Regions” (WACAP) (2016-2020).

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved by the time of ex-post evaluation. In all of the interviewed districts (Pader, Kitgum, Amuru, and Nwoya), communities have got benefits from the local government’s development planning and implementation. For example, women have got involved in development planning, who had had minimal participation before. In projects of setting up water points, community members have been benefited and women have been main members of the water management committees in Pader District. There have not been hindering factors for the planning and implementation of development projects. There was a conflict of land boundaries and ownership, but it has been mostly solved through local mechanisms including T/C for conflict resolution.

<Other Impacts at the time of Ex-post Evaluation>

Firstly, as mentioned above, there have been impacts related to gender. It was reported that more women have got engaged in productive activities than men in Nwoya District and contributed to improve the household income. As well, in Pader District, more women have come to participate in the planning process and take responsibility for borehole management. Secondly, synergy effects have been brought in collaboration with other JICA projects in Acholi Region. For example, in the “Project for Provision of Improved Water Source for Returned IDPs in Acholi Sub-region” (2013-2015) which supported the construction of boreholes as well as trained the water users committees. This project promoted community participation in pilot projects highlighting women’s roles, as a result, they have taken roles in the management of the water points. Thus, the capacity development of the local governments and communities for project planning and implementation has facilitated increasing effects on other projects as explained.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of the Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) The mechanism for planning and implementation of community development in Acholi Sub-Region is strengthened.	1. More than 60 percent of the LC1 (village level) chairpersons interviewed realize that performance of local governments is improved where the project works.	<u>Status of achievement: Partially achieved</u> (Project Completion) - In the four main target districts, 57% of interviewed community leaders considered that the performance of the local governments was improved in the last three years. - In the other three districts, 30% of interviewed leaders consider the performance of the local governments has been improved. (Ex-post Evaluation) - Verified as a factor affecting the achievement level of the Overall Goal.
	2. Core project counterpart personnel of the district governments (CAOs, District Planners, DCDOs, and Water Officers/engineers) realize that function of the district to conduct development planning and implementation of the development plans are enhanced compared to before the Project started.	<u>Status of achievement: Achieved</u> (Project Completion) - In all the seven districts, all the core C/Ps interviewed acknowledged that the function of the districts to conduct development planning and implementation of the development plans was enhanced compared to the situation before the project started. (Ex-post Evaluation) - Verified as a factor affecting the achievement level of the Overall Goal.
(Overall goal) Planning and implementation of community development projects benefit people in communities.	1. People in communities where the project works realize that development planning and implementation of development plan by local governments benefit communities.	<u>Status of achievement: Achieved.</u> (Ex-post Evaluation) - In all of the four interviewed districts, communities have got benefits from the local government’s development planning and implementation.

Source: Terminal Evaluation Report, information provided by the target districts.

3 Efficiency

Although the project cost was within the plan, the project period slightly exceeded the plan (ratio against the plan: 93% and 102%, respectively). Outputs were produced as planned. Therefore, the project efficiency is fair.

4 Sustainability

<Policy Aspect>

PRDP 3 (2015-2021) has shown a strategic framework that sets out the specific context, priority needs, and key processes for the development of Northern Uganda. In the “Third National Development Plan” (2020/21-2024/25), local governments have been described

as one of the lead agencies for project idea identification and evaluation, being the target of capacity building.

<Institutional/Organizational Aspect>

The institutional setting has been sustained for planning and implementation of community development. The planning and implementation mechanism at the district and lower levels have been strengthened. Under S/Cs, Parish Chiefs have been recruited to support the planning process, although not all the positions have not been filled. The planners' forum has been established to support District Planners. The position of the Community Development Officers (CDOs) has been upgraded. In two (Kitgum and Amuru) of the four interviewed districts, the number of personnel for project planning and implementation has been sufficient. The planning tools produced by the project have been integrated into the planning tools of the National Planning Authority. MOLG has monitored and supervised project planning and implementation in Acholi Sub-Region, and provided technical support upon the necessity of the local government. However, the monitoring has not been frequent enough, although it was certainly better than before the project. MOLG answered that they have realized that their monitoring function would help to improve the local governments' performance.

<Technical Aspect>

All of the interviewed districts answered that S/Cs and T/Cs' personnel have sustained the necessary skills and knowledge for project planning and implementation. They have utilized the handbooks and tools developed by the project for planning purposes, and this had been confirmed also in the survey conducted by the "Project for Capacity Development of Local Government for Strengthening Community Resilience in Acholi and West Nile Sub-Regions" (2016-2020). For the new personnel, especially Parish Chiefs and CDOs, training has been conducted at each district.

<Financial Aspect>

Although budget data was not available, according to all of the interviewed districts, they have continuously secured necessary budgets for project planning as well as reproducing planning tools for S/Cs and T/Cs, through the Discretionary Development Equalization Grant, besides their own local revenue. However, more funds have been needed to cover increasing development needs.

<Evaluation Result>

In the light above, there have been issues in the institutional/organizational and financial aspects. Therefore, the sustainability of the effects is fair.

5 Summary of the Evaluation

The Project Purpose was achieved, and the project effects have continued. In other words, the mechanism for planning and implementation of community development through pilot project implementation was established in the main target districts, and the experiences were shared with other districts. The tools developed by the project have been utilized. Communities have been benefited. Regarding sustainability, more personnel have been needed in some districts, but all the districts have sustained the necessary skills and funds for project planning. As for efficiency, the project period exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

- It is recommended to MOLG to assign more budgets for district governments to address increasing development needs and further strengthen the monitoring function of the district governments, besides MOLG's monitoring. Also, it is effective to share innovative cases of some district government who have succeeded in creating new revenue sources and assigning them for development planning.

Lessons Learned:

- In the project, the mechanism for planning and implementation of community development projects was strengthened, through capacity building of the local governments and communities for project planning and implementation, and this has facilitated increasing effects in other projects and ensuring sustainability. In projects of capacity development of the local governments, it is effective to not only provide training to local government personnel for planning and implementation, but also establish the mechanism which involves communities, and training contents should include how to support communities to operate and maintain projects through the implementation of pilot projects. It is also desirable to implement other projects at the same time or right after the time of project completion so that they could exercise their learning in actual project planning and implementation.



Borehole constructed in the pilot project.



Community worker demonstrating how to effectively use the borehole to the community residents.