



Joint Evaluation of:

**Support to Civil Society Engagement in
Policy Dialogue**

Uganda Country Report

Additional Annex H: Case Study Reports

October 2012

Case Study 1: Governance and Accountability

INTERMEDIATE AND POLICY OUTCOMES

	CHANGES	Specific Evidence: What was achieved? Give examples from Case Study 1, 2 & 3	What made it work? Include inputs in policy dialogue, and use of spaces	What were the constraints
1.	Pro-poor policies/legislation, implementation guidelines developed/enacted by government	<ul style="list-style-type: none"> • Access to Public Information Act 2009. The bill was first presented to Parliament as a private members bill. Parliament took it up and. • Budget information is at national and local levels is accessible to the CSOs. • The Media challenged part of the Penal Code Act. • The OAG Act amended to include classified expenditure. • is setting up a division to increase interaction with CSOs • Gender responsive budgeting is mainstreamed within the budget process at national and local level 	<ul style="list-style-type: none"> • CSOs and the media such as ACCU, Uganda Debt Network campaigned for the laws to be enacted. • Government took it up and presented it as a government bill and was passed by Parliament. • The media has successfully petitioned the Constitutional Court to declare part of the Penal Code Act that curtail media freedom null and void. • FOWODE has consistently undertaken analysis of the national and local budgets to assess their gender responsive budget policies and practices 	<ul style="list-style-type: none"> • CSOs did not follow closely the debate on the bill in the relevant Parliamentary Committee and the Act contains some constraining for poor citizens to access the information such as payment of a fee to access information • Few CSOs have mainstreamed gender budgeting in the Strategic Plans.
2.	Increased accountability mechanisms (Case Study 1) Reduction in gender based violations (Case 2), More Sustainable management of forests (Case Study 3).	<ul style="list-style-type: none"> • The Government set up the Budget Monitoring and Accountability Unit (BAU) and produces a quarterly Budget Performance Report. • The quarterly budget monitoring reports are a useful source of information • CSOs such as ACCU, UDN, UNHCO, Regional Anti-Corruption Coalitions (TAC, 	<ul style="list-style-type: none"> • Civil Society Budget Advocacy Group (CSBAG) campaigned to carry out quarterly budget monitoring for improved budget performance increase government accountability • The increase in citizen consciousness to engage with decision makers at 	<ul style="list-style-type: none"> • Few CSOs have utilized the services of the BMAU to strengthen their budget analysis and budget performance. • The linkages between national and local levels in budget analysis are yet still

		NUAC, RAC) etc) have set up structures at local level (district and community) to track government monitor quality and delivery of services, public expenditure.	different levels through public dialogues and national level policy forums.	weak.
3.	Increase in allocation of resources allocations to sectors by government	<ul style="list-style-type: none"> Ministry of Health allocated USD 30 million in FY 2011/2012 for Maternal Health Ministry of Education allocated UGX 3 billion for Vocation Education and Training in FY 2010/11 and increased it to UGX 5 billion in FY 2011/2012 for Business, technical, Vocational Education and Training (BTVET) to enable the youth acquire life skills for increased access to employment 	<ul style="list-style-type: none"> National and Global campaign to achieve MDG no. 5. MOH acknowledges that the pressure from civil society helped the put policy at the forefront of the health agenda. <p>FENU consistently worked with technocrats in the MOES to ensure that the policy was supported at the highest level.</p>	<ul style="list-style-type: none"> The budget for Business, Vocational Education is not a priority with the mainstream education policies for formal education There is strong emphasis on the traditional formal education training processes
4.	Court Ruling on challenged cases i.e. public interest litigation	<ul style="list-style-type: none"> CSOs challenged the NGO Registration (Amendment) Act in the Court Constitutional that it seeks to undermine their .autonomy and independence enshrined in the constitution CSOs challenged the grant of UGX 20 million paid to the MPs prior to the 2011 general Elections purportedly “to monitor Government programmes”. 	<p>Human Rights Network presented the petition on behalf of the CSOs</p> <ul style="list-style-type: none"> The money was paid at the height of the campaigns when parliament was actively holding parliamentary sessions. MPs across the political divide all accepted the money. The money was paid after MPs had approved a supplementary 	<p>The Court is yet to make hear the petition three years after it was presented. Due to lack of corum, the petition has stalled. CSOs could have prevented the award if the campaign had started before the money was disbursed. Mechanism for detecting such extra-budgetary payments. Recently MP were awarded UGX 130 million to purchase personal vehicle without CSOs challenging the decision.</p>

PROCESS OUTCOMES

	CHANGES	Specific Evidence: What was achieved? Give examples from Case Study 1, 2 & 3	What made it work? Include inputs in policy dialogue, and use of spaces	What were the constraints
1.	Contributed to pro-poor budgeting processes	<p>a) Budget for Maternal health in the Ministry of Health Budget. The Ministry has allocated USD 30 million for maternal health in FY 1022/2012 through a loan and grants from multilateral and bilateral donors</p> <p>b) UNHCO analyse the MOH budget for FY 2011/12 and helped to save over UGX 4 billion that had been allocated to non-priority items. The money was saved re-allocated for purchase of motor cycles and to allocated fund to pay for interns who work with local communities</p>	<p>CSOs campaigned on MDG Goal No. 5 which the Ministry of Health relied to apply for the loan from multilateral and bilateral donor who were willing to support Uganda to achieve the MDG targets.</p> <p>UNHCO worked closely with Parliamentary Budget Office and the Budget Committee and Committee of social Services in Parliament which demanded that Ministry of Health re-allocates the budget. OH complied and over UGX 4 billion become available or po-poor spending. The collaboration with Parliament made it possible for UNCHO to develop its budget analysis capacity</p>	<p>No major constraints since the issues was already global issue and part of an international campaign</p> <p>UNHCO has limited capacity for budget analysis and had to rely on Parliamentary Budget Office to provide the necessary capacity. It is not clear how long this can continue.</p>
2.	Coalitions building, increased networking among CSOs/CBOs, Networking	<ul style="list-style-type: none"> The Anti-Corruption Coalition of Uganda has facilitated the formation of Regional Anti-corruption coalitions such as Teso Anti-Corruption Coalition (TAC), Northern Uganda anti-Corruption Coalition, Rwenzori anti-Corruption Coalition (RAC), Busoga anti-Corruption Coalition. The coalition have spearheaded various activities such as the annual anti-corruption week, local budget monitoring committee to increase citizens awareness and consciousness on economic, social, political impact of corruption CSOs such as Uganda Debt Network, Teso Diocesan Development Office (TEDDO) have established structures at local level, the Community Based 	<ul style="list-style-type: none"> ACCCU, Regional Anti-Corruption Coalition, Uganda Debt Network are members of the Inter Agency Forum (IAF) under the Directorate of Ethics and Integrity in the Office of the President. The forum is responsible for developing and operationalising the National Strategy to Combat Corruption (NSCC) to fight corruption CSOs are recognised in the strategy as key to the fight against corruption. UDN has published a dossier on corruption in Uganda. CSO monitoring reports are shared with decision makers at national and local level through public dialogues The faith based organisations helped build credibility of the anti-corruption crusaders 	<ul style="list-style-type: none"> The space available has not been utilized by CSOs to build a national level corruption. The DEI argues that instead every CSOs wants to represent itself rather than by the National network. No linkages between citizen groups that have been formed across the country to increase anti-corruption voice. CSOs interventions are mainly reactive to highlight cases of corruption rather than prevent them.

		<p>Monitoring and Evaluation Systems (CBMES) to involve poor and vulnerable people in policy engagement</p> <ul style="list-style-type: none"> The CSOs have developed a partnership with Faith Based organisations such as Inter-Religious Council of Uganda (IRCU), Inter Faith Organisation against Corruption (INFOC) 	<ul style="list-style-type: none"> Media Advocacy – increased collaboration between CSOs and the Media. 	
3.	Increased collaboration between CSOs/CBOs and government bodies/agencies, joint implementation	<ul style="list-style-type: none"> Joint monitoring at national and local level UNHCO and other CSOs working on health issues the implementation of health sector policy and strategies The maternal health campaign received a good hearing from the Ministry of health FENU worked with MOES, DPs to adopt the MOES policy on education in emergencies (flood, drought etc) 	<ul style="list-style-type: none"> Ministry able and willing to involve CSOs in Ministry of health appreciates that without CSOs maternal would not have attracted as much attention MOES technical staff appreciated the input of CSOs and owned the process 	<ul style="list-style-type: none"> Lack of independent monitoring indicators by CSOs Lack of attribution to CSOs of policy achievements
4.	Policy makers Commit to and use/advance CSO proposals, integrity pacts etc	<ul style="list-style-type: none"> The integrity pacts in water championed by Transparency International The citizen manifesto championed by the National NGO Forum was adopted by various political parties (except the NRM) who committed to incorporate it in their manifestos and campaign strategies. 	<ul style="list-style-type: none"> National NGO Forum organised forums to share the information with political parties Leaders of Political parties willing to attend The Citizens manifesto were launched countrywide 	<ul style="list-style-type: none"> The leaders of the NRM did not attend the citizen manifesto launch Intimidation and harassment by the local officials undermines the confidence of local CSOs leaders
5.	Prevention of policy violations/illegal actions/ reversal of negative actions	<ul style="list-style-type: none"> Government of Uganda has instituted numerous commission of inquiry into mismanagement of public funds. These include: CHOGUM, GAVI, UPE(still on-going), Uganda Wildlife Authority (UWA) 	<ul style="list-style-type: none"> Parliamentary committee proceedings and reports are open and available to the CSOs and public to make informed input into the processes during such inquiries. The IGG has powers to investigate and 	<ul style="list-style-type: none"> The Recommendations of the CSOs are advisory and not binding on the executive or appointing authority Some of the persons implicated

		<ul style="list-style-type: none"> Parliamentary Public Accounts Committee has initiated inquiries into misuse and abuse of public funds by senior politicians and senior technocrats The Anti-Corruption Court was set up as a result of the Anti-Corruption Act 2009. UDN worked with MPs to challenge the payment of UGX 10 million to MPs for the Constituency Development Fund (CDF) because it lacked clear guidelines for implementation 	<p>prosecute corruption cases</p> <ul style="list-style-type: none"> The government set up the Anti-Corruption Court to try corruption cases expeditiously The CDF was eventually scrapped by Parliament barring new and clear guidelines by Government for disbursement and accountability. 	<p>in corruption have challenged the powers of the IGG to try them.</p> <ul style="list-style-type: none"> Parliamentary recommendations are advisory and not binding on the executive. The CDF was a highly contentious issue that lacked guidelines for disbursement and accountability .
6.	Public interest litigation cases filed	<ul style="list-style-type: none"> CSOs petitioned the constitutional court to challenge the payment of UGX 20 million to purportedly monitor Government programmes at the height of political campaigns Legal Brains Trust to petition Constitutions Court over the UGX 103 million paid to MPs to buy personal using public funds (Observer, 27.02.2012) 	<ul style="list-style-type: none"> The Constitutional Court dismissed the petition With exception of a few MPs who returned the money, MPs across the political divide defended the award 	<ul style="list-style-type: none"> The Constitution gives power to the MPs to determine their emoluments. CSOs not united in the actions to challenge the Parliament decision (it's a done deal, we can't change it!!)
7.	Community based monitoring structures set up & operational	<ul style="list-style-type: none"> ACCU and the Regional Anti-Corruption Coalitions are jointly implementing the Gender social Accountability Project and have established set up budget monitoring Committees composed of 80 women who carry out regular monitoring in the health and education sub-sectors Uganda Debt Network has established Community 	<ul style="list-style-type: none"> The Constitutions gives CSOs the mandate to participate in influencing government policy through peaceful means. The Findings of the Community Budget monitors are presented during the public dialogues that are attended by local authorities. 	<ul style="list-style-type: none"> Sustainability of the community monitoring effort. Most of the monitors are volunteers Fear and intimidation by local authorities Lack of visible actions by the local and national authorities of people involved in corruption cases reported through public dialogues.
8.	Institutional reforms by government /Staff	<ul style="list-style-type: none"> The formation of the Directorate of Ethics and Integrity to bridge the gap 	<ul style="list-style-type: none"> The Government officials are willing to share information with CSOs 	<ul style="list-style-type: none"> CSOs input is not binding on the government

	changes/recruitments	<p>between policy and practice (government and statutory agencies) to present their report to Parliaments as part of their public accountability and initiate policy reforms.</p> <ul style="list-style-type: none"> The DEI is responsible for developing the National Strategy to combat Corruption (CACCS) in a participatory manner 	<ul style="list-style-type: none"> The NACS is a participatory strategy – CSOs are given space in its design and implementation 	<ul style="list-style-type: none"> Government processes are sometimes very slow with little or no feedback
9.	Strong CSOs capacity for policy engagement	<ul style="list-style-type: none"> ACODE, National NGO Forum, Uganda Debt Network have developed capacity in policy analysis and produce research reports, policy briefs, briefing papers, petitions that they present to policy makers (technocrats, parliament) The national NGO Forum and FENU have spearheaded the UWEZO research in the quality of Universal Primary Education in 2010 and 2011 and produced reports that were shared with MOES. 	<ul style="list-style-type: none"> The publications are presented through various for a such as the annual Public Expenditure Review (PER) Workshop in May attended by government, donors and CSOs and community representatives CSOs such as ACODE and FOWODE organise the Budget Breakfast and Gender Budget forums respectively to discuss budget estimates. The research findings were given extensive coverage by the media 	<ul style="list-style-type: none"> CSOs capacities are undermined by lack of adequate resources to recruit and retain highly trained staff who end up in the employment of the International NGOs or Donors themselves UWEZO research reports and findings are yet to be appreciated by government and used to initiate policy reforms in education to improve UPE performance.
10.	Mass action, public demonstrations	<ul style="list-style-type: none"> The annual anti-corruption week (ACW) activities are carried out at national and local levels. Local level activities are spearheaded by the regional anti-Corruption coalition 	<ul style="list-style-type: none"> The ACW is organised by a combined group of CSO, Faith based Organisations, Anti-Corruption Agencies (DEI, IGG) CSOs undertake research and analysis to present during the ACW. ACCU carried out Public Expenditure Tracking Surveys (PETS) in water in 2009, health (2009) education (2010) water 2011. 	<ul style="list-style-type: none"> Lack of follow up on PET's findings with relevant authorities. No specific policy changes have been made – officials still question the methodology and quality of the surveys.

Case Study 2: Gender-based Violence

INTERMEDIATE AND POLICY OUTCOMES

	CHANGE OUTCOMES	Specific Evidence: What was achieved? Give examples from Case Study 1, 2 & 3	What made it work? Include inputs in policy dialogue, and use of spaces	What were the constraints
1.	Pro-poor policies/legislation, implementation guidelines developed/enacted by government	<ul style="list-style-type: none"> • Trafficking in Persons (TIP) Act, 2009; • Female Genital Mutilation (FGM) Act, 2010; • Domestic Violence ACT (DVA), 2010; • Ratification of the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol), 2010; • DVA Regulations; • Translation of DVA into 8 languages; • National Development engendered; • Peace Recovery and Development Plan (PRDP) II engendered; • Tororo Bridal Gifts Ordinance and • Kirewa Bye-law; • Standard Operating Procedures for Gender in Lira District 	<ul style="list-style-type: none"> • Working in coalitions – DVB, DVA, etc.; • Engagement with all key stakeholders – legislature, government technical departments (gender ministry, police, law reform commission, etc.) religious leaders, cultural leaders, women and men in the communities; • Informal contacts / networking; • Working closely with the media; 	<ul style="list-style-type: none"> • Culture – strong beliefs about FGM, bride price and polygamy thus failure to appreciate the negative aspects such as domestic violence, health etc.; • Religious leaders positions on it is okay for a husband to
2.	Reduction in gender based violations ,	Improvement in the way police handle victims of abuse/violence	Engagement in dialogue with Police including training of Police officers	Limited financial resources at police stations
3	Coalitions building, increased networking among CSOs/CBOs, Networking	<ul style="list-style-type: none"> • Emergence of a number of coalitions linked to specific legislation for example: The Domestic Violence Act Coalition which initially started as the DVB Coalition; Marriage and Divorce Bill Coalition; Sexual Offences Bill Coalition Anti HIV/AIDS Bill Coalition; GBV-PEP Coalition; Anti Homosexuality Bill 	<ul style="list-style-type: none"> • Focus on specific issue and leadership taken by niche organisations. 	<ul style="list-style-type: none"> • MoUs that restrict creativity especially when working in coalitions • Mistrust among CSOs which undermines working together • CSO coordination is weak – networks also engaged in implementation and tendency to place organisational interests before that of key constituents

	CHANGE OUTCOMES	Specific Evidence: What was achieved? Give examples from Case Study 1, 2 & 3	What made it work? Include inputs in policy dialogue, and use of spaces	What were the constraints
				<ul style="list-style-type: none"> Lack of transparency with some CSOs not wanting to share information including work plans
4	Increased collaboration between CSOs/CBOs and government bodies/agencies, joint implementation	<ul style="list-style-type: none"> DVA Coalition worked with ULRC to translate the DVA into 8 languages and is now working with different department on training of duty bearers; Work with ULRC to revise laws including the 1995 Constitution of the Republic of Uganda, Land Act etc.; Revisions to police form 3 allowing other medial officers to examine and sign the form is due to be gazetted; CSOs involved in the JLOS working group CSOs are part of the Gender Reference Group at MoGLSD GBV-PEP Coalition has engaged with Ministry of Health leading to the directive to districts to ensure that victims of abuse/violence access PEP services 	<ul style="list-style-type: none"> CSOs provide the funds required including simplified versions of the laws. CSOs provide the information including facts to support propositions on gender. For example, Uganda Bureau of Statistics, NDP, PRDP II 	<ul style="list-style-type: none"> Wrong perception in some government departments that CSOs are anti-government; Lack of adequate financial and technical resources in some government departments;
5.	Prevention of policy violations/illegal actions/ reversal of negative actions	<ul style="list-style-type: none"> Constitutional petition on legality of bride price which is now before the supreme court; Constitutional petition on polygamy 	<ul style="list-style-type: none"> Mifumi carried out research on the practice of bride price in the eastern part of the country to inform the petition 	<ul style="list-style-type: none"> Ruling cited limited scope of the research (eastern Uganda only) used as a basis for the petition.

Case Study 3: Forest Management and Governance

	Aim of Engagement	What was achieved	CSOs or networks
	<i>Policy formulation</i>		
	To review the National Forestry Plan to take account of new developments	CSOs outlined current governance flaws in forestry management	UFWG led by Environmental Alert
	Improved management of a private forest (80 ha) through preparation of a Forest Management Plan	Plan completed, but challenge is that FSSD take too long to approve, which may negatively affect implementation	CODECA with CARE
	To address the issue of degenerating governance of	No specific outcome reported in the performance	Forest Governance Learning Group (hosted by

Aim of Engagement	What was achieved	CSOs or networks
the NFA, through meetings with the Parliamentary Sessional Committee	review document	ACODE)
To make the case for more effective collaboration between government and CSOs	A book documenting best practice case studies, to form a key reference document for future public-private partnerships on development issues	Environmental Alert, with Community Development Resource Network (CRDN), with support from AKDN
Implementation		
To reduce encroachment of forests: organised communities under Community Forest Management to carry out forest border patrols	Project on-going - no information	CODECA in partnership with CARE
To halt degazettement and change of land use of Kalangala forest through legal action	Result was that Oil Palm Uganda was denied grant by IFC. But challenge is laxity of judiciary to follow up on legal cases	ACODE, Greenwatch and Environment Alert
To encourage rural households to use agriculture waste (briquettes) in place of charcoal. Media campaign to change awareness	20 households now use briquettes in place of charcoal from Kalangala forest. Media campaign not yet assessed	Tree talk and Eco-Trust
Build capacity of forestry enforcement agencies (Judiciary, NR officers etc). A further six capacity building initiatives also reported in the performance report (not detailed here).	10 districts have started process to develop environmental ordinances. However a number of formidable bureaucratic and political interference obstacles	CODECA with CARE
To enlist communities into the Collaborative Forest Management programme (from example of initiatives in Mabira forest)	Some 3 of the 7 parishes in one sub-counties in Mabira forest had signed a CFM agreement. However, lack of clear benefits to communities in this arrangement, have resulted in low levels of uptake	CODECA – information derived during focus group session with community leaders during field work stage of study
Capacity building for communities to engage in saw log production	276 people trained in saw log production	Private Sector firms in saw log production
M&E and information dissemination		
Some nine case studies / research papers, including assessment of on-going programmes produced by the 29 contributors to the performance report. Purpose was to inform decision-making in the sector	Information on use of information or outcome is not available	CSOs in the ENR sector