

Evaluation of the Commonwealth Secretariat's Support to Uganda 2013/14 – 2018/19

Final Report
August 2020



The Commonwealth

EVALUATION SERIES 119

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Published by the Commonwealth Secretariat.

Contents

Abbreviations and Acronyms	v
Executive Summary	vii
1. Introduction and Context	1
1.1 Introduction	1
1.2 Report structure	1
1.3 Evaluation objectives	1
1.4 Funding	1
1.5 Country context	3
1.6 Commonwealth Secretariat context	4
2. Methodology and Approach	5
2.1 Methodology	5
2.2 Approach	5
2.3 Limitations	6
3. Overview of Activities	8
3.1 Democracy	8
3.2 Public Institutions	10
3.3 Social Development	16
3.4 Youth	18
3.5 Economic Development	22
4. Findings	28
4.1 Relevance	28
4.2 Effectiveness	31
4.3 Efficiency	42
4.4 Impact	43
4.5 Coherence	45
4.6 Sustainability	46
5. Lessons Learned and Recommendations	48
6. Conclusion	50

Annex 1: Strategic Results Framework 2013/14–2016/17	51
Annex 2: Terms of Reference	55
Annex 3: Evaluation Questions	59
Annex 4: Stakeholders Consulted	61
Annex 5: Commonwealth Meetings and Events	63

Abbreviations and Acronyms

CEN	Commonwealth Electoral Network
CEP	Commonwealth Election Professionals
CMAG	Commonwealth Ministerial Action Group
CFTC	Commonwealth Fund for Technical Co-operation
CJEI	Commonwealth Judicial Education Institute
COG	Commonwealth Observer Group
CVE	countering violent extremism
CYP	Commonwealth Youth Programme
EAC	East African Community
EACS	East African Community Secretariat
EFM	early and forced marriage
FGM	female genital mutilation
JEP	Junior Election Professionals
M&E	monitoring and evaluation
MEL	monitoring, learning and evaluation
MVA	mineral value addition
NDP	National Development Plan
NPG	New Petroleum Producers Group
PMIS	the Commonwealth Secretariat's internal database
SMART	specific, measurable, achievable, relevant, timebound
SPPDD	Strategy, Portfolio, Partnerships and Digital Division
TOT	training of trainers
UEPB	Uganda Export Promotion Board
UHRC	Uganda Human Rights Commission
UNHRC	UN Human Rights Council
UPR	Universal Periodic Review (by the United Nations)
VAW	violence against women
WTO	World Trade Organization

Executive Summary

Background

This was the first formal evaluation conducted by the Commonwealth Secretariat of its Uganda Country Programme. The evaluation assessed the Commonwealth Secretariat's work in Uganda over the six-year period 2013/14 to 2019/20 against the OECD DAC¹ evaluation criteria (relevance, effectiveness, efficiency, coherence, impact and sustainability).

Findings

- The Secretariat's interventions in Uganda broadly aligned with Uganda's Vision 2040 and Uganda's Second National Development Plan.
- Some interventions clearly contributed to the Strategic Plan's Intermediate Outcomes, notably in the areas of education, gender equality and youth. For the majority of interventions, the contribution to the relevant Intermediate Outcomes was unclear, or had not been monitored.
- There was a general lack of post-intervention follow-up, metrics and anecdotal evidence of progress.
- The evaluation did identify some good examples of impact in Uganda, especially in instances where the Secretariat had taken a strategic, deliberate approach over several years (and had built on previous interventions). The Secretariat's work in gender, youth work and elections were notable examples of this.
- Programming was generally fragmented with many 'one-offs'. The Secretariat could explore developing a country framework for Uganda (or a regional framework) and setting selection criteria for interventions.
- There were examples of interventions demonstrating efficiencies, but the evaluation was unable to assess the efficiency of the Uganda Country Programme as a whole. The programme delivery model, both within the Secretariat and in Uganda, did not ensure adequate coherence of interventions.
- To improve coherence within the Secretariat, consideration could be given to reintroducing a structure with country or regional focal points, who have a full view of country and regional programming.
- There were some examples of sustainability, where a Ugandan agency absorbed and funded the continuation of Secretariat interventions, notably in the areas of legislative drafting and in the professionalisation of youth work. However, sustainability was generally low.

1 Organisation for Economic Co-operation and Development's Development Assistance Committee.

Key activities in Uganda during the evaluation period

Democracy

The Secretary-General(s) made two visits to Uganda during the evaluation period.

The Commonwealth Observer Group observed Uganda's 2016 general election and provided recommendations for consideration by the Ugandan government.

The Secretariat provided electoral technical assistance through the Junior Election Professionals (JEP) and the Commonwealth Election Professionals networks.

The Commonwealth Countering Violent Extremism (CVE) Unit, in partnership with the Global Centre on Cooperative Security, delivered a workshop in October 2018 for 35 senior officials, some of whom were from Uganda.

Public Institutions

Uganda hosted the 9th Commonwealth Regional Conference of Heads of Anti-Corruption Agencies in May 2019.

Representatives from the Uganda Inspectorate of Government received training in leadership and management in January 2018.

A representative from Uganda participated in the Commonwealth Forum of National Human Rights Institutions (CFNHRI) Working Session on Child, Early and Forced Marriage (EFM), held in Kigali, Rwanda, in May 2015.

A representative from Uganda participated in the Africa Regional Seminar for Members of Parliament on the Role of Parliamentarians in the Promotion and Protection Human Rights, held in March 2014 in Seychelles.

A Ugandan representative attended the Pan-Commonwealth Head of Public Service meeting held in London in 2019.

Ugandan stakeholders provided input into the *Case Law Handbook on Violence Against Women and Girls in Commonwealth East Africa*, published in September 2019.

Ugandan participants attended the JEP Initiative Pan-Commonwealth pilot training event in New Delhi, India, in October 2013.

Social Development

A representative from Uganda participated in the Technical Workshop on School Leadership, London, in January 2020.

Uganda hosted a Faith in the Commonwealth Training of Trainers programme in December 2018, in which 27 Ugandan youth participated.

Uganda provided input into the Commonwealth Education Policy Framework, published in June 2017.

Uganda was a member of the Commonwealth Education Ministers Working Group (CMWG) and participated in the 19th Commonwealth Conference of Education Ministers Meeting in June 2015 in The Bahamas.

Uganda contributed to a review of the use of contract teachers in 22 countries in sub-Saharan Africa, as part of the Secretariat's involvement in the International Task Force on Teachers for Education for All (EFA) in collaboration with Association for the Development of Education in Africa (ADEA) in 2015.

Youth

Uganda was one of four countries depicted in the September 2019 Commonwealth Secretariat publication, *Case Law Handbook on Violence Against Women and Girls in Commonwealth East Africa*, which included input and cases provided by Ugandan participants.

The Secretariat trained the Uganda Inspectorate of Government in leadership and management issues in January 2018.

Uganda was one of four countries to be portrayed in the Commonwealth Secretariat publication, *Judicial Bench Book on Violence Against Women in East Africa* (published January 2017), with Ugandan stakeholders providing input into the book.

Two Ugandan youth attended a Secretariat-organised human rights training for trainers (TOT) in Lesotho in 2015.

Economic Development

The 7th Annual Meeting of the New Petroleum Producers Discussion Group (co-sponsored by the Secretariat) was held in Kampala in November 2019. It was hosted by Uganda's Ministry of Energy and Mineral Development, the Petroleum Authority of Uganda and the Uganda National Oil Company.

The Secretariat provided support to the Uganda Export Promotion Board (UEPB) to build capacity for cross-border trading export capacity for traders.

In 2015, the Secretariat supported the Uganda Export Promotion Board (UEPB) to develop Uganda's 2nd National Export Strategy (NES) 2015–19.

Ugandan is a member of two clusters within the Commonwealth Connectivity Agenda: the Physical Connectivity Cluster and Digital Connectivity Cluster

Lessons learned and recommendations

Lesson learned	Recommendation
A lack of coherence across the programme portfolio, with many small, 'one-off' interventions	<ul style="list-style-type: none"> Focusing on a few, in-depth interventions with a high potential for sustainability would deliver better value for money for the Secretariat and impact for Uganda, than working across all pillars and the majority of Intermediate Outcomes. Set criteria for choosing interventions, such as: <ol style="list-style-type: none"> alignment with the Strategic Plan; contribution to Intermediate Outcomes; ability to measure progress using a Strategic Plan indicator; alignment with Secretariat technical expertise; building on and/or complementing previous work; evidence of sustainability post-Secretariat support; contributing to the Uganda's National Development Plan; and the ability to set targets and indicators that are SMART (specific, measurable, achievable, relevant, timebound).
No full Secretariat overview of programmatic activities in Uganda	<ul style="list-style-type: none"> Re-introduce dedicated country or regional focal points, who have the full overview of activities in Uganda. Develop a country framework for Uganda. Using the Secretariat's Strategic Plan as a basis, the Secretariat should explore developing a country or regional framework/document to guide its support. This should be agreed with and co-owned by the member state and would consist of broad priorities for the country/region.
Lack of a central information repository for Uganda within the Secretariat	<ul style="list-style-type: none"> Ensure that PMIS (the Secretariat's internal database) is fit-for-purpose and is regularly updated with useful information.

(Continued)

Lesson learned	Recommendation
Low in-country visibility of the Secretariat's work	<ul style="list-style-type: none"> • Develop a country-focused page or online dashboard for each member state on the Secretariat website, so that Commonwealth members can see what programmatic interventions the Secretariat is carrying out in their country.
Interventions did not use the Strategic Plan indicators (or tailored versions of these indicators) to assess progress	<ul style="list-style-type: none"> • As a part of programme design, develop a short monitoring and evaluation framework, with a few high-level indicators, targets and baselines. • Develop a country- or regional-focused theory of change. • Indicators should be SMART.
A lack of baselines, which were largely not set prior to interventions being undertaken	<ul style="list-style-type: none"> • Scoping missions should, as a rule, take place before interventions. If travel is not possible, this could be a virtual scoping mission. As a part of these mission, a rough baseline could be set and documented for future reference.
Programme staff were not clear on monitoring, evaluation and learning (MEL) processes and generally did not monitor progress	<ul style="list-style-type: none"> • Develop clear processes and frameworks for MEL in programme management and design. • Programme staff should receive training in MEL and build in monitoring activities when designing interventions. • Programme staff must also assume responsibility for ongoing monitoring of progress towards outcomes, with the Strategy, Portfolio and Partnerships Division (SPPD) taking responsibility for the subsequent evaluation and learning component. • Managers overseeing programme staff must understand, support and incentivise staff to integrate MEL into programming.
A lack of analysis around how interventions impacted target group(s)	<ul style="list-style-type: none"> • Programme staff, during the programme design phase, should identify the outcome-level intervention target group(s) and, to the extent possible, monitor impacts on the target group subsequent to the intervention.

1. Introduction and Context

1.1 Introduction

This was the first formal evaluation conducted by the Commonwealth Secretariat of its work with Uganda. The evaluation assessed the Commonwealth Secretariat's ('the Secretariat's') work in Uganda over the five-year-period 2013/14 to 2018/19 against the Secretariat's Strategic Plan 2013/14–2016/17 (and the associated Strategic Results Framework) (see Annex 1: Strategic Results Framework 2013/14–2016/17).

Country evaluations provide Commonwealth member states with a picture of the Secretariat's complete work in their countries during a given time period, as well as with an assessment of what worked well and where there was room for improvement. Evaluations also include lessons learned and recommendations, which can be used for future work with member states.

1.2 Report structure

This report is structured as follows:

1. **Introduction and context:** This section sets the scene for the evaluation, outlining the evaluation objectives, the funding picture for Uganda, the country context and the Secretariat's context during the evaluation period.
2. **Methodology and approach:** This section describes the methodology and approach of the evaluation.
3. **Overview of activities:** This section summarises the Secretariat's key activities in Uganda during the evaluation period. It is structured around the six pillars of the Secretariat's Strategic Plan 2013/14–2016/17. The pillars are: Democracy, Public Institutions, Social Development, Youth, Economic Development, and Small States and Vulnerable States ('Small States').
4. **Findings:** This section provides a high-level strategic analysis of the Secretariat's activities and outcomes, as assessed against the

OECD DAC² evaluation criteria (relevance, effectiveness, efficiency, coherence, impact and sustainability).

5. **Lessons learned and recommendations:** This section lists lessons learned and recommendations.
6. **Conclusion:** This final section concludes the evaluation.

1.3 Evaluation objectives

As set out in the Terms of Reference (see Annexes).

The evaluation had five main objectives:

- a. Establish the extent to which the Secretariat's support is relevant to the priorities of the targeted member country, and consistent with intermediate outcomes of the Strategic Plan.
- b. Determine the outcomes and impact achieved over the evaluation period and the level of sustainability of the results.
- c. Assess the member state's contribution to the Secretariat's funds and the benefits realised over the review period and conduct a contribution–benefit analysis, assessing value for money for the member country.
- d. Examine the delivery model of programmes in the member state, including communication and programme co-ordination within the country, highlighting lessons and areas for improvements.
- e. Identify issues, challenges, and lessons learned and recommendations on the Secretariat's overall programming.

Detailed evaluation questions are provided in Annex 3.

1.4 Funding

The following section sets out Uganda's financial contributions to the Commonwealth, and the Commonwealth's programmatic contributions to Uganda during the evaluation period.

2 Organisation for Economic Co-operation and Development's Development Assistance Committee.

Note that these figures do not cover regional and/or pan-Commonwealth programmes from which Uganda may have benefited. The section focuses on the evaluation plan period, 2013/14 to 2018/19.

Uganda's financial contributions to the Commonwealth

As a member of the Commonwealth, Uganda contributes to, and receives funding from, the three Commonwealth funds:

- Commonwealth Assessed Contribution Fund (COMSEC);
- Commonwealth Fund for Technical Co-operation (CFTC); and
- Commonwealth Youth Programme (CYP).

Uganda contributed a total of 1,356,754 pounds sterling (£) to the three funds during the evaluation period 2013/14–2018/19 (see Figure 1).

For the years covered by this evaluation, Uganda made its contributions to the three Commonwealth funds on an 'on-and-off' basis with no contributions made in one year, and the contribution for two years made in the following financial year (see Figure 1).

Commonwealth programmatic expenditure in Uganda

Through the three funds, the Secretariat provided £471,444 in programme expenditure to Uganda during the evaluation period (see Figure 2). The Secretariat and CYP budgets are financed by assessed contributions from member

Figure 1. Uganda's financial contributions to Commonwealth funds

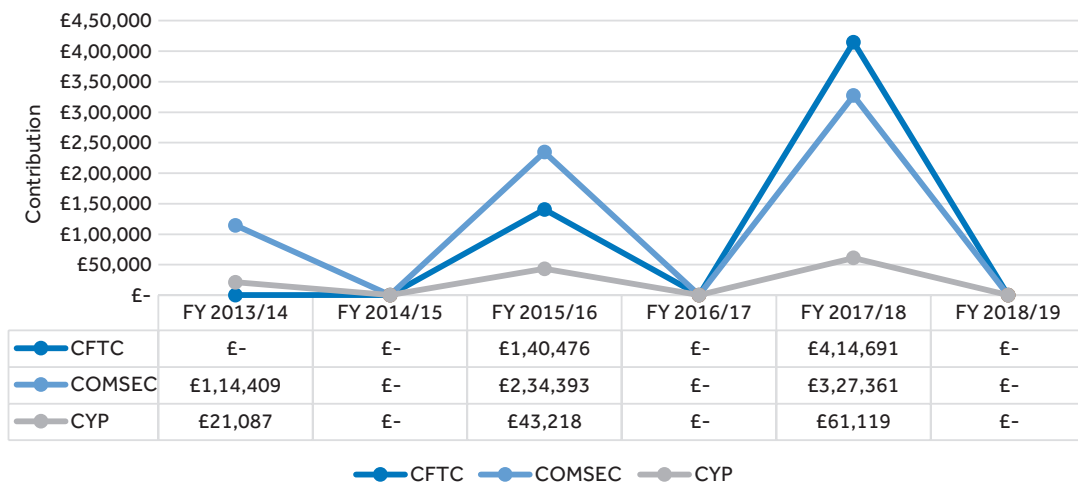


Figure 2. Contributions and programme expenditure

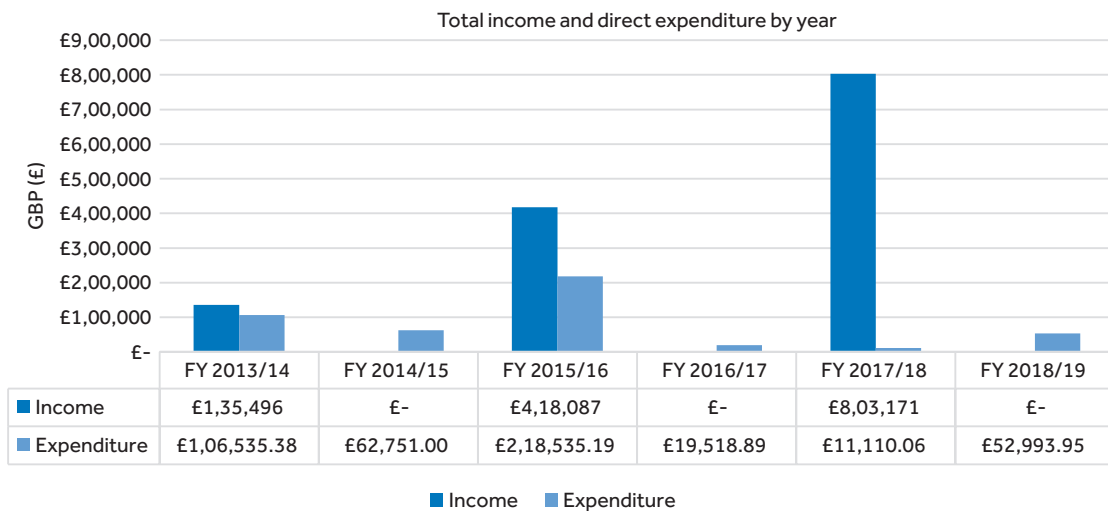
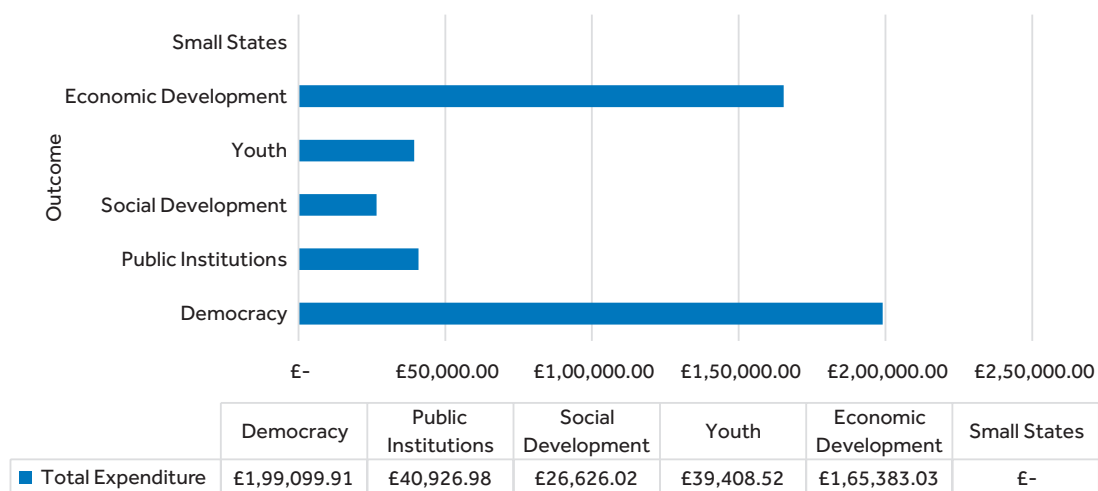


Figure 3. Total expenditure by thematic area



governments, which are primarily based on capacity to pay. The CFTC budget is financed by voluntary contributions from member governments.

When broken down by the thematic areas/pillars in the Secretariat's Strategic Plan, Uganda's highest share of programmatic funding received was in the Economic Development (42%) and the Democracy pillars (35%) of total direct expenditure (see Figure 3). There were no activities under the Small States pillar, which is not relevant to Uganda.

1.5 Country context

Uganda joined the Commonwealth in 1962. The country has a population of 44 million and has the world's youngest population, with more than 78 per cent being under the age of 30.³

Today, Uganda economy is growing rapidly, and generates export income from coffee, fish, maize, oil re-exports, and base metals and products. Uganda has achieved remarkable results in reducing poverty over recent decades, mainly driven by the agriculture sector.⁴ However, poverty remains widespread, with Uganda ranked at 159 on the UN Human Development Index (HDI).⁵ Uganda was

at the time of writing classified as a low-income economy by the World Bank.⁶

Uganda had recently become an established petroleum province and was estimated to hold recoverable resources of at least 1.4 billion barrels of oil in the Lake Albert region. Final decisions by foreign investors on approximately US\$20 billion of investments were anticipated in 2021. The oil sector was therefore expected to become a significant source of government revenues as production ramped up within the coming five years, with 'the potential to generate over \$2 billion in annual revenue for more than 20 years'.⁷ These oil revenues were projected to fund many of the activities proposed in the country's national development plan, Vision 2040.⁸

Recently, Uganda's economy had experienced a slowdown in growth due to the severe impact of the COVID-19 pandemic crisis, a locust invasion and flooding caused by heavy rains.⁹

3 See: Youthpolicy.org (no date), Uganda, Definition of Youth, available at: <https://www.youthpolicy.org/factsheets/country/uganda/#:~:text=Uganda%20has%20the%20world's%20youngest,rates%20in%20Sub%2DSaharan%20Africa.>

4 World Bank (2020), 'The World Bank in Uganda', available at: <https://www.worldbank.org/en/country/uganda/overview>

5 UN Development Programme (2020), Human Development Reports, 2020, Uganda, available at: <http://hdr.undp.org/en/countries/profiles/UGA>

6 World Bank (2021), 'World Bank Country and Lending Groups', available at: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519>

7 Shepherd, B (2013), *Oil in Uganda: International Lessons for Success*, Chatham House, available at: https://www.chathamhouse.org/sites/default/files/public/Research/Africa/0113pr_ugandaoil.pdf

8 Crawford, A, Disney, K, and Harris, M (2015), *Uganda: Assessment of implementation readiness*, International Institute for Sustainable Development, available at: <https://www.iisd.org/system/files/publications/mpf-uganda-assessment-of-implementation-readiness.pdf>

9 World Bank (2020), op cit. note 4.

Presidential elections were held in Uganda in February 2016. The National Resistance Movement was at the time of this evaluation the ruling political party, led by President Yoweri Museveni.

Uganda is a member of the African, Caribbean and Pacific Group of States (ACP), the African Union (AU), the Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC), the Non-Aligned Movement (NAM), the Organisation of Islamic Cooperation (OIC), the United Nations (UN), the World Trade Organization (WTO), and the Intergovernmental Authority on Development (IGAD).

1.6 Commonwealth Secretariat context

Coinciding with this evaluation period, the Commonwealth Secretariat Strategic Plan 2013/14–2016/17 was the organisation's first results-based management strategic plan. There was a lag in getting it approved, which delayed implementation. The Secretariat also introduced a

new monitoring and evaluation (M&E) system during the evaluation period, which was also set back by a delay in approving a dedicated M&E budget.

The change in the Secretariat's senior leadership in 2016 provided a new direction for the organisation, with the new Secretary-General focusing on reform and improving co-ordination of programme delivery. However, a decreasing budget (particularly for the Commonwealth Fund for Technical Co-operation) and restructuring delays negatively affected programme delivery. Recruitment was paused, which reduced capacity to deliver. Direct areas affected included long-term expert placements, which were reduced significantly during the evaluation period.

Key technical and management staff leading programme delivery left the organisation, and there were delays in filling several of these vacancies. Consequently, some programmatic areas were negatively impacted due to inadequate resourcing, and lacked strategic direction and oversight during the evaluation period.

2. Methodology and Approach

2.1 Methodology

The evaluation was primarily qualitative in nature. A quantitative analysis was conducted on Secretariat funding for Uganda.

Evaluation activities comprised the following:

- A **desk review** of national country documentation, including of publicly available strategy documents and reports, was conducted to provide context and to address the general evaluation questions. Additional reports were requested and reviewed following interviews with stakeholders from Ugandan ministries and agencies. In addition, an analysis was conducted of relevant project design documents, monitoring plans, and reports and post-mission back-to-office reports.
- **Focus group discussions and interviews** were held with project teams within the Secretariat to better understand the programmes and to understand the outcomes of the programmes and to triangulate findings from the desk review. In total, 60 individuals were interviewed (32 external stakeholders during the field visit and 28 Secretariat staff). See Annex 4: Stakeholders consulted.
- A **field visit** was conducted by the Secretariat's Evaluation Team to Uganda in December 2019, to meet with key stakeholders. Thirty-two (32) interviews and discussions were held during the field visit. The visit enabled the Evaluation Team to triangulate desk review findings, verify results and generate additional data related to the evaluation questions (see Annex 3: Evaluation questions).

The Evaluation Team generally had limited access to senior policy-makers and officials. While stakeholders interviewed during the field visit were informative, interested and engaged, many had limited visibility of the work of the Secretariat.

2.2 Approach

OECD DAC evaluation criteria

The evaluation assessed the work in Uganda using the OECD DAC¹⁰ evaluation criteria. Key questions were developed under each criterion, based on the evaluation objectives set out in the Terms of Reference.

The OECD DAC criteria and key questions are:

- **Relevance**
 - To what extent was Secretariat support relevant to the priorities of Uganda, and consistent with the Intermediate Outcomes of the Strategic Plan?
- **Effectiveness**
 - Did the interventions contribute to the priorities of Uganda and to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?
- **Efficiency**
 - How well were resources used?
- **Impact**
 - What impact did the interventions have?
- **Coherence**
 - To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Uganda?
- **Sustainability**
 - To what extent have outcomes lasted, or are likely to last?

These key questions were underpinned by more detailed questions, as set out in Annex 3: Evaluation questions.

¹⁰ Organisation for Economic Co-operation and Development's Development Assistance Committee.

Strategic Plan and Strategic Results Framework

The Secretariat's Strategic Plan 2013/14–2016/17 and supporting Strategic Results Framework (SRF) has three high-level 'Goals':

1. Strong democracy, rule of law, promotion and protection of human rights, and respect for diversity
2. Inclusive growth and sustainable development
3. A well-connected and networked Commonwealth

These goals are supported by six programmatic pillars, each with its own Strategic Outcome.

1. Democracy – Greater adherence to Commonwealth political values and principles
2. Public Institutions – More effective, efficient and equitable public governance
3. Social Development – Enhanced positive impact of social development
4. Youth – Youth are more integrated and valued in political and development processes
5. Economic Development – More inclusive economic growth and sustainable development
6. Small States – Strengthened resilience of small states and vulnerable states (note, this pillar is not relevant to Uganda, and is not covered in this evaluation)

For each pillar, there are a number of lower-level Intermediate Outcomes leading to the Strategic Outcome. These Intermediate Outcomes will be the focus of Section 4: Findings.

The full results framework can be found in Annex 1: Strategic Results Framework 2013/14 – 2016/17.

Additionally, the Secretariat defined a number of 'Impact Pathways' as part of the Strategic Plan 2013/14–2016/17, which form the Secretariat's core 'ways of working'. These five pathways are: Consensus Building, Thought Leadership and Advocacy; Policy and Legislative Development; Institutional and Capacity Development; Networking, Knowledge Generation and Sharing; and Performance Management. Each 'pathway' draws on the Secretariat's experiences, specialist knowledge and competencies in delivery and project actions draw on multiple impact pathways.

This evaluation did not specifically assess the individual impact pathways but focuses on and assesses the impact of project actions at the country level.

2.3 Limitations

The main limitation for the evaluation was the lack of a country programme framework or document for Uganda. While the evaluation refers to a 'Uganda Country Programme', the reality is that the Secretariat's work was a collection of activities that took place in Uganda, rather than a dedicated, co-ordinated country programme with a set of programme priorities, indicators, baselines and targets. It should be noted that the Secretariat as a rule does not develop dedicated country programmes, so this was not an issue specific to Uganda.

Another limitation was the lack of a theory of change for the Secretariat's work in Uganda. As before, this was not specific to Uganda. The Secretariat was at the time of writing in the process of developing an organisational theory of change for its programmatic activities.

Assessing progress without the existence of a theory of change and/or baselines, indicators and targets can be challenging. One strategy is to reconstruct baseline data by using publicly available data sets (such as census data) and comparing two points in time. However, given the relatively small scale of the Secretariat's activities in Uganda, attributing change in large data sets such as census data was not deemed suitable.

Another challenge was gaining an overview of interventions in Uganda. There was no focal point for Uganda or Africa within the Secretariat. This meant that no individual or team had a complete overview of the Secretariat's activities in Uganda. Consequently, locating Uganda-specific Secretariat information required consulting with multiple thematic teams.

To address the lack of baseline data, this evaluation triangulated information where possible to assure the validity of the findings – for example, by reviewing documents, interviewing the relevant Secretariat programmatic focal point, and interviewing the relevant Ugandan stakeholder(s). Where documentation could not be found, the Evaluation Team followed up with Secretariat programmatic staff.

While the Secretariat's internal database PMIS included some information on activities in Uganda, this data was often incomplete or had not been updated regularly. Due to PMIS' design, searches in PMIS for multicountry activities that included Uganda were not possible, as all multicountry programmes are assigned one code.

Assessing the extent to which gender was mainstreamed through programmes at the country level was challenging. A lack of adequate data and disaggregate data meant that an assessment of gender mainstreaming for programming was not possible.

The information gathered during the field visit tended to be more technical, quantitative and

outputs-focused in nature, rather than providing a qualitative assessment of programme outcomes. In some cases, this was due to the long time period covered by the evaluation, which meant that the original staff who had been involved in the programmes had moved on to other roles. Their replacements were not always aware of the details of the programmes – including what had worked well and what had not.

The field visit to Uganda was too short to engage with a large set of stakeholders for each programme area. The exceptions were the rule of law, youth and public administration areas, for which interviews were conducted with multiple stakeholders.

3. Overview of Activities

An overview of activities in Uganda is provided in the Executive Summary and an overview of Commonwealth events/trainings in Uganda (and Commonwealth events/trainings with the participation of Ugandan stakeholders) is provided in Annex 5: Commonwealth meetings and events in Uganda and with participation of Ugandan stakeholders.

3.1 Democracy

The 'Democracy' pillar works towards the Secretariat Strategic Outcome: 'Greater adherence to commonwealth political values and principles'.

'Democracy' has four Intermediate Outcomes, of which the Secretariat worked on three in Uganda:

- **Good Offices of the Secretary-General:** Member states engage with and benefit from strengthened Good Offices of the Secretary-General.
- **Election management:** Member states conduct fair, credible and inclusive elections.
- **Respect and understanding:** Values of 'respect and understanding' advanced.

Measured by programme funding contributions from the Secretariat, the Democracy pillar was the second largest programme area in Uganda during the evaluation period.

Programmes under the 'Democracy' pillar were mainly focused on activities related to the Commonwealth Ministerial Action Group (CMAG), Commonwealth Observer Group, engagement through the Good Offices of the Secretary-General, and raising awareness on counter violent extremism (CVE). The evaluators were not able to interview Ugandan stakeholders who had taken part in interventions under the Democracy pillar. This was due to both the timing of the evaluation and a lack of response from relevant stakeholders.

Total expenditure under the Democracy pillar was £199,099 during the evaluation period, constituting 35 per cent of total direct expenditure. A breakdown by year is provided in Figure 4. Note that these figures do not cover regional and/or pan-Commonwealth programmes from which

Uganda may have benefited, nor do they cover contributions from Uganda-based Commonwealth Fund for Technical Co-operation (CFTC) experts.

Good Offices of the Secretary-General

The Secretary-General visited Uganda in July 2017 to meet with Uganda's President Museveni. The visit took place in the context of the Secretary-General's Commonwealth Ministerial Action Group (CMAG) mandate to advocate for constitutional, legal and electoral reforms.

The Secretary-General undertook another visit in May 2019, to attend the 9th Commonwealth Regional Conference of Heads of Anti-Corruption Agencies in Africa, hosted in Kampala, Uganda.

Election management

The Commonwealth Secretariat provided a range of support through the Commonwealth Observer Group (COG), which provides election observation support, the Commonwealth Electoral Network (CEN), and through the Junior Election Professionals and Commonwealth Election Professionals Initiatives.

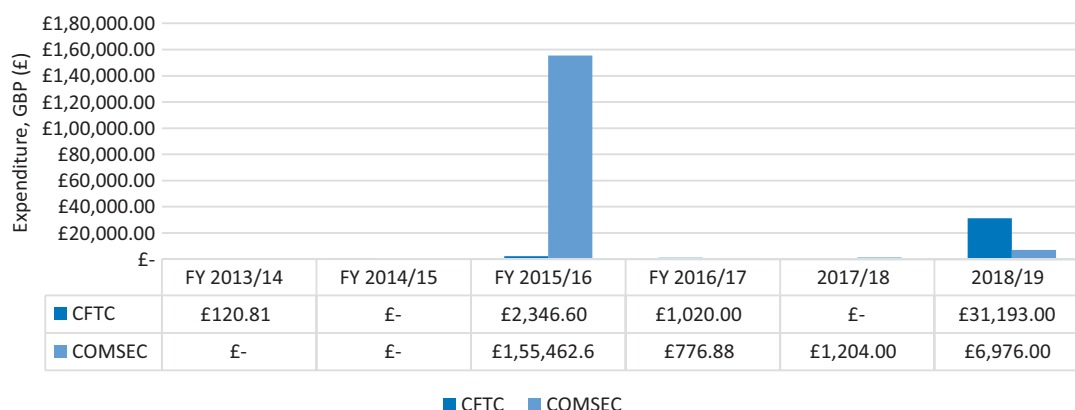
Commonwealth Observer Group

During the evaluation period, COG, at the invitation of the Ugandan Ministry of Foreign Affairs, observed the Uganda general elections in February 2016. The 13-person mission visited eight districts across Uganda. The teams met with other citizen, regional and international observers, as well as with local electoral officials and political party representatives, the police and voters, in order to build a comprehensive picture of the conduct of the elections process.

The COG concluded that: '*key benchmarks for democratic elections were not fully met*'.¹¹ The group's key findings were that the elections were marked by a lack of a level electoral playing field; allegations of misuse of state resources and abuse of incumbency privileges; inequitable media coverage; and concerns around the

¹¹ The Commonwealth (2016). *Uganda General Elections, Report of the Commonwealth Observer Mission*. Commonwealth Secretariat, London.

Figure 4. Democracy direct programme expenditure 2013/14–2018/19



competence, credibility and the ability of the Electoral Commission of Uganda to manage the process effectively.

The 2016 COG made a series of recommendations. These included:

- reforming the appointment and dismissal of electoral commissioners to assure the independence of the institution;
- improving the training of electoral commission staff;
- improving the accuracy of the voters' register;
- addressing issues surrounding the use of money in politics, in particular, campaign financing; and
- implementing a Political Parties Code of Conduct.

The findings of the 2016 COG mirrored its findings from the 2006 and 2011 general elections. The 2016 COG report noted that the group was disappointed to note that '*recommendations of the 2011 COG were yet to be addressed or implemented*'.

It was evident from the conclusions in the 2016 COG report that there had been no tangible progress to follow-up on recommendations made by observer missions since the 2011 elections. At the time of this report, there was no evidence that the recommendations of the 2016 COG had been implemented. The next Ugandan presidential and parliamentary elections were planned for 2021.

Commonwealth Electoral Network

The Commonwealth Electoral Network (CEN) aims to promote good practices in the field of

election management, facilitate experience sharing and to foster a sense of community among Commonwealth election management bodies. Uganda was a part of this network, which is supported by the Commonwealth Secretariat. The CEN has working groups on different election topics such as voter registration, the independence of election management bodies, and managing the influence of the incumbency.

The Commonwealth Electoral Network meets on a biennial basis and is a platform for officials across the Commonwealth to interact and share experiences and information on electoral issues. Staff from the Ugandan Electoral Commission took part in the CEN meeting in Trinidad and Tobago in 2016. At the meeting, participants provided input into a guide on good electoral practices.

Junior Election Professionals Initiative

The Secretariat launched the Junior Election Professionals (JEP) Initiative in June 2013, which aims to build the capacity of the next generation of electoral administrators from across Commonwealth member states through training and professional development.

The programme draws on international electoral best practice and experience from across the Commonwealth to strengthen participants' technical capacities and understanding of international election standards. The goal is to build the skills, knowledge and effectiveness of young electoral administrators.

Ugandan participants attended the JEP Initiative pan-Commonwealth pilot training event in New Delhi, India, in October 2013. Uganda

was also represented at the JEP Initiative pan-Commonwealth Africa region training event held in Botswana in August 2015. Feedback from Ugandan participants was very positive, with comments including:

My participation in the JEP Initiative opened my eyes to the wide array of alternatives that can be used to achieve best results in a particular setting. It helped me understand how an election can be done without ballot papers (electronic voting), how voter registration can be made possible without one reporting at the location physically (e-registration) or even voting itself (e-voting).

I learned from the best practices in elections administration from participants from other countries and the exposure I experienced has given me more confidence in doing my duties.

The training provided an opportunity to share learning across Africa and the Commonwealth. One Ugandan participant did recommend that to strengthen the impact of the programme, 'JEP could increase the number of participants to two per country (up from one). (This would) increase the impact of the training on their EMBs (electoral management bodies)'. This recommendation would have required additional financial resources, which were not available to the programme at the time of implementing the intervention.

Commonwealth Election Professionals Initiative

The Commonwealth Election Professionals (CEP) Initiative, the successor programme to the JEP Initiative, trains participants from Commonwealth member states in international electoral best practice. Representatives from the Electoral Commission of Uganda participated in the CEP Africa region training event held in Abuja, Nigeria, in October 2018.

Countering violent extremism

A Ugandan representative was one of 32 participants from 21 countries who took part in a workshop in West Sussex in February 2019 on tackling the illicit proliferation of conventional weapons and diversion of small arms and light weapons in the Commonwealth.

In December 2018, Uganda hosted a week-long workshop, which brought together 26 youth leaders as part of the Faith in the Commonwealth Initiative.

3.2 Public Institutions

The 'Public Institutions' pillar works towards the Secretariat Intermediate Outcome: 'More effective, efficient and equitable public governance'. Under this Strategic Outcome, there are five Intermediate Outcomes. Of these, the Secretariat worked on three in Uganda:

- **Human rights:** Effective institutions and mechanisms for the promotion and protection of human rights.
- **Rule of law:** National institutions effectively facilitating the administration and delivery of the rule of law and justice.
- **Public administration:** Improved public administration.

The total direct expenditure for Public Institutions was £40,927 over the period of the evaluation.

Human rights

Training of Trainers in human rights

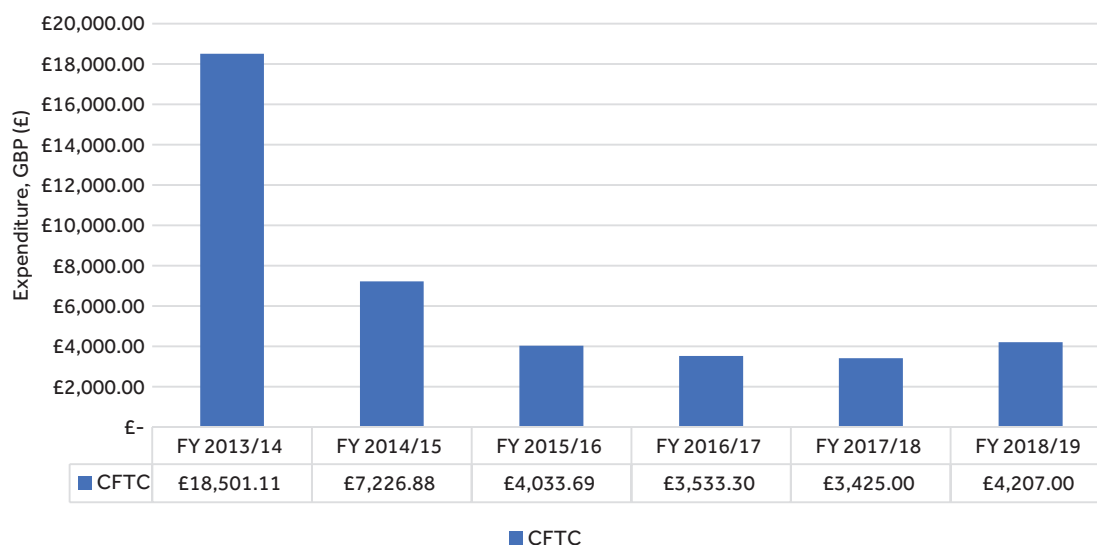
The Secretariat delivered a human rights training of trainers (TOT) session for the Commonwealth Africa region in Lesotho in 2015. This was the final workshop in a pan-Commonwealth regional series, with participation from 35 youth trainers from across Africa. Two Ugandan youth participants attended. The TOT aimed to train resource persons who would carry forward the training in their own member countries.

Training participants noted that they felt that the Secretariat could have done more to anchor the training within local institutions or frameworks to ensure sustainability. The closure of the Secretariat's regional youth centres during the evaluation period (including the African youth centre based in Lusaka, Zambia) challenged the Secretariat's ability to monitor results post-workshop.

Engagement with parliamentarians

A regional seminar for which there were two Ugandan attendees, for Members of Parliament on the role of parliamentarians in the promotion and protection of human rights, was held in Seychelles in March 2014. After this, a regional network of parliamentarians was formed consisting of ten members, including Uganda. The network met again in London in 2015, with one Ugandan attendee for this meeting. Unfortunately, due to some of the

Figure 5. Public Institutions direct programme expenditure 2013/14-2018/19



members losing their seats in subsequent elections and a lack of funding, the network was no longer operational at the time of the evaluation.

Commonwealth Parliamentary Conference

The 64th Commonwealth Parliamentary Conference (CPC) was held in Kampala in 2019. This meeting was hosted and funded by the Commonwealth Parliamentary Association (CPA), Uganda Branch, and the Parliament of Uganda, under the theme, *'Adaption, engagement and evolution of parliaments in a rapidly changing Commonwealth'*. Workshops held at the conference included sessions on youth unemployment, the role of parliaments in the separation of powers, and enhancing parliamentary transparency and accountability.

Supporting the UHRC to combat child marriage

The Secretariat supported the participation of the Uganda Human Rights Commission (UHRC) and Ugandan government representatives at a roundtable on child marriage held in London in 2013. The Secretariat also supported Ugandan participation in a 2015 meeting in Rwanda of human rights institutions, which led to the Kigali Declaration to prevent and eliminate child, early and forced marriage.

The Secretariat made an offer of technical assistance to UHRC to raise awareness around early and forced marriage (EFM) in order to integrate issues of EFM into the National Action Plan for

Human Rights. The offer of technical assistance was not taken up by the UHRC. However, the UHRC developed an action plan on the prevention and elimination of EFM, and to empower survivors of early and forced marriages, and this was shared with Secretariat staff.

Uganda attended the Commonwealth Forum of National Human Rights Institutions, annual and biannual meetings, in Geneva, and the Commonwealth Heads of Government Meeting (CHOGM) 2018. In these meetings, operational and planning topics were discussed, rather than the provision of technical assistance. Uganda was provided with support from the Secretariat to attend these meetings.

The Secretariat's support was characterised by UHRC stakeholders as being instrumental in enabling the UHRC to participate in efforts to address early and forced marriage, gender-based violence, and on female genital mutilation (FGM) through attendance at forum meetings.

One stakeholder noted that:

The Secretariat-facilitated meetings have given us platforms for information sharing, learning best practices, publications and networking. Sports and human rights were a new area to us, and we have shared a lot of information as result of engagements within the Commonwealth. We have now embraced sports and human rights, where we have done research and explored areas of intervention. We have gone ahead to

promote the FGM Act and we have supported forums for persons with disabilities in schools as part of efforts to promote inclusive education.

Rule of law

Judicial Bench Book on Violence Against Women

In 2016, the Commonwealth Secretariat published the *Judicial Bench Book on Violence Against Women in Commonwealth East Africa*, aimed at strengthening jurisprudence on violence against women (VAW). Uganda was one of four case studies in the *Judicial Bench Book*, which was developed by the Secretariat together with local judicial officers, gender experts and rule of law technical advisers. The *Judicial Bench Book* places VAW within the sociocultural and legal context of the region, with the aim of enhancing the ability of judicial officers to handle cases of VAW, both within human rights as well as gender perspectives. It is a quick reference for judicial officers, in line with the foundations of the common law system, *stare decisis* and judicial precedent. Through case law, the book discusses measures to address VAW and the role of the judiciary in ensuring that the state fulfils its obligations. It also includes examples of how a lack of appreciation of the lived realities of women victims of violence can lead to denial of justice.

The Secretariat facilitated the establishment of a technical working group on the *Judicial Bench Book* to promote continuity of the work arising from the

recommendations in the report of the validation workshop and encourage sustainability.

The *Judicial Bench Book* serves as a practical, quick reference for judicial officers when handling cases of VAW. It examines how the countries have interpreted and applied (or failed to apply) national and/or international human rights laws to address VAW. The review also identifies obstacles preventing women survivors of violence from accessing justice.

The *Judicial Bench Book* was well-received across the East Africa region, including in Uganda. The Commonwealth Judicial Education Institute (CJEL) adapted the *Judicial Bench Book* into training modules to form part of the CJEL programme. The Secretariat also plans to produce similar bench books on VAW for the Pacific and Asia (subject to resource availability).

The impact and effectiveness of the book in Uganda and across the East Africa region will likely take time to manifest, due to the slow nature of the judicial landscape (i.e., cases need to be brought before a court for the *Bench Book* to be applied).

There were, however, instances where the *Judicial Bench Book* was being used. Judges from Commonwealth East Africa, including Uganda, have used the *Judicial Bench Book* when reaching verdicts in cases of violence against women and girls. For example, in relation to the Moroto criminal case of 2015, *Uganda v Auda Hassan*,¹² a judge involved

¹² See Uganda Legal Information Institute website: www.ulii.org

Box 1. Feedback on the *Judicial Bench Book* from judges and judicial officers

A follow-up questionnaire survey was carried out in February 2017 with the judicial officers who were involved in the design, review and delivery of the *Judicial Bench Book on VAW*. Key quotes are listed below:

'I am better able to apply international human rights instruments in gender-based violence cases. I have gained a deeper understanding of VAW, gender equality, law and the judicial process.'

'I have enhanced my skills in identifying discriminatory customary practices in land disputes involving women.'

'In cases of sexual violence against girls and sexual offences, I clear the courtroom of non-essential persons so that the females can freely testify. With children, I hear evidence in chambers (I have) enhanced (my) skills in courtroom leadership.'

'We undertake to work with the Judicial Studies Institute to roll out the (Judicial Bench Book on VAW), especially at induction of newly appointed judicial officers.'

in the case noted that, *'The Judicial Bench Book assisted me (...) in giving assistance to vulnerable witnesses through taking evidence in chambers and in absence of non-essential persons in the courtroom. I was able to identify the cases as gender based and acknowledged international norms on VAW during sentencing'*.

The *Judicial Bench Book* may have had an impact on the increased awareness about the illegality of the practice of female genital mutilation (FGM) in Uganda, as well as child, early and forced marriages, which were addressed in a paper that was annexed in the book.

Limited hard copies of the book were shared with judicial officers in East Africa. However, feedback received during the evaluation suggested that there was a need to supply more hard copies at the country level and that an electronic copy of the book could be shared to support dissemination of the content.

It was noted that the *Judicial Bench Book* was, at the time of the evaluation, priced quite high, which may be beyond the means of those who would benefit the most from it. A stakeholder suggested that the Secretariat should consider developing a synthesised hard copy of the *Bench Book* at a lower price-point and/or could provide free copies to relevant institutions.

Those involved in developing the *Bench Book* noted that continued training of judicial officers and other actors in the justice sectors on VAW would be helpful. Systematising the training and making it recur on a regular basis would also be useful: *'Judicial officers are recruited annually, which means there must be an established training programme (on VAW) to which all must attend. Also, serving officers need to be reminded regularly about the imperative of applying international human rights and constitutional norms in the judicial process. In other words (it shouldn't be) an option'*.

Another stakeholder noted that the *Judicial Bench Book* could be updated to help legal experts better understand Uganda's Domestic Violence Act: *'The Domestic Violence Act of Uganda 2010 has largely remained on the shelf. One of the reasons is that it is not well understood by justice actors. A section (of the Judicial Bench Book) should be devoted to breaking it down (...)'*.

Case Law Handbook on Violence Against Women and Girls

Building on the *Judicial Bench Book on Violence Against Women and Girls* in Commonwealth East Africa, and based on recommendations from judicial officers, the Secretariat, working with members of the technical working group on the *Judicial Bench Book*, developed and published the *Case Law Handbook on Violence Against Women and Girls in Commonwealth East Africa: Kenya, Rwanda, Tanzania and Uganda*.

Launched by the Commonwealth Secretary-General at the 12th Women's Affairs Ministers Meeting in Kenya in September 2019, the book shared procedural recommendations and good practices set out in the *Judicial Bench Book*.

The goal was to provide judicial officers and rule of law practitioners with a comprehensive and up-to-date resource on adjudicating VAW cases in the Commonwealth East African jurisdictions. The *Case Law Handbook* lists relevant and useful case law across jurisdictions, examples of application of VAW laws and procedures, current as well as recommended court practices, sentencing and remedies.

The *Case Law Handbook* had been well received in Uganda as a useful and locally relevant resource that complements existing local manuals, guidelines and handbooks. It also serves as an example of the Secretariat providing sustained engagement on a specific issue in a country/region and building on previous work.

Judicial officer training

To strengthen the rule of law in Commonwealth member countries, the Secretariat sponsors judicial officers to study at the Commonwealth Judicial Education Institute (CJEI), which is an accredited organisation of the Commonwealth. The CJEI's Intensive Study Programme for Judicial Educators is an intensive six-week training programme for judicial officers in Halifax, Canada. Graduates are known as CJEI Fellows and are able to serve as trainers of trainers in their own countries. During the evaluation period, four of Uganda nationals completed the CJEI and become CJEI Fellows, two of them fully supported by the Secretariat.

Feedback from CJEI Fellows was generally positive, suggesting that the programme had strengthened their capacity. However, other than anecdotal

Box 2. Feedback on CJEI training from a Ugandan CJEI Fellow

'Since returning from the training, I have actively used the knowledge acquired at CJEI for the following: I have now ensured that all training programmes (in Uganda) integrate aspects of judicial education to ensure that learning outcomes guarantee excellent judicial performance.'

'I have also used the skills acquired from CJEI to organise Uganda's 20th Annual Judges Conference (21st to 25th January 2018), which for the first time had a clear concept note encompassing relevant

theme, purpose and milestones to be achieved as outcomes, in addition to each of the included topics presented having well thought out objective, training delivery methodology and output.'

'I have fully participated in the review, vetting and concluding of the first ever Judicial Gender Bench Book, which is now being used as a reference tool by judicial officers while handling gender-related matters in court.'

stories of impact, there was limited evidence of the wider impact that this training had had on national institutions and member states.

Vulnerable victims and witnesses

In March 2018, the Secretariat supported a stakeholder meeting on the management of vulnerable victims and witnesses, as part of its wider work to build the capacity of the judiciary in Uganda. The meeting, held in Kampala, brought together staff from Uganda's Director of Public Prosecutions office, the Attorney General's office, law schools, members of the judiciary and civil society.

The outcome of the meeting was the establishment of a 17-member taskforce to manage vulnerable witnesses. Limited resources and funding have meant that there had been limited follow-up support to move the work forward. There were instances of the taskforce convening; however, its status at the time of writing was unclear. The Secretariat was developing a training programme for the management of vulnerable witnesses for 2021. The taskforce will be critical to piloting this training.

The role of the judiciary

In November 2016, the Secretariat presented on the role of the judiciary in implementing Agenda 2030 at the annual conference of the East African Magistrates and Judges Association, held in Kampala, Uganda. The Secretariat's presentation was well received, and informed a decision by the conference to highlight the importance of considering Agenda 2030 and Goal 16 in judicial work in the region in the conference's outcome resolution.

Mentorship programmes for Directorate of Public Prosecutions staff

The Secretariat, in 2013, supported two officers from the Ugandan Office of the Director of Public Prosecutions and the Inspectorate of Government, to develop their skills in handling difficult cases in trials, investigations, sentencing and when recovering public assets, through a placement in South Africa. The placements followed training and mentorship programmes involving 42 trainee and 38 mentee prosecutors and investigators respectively, in 2012.

The Office of the Director of Public Prosecutions (DPP) and that of Criminal Investigations Department (CID) reportedly worked more closely together following the training.

Following the training, detectives were reported to become involved in corruption cases earlier than previously, which in turn shortened case time frames. All assets recovery investigations were prosecution led by the time of the evaluation. An asset recovery account, an administrative forfeiture account into which confiscated funds are placed, had also been set up, with approximately 28 billion shillings (around £5.8 million) recovered.

The Director of Public Prosecutions listed the developments below as being impacted by the Secretariat's training of prosecutions staff:

- restructuring of the Office of the Director of Public Prosecutions to create the Ugandan Anti-Corruption Unit;
- the Office of the Director of Public Prosecutions developed a capacity-building training action plan;

- investigation and prosecution guidelines for the Office of the Director of Public Prosecutions were developed;
- a needs assessment was conducted for corruption cases;
- there were reports of improved approaches to prosecution-led investigations and to prosecution case management;
- there was an increased focus on asset recovery within the Office of the Director of Public Prosecutions and the Inspectorate of Government;
- expertise in victim compensation and witness assistance was improved; and
- two successful money laundering cases went to court and were concluded, while eight cases were in court at the time of writing.

It is critical to note that one of the officials who participated in the placement in South Africa was appointed the Head of the newly created Anti-Corruption Unit. She was recently appointed Director of Public Prosecutions, the first female to occupy the position.

Mentorship and exposure visits for the Ugandan Judicial Service Commission

The Secretariat supported members of the Ugandan Judicial Service Commission to take part in exposure visits to the Supreme Court in the United Kingdom.

The visits were designed to equip participants with skills to handle unique cases. Participants were also exposed to new ways of recruiting and evaluating judicial officers (such as the use of online evaluations).

Participating members reported that the visits had provided them with first-hand experience with legal issues that they had not trained in or experienced in their workplaces. Ugandan participants noted that they were impressed with the conversational nature of the legal processes in the UK and the public accessibility of proceedings. They also highlighted learning on the quality and ethics associated with judicial services in the UK, as well as on delivery of justice, late arrivals to courts and absenteeism.

Following the exposure visit, new initiatives were initiated in various Ugandan offices in the judiciary, including the introduction of a self-assessment

tool for judicial practitioners applying to the high court, training on handling bias and the use of e-recruitment.

There was at the time of this evaluation, a proposal to introduce court watchers in order to improve court services by offering feedback on what happens in courts.

Legislative drafting

Between 2013 and 2015, the Secretariat arranged seminars and workshops to train representatives across 35 Commonwealth jurisdictions in how to draft legislation. A 12-week programme was delivered by the Secretariat and the Ghana School of Law, in which one legislative drafter from Uganda took part. Uganda received support from the Secretariat to improve capacity in creating legal frameworks for the effective delivery of justice and promotion of reforms conducive to sustainable development. Uganda also received a copy of the *Commonwealth Legislative Drafting Manual*, a practical tool designed to enhance the legislative drafting skills of drafters across the Commonwealth. This tool is also designed to assist drafters to correctly apply drafting principles (which, over the years, have changed substantially), and enable them to produce 'fit for purpose' legislative drafts to enhance the rule of law in their jurisdictions.

Law reform

Uganda also received a copy of *Changing the Law: A Guide to Law Reform*, which offers practical guidance to the Commonwealth's law reformers with the aim of ensuring law reform outcomes of the requisite standard. The guide sets out the various approaches to law reform, with such reform contributing to countries' socioeconomic development and the rule of law.

Hosting of meeting for Heads of Anti-Corruption Agencies

Uganda hosted the ninth Africa Regional Meeting for Heads of Anti-Corruption Agencies (ACAs) in Kampala in May 2019. The meeting was hosted by Uganda's Inspectorate of Government and convened by the Commonwealth Secretariat.

The regional conference provided a platform for sharing anti-corruption best practice and good governance in African Commonwealth countries. The conference also focused on strengthening

co-operation and collaboration among the anti-corruption agencies in Commonwealth Africa, to increase asset recovery and return.

Another key concern addressed during the visit was the heavy losses that Africa suffers as a result of illegal transfers of the proceeds of corruption and crime out of Africa. The conference urged the Secretariat, through the Commonwealth Africa Anti-Corruption Centre in Botswana, to develop a training calendar for anti-corruption agencies and called upon the Commonwealth African anti-corruption agencies to adopt a strategy of engagement with their policy-makers.

The conference resulted in the election of Uganda as the Chair (represented by the Inspector General of Government).

Public Institutions

Addressing corruption

In both the Transparency International ranking on corruption and the Ibrahim Index of African Governance (IIAG), Uganda ranks poorly. The Secretariat had supported Uganda to address corruption through training and facilitating platforms for networking and sharing experiences on corruption with other regional Commonwealth countries.

Commonwealth Africa Anti-Corruption Association

In 2011, the Secretariat set up and convened the Commonwealth Africa Anti-Corruption Association. Since its formation, the Secretariat has

held regional meetings of heads of anti-corruption agencies to enable them to share experiences and build their capacity. The Ugandan Inspectorate of Government, the leading anti-corruption agency in Uganda, was among the founding members, and Uganda had participated in all the meetings since 2012.

The Commonwealth Africa Anti-Corruption Centre (CAACC), hosted in Botswana, provides training to build capacities of anti-corruption agencies in investigation, public education, prosecution, monitoring and evaluation, and other capacities to enable them to manage their respective institutions.

The Secretariat organised a training for senior management from the Ugandan Inspectorate of Government and the Ugandan Directorate of Public of Public Prosecution (DPP) on managing corruption-related risks and reducing corruption in Uganda. Twenty-three (23) senior staff participated in the training, which took place in Uganda in January 2018.

Meetings for ministers and heads of public services

The Secretariat supported a number of meetings related to public service during the evaluation period, in which Uganda participated. For instance:

- **Bi-annual meeting of the Ministers of the Public Service:** Starting in 2006 and ending in 2019, these meetings enabled ministers to share experiences of their respective

Box 3. Realising impact: strengthening national monitoring and evaluation capacities

Prior to the period of this evaluation, the Secretariat developed capacity of the national government training institution (the Uganda Management Institute) to respond to national capacity in monitoring and evaluation through the development of a postgraduate monitoring and evaluation course curriculum; capacity building of trainers; and procurement of resource materials in 2009–10.

Launched in 2010 as one of the ten postgraduate courses, the M&E course accounts for 25 per cent of students at the institute. Over the years, the course has had exponential growth – from 78

students in 2010 and an income of 329,940,000 Uganda shillings (Ush) (£71,726), to 691 students in 2018 generating US\$2,922,930,000 (£635,420). It is regarded as the flagship course for the institute, fetching premium fees at 40 per cent higher than other courses.

In this way, the support provided before 2013 helped lay a foundation for the national government training institution to continue implementing work which the Secretariat had supported and facilitated enhanced capacity building at the national level.

public services. Participation by Uganda was not consistent, potentially due to changes in ministerial appointments.

- Annual African Heads of Public Service Meetings:** Held between 2004 and 2015; these meetings provided a platform for heads of public sector agencies to learn from one another, especially in the area of public service reforms. The head of the public service in Uganda had consistently attended these meetings. An example of best practice sharing was Uganda using the African Heads of Public Service Meeting as an opportunity to share with Malawi how Uganda conducted recruitment processes for permanent secretaries.

3.3 Social Development

The 'Social Development' pillar works towards the Secretariat Intermediate Outcome: 'Enhanced positive impact of social development'. There are four Intermediate Outcomes under the Strategic Outcome, of which the Secretariat worked on two in Uganda:

- Education:** Strengthened national policies and frameworks improve education outcomes.
- Gender equality:** Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects.

Of total programme expenditure in Social Development (£26,626), 70 per cent related

to gender. The evaluation noted that the Social Development pillar was not traditionally an area where Uganda sought support from the Secretariat.

Education-related expenditure was not included due to this funding being from extra budgetary resources (EBR).

Gender

A *Judicial Bench Book on Violence against Women in Commonwealth East Africa* was the key deliverable under the 'Gender' Intermediate Outcome. See full details in Section 3.2 Public Institutions, in the subsection on the rule of law.

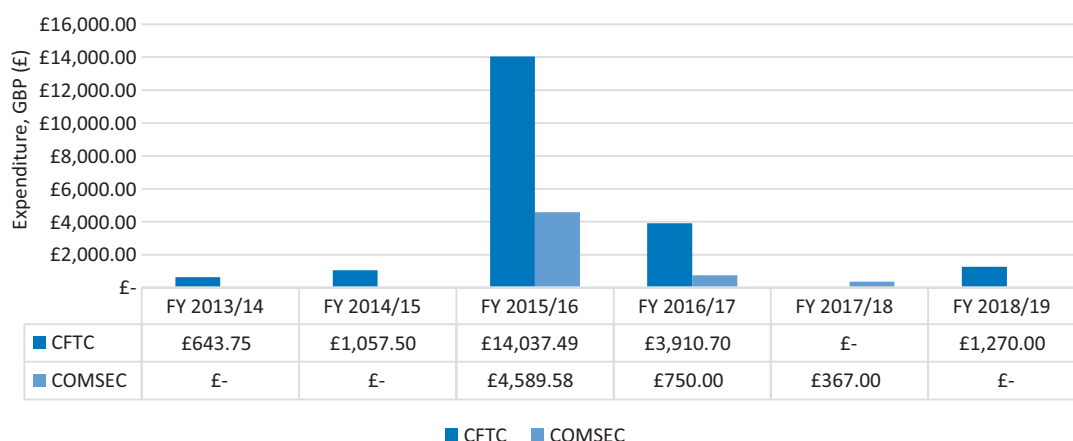
Gender mainstreaming in all programmes is a priority for the Commonwealth Secretariat. The delivery of the *Judicial Bench Book* was a good example of gender mainstreaming in the Secretariat, as the Commonwealth Judicial Education Institute (CJEL) was adapting the *Judicial Bench Book* into training modules to form part of the CJEL programme.

Education

Commonwealth Conference for Education Ministers

Uganda participated in the 19th Commonwealth Conference for Education Ministers (19CCEM), held in The Bahamas (2015). The Commonwealth Ministerial Working Group (CMWG), of which Uganda is a member, seeks to ensure that Commonwealth priorities for education are clearly reflected in multilateral fora.

Figure 6. Social Development direct programme expenditure 2013/14-2018/19



Uganda did not participate in the 20th Commonwealth Conference for Education Ministers, held in February 2018.

Education for All (EFA)

The Secretariat is a member of the International Task Force on Teachers for Education for All (EFA), whose secretariat is housed at the UN Educational, Scientific and Cultural Organization (UNESCO). The Task Force is governed by a steering committee and the Secretariat is a member. As a part of this work, Uganda was one of 22 countries reviewed by the Secretariat in a 2015 study on national education policies, strategies and plans, and the use of contract teachers.

Commonwealth Education Policy Framework

Uganda, represented by the Ministry of Education, Science, Technology and Sport, supported the development of the Commonwealth Education Policy Framework (CEPF), published in June 2017. 'The Framework (CEPF) aims to provide member countries with a comprehensive approach to identify key policy gaps and challenges; assist renewal and development of national education policies and legislation to deliver on the Sustainable Development Goals (SDGs) in line with Commonwealth needs.'

Some of the areas identified by the Commonwealth Education Policy Framework to address in Uganda include education policy gaps, inadequate data for planning and a high teacher-to-pupil ratio of 1:53 (and some instances up to 120 students per teacher). Uganda subsequently made these issues central to its Education and Sports Strategic Plan 2017/18–2019/20.

Faith in the Commonwealth training of trainers

Ugandan representatives took part in the Secretariat's training programme for youth under the 'Faith in the Commonwealth Youth Training of Trainers Workshop', which targeted young leaders.

One programme participant, who at the time of the evaluation worked for a community school food programme in rural Mbale, Uganda, credited the workshop with improving their ability to write funding proposals, to foster community dialogue and to problem solve.

One Ugandan workshop participant won a £3,000 grant through the initiative and used the funds to launch the project Living in the Face of Trauma (LIFT) in the Bidibidi refugee settlement in north-western Uganda. The LIFT programme worked to advance youth leadership in Bidibidi, training more than 350 youth from Bidibidi in leadership skills and peaceful conflict resolution, earning them the title 'Champions of Change'.

Another participant from the Naguru Youth Health Network reported using techniques learned in the course, such as role plays and community mapping.

A participant from Kasese Youth Link for Development, noted: *'immediately after the training programme, I mobilized my community and some of the community-based organisations (...and) initiated a community dialogue meeting between community leaders, local leaders and the local government to address issues, opportunities and threats in the communities and in the District. An issue about girls' education was raised, where girls are married at an early age hence leading to high rate of school drop-out'*. This led to the establishment of a vocational training centre by Kasese Youth Link for Development, to train victims of early marriage and youth in vocational skills.¹³

The training of trainers programme was a one-off pilot programme. Due to funding challenges, it was not rolled out further.

3.4 Youth

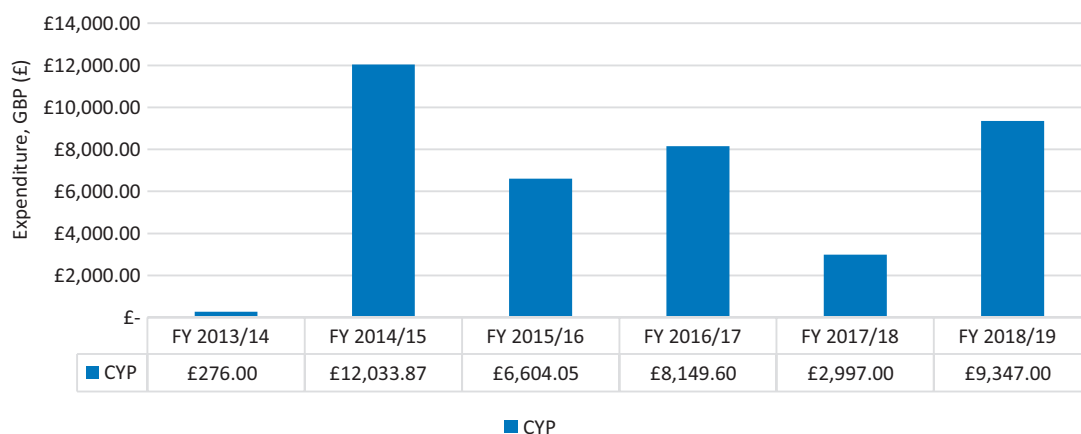
The 'Youth' pillar works towards the Secretariat Intermediate Outcome: 'Youth are more integrated and valued in political and development processes'.

Under this Strategic Outcome, there are two Intermediate Outcomes:

- **Empowerment of young people:** National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people.
- **Youth-led initiatives:** Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives.

13 *TOT Participant Report: Evaluation Report on the TOT Training that was held on 11–14 December 2018, Kasese, Uganda.*

Figure 7. Youth direct programme expenditure 2013/14–2018/19



Commonwealth Youth Ministers Meeting

The 9th Commonwealth Youth Ministers Meeting (9CYMM) was held in Kampala, Uganda, in July and August 2017, under the theme 'Resourcing and Financing Youth Development: Empowering Young People'. Recommendations from the 9CYMM included that Commonwealth countries should commit to increasing human and financial resources for the development and empowerment of young people.

Following the 9CYMM, Uganda established the Youth Business Forum, an annual event aimed at building partnerships between youth entrepreneurs and investors. Since its inception, with technical and financial support from the Secretariat, the following forums have been successfully held in partnership with Parliament of Uganda, Action Aid Uganda, the Commonwealth Secretariat, Global Platform, and with support from the Westminster Foundation for Democracy (WFD) and the Uganda Parliamentary Forum on Youth Affairs (UPFYA):

- 1st Uganda Youth Business Forum (**September 2017**) held as pre-event of 9CYMM.
- 2nd Uganda Youth Business Forum (**December 2018**). Theme: 'Building Strategic Partnerships for Sustainable Youth Entrepreneurship and Development'.
- 3rd Uganda Youth Business Forum (**December 2019**). Theme: 'Building Strategic Partnerships and Policy Framework for supporting Youth Innovation and Start-ups'.

The Commonwealth Alliance of Youth Workers Association (CAYWA) was also launched at the 9CYMM, and functions as the official voice of youth work professionals in Commonwealth member states. Representatives from Uganda participated in both the 2017 (South Africa) and 2018 (Malta) Commonwealth Conferences on Youth Work. Uganda, as Chair in Office, chaired the taskforce for the 2018 conference. At the time of writing, Uganda was working to establish the Uganda Youth Workers Association (UYWA), with support from the Secretariat.

Youth work professionalisation

The Commonwealth Secretariat published *Youth Work in the Commonwealth – A Growth Profession*, in 2017, a survey of 35 Commonwealth countries. It focused on recognition and practice of youth work, to establish a baseline to inform planning and implementation of initiatives to professionalise youth work among Commonwealth member states.¹⁴

Uganda was one of the case studies in the report. The study noted that '(...) in Uganda there is no State recognition of youth work. However, there are possibilities of identifying youth work approaches in existing practice which can be used as a basis for advocating for the importance of recognising youth work as a profession'.¹⁵

In relation to policy/legislation commitments to youth and youth work, the baseline data showed

¹⁴ Commonwealth Secretariat (2018), *Crosscurrents: The Third Commonwealth Conference on Youth Work*, 7–9 November, Malta, p.9.

¹⁵ Commonwealth Secretariat (2017), *Youth Work in the Commonwealth, A Growth Profession*, London, p.66.

Table 1. Student enrolment and registration on Bachelor of Youth Works at Makerere University

S/N	Cohort	Number of students		Total on programme	Admitted	Present year of study
		Male	Female			
1.	Cohort III, 2019/20, August 2019 intake	6	22	28	30	Year 1 Semester 1
2.	Cohort II, 2018/19, August 2018 intake	2	1	3	15	Year 2 Semester 1
3.	Cohort I, 2017/18, February 2018 intake	3	4	7	12	Year 2 Semester 2
	Total	11	27	39	54	

that despite Uganda having a youth policy, the current policy did not stipulate a commitment to youth work and that Uganda had no Youth Act or Youth Work Act in place.

The Secretariat works to provide qualifications for youth workers and youth work managers through the Commonwealth Diploma in Youth Development Work. The programme is provided through 27 universities across the Commonwealth, including Makerere University, Uganda, which provided a Bachelor of Youth Works. This was in line with member state commitments at the 9CYMM, where ministers agreed to promote youth work as a profession.

Makerere University in 2017 updated the Bachelor of Youth Works to make it an online/blended degree programme, supported by the Norwegian Agency for Development Cooperation (NORAD). Launched in the academic year 2017/18, the diploma programme was expected to increase enrolment once it was officially recognised by Uganda's Ministry of Public Service (MoPS). Makerere University had written to the Ministry of Labour, Gender and Social Development and Ministry of Public Service to consider listing the Commonwealth Diploma in Youth Development Work as a qualification for public sector jobs related to youth work and community development.¹⁶

Key stakeholders consulted from different youth development platforms confirmed that the degree programme was very beneficial; however, the location of the programme within the university, as part of the distance learning/blended programme,

was detached from mainstream programmes within the university. It was therefore little known by students or the public. One respondent noted that, *'the programme is distant within the University, hidden away, and people do not know about it. It needs to be popularised'*.

Enrolment statistics for the Bachelor of Youth Works were lower than expected, with high drop-out rates. The university's target was 300 students per year; however, only 12–30 students enrolled between the 2017/2018 and 2019/2020 academic years. Nonetheless, a recent increase can be seen in the August 2019 intake (see Table 1).

Makerere University reported that it had put in place sensitisation measures to inform the public and students about the youth programme, which helped to achieve an admission of 30 students on Cohort III and retention of 28 students. The university also stated it would be advertising the programme, with the goal of reaching a cohort of 150 students for the next intake.¹⁷

One stakeholder noted that across Commonwealth member states, there was still limited recognition of the diploma as a critical requirement for youth development, and that improving this recognition and making the diploma a prerequisite when recruiting youth development workers/professionals would be critical for sustaining the programme and increasing its relevance and demand.

Stakeholders also reported that persons engaged in youth work often already held bachelor's degrees in areas such as social sciences and to professionalise.

¹⁶ Makerere University (2019), Bachelor of Youth Development Work, Degree Programme Status Update, 29 October, p.4.

¹⁷ Makerere University (2019), Bachelor of Youth Development Work, Degree Programme Status Update, 29 October, p.2.

If undertaking further study, they were keener to undertake postgraduate diploma courses and/or master's programmes.

Representatives from Makerere University noted that introducing a blended approach for the Bachelor of Youth Development Work would also benefit university programmes looking to introduce a blended learning approach.

It was observed that Makerere University had limited staff capacity and that diploma facilitators were often not youth work experts, but rather experts in other fields such as psychology, sociology, community education and adult education. It was suggested that select staff be upskilled in youth work pedagogy.

Another solution suggested by a stakeholder (to increase enrolment rates for the Bachelor of Youth Works at Makerere University) was to provide scholarships.

Finally, one stakeholder noted that the blended learning programme (consisting of online and in-person learning) might deter those students and staff who lacked digital literacy competency. Makerere University began conducting scaffolding workshops in online learning and facilitation to upskill learners and staff in online pedagogy.¹⁸

Commonwealth Higher Education Consortium for Youth Work

The Commonwealth Higher Education Consortium for Youth Work (CHEC4YW) is led by the Secretariat, the Commonwealth of Learning (COL) and the University of the West Indies (UWI). The consortium was officially launched at the 9th Commonwealth Youth Ministers Meeting in Kampala in 2017, by President Museveni. The CHEC4YW aims to meet the demand for higher-level qualifications and expanded career pathways in youth work.

The Secretariat, UWI and COL are 'consortium partners by strategic alliance' or 'lead partners', while degree-awarding institutions joining the consortium are considered 'consortium members by course delivery' within the Commonwealth Higher Education Consortium for Youth Work. At the time of writing, 12 higher education institutions (HEIs), including Uganda's Makerere University, had signed Letters of Understanding.

¹⁸ Makerere University (2019), Bachelor of Youth Development Work, Degree Programme Status Update, 29 October 2019, p.4

The CHEC4YW Project was designed to strengthen HEIs' capabilities across the Commonwealth to use open or blended learning to deliver competency-based degrees that respond to the needs of youth sector policies and practices in education for peacebuilding. The project invests in the education sector to support youth workers by promoting their professional recognition, education and training.

Makerere University was one of five higher education institutions that participated in the development and piloting of a self-assessment tool to assess the existence and functionality of monitoring and evaluation frameworks in higher education institutions. Makerere's self-assessment noted that no monitoring, evaluation and learning (MEL) system existed for the CHEC4YW Project, but that one was needed.¹⁹

Led by a Ugandan consultant and funded by the Secretariat, a MEL framework for CHEC4YW was developed following a consultative process. The MEL framework was being adopted and implemented by Makerere University at the time of this evaluation.

Commonwealth Youth Awards

The Commonwealth Youth Awards recognise the exemplary work undertaken by young people across member states. During the evaluation period, seven Ugandan youth were recognised for their exemplary work in youth development:

- **Victor Ochen, Commonwealth Youth Worker of the Year and Commonwealth Africa Youth Worker of the Year 2015.** Victor is the founder of the African Youth Initiative Network, a not-for-profit organisation formed in 2010 in Lira, in northern Uganda. Through the network, Victor has provided medical rehabilitation and intensive psychosocial rehabilitation to more than 5,000 victims and survivors of armed conflict, while empowering young people to promote democratic leadership and civic engagement. In 2015, he was nominated for a Nobel Peace Prize.
- **Sherifah Tumusiime, Focus: Sustainable Development Goal 5: Gender Equality.**

¹⁹ Commonwealth Secretariat (2019), *End of Assignment Report for the Development of the Monitoring, Evaluation and Learning (MEL) Framework for the Commonwealth Higher Education Consortium for Youth Work (CHEC4YW)*, June, London, p.7.

Sherifah is the founder of Zimba Group, a start-up business that provides technology and software solutions for small and medium-sized enterprises (SMEs). It also provides tools, technologies, platforms and networks to improve the livelihoods of women in underserved communities in sub-Saharan Africa.

- **Okettayot Lawrence, Focus: Sustainable Development Goal 11: Sustainable Cities and Communities.** Okettayot is the creator of 'Sparky Dryer', a low-tech dehydrator which dries fruits and vegetables to extend their shelf life from two days to two years. The aim is to increase food security and income for local communities.
- **Charles Batte, Focus: Sustainable Development Goal 13: Climate Action.** Charles founded Empower Community Farm to create employment opportunities and demonstrate smart climate agriculture practices in Uganda. He also established Tree Adoption Uganda, which is a youth-led non-governmental organisation (NGO) that encourages companies to offset carbon emissions through planting trees, while also supporting youth employment.
- **Kisirisa Muhammed.** Kisirisa is the founder of Action for Fundamental Change and Development, an NGO that works to alleviate poverty in slum communities. It has an annual reach of 800 young people.
- **Nakitende Catherine.** Nakitende started Kingfire Energy Solutions to provide a cleaner and cheaper alternative to coal and to tackle problems such as deforestation, waste management, limited access to energy and respiratory diseases.
- **Esther Kalenzi.** Esther has been improving access to education for orphans and children from poor families, through her youth-led charity 40 Days Over 40 Smiles Foundation. At the time of this report, the charity had helped more than 700 children lead income-generating projects in slums.

Youth parliamentarians

As part of the preparations for the 9CYMM in 2017, the Secretariat was invited by the Uganda Parliamentary Forum on Youth Affairs (UPFYA) to

provide technical advice and capacity building to five youth parliamentarians from Uganda. The five-day programme (March 2017) in London exposed the youth parliamentarians to the Commonwealth and its youth development programme, media and advocacy skills, democracy and political processes in the Commonwealth, and democracy and parliamentary processes in the United Kingdom. The capacity building of the youth parliamentarians was well-received, but due to limited funding, it was not taken forward.

Youth Participation Framework

The Secretariat developed a Commonwealth Youth Participation Framework in 2018, which was piloted in Uganda, the United Kingdom and The Bahamas. The framework analyses youth inclusion, representation and accountability, as well as youth participation in agenda setting, decision-making and exerting influence on the policies and programmes of state parties.

The Uganda section highlighted the need to identify structures for youth participation in governance. Youth stakeholders consulted for this evaluation noted that the framework's methodology was appropriate and that all relevant youth groups and structures, including grassroots groups, had been consulted in its development.

The evaluation was unable to assess the impact of the framework, as it was not finalised (and could only be found in draft format).

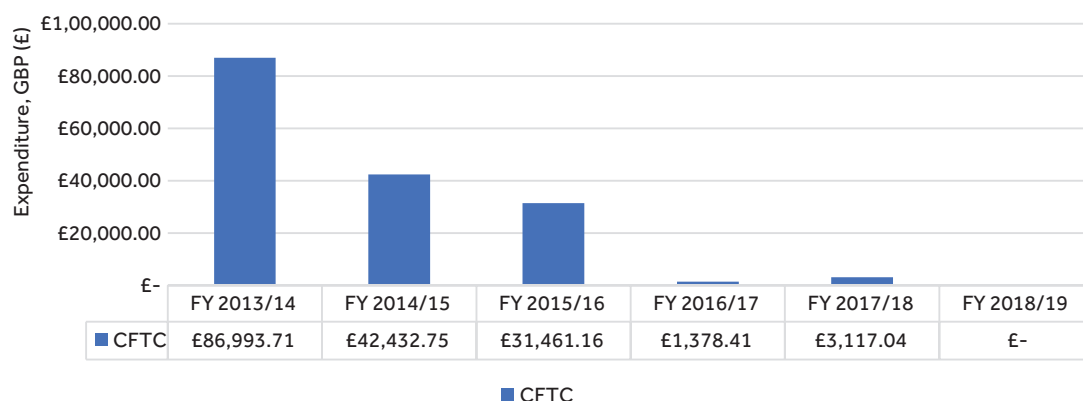
3.5 Economic Development

The 'Economic Development' pillar works towards the Strategic Outcome: 'More inclusive economic growth and sustainable development'.

Under this Strategic Outcome, there are four Intermediate Outcomes. Of these, the Secretariat worked with Uganda on two:

- **Global trade:** Effective policy mechanisms for integration and participation in the global trading system.
- **Oceans and natural resources:** Effective, equitable, transparent and sustainable management of marine and other natural resources.

For the latter Intermediate Outcome, Uganda requested the Secretariat's support in the sustainable development of natural resources, as it

Figure 8. Economic Development direct programme expenditure 2013/14–2018/19

is a landlocked developing country with significant and material oil and mineral resources.

In terms of the Secretariat's direct country expenditure, Economic Development was the largest programme area during the evaluation period, utilising 45 per cent of expenditure.

Total expenditure under the Economic Development pillar was £165,383 during the evaluation period. A breakdown by year is provided in Figure 8.

Global trade

Support for participation in regional trade meetings

The Secretariat's trade-related support to Uganda included financial support for Ugandan representatives to participate in regional trade meetings. The Secretariat supported participation by Ugandan representatives in six regional events:

1. Commonwealth African Consultation on Multilateral, Regional and Emerging Trade Issues (November 2018)
2. Commonwealth African Consultation on Multilateral, Regional and Emerging Trade Issues (May 2017)
3. Commonwealth African Consultation on Recent Developments in Trade: WTO Post-Nairobi and Continental and Regional Integration (April 2016)
4. Mega Trading Blocs and the Future African Trade (May 2015)
5. Regional meeting on 'WTO and Post-Bali Agenda for East Africa' (April 2014)

6. Regional Workshop on 'South–South Trade and Regional Value Chains in Africa' (December 2013)

Participants in these meetings typically included the senior officials from the Ministry of Trade Industry and Cooperatives (MTIC), representatives from the Uganda Coffee Development Board, and members from the Association of Tea Estates Agents in Uganda. The regional meetings provided platforms for member states to network, to learn from others, and to address common trade priorities of small states, least-developed countries and sub-Saharan Africa.

Commonwealth Connectivity Agenda

As a part of the Commonwealth Connectivity Agenda (CCA), Uganda is a member of the Physical Connectivity Cluster and the Digital Connectivity Cluster. The CCA is a platform for countries to exchange best practice and experiences on trade and investment, to undertake reforms to further trade, and to reduce trade frictions.

The Digital Connectivity Cluster is focused on supporting inclusive digital transformation across the Commonwealth areas. The digital economy, digital trade and digital industrial policy are the three key areas of focus where members can exchange knowledge and experiences.

The Physical Connectivity Cluster works on best practice in digital infrastructure, such as exploring approaches to sustainable investment in digital infrastructure to support economic inclusion, supporting efficiency in digital infrastructure, and examining ways in which access and affordability of digital infrastructure can narrow the digital divide.

Support to the Uganda Export Promotion Board

Uganda's National Export Promotion Strategy

The Secretariat provided technical assistance to develop Uganda's National Export Promotion Strategy 2015–19, by funding an expert to provide support to the Uganda Export Promotion Board (UEPB). The Secretariat had previously funded the development of Uganda's first National Export Strategy (NES) in 2007.

Due to institutional changes at the UEPB, Secretariat support ended earlier than expected, with Uganda putting in place its own staff to finalise the NES. The strategy was approved by cabinet in 2017.

Cross-border trade facilitation

The Secretariat funded a technical expert to improve the trade readiness of small export traders through a training programme, training materials, and by facilitating training and awareness-raising events for traders working at a number of cross-border entry points. These included Uganda's border crossings with Kenya, Tanzania, South Sudan, Rwanda and Democratic Republic of the Congo (DRC).

Stakeholders reported that a number of changes had subsequently taken place, some of which may be attributable to the project:

- *Streamlining cross-border processes:* Rather than small traders having to complete a lengthy Uganda Revenue Authority (URA) process, a simpler process was introduced whereby small traders had to complete one shorter form.
- *Formation of female cross-border trade associations:* The project helped identify specific problems faced by informal female traders, such as having their goods confiscated and being at risk of sexual assault and rape. Female cross-border trade associations were set up at all the check points to support women and seek redress from police officers with confidence.
- *Development of a separate lane for small traders,* leading to an increase in formal trading by small-volume traders.
- *Mutual recognition of academic qualifications:* Upon request from UEPB, the Secretariat

funded the internalisation of Uganda's higher education services project. This was a pioneer project to explore the competitiveness of Uganda's education services in the region.

The Secretariat supported capacity building for Ugandan universities to market their services in the region, to undertake a marketing mission and to develop a *Study in Uganda Guide*.

Natural Resources

New Petroleum Producers Group

The Secretariat co-ordinates the New Petroleum Producers Group (NPG), together with Chatham House and the Natural Resource Governance Institute (NRGI). The NPG is a collaborative network of more than 30 member countries (half of which are Commonwealth member states), which aims to support emerging producer countries avoid pitfalls made in the past and manage petroleum resources to achieve positive, lasting and inclusive development outcomes. It is a peer-to-peer knowledge platform for countries to share best practice, discuss challenges, and effectively prepare for the world beyond oil and gas.

Uganda's crude oil reserves are the fourth largest in sub-Saharan Africa. Uganda's Third National Development Plan (NDPIII) 2020/21–2024/25 highlights the need to strengthen institutional capacity for oil-sector efficiency, strategically invest revenues from the oil sector to ensure equitable socioeconomic development and address the environmental issues related to the sector.

Uganda had been an active member of the NPG since its inception in 2012 and the Secretariat had supported Ugandan representatives to participate in the annual meetings and workshops (such as the 'Local Content Policy Design and Implementation' workshop held in Lebanon in May 2018). Uganda requested to host the NPG's 7th annual meeting in November 2019, and was actively involved in shaping the agenda, training courses and a national seminar.²⁰ The 2019 event enabled delivery in Uganda of the following:

- Six training workshops, of which the Secretariat developed and led two sessions. The topics covered were: revenue management; National Oil Company (NOC)

²⁰ Commonwealth Secretariat (2019), New Petroleum Producers Discussion Group Annual Meeting, 11–15 November, Uganda Summary.

strategies and benchmarking; oil production: metering, valuation and marketing; contract negotiation; risks around the development of a petroleum sector (energy transition); and communication in natural resources in Uganda.

- A communication workshop specifically for Ugandan participants, which included government officials, national oil company executives and civil society representatives. The training focused on strengthening the ability of government officials to communicate strategically on oil sector management; engage more effectively in public consultations; increase local understanding of international best practice in transparency related to extractive industries; and to foster national dialogue on oil extraction.
- A two-day international conference around the theme of 'Building Capacity and Institutions'.
- A national seminar on 'Preparing for Oil Production'. This seminar provided an opportunity for government agencies to harmonise public policies that affected or were affected by the oil sector, co-ordinate across government for improved information flow and planning, and aligning oil sector planning with sustainable development and climate goals.

International Deep-Sea Minerals

The Secretariat provided support to the African Group on the ongoing negotiations of rules and regulations at the International Seabed Authority (ISA), regarding the development of seabed mining. This group includes Uganda. The support included a number of detailed advisory notes and the co-convening of four African Group Workshops in New York and Ghana to assist member governments to prepare their positions for negotiations at the International Seabed Authority. Real-time support was provided at the various ISA meetings and workshops. The Secretariat continued to support member states, including Uganda, through the African Group.

In May 2019, the Secretariat facilitated a Ugandan official to participate in a workshop on developing international standards and guidelines for international seabed mining, held in Pretoria, South Africa.

The Secretariat's continued engagement on natural resources beyond the evaluation period took place in the following areas:

- To support increased technical capacity of government officials in sustainable natural resource development, in February 2020, the Secretariat facilitated the participation of two Ugandan officials in a training on legal issues in the extractive sector, held in London.
- New Petroleum Producers Group: Given the oil market crisis following the global pandemic, the Secretariat, through the NPG, facilitated a webinar series on 'Fostering Resilience'. Between March and June 2020, nine webinars on critical issues were held to support countries navigate the impact of COVID-19 on the oil and gas sector. In October 2020, the NPG delivered virtual training on 'Government review of Field Development Plans'. Uganda participated in these events, with strong representation across various government agencies – including the Ministry of Energy and Mineral Development, the Uganda National Oil Company and the Petroleum Authority of Uganda.

Regional Mineral Value Addition (MVA)

Mineral value addition (MVA) has been part of the East African Community's (EAC) industrialisation policy to enable the socioeconomic transformation of the EAC economies. This is in recognition that although the region is known for its abundant resource potential, development has generally been limited to the production and exportation of mineral commodities. The EAC is actively seeking to promote investment, not only in the extraction of minerals, but where appropriate, also in associated industries to capture additional value from processing and/or the production of intermediate and final products. The Secretariat provided technical assistance to the EAC Secretariat (EACS) over the period 2010 to 2013 to review the region's mineral resource potential, analyse the regulatory framework in place, identify potential MVA opportunities and make recommendations to support its development.

Two deliverables were achieved, namely: (i) 'A Review of the Regulatory Regimes for Mineral Exploration and Extraction and for Mineral Linkages Development within the EAC'; and (ii) 'Analysis of Mineral Resources Availability and Potential for

Mineral Value Addition in the EAC'. The EAC policy decision-making organs recommended that the study's findings be implemented and in 2017, the EACS requested the Secretariat's support in constituting a special MVA task force and the development of an EAC MVA Policy and Strategy. In June 2019, the EACS, in collaboration with the Secretariat, the Africa Minerals Development Centre (AMDC) and the African Development Bank (AfDB), convened the first regional expert meeting of the taskforce, which included Ugandan representatives, to discuss the development of the

MVA Policy and Strategy and the harmonisation of the mineral policies and regulatory regimes of the partner states. Given that considerable time had elapsed since the analysis and recommendations were made and there were material changes (for example, updated national policies/laws/fiscal regimes, South Sudan joining the EAC), the taskforce agreed that the next steps would be for the EACS to draft Terms of Reference for a consultant(s) to review and revise the recommendations.

Box 4. Interventions prior to the evaluation period: Economic Development

East African Community Common Market

The International Trade Center commissioned the Commonwealth Secretariat to work with the East African Community (EAC) common market to generate trade policy positions from the private sector to take to the EAC. A two-year intervention at the regional and national levels, funded by GIZ, was implemented by the Secretariat to provide expertise to support the operationalisation of the regional integration agenda.

The Secretariat worked with ministries of trade; facilitated meetings; developed the concept of how to invigorate the integration process; and translated professional qualifications for regional integration to reality. Specific focus support went to policy-makers' meetings on how to advance the integration agenda, especially on mutual recognition agreements (MRAs) in the area of services. Successes were made in the areas of MRAs for services from accountants (signed on 14 September 2011), engineers (signed on 7 December 2012) and doctors, but not for lawyers due to lack of consensus among the attorney generals in the different countries. This success at the regional level laid a foundation for national governments to hold national consultations and develop strategies that fitted into the agreed positions.

Measuring the full impact of this programme was challenging, given the timeframe and resources available to follow up and monitor progress. As services are not tangible goods,

it can take an extended period to come to an agreement regarding integration within a region, with consultations needing to be carried out multiple times. Consultation processes can lead to delays in making decisions, as emphasised by the technical adviser: 'opening up the markets takes time and involves many consultations... it's a process, political decisions have to be made and it needs a long-term investment'.

Nevertheless, the Secretariat appreciated the process as being beneficial, providing lessons which could be applied to other regions. For example, trade negotiations seemed to be easier when setting standards for goods rather than services, and many political decisions had to be made mindful of national priorities, as opposed to general benefits of regional integration. Further, the Secretariat's support had limitations in terms of sustainability; hence strengthening national capacity for technical assistance was important, as this would enable the Secretariat to focus on the regional level. The Secretariat also recognised the sheer magnitude of the demands on the trade ministries, which have to ensure their governments get the best of regional integration; hence the lengthy processes before decisions are made.

Support for sustainable development of Ugandan oil and mining sectors

This support was provided before 2013. However, it was of relevance to the evaluation as it helped to lay a foundation for Uganda to continue implementing work which it began.

Ugandan petroleum sector

Past Secretariat assistance with respect to the development of the petroleum sector went back to 1998, with assistance to the Uganda Petroleum and Exploration Department to review the terms and provisions of the Model Production Sharing Contract and petroleum legislation and to advise the department on a promotion strategy to attract investment in the sector. In 2009, after initial discoveries were made, the Secretariat was requested to provide a review of the feasibility of constructing a petroleum refinery in Uganda. Findings from the analysis were presented to the President of Uganda. The government was expected to reach a final investment decision for US\$3–4 billion in 2020/21 to develop a 60,000 barrels per day refinery through a joint venture vehicle. While there had not been any subsequent direct bilateral technical assistance, Uganda had been an active participant in the New Petroleum Producers Group (NPG) since inception. Since 2012, the Secretariat had co-organised the NPG with Chatham House and the Natural

Resources Governance Institute. The Director of the Directorate of Petroleum, Ministry of Energy and Mineral Development was a member of the NPG's recently constituted Advisory Board.

Ugandan mineral sector

The Secretariat had, prior to the evaluation period, provided support to Uganda on different aspects for developing the mining industry. These included review of its mineral policy, institutional framework, fiscal regime and legal framework (laws, regulations and mining agreements). The Secretariat provided technical assistance for the development of the 2001 National Mineral Policy and for drafting of the Mineral Act and regulations. At the request of the Ministry of Energy and Mineral Development (MEMD), further advisory support was provided over the period 2009–13 and culminated in the Draft Kimberly Process Legislation Report, Draft Model Minerals Agreement, and the Mineral Sector Reform presentation and reports.

4. Findings

The following section is structured around the OECD DAC evaluation criteria: (1) Relevance (2) Effectiveness (3) Efficiency (4) Impact (5) Coherence (6) Sustainability. The section provides a high-level, strategic analysis of the overall Secretariat interventions and outcomes assessed against these six OECD DAC criteria.

4.1 Relevance

To what extent was Secretariat support relevant to the priorities of Uganda, and relevant to the Intermediate Outcomes of the Strategic Plan?

The key question under 'Relevance' is:

- To what extent was Secretariat support relevant to the priorities of Uganda, and relevant to the Intermediate Outcomes of the Strategic Plan?

OECD DAC defines 'Relevance' as '*the extent to which the intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change*'.²¹

Relevance to Uganda

Uganda Vision 2040 and the National Development Plan

Uganda is guided by a long-term vision entitled Uganda Vision 2040, as well as shorter-term National Development Plans. Uganda's National Planning Authority guides this work.

The goal of Uganda Vision 2040 is to achieve, '*A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years*'.

In line with the country's National Development Planning Framework, its vision will be implemented via six (6) five-year National Development Plans (NDPs). The NDPs outline the country's medium-term strategic direction, development priorities and implementation strategies. In addition, they detail Uganda's current development status, challenges and opportunities. Each NDP is overseen by Uganda's National Planning Authority.²² The first NDP (NDPI) was for the period 2010/11–2014/2015 and the second NDP (NDPII) covered 2015/16–2019/20.

This evaluation largely coincided with Uganda's second National Development Plan (NDPII) 2015/16–2019/20, the theme of which was to '*propel the country towards middle-income status by 2020 through strengthening the country's competitiveness for sustainable wealth creation, employment and inclusive growth*'.²³ The plan prioritised five key growth drivers with the greatest multiplier effect, as identified in Vision 2040, namely: agriculture; tourism; minerals, oil and gas; infrastructure; and human capital development. The plan's four objectives were:

1. increase sustainable production, productivity and value addition in key growth opportunities;
2. increase the stock and quality of strategic infrastructure to accelerate the country's competitiveness;
3. enhance human capital development; and
4. strengthen mechanisms for quality, effective and efficient service delivery.

Because the Commonwealth Secretariat did not have a Uganda Country Programme document setting out its priorities for Uganda, there was no official guiding framework for the Secretariat's support against which to analyse Uganda's guiding

21 OECD (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 7.

22 See National Planning Authority website, available at: <http://www.npa.go.ug/>

23 Second National Development Plan (NDPIII) 2015/16–2019/20, available at: <http://npa.go.ug/wp-content/uploads/NDPII-Final.pdf>

strategies. Consequently, a line-by-line comparison of the relevance of the Secretariat's priorities and the NDP II was not deemed feasible.

As mentioned previously, the Secretariat's largest areas of programme expenditure in Uganda were in Economic Development (global trade and natural resources) and in Democracy (election management).

The Secretariat's work to develop Uganda's National Export Promotion Strategy 2015–19, and to streamline cross-border processes, both support the overall goal of Uganda Vision 2020 ('A transformed Ugandan society from a peasant to a modern and prosperous country') and the goal of the NDP II ('propel the country towards middle income status by 2020').

The Secretariat's work to support Uganda in the sustainable development of its petroleum and mining resources was largely relevant, given these are two of five priority areas in the National Development Plan. The Secretariat's Natural Resource Programme provided support aligned to Uganda's national development strategies; in particular, Uganda's request to host the New Petroleum Producers Group meeting suggested a high degree of relevance at a critical stage in the development the sector.

The Secretariat's work in the natural resource sectors (petroleum and mining) remained relevant to Uganda, as the sectors were also contained with the recently published NDP II. The NDP II's listed priorities for the oil and gas subsector include 'strengthening the policy, legal, regulatory and institutional framework' for the sector and 'national content development and capacity building'.²⁴

Relevance by default

In terms of relevance, it can be argued that programmatic interventions were by default relevant to Uganda, given that they were requested by Uganda. Any request for assistance from a Ugandan government agency to the Secretariat should ideally be aligned with

Uganda's Second National Development Plan (NDP II) 2015/16–2019/20, or, going forward, with the Third National Development Plan (NDP III) 2020/21–2024/25.

The evaluation did not see evidence of the NDP II systematically being used as a starting point when designing many of the interventions (i.e. Secretariat staff checking to see whether potential interventions aligned with the NDP II). However, this was likely based on trust, in that the Ugandan partner would only be suggesting interventions that did align with the NDP II and the country's development priorities. Interventions for the petroleum and mining sector did use the country's constitution and its development objectives as the starting point for all work.

Overall, Ugandan stakeholders interviewed were largely positive about the Secretariat's support during the period of the evaluation, which would imply that they also found the support relevant.

Lack of clarity about accessing Secretariat support

A number of Ugandan stakeholders interviewed were not aware of the Secretariat's work in the country. While support was appreciated, there was mixed feedback about the process through which Ugandan institutions/agencies could access Secretariat support. Some stakeholders noted a lack of (or no) knowledge of how to access or request Secretariat support. It was pointed out that official guidelines on how to access or request Secretariat support could be helpful. Ugandan stakeholders also reported not being clear on the rationale for how the Secretariat ultimately chose which areas and interventions to support.

Some stakeholders also reported that they did not feel confident requesting Secretariat support, because of a sense that Uganda did not contribute enough funds or regularly enough to the Commonwealth funds.

This feedback is important to note in the 'Relevance' section, as it raises the question of *who* the Secretariat's support was relevant to. It also raises the question of whether it was more relevant to those agencies or individuals that understood

²⁴ Uganda's Second National Development Plan 2015/16–2019/20, available at: <http://npa.go.ug/wp-content/uploads/NDP II-Final.pdf>

the process for accessing support than to others who were perhaps more relevant (or in need of support).

Going back to the OECD DAC definition of 'relevance' (*'the extent to which the intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change'*), this would imply that relevance was likely higher for those Ugandan partners/institutions that understood *how* to access support. It also implies that relevance was likely higher at the individual institutional/partner level, rather than at the country level.

Relevance to the Secretariat and to the Strategic Plan

The Secretariat's programmatic support is guided by its Strategic Plan. In the case of this evaluation, relevance was assessed against the Secretariat's Strategic Plan 2013/14–2016/17.

All interventions aligned with the thematic areas ('Pillars') of the Strategic Plan 2013/14-2016/17 (note that the Secretariat did not provide programme interventions under the 'Small States' pillar, as Uganda is not a small state). For several interventions, there seemed to be alignment at the thematic/'Pillar' level, but it was less clear which Intermediate Outcomes within the Strategic Plan the interventions contributed to (see also Section 4.2 Effectiveness).

As mentioned previously, the Secretariat did not develop a Ugandan Country Programme document to guide its work, nor did it develop a regional East Africa framework, document or theory of change. It should be noted that this issue was not specific to Uganda. Consequently, despite instances of quality, small-scale interventions with high relevance to the country, the complete country programming picture was fragmented, with many 'one-off' interventions. A further discussion of this is provided in Section 4.2 Effectiveness.

The Secretariat previously had a Governance and Institutional Development Division with regional desks. As part of a larger restructure, this team was

dissolved in 2015. As a result, the Secretariat did not at the time of this report have staff focusing on specific countries or regions. The Secretariat also used to have Country Co-ordination groups, organised by the Secretariat's Political Team; these were also disbanded.

Across interventions, there seemed to be little analysis of the extent to which the intervention objectives and design responded to the needs of target groups in Uganda at the outcome – rather than at the output – level. For example, while civil servants may have been upskilled in a certain area (and consequently be better equipped to formulate policies and programmes), intervention design and subsequent monitoring activities should also consider the ultimate target group (that is, those communities that will benefit from the policies and programmes). This lack of analysis may have detracted from the relevance of interventions to the ultimate target groups.

Conclusion

Interventions were by default relevant to Ugandan institutions, due to their nature of being requested by local partners. However, a lack of transparency around accessing Secretariat support may have detracted from the relevance to Uganda at the country level, as some Ugandan institutions (which may have been highly relevant partners to the Secretariat and well-placed to take forward priorities from NDP II and the Secretariat's own Strategic Plan), might not have been aware of how to access support.

There was a lack of analysis by the Secretariat on aligning its interventions with Uganda Vision 2040 and the NDP II. This could have been based on a level of trust by Secretariat staff that any intervention proposed by a Ugandan stakeholder by default was aligned with these frameworks.

The lack of a Secretariat focal point and a country framework for Uganda likely also detracted from relevance to the Secretariat's Strategic Plan. While all interventions aligned with the Strategic Plan's thematic 'Pillars', it was less clear how many interventions contributed to the Intermediate Outcomes.

4.2 Effectiveness

Did the interventions contribute to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?

The key question under 'Effectiveness' is:

- Did the interventions contribute to the priorities of Uganda and to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?

OECD DAC defines 'Effectiveness' as '*The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results*'.²⁵

Contribution to the priorities of Uganda

As mentioned in Section 4.1 Relevance, Uganda's national development priorities are set out in its

Uganda Vision 2040 and, for the timeframe of this evaluation, the Second National Development Plan (NDPII) 2015/16–2019/20.

Contribution to the Strategic Results Framework's Intermediate Outcomes

This section provides an assessment of the contributions of the Secretariat's activities in Uganda to the Strategic Plan's Intermediate Outcomes. It uses a simple progress rating against the Strategic Plan's Intermediate Outcomes (see Table 2 and Table 3). The rating is structured around the five of the Secretariat's Strategic Results Framework's six pillars – Democracy, Public Institutions, Social Development, Youth and Economic Development (the Secretariat did not work on its sixth pillar, Small States, in Uganda).

25 OECD (2019), Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 10.

Table 2. Progress rating key

Progress rating	
Strong contribution	Evidence that the intervention made a strong contribution to the Intermediate Outcome(s)
Some contribution	Evidence that the intervention made some contribution to Intermediate Outcome(s)
No contribution	No evidence that the intervention contributed to the Intermediate Outcome(s)
n/a	No interventions during the evaluation period, or a lack of information to assess contribution

Table 3. Progress rating against Intermediate Outcomes

Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Democracy			
1.1 CMAG is well-informed and supported to protect and promote Commonwealth values and principles	# of member states engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations		<ul style="list-style-type: none"> Uganda did not engage with the CMAG during the evaluation period. The evaluation was unable to ascertain whether CMAG directed any recommendations towards Uganda and, if so, whether these were implemented.
1.2 Member states engage with and benefit from the strengthened Good Offices of the Secretary-General	# of identified member states engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers		<ul style="list-style-type: none"> The Secretary-General conducted two visits to Uganda during the evaluation period. It was unclear to what extent Uganda implemented policy changes based on advice from the Secretary-General and his/her Envoys and Advisers. It was also unclear what the metric for assessing such policy change was, and who was tasked with monitoring it.
1.3 Member states conduct fair, credible and inclusive elections	# of member states whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> Legal and constitutional frameworks in place Institutional capacity and independence Procedures in place 		<ul style="list-style-type: none"> Uganda participated in the Commonwealth Electoral Network (CEN), the Commonwealth Election Professionals (CEP) and the Junior Election Professionals (JEP) Initiatives. The evaluation was unable to determine the impact of Uganda's participation in these forums on its electoral framework standards, institutional capacity and independence.

	Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
		# of member states where at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place		<ul style="list-style-type: none"> The Commonwealth Observer Group (COG) observed Uganda's 2016 Presidential Elections. COG had also observed Uganda's two previous elections. The fact that COG was consistently observing Uganda's elections signalled a systematic approach by the Secretariat and COG to election management in Uganda. There was no evidence that Uganda had implemented COG recommendations following the 2016 elections (and it was unclear who within the Secretariat was tasked with monitoring the metric for this outcome). However, Uganda choosing not to implement COG recommendations did not detract from the relevance of COG in Uganda.
		# of member states adopting best practices and principles emerging from the CEN in enhancing their national electoral processes		<ul style="list-style-type: none"> While Uganda was a member of CEN, this evaluation was unable to identify CEN recommendations for Uganda during the evaluation period.
		# of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes		<ul style="list-style-type: none"> There were some anecdotal examples provided through key informant interviews that some principles and practices from CEN were in the process of being adopted. However, there was no metric and monitoring taking place of this.
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues		<ul style="list-style-type: none"> n/a²⁶

(Continued)

Table 3. Progress rating against Intermediate Outcomes (Continued)

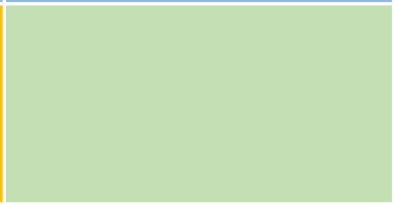
Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Public Institutions			
2.1 Effective institutions and mechanisms for the promotion and protection of human rights	<p># of targeted member states with new or more effective national human rights institutions as indicated by:</p> <ul style="list-style-type: none"> Enabling legislation adopted and compliant with Paris Principles Fully operational Movement towards 'A' status 		<ul style="list-style-type: none"> The Secretariat's support was characterised by UHRC stakeholders as being instrumental in enabling UHRC to participate in efforts to address early and forced marriage, gender-based violence and female genital mutilation (FGM). However, this work involved the UHRC, as opposed to the Commonwealth Africa Parliamentary Human Rights Group (which the Intermediate Outcome refers to).
2.2 Improved and constructive engagement of member states in the UN's UPR [Universal Periodic Review] process	<p># of targeted member states that engage constructively with the UN UPR as indicated by:</p> <ul style="list-style-type: none"> Quality reporting to UNHRC [UN Human Rights Council] Undergoing examination in a constructive manner Implementing accepted recommendations <p># of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups</p>		<ul style="list-style-type: none"> The Secretariat provided capacity building to Uganda youth who attended the human rights training of trainers. There was no evidence that this intervention impacted the efficiency of Uganda's human rights institutions. Uganda participated in the regional parliamentary seminar and regional parliamentary network.
2.3 Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	<p># of member states with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles</p> <p># of member states with issues on the appointment and removal of judges that establish procedures which provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles</p> <p># of member states without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary</p>		<p>n/a</p> <p>n/a</p> <p>n/a</p>

Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Public Institutions			
2.4 National institutions effectively facilitating the administration and delivery of the rule of law and justice	# of member states with weak capacity and judicial institutions using Secretariat guidelines, tools, and model laws/ regulations to strengthen the administration and delivery of justice		<ul style="list-style-type: none"> A legislative drafter from Uganda was trained through the Secretariat's legislative drafting programme delivered in Ghana. It was unclear whether this individual subsequently used Secretariat guidelines, tools, and model laws/ regulations to strengthen the administration and delivery of justice. This may have been due to a lack of monitoring systems in place.
	% of member states without the relevant constitutional and statutory provisions make substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development		<ul style="list-style-type: none"> Through the Secretariat's support to develop the Rule of Law Casebook and Judicial Bench Book on Preventing Violence Against Women and Girls in Commonwealth East Africa, progress was made in the delivery of justice and promoting reforms conducive to sustainable development.
	# of member states where justice and law enforcement institutions are weak effect administrative reforms to strengthen those institutions		<ul style="list-style-type: none"> The Ugandan Inspectorate of Government was one of the founding members of the Commonwealth Africa Anti-Corruption Association (which was established by the Secretariat and the Government of Botswana). Uganda had participated in all meetings of the Commonwealth Africa Anti-Corruption Association since 2012. Uganda had also participated in the biannual meeting of the Ministers of the Public Service and the Annual African Heads of Public Service Meetings. This evaluation was not able to ascertain whether Ugandan justice and law enforcement institutions were strengthened as a result of Uganda's participation in these fora.
2.5 Improved public administration	# member states with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least 5 of 9 institutions outlined below: Public Policy Coordination and Implementation Unit; Public Service Commission; Ministry of Establishment; Public Procurement Regulatory Agency; Internal Audit Department; Supreme Audit Institution; Public Accounts Committee; Finance Committee of Parliament; Anti-Corruption Agencies		<ul style="list-style-type: none"> This indicator did not seem to have been tracked by the Secretariat, nor was a baseline set for the number of the existence and functioning of the listed institutions in Uganda.

(Continued)

Table 3. Progress rating against Intermediate Outcomes (Continued)

Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Social Development			
3.1 Strengthened national frameworks and policies improve health outcomes	Member states with up-to-date policies and regulatory mechanisms to meet international health care delivery standards		n/a
3.2 Strengthened national policies and frameworks improve education outcomes	Member states with up-to-date policies, regulatory mechanisms, and standards for the implementation of quality teaching and learning systems		<ul style="list-style-type: none"> Uganda participated in and contributed to the development of the Commonwealth Education Policy Framework and participated in a number of senior meetings, technical workshops and trainings for improved education outcomes. It was likely that this contributed to Uganda having up-to-date policies, regulatory mechanisms, and standards for the implementation of quality teaching and learning systems.
3.3 Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects	Policy formulation and planning processes of member states reflect and demonstrate gender equality and empowerment		<ul style="list-style-type: none"> The Secretariat supported the development of the Rule of Law Casebook and Judicial Bench Book on Preventing Violence Against Women and Girls in Commonwealth East Africa. Stakeholder reported that these products were being used as reference tools by judicial officers when handling gender-related matters in court.
3.4 Improved capacity building for social development	Member states have the ability to formulate policy and planning processes for social development priorities		n/a

Youth	Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
4.1	National and Pan-Commonwealth frameworks advance social, political and economic empowerment of young people	<p># of member states implementing reform actions to establish or strengthen the policy environment for youth empowerment</p> <p># of member states taking action to further the professionalisation of youth work</p>	  	<ul style="list-style-type: none"> Uganda was one of the three countries that piloted the Commonwealth Youth Participation Framework (2019). This evaluation was unable to determine whether this work strengthened the policy environment for youth empowerment. Uganda participated in the Baseline Survey for Youth Work Professionalisation (2017). Uganda's Makerere University participated in the Commonwealth Higher Education Consortium for Youth Work. Makerere University offered a Bachelor of Youth Development Work. It had recently sought to make this Bachelor in Youth Work more accessible, by providing it in a blended learning format. Makerere University had also sought to increase enrolment and retention rates and to market the bachelor's programme. While challenges remained, the University had succeeded in improving enrolment and retention rates. n/a

(Continued)

Table 3. Progress rating against Intermediate Outcomes (Continued)

Youth	Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	<p># of national, regional, and Pan-Commonwealth youth-led networks and platforms set up or strengthened</p> <p># of targeted national, regional, and international institutions and individuals demonstrating increased impact in youth development and youth-led programming</p>	<p>Light green</p> <p>Yellow</p>	<ul style="list-style-type: none"> Uganda was an active participant in national, regional and pan-Commonwealth youth-led networks. Uganda hosted the 2017 Commonwealth Youth Ministers Meeting. Uganda was at the time of this evaluation, the Chair in Office for the Commonwealth Youth Ministers Meeting. This evaluation was unable to identify clear metrics and examples of whether national and regional youth networks had been strengthened. However, Uganda's high level of support for and involvement in Commonwealth youth work would suggest that some degree of strengthening was likely to have taken place. Seven (7) Ugandan youth received Commonwealth Youth Awards for excellence in their field. Uganda participated in multiple Commonwealth conferences on youth work. The Secretariat also developed a Commonwealth Youth Participation Framework in 2018, which was piloted in Uganda. These activities may have led to increased impact in youth development and youth-led programming; however, this was not monitored, nor was there anecdotal evidence of this from the stakeholders consulted.

Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Economic Development			
5.1 Effective policy mechanisms for integration and participation in the global trading system	Member states that effectively formulate trade policy, negotiate, and implement international trade agreements		<ul style="list-style-type: none"> Uganda attended Secretariat-organised regional trade meetings, and cluster meetings of the Commonwealth Connectivity Agenda. This evaluation was unable to uncover whether these meetings led Uganda to effectively formulate trade policy, and negotiate and implement international trade agreements.
	Member states that implement export development and competitiveness strategies		<ul style="list-style-type: none"> The Secretariat provided technical support to the Uganda Export Promotion Board (UEPB) to help develop the Export Promotion Strategy and build capacity for cross-border trading. This work may have strengthened Uganda's implementation of export development and competitiveness strategies; however, this evaluation was not able to uncover any metrics or anecdotal evidence of this.
5.2 Commonwealth principles and values advanced in global development and financing decisions	Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 MDG framework, among others		n/a
5.3 National frameworks facilitate effective debt management	Member states that reform their management of public debt Member states effectively utilise the Secretariat's debt management systems to proactively manage their debt		n/a

(Continued)

Table 3. Progress rating against Intermediate Outcomes (Continued)

Intermediate outcome	Indicator	Progress rating	Contribution to intermediate outcome
Economic Development	5.4 Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member states for the management and governance of natural resources	n/a
		# of reformed/established governance frameworks and institutional arrangements in member States that promote and support the sustainable management of natural resources	<ul style="list-style-type: none"> The Secretariat provided advice on and assistance with the revised Mineral Policy of Uganda (published in 2001) and model mining agreements²⁷ (which serve as the basis for negotiating with companies and underpin investments in the sector). Uganda had been an active member of the New Producers Group, which was co-organised and funded by the Secretariat. In 2019, Uganda hosted the 7th Annual Meeting, which enabled delivery of six training workshops, a two-day international conference around the theme of 'Building Capacity and Institutions' and a National Seminar on 'Preparing for Oil Production'.
		# of maritime boundaries delimited by Commonwealth member states in accordance with international law, including through joint development and other provisional arrangements	n/a
		# of broad-based mechanisms for effective, transparent, and integrated management of marine resources implemented by member states	n/a

26 CVE activities sit under this Intermediate Outcome and indicator, but activities in Uganda were not aligned to the indicator and were limited in their scope.

27 Republic of Uganda, Ministry of Energy and Mineral Development (2015). *Energy and Mineral Development Sector, Sector Development Plan 2015/16–2019/20*, available at: <http://mpa.go.ug/wp-content/uploads/2018/01/Energy-Sector-Development-plan-Final.pdf>.

Some examples of effectiveness, but a lack of tools to measure progress

A clear analysis of whether individual interventions were effective (that is, achieved their objectives or results, as per the OECD DAC definition) or contributed to Intermediate Outcomes was not possible. This was due to:

- a general lack of baselines, targets and indicators for interventions (see also Section 4.3 Impact) and a lack of systems to measure progress during or after programme implementation;
- no theory of change showing how the intervention was intended to contribute to the Strategic Plan's Intermediate Outcomes; and
- no central Secretariat data management system for Uganda-related information, including interventions objectives and subsequent data on progress towards those objectives.

There were instances of effectiveness within the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes. This was particularly within the following Intermediate Outcomes:

- national institutions effectively facilitating the administration and delivery of the rule of law and justice;
- strengthened national policies and frameworks improve education outcomes;
- gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects;
- national and pan-Commonwealth frameworks advance social, political and economic empowerment of young people; and
- young people empowered and supported to participate meaningfully and to take forward youth-led initiatives.

A need for 'SMARTer' indicators

Alignment of individual interventions and Intermediate Outcomes was generally clear, but the evaluation was generally unable to uncover any post-intervention follow-up, metrics or anecdotal evidence of progress. In those instances where

evidence was available, it was often output- rather than outcomes-related (for example, number of people trained, as opposed to what people did as a result of the training).

There were also instances where activities aligned with the thematic pillar of the Strategic Plan, but it was unclear how they aligned with or contributed to the Intermediate Outcomes. This may have been due to the Strategic Plan's Intermediate Outcomes being quite high level, and that more specific country- or regional-level indicators were not developed for interventions.

The Secretariat's work on elections through COG was an example of this. COG clearly played an important role observing elections in Uganda during the evaluation period and provided robust recommendations in its subsequent report. However, this evaluation was unable to rank the progress of COG's work (towards Intermediate Outcome 3.1) as being 'strong', as this would have required Uganda to have implemented the recommendations as follows? *'at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place'*, (which was not the case).

This discrepancy suggests that the current Intermediate Outcome indicators need to be adapted to country or regional contexts, and to be made more SMART (specific, measurable, achievable, relevant, timebound).

Fragmentation of programming, with many 'one-offs'

The general picture of the Secretariat's interventions in Uganda was relatively fragmented, with many 'one-off' projects. A notable exception to this was the *Judicial Bench Book on Violence Against Women in Commonwealth East Africa*, which was actively used, and the success of which led to the development of the *Case Law Handbook on Violence Against Women and Girls in Commonwealth East Africa: Kenya, Rwanda, Tanzania and Uganda*.

Contributing to the general fragmentation of programming was the fact that interventions were request based and that there was no country framework or criteria for prioritising interventions from the Secretariat's side (note that this problem was not specific to Uganda, but was the case across Commonwealth programming).

There was a tendency for technical staff to steer which initiatives to support in Uganda, as opposed to this decision being made at a higher, more strategic level. In general, there was a lack of oversight by both the Secretariat and Uganda of programming, which may have detracted from effectiveness. One reason for this was the Secretariat's decreasing budget during the evaluation period.

The Secretariat's lack of an in-country or regional presence challenged its ability to form deep and meaningful relationships with Ugandan or East African partners, and also challenged its ability to undertake follow-up monitoring and evaluation.

The Secretariat, with its decreasing budget and overstretched staff, should reflect on whether working across five out of the six Strategic Plan pillars makes sense, or whether focusing on a few priority pillars might be more effective.

Developing a country framework and intervention criteria

For the next Strategic Plan, the Secretariat could explore developing a country or regional framework for East Africa (or, alternatively a shorter country document) to guide its support. This should be agreed with, and co-owned by, Uganda. Such a framework would consist of broad priorities for Uganda and a set of criteria that would need to be fulfilled for Secretariat support to take place.

For example, the Secretariat could work with the Ugandan government to identify two or three key priority pillars and indicators for Uganda, which would be the primary focus for the duration of the next Strategic Plan.

These priority areas would be complemented by broad criteria (this could also apply to all country programmes), which would need to be fulfilled before the Secretariat agreed to support an intervention. The Secretariat could also consider developing 'SMARTer' indicators for interventions.

Additionally, the Secretariat could communicate these country priorities and criteria for selecting interventions clearly to Uganda, especially to the Ministry of Foreign Affairs, but also to Uganda's National Planning Authority, which oversees Uganda Vision 2040 and Uganda's National Development Plans.

Conclusion

In sum, interventions broadly aligned with Uganda's Vision 2040 and the NDP11, although it was not possible to conduct a line-by-line analysis due to the Secretariat not having an official Uganda Country Programme document.

All interventions aligned with the Strategic Plan's pillars, and there were examples of clear contributions by interventions in Uganda to the Strategic Results Framework's Intermediate Outcomes. This was especially the case in the areas of education, gender equality and youth.

For the majority of interventions and Intermediate Outcomes, it was not possible to assess progress due to a lack of post-intervention follow-up, metrics or anecdotal evidence of progress. This may have been because Intermediate Outcomes and indicators were too high level and needed to be adapted to the country context and to be made 'SMARTer'.

Programming was generally fragmented with many 'one-offs'. One solution might be for the Secretariat to develop a country (or regional) framework and intervention criteria that need to be fulfilled for an intervention to take place.

4.3 Efficiency

How well were resources used?

The key question under 'Efficiency' is:

- How well were resources used?

The OECD DAC defines 'Efficiency' as, '*the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way*'. Efficiency also looks at whether objectives were achieved on time, had sufficient and appropriate staffing resources, and whether implementation of the intervention made effective use of time and resources to achieve results.²⁸

Uganda contributed more funding than it received

As set out in Section 1.4 Funding, Uganda contributed a total of £1,356,754 to the three Commonwealth funds during the evaluation

28 OECD (2019), Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 10.

period. The Secretariat in turn provided £471,444 in programmatic support to Uganda during the evaluation period.

The Secretariat and CYP budgets are financed by assessed contributions from member governments, which are primarily based on capacity to pay. Uganda was classified as a low-income country; however, it was notable that Uganda contributed more to the three Commonwealth funds than it received in programmatic interventions. Part of the explanation may be that some interventions in Uganda were funded through regional funding streams, which are not included here.

When broken down by the thematic areas/pillars in the Secretariat's Strategic Plan, Uganda's highest share of programmatic funding received was under the Economic Development pillar (£168,500), amounting to 45 per cent of total funding received, with the Democracy pillar receiving 35 per cent of the total funding.

Some instances of efficiency

Overall, there was not enough evidence to assess the efficiency of the Ugandan programme as a whole. For such an assessment to be made, more data would be needed on individual budgets and objectives of programmes (as well as indicators, baselines and targets), and systematic follow-up on results would have had to have taken place to make a qualified assessment of efficiency.

In some instances, the evaluation identified good examples of efficiencies for individual interventions. One good example of efficiency was how the Secretariat was planning to use the *Judicial Bench Book on Violence Against Women in East Africa* as a template for other regions. The *Bench Book* was also used by the Commonwealth Judicial Education Institute (CJIE), which adapted it into training modules for the CJIE programme. This was an excellent example of how interventions can build on each other and create efficiencies.

Another example of efficiency in programme delivery was the New Petroleum Producers Group (NPG). As hosts of the annual meeting in 2019, Uganda benefitted from high levels of participation across multiple training sessions and access to international experts to discuss pressing national issues, while bearing minimal local costs related to the venue and support services. The

cost for stand-alone delivery of such an event, with the attendant benefits, capacity building and networking opportunities, would have been at least ten times higher to Uganda without the NPG leveraging various institutions, knowledge partners' contributions and co-sponsorship by the Secretariat.

Conclusion

In sum, some interventions demonstrated efficiencies, but the evaluation was unable to assess the efficiency of the overall Uganda country programme. Across the board, there was not enough clarity around individual intervention budgets and evidence of objectives having been achieved to make a judgment on general efficiency.

4.4 Impact

What impact did the interventions have?

The key question under 'Impact' is:

- What impact did the interventions have?

The OECD DAC's definition of Impact is '*the ultimate significance and potentially transformative effects of the intervention*'.²⁹

Sustained Secretariat engagement increased impact

The evaluation found some good examples of impact in Uganda, particularly in cases where interventions built on previous work (rather than being 'one-offs'). The Secretariat's activities in gender, youth work, elections and natural resources were particularly good examples of this.

A particularly strong example of impact was the *Judicial Bench Book on Preventing Violence Against Women and Girls in Commonwealth East Africa* and the subsequent *Rule of Law Casebook*, which stakeholders reported were being actively used as reference tools by judicial officers when handling gender-related matters in court. There were plans to develop similar bench books and casebooks for the Pacific and Asia (subject to resource availability).

29 OECD (2019), Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 11.

Taking a regional, rather than national approach, has the potential to amplify impact, as issues are addressed across multiple member states, using less funding. There would also be greater scope for networking at the regional level.

Another good example of impact was work on youth work professionalisation. Uganda participated in the Baseline Survey for Youth Work Professionalisation in 2017, and Uganda's Makerere University participated in the Commonwealth Higher Education Consortium for Youth Work. Despite early challenges, Makerere University had succeeded in improving enrolment and retention rates and had introduced a blended learning programme to improve accessibility and impact.

Recognition of the Secretariat's impact in natural resources can be found in the World Bank's Completion report on credit to the Republic of Uganda for the Sustainable Management of Mineral Resources Project,³⁰ which refers to *'The completion of the Commonwealth-funded review of the legal and regulatory framework ... is particularly important in regards to the legalization of – and hence reduction of adverse environmental impacts and increase of tax revenue from – artisanal and small-scale gold mining activities, which are not covered under the current Mining Act (Hinton, 2011)'*.

The impact of the Secretariat's work under the natural resources programme could only be evidenced ten years after completion of technical assistance, and was recognised by both government and external organisations as having had a significant positive impact. This extremely long period associated with the development of policy, law and regulations requires robust MEL, the Secretariat to communicate externally the support provided, and continued engagement with the country for effective impact assessment.

Finally, the Commonwealth Observer Group's continued involvement in observing Uganda's elections should be highlighted. While impact in the area of elections is long term and can be hard to measure, COG's sustained engagement with Uganda (across the most recent three elections) should be commended.

Mainstreaming MEL across programme design and implementation

Beyond the interventions mentioned above, where there was good evidence of impact, the majority of interventions either:

- lacked indicators for assessing impact;
- had indicators that had not been monitored and recorded (to the knowledge of this evaluation); and/or
- had indicators that were not possible to measure.

One example was the Commonwealth Judicial Education Institute. Fellows noted that the programme had strengthened their capacity. However, other than anecdotal stories of individual impact, there was limited evidence of the wider impact that the training was having and how participants were using their learnings. This did not mean that the CJEI training was not having an impact, but rather that monitoring and evaluation processes within the Secretariat were not fit-for-purpose to assess the impact of CJEI at the institutional level, rather than only at an individual level.

In general, indicators, targets and baselines were not identified when designing interventions. Monitoring, evaluation and learning (MEL) was seen as a retroactive activity, and as being largely the responsibility of SPPD. The majority of interventions also lacked targets and baselines, which challenged the evaluation's ability to assess impact. See also Section 4.2 Effectiveness for a further discussion of this.

The Strategic Plan's 27 generic indicators are intended to apply to any country or regional programme. However, the majority of the interventions assessed did not appear to have used the Strategic Plan indicators (or tailored versions of these indicators) to assess progress. As described in Section 4.2 Effectiveness, the Secretariat could consider developing indicators that are more country specific and 'SMARTer'.

Baselines were generally not set prior to interventions. This meant that the evaluation had no record of what a situation had been before an intervention took place. Scoping missions before any programme beginning could be used to collect and record baseline data.

30 World Bank (2012), Implementation, Completion and Results Report, available at: <http://documents1.worldbank.org/curated/en/581061468349822048/pdf/NonAsciiFileName0.pdf>.

For MEL to work, programme staff should receive training in MEL and should build in MEL activities when designing interventions. Programme staff must also assume responsibility for ongoing monitoring of progress towards outcomes, with SPPD taking responsibility for the subsequent evaluation and learning component. Ultimately, if MEL is seen as the responsibility of SPPD only, it loses its value.

Realistically, programme staff will not be able to develop detailed M&E frameworks for each intervention; however, developing a simple, two-to-three page M&E framework, with key indicators, targets and baselines, as a part of all programme design, should be explored.

Conclusion

The evaluation identified some good examples of impact in Uganda, especially when the Secretariat had taken a strategic, deliberate approach over several years. The Secretariat's work in gender, youth work, natural resources and elections were noteworthy examples of this.

To demonstrate impact, especially beyond the individual and output level, robust MEL processes must be mainstreamed across programme teams. MEL should be integrated when designing interventions, and programme staff must assume responsibility for monitoring progress towards outcomes. To this end, programme staff should receive training in MEL, and Secretariat management must respect that its teams will spend time and resources undertaking MEL activities, as a part of their programme work.

4.5 Coherence

To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Uganda?

The key question under 'Coherence' is:

- To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Uganda?

Uganda's co-ordination of activities

Uganda's co-ordination of Secretariat activities was challenged by Ugandan requests for Secretariat support often bypassing the Ministry of Foreign Affairs (which was the main Secretariat focal point in Uganda).

It was also challenged by the National Planning Authority (which has oversight of Uganda Vision 2040 and Uganda's National Development Plan) not being sighted on or involved in co-ordinating the Secretariat's work in Uganda.

Uganda's ability to ensure coherence of Secretariat support could be improved by:

- ensuring that all requests for assistance from Uganda to the Secretariat are sighted by the Ministry of Foreign Affairs; and
- the National Planning Authority also being sighted on requests for assistance.

The Secretariat was not set up to ensure coherence

As discussed in Section 4.1 Relevance, the Secretariat's structure did not have country or regional focal points or teams. This meant that there was no individual or team co-ordinating the Secretariat's interventions in Uganda or in Commonwealth East Africa. This lack of oversight negatively impacted the Secretariat's ability to ensure coherence of activities.

Another challenge was the lack of a regional presence. Stakeholders interviewed noted that the Secretariat's London office was far away, and that this undermined the Secretariat's regional strength. The Commonwealth Youth Programme Africa Center (CYPAC), in Lusaka, Zambia, previously provided a form of regional presence, before its closure in 2014.

Options for improving coherence

To improve coherence, the Secretariat could consider reintroducing dedicated country or regional focal points, which would have the full overview of its activities in a member state. Given the Secretariat's decreasing budget and staff, it could make sense for these individuals to focus on regions, as opposed to countries.

These individuals would also be accountable for a data management system for all information related to a given country and region, to allow other Secretariat colleagues to quickly gain an overview of what other activities were taking place in a member state.

If possible, scoping missions should be obligatory prior to the start of interventions, to support the building of relationships, assessment of needs and collecting of baseline data.

The Secretariat could also consider complementing the proposed country/regional framework or document described earlier with a short M&E framework for interventions, which would include a few, high-quality, SMART indicators, baselines and targets.

Increasing visibility of the Secretariat's work

Country visibility of the Secretariat's activities in Uganda was low. The Secretariat could be more proactive in informing key stakeholders and a wider Ugandan audience of its activities and impact. This was exacerbated by the Secretariat not having an in-country or regional presence, which challenged Secretariat staff members' ability to develop deep, long-term relationships with Ugandan partners.

Some of the Secretariat's work was 'behind the scenes', such as supporting Ugandan ministries to develop new policies and frameworks. This challenged attribution and visibility. This issue was further compounded where delivery was through partnerships, as with the New Petroleum Producers Group.

As previously recommended, having a dedicated Secretariat focal point for Uganda could go some way to increasing visibility. The Secretariat could also consider developing a country-focused page or dashboard for each member state on its website, so that Commonwealth members can easily see what programmatic interventions the Secretariat is carrying out in their country, along with their status and associated level of funding.

Conclusion

In sum, the programme delivery model, both within the Secretariat and in Uganda, did not ensure coherence of interventions.

Uganda's ability to ensure coherence of Secretariat support could be improved by ensuring that all requests for assistance from Uganda to the Secretariat are sighted by the Ministry of Foreign Affairs, as well as the National Planning Authority.

The Secretariat could consider reintroducing a structure with country or regional focal points, which would have a full view of country and regional programming, as well as proposed country/regional framework or documents. This could be complemented by developing a country-focused page or dashboard for each member state on its website.

4.6 Sustainability

To what extent have outcomes lasted, or are likely to last?

The focus key question under 'Sustainability' is:

- To what extent have outcomes lasted, or are likely to last?

The OECD DAC defines 'Sustainability' as '*The extent to which the net benefits of the intervention continue or are likely to continue*'.³¹

Across programming, sustainability was mixed

Due to the fragmented, 'one-off' nature of the Secretariat's support in Uganda, sustainability of interventions was generally low. Several stakeholders lamented that interventions did not continue or were not finalised.

There were, however, examples of sustainability, often in cases of long-term, sustained technical support targeting national institutions. Sustainability usually depended on active engagement and strong relationships between national institutions and the Secretariat.

Examples of sustainability included:

- The Secretariat's work to support legislative drafting in Uganda, through which the Secretariat providing a long-term technical expert to support legislative drafting. This resulted in the Ugandan government hiring and funding the long-term expert for the technical support.
- The Commonwealth Higher Education Consortium for Youth Work project delivered by Makerere University, which was transitioned into a Bachelor of Youth Work degree programme.
- Secretariat support for youth engagement was provided over a prolonged period. There were indications that this triggered increased in-depth youth programming and engagement from the Ugandan government in the country, with greater proactivity in terms of youth engagement.

31 OECD (2019), Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>, p. 12.

- The Secretariat's work in promoting and supporting the sustainable development of natural resources resulted in the embedding of a framework for the governance of the extractive sector (mining). This laid the foundation for attracting (and retaining) significant foreign direct investment (FDI).
- Uganda was a core member of the NPG and had remained engaged from the beginning of the project, culminating in its hosting of the Annual Meeting in 2019. Senior government officials benefitted from capacity-building initiatives, which had translated to effective governance of the extractive sector in Uganda for almost ten years.

The Secretariat cannot 'do it all'

Given its size, decreasing budget and geographic location in London, the Secretariat cannot 'do it all'. In many cases where interventions were unsustainable, more funding or deeper partnerships might have meant that a local partner would be more likely to take over the work once Secretariat funding ran out.

Going forward, the Secretariat should consider giving preference to proposed interventions where there is a clear plan for how sustainability will be ensured. This is why having clear criteria for selecting programmes (as proposed in Section 4.1 Relevance) – including the likelihood of sustainability – would be helpful. Having such criteria in place could serve to incentivise member states such as Uganda to provide evidence for how interventions would be sustainable. Conversely, the Secretariat would be able to provide consistent, evidence-based reasoning for accepting or declining funding requests.

Conclusion

In sum, there were some examples of sustainability, where a Ugandan agency absorbed and funded the continuation of Secretariat interventions. However, in general, sustainability of interventions was low. This was likely due to a combination of the Secretariat's decreasing funding, staff turnover and a lack of a regional presence. In the future, the Secretariat should consider giving preference to interventions that can demonstrate a plan for sustainability, post-Secretariat support.

5. Lessons Learned and Recommendations

This section looks at lessons learned, which the evaluation has drawn out and can serve both the Secretariat and the member state as part of continuous learning.

Lessons learned and recommendations for the Secretariat

Lesson learned	Recommendation
A lack of coherence across the programme portfolio, with many small, 'one-off' interventions	<ul style="list-style-type: none"> • Focusing on a few, in-depth interventions with a high potential for sustainability would deliver better value for money for the Secretariat and impact for Uganda, than working across all pillars and the majority of Intermediate Outcomes. • Set criteria for choosing interventions, such as: <ol style="list-style-type: none"> 1. alignment with the Strategic Plan; 2. contribution to Intermediate Outcomes; 3. ability to measure progress using a Strategic Plan indicator; 4. alignment with Secretariat technical expertise; 5. building on and/or complementing previous work; 6. evidence of sustainability post-Secretariat support; 7. contributing to the Uganda's National Development Plan; and/or 8. the ability to set targets and indicators that are SMART.
No full Secretariat overview of programmatic activities in Uganda	<ul style="list-style-type: none"> • Re-introduce dedicated country or regional focal points, who have the full overview of activities in Uganda. • Develop a country framework for Uganda. Using the Secretariat's Strategic Plan as a basis, the Secretariat should explore developing a country or regional framework/document to guide its support. This should be agreed with and co-owned by the member state and would consist of broad priorities for the country/region.
Lack of a central information repository for Uganda within the Secretariat	<ul style="list-style-type: none"> • Ensure that PMIS (the Secretariat's internal database) is fit-for-purpose and is regularly updated with useful information.
Low in-country visibility of the Secretariat's work	<ul style="list-style-type: none"> • Develop a country-focused page or online dashboard for each member state on the Secretariat website, so that Commonwealth members can see what programmatic interventions the Secretariat is carrying out in their country.

(Continued)

Lesson learned	Recommendation
Interventions did not use the Strategic Plan indicators (or tailored versions of these indicators) to assess progress	<ul style="list-style-type: none"> • As a part of programme design, develop a short monitoring and evaluation framework, with a few high-level indicators, targets and baselines. • Develop a country- or regional-focused theory of change. • Indicators should be SMART (specific, measurable, achievable, relevant, timebound).
A lack of baselines, which were largely not set prior to interventions being undertaken	<ul style="list-style-type: none"> • Scoping missions should, as a rule, take place before interventions. If travel is not possible, this could be a virtual scoping mission. As a part of these mission, a rough baseline could be set and documented for future reference.
Programme staff were not clear on monitoring, evaluation and learning (MEL) processes and generally did not monitor progress	<ul style="list-style-type: none"> • Develop clear processes and frameworks for MEL in programme management and design. • Programme staff should receive training in MEL and build in monitoring activities when designing interventions. • Programme staff must also assume responsibility for ongoing monitoring of progress towards outcomes, with the Strategy, Portfolio and Partnerships Division (SPPD) taking responsibility for the subsequent evaluation and learning component. • Managers overseeing programme staff must understand, support and incentivise staff to integrate MEL into programming.
A lack of analysis around how interventions impacted target group(s)	<ul style="list-style-type: none"> • Programme staff, during the programme design phase, should identify the outcome-level intervention target group(s) and, to the extent possible, monitor impacts on the target group subsequent to the intervention.

Lessons learned and recommendations for Uganda

Lesson learned	Recommendation
The Ugandan Ministry of Foreign Affairs was not always sighted on interventions and funding requests from Ugandan agencies to the Secretariat	<ul style="list-style-type: none"> • Ugandan government agencies should ensure that the Ministry of Foreign Affairs is sighted on all Ugandan funding requests.
The National Planning Authority, which leads Uganda's National Development Plan, was not sighted on Secretariat support	<ul style="list-style-type: none"> • The Ministry of Foreign Affairs should involve the National Planning Authority in co-ordinating Secretariat support for Uganda.
There was a lack of awareness among Ugandan stakeholders on how to request Secretariat support	<ul style="list-style-type: none"> • The Ministry of Foreign Affairs should communicate to government departments the process for accessing Secretariat support.

6. Conclusion

This evaluation has assessed relevance, effectiveness, impact, efficiency, coherence and sustainability of the Commonwealth Secretariat's support to Uganda 2013/14–2018/19.

The Secretariat's interventions in Uganda broadly aligned with Uganda's Vision 2040 and the NDP II. They also aligned with the Commonwealth Secretariat's Strategic Plan pillars. The strongest contributions to Intermediate Outcomes were found in the areas of education, gender equality and youth.

For the majority of interventions and Intermediate Outcomes, the evaluation was unable to assess progress – due to a lack of post-intervention follow-up, metrics or anecdotal evidence of progress. One issue might have been that the Intermediate Outcomes and indicators were too high level, and needed to be adapted to the Uganda and to be made 'SMARTer'.

Programming was generally fragmented with many 'one-offs'. The Secretariat could explore developing a country framework for Uganda (or a regional framework) and establishing selection criteria for interventions. Perhaps this would serve to consolidate interventions and make them more strategic and coherent. Undertaking a few, deeper interventions in priority areas, rather than many shallow interventions, might increase the likelihood of impact.

The evaluation did identify some good examples of impact in Uganda, especially in those instances where the Secretariat had taken a strategic, deliberate approach over several years, where each intervention built on previous work (rather than taking a 'one-off' approach). The Secretariat's work in gender, youth work and elections were notable examples of this. To demonstrate impact,

especially beyond the individual and output levels, robust monitoring, evaluation and learning (MEL) processes should be mainstreamed across the Secretariat's programme design and delivery.

There were examples of interventions demonstrating efficiencies, but due to a lack of information, the evaluation was unable to assess the overall efficiency of the Secretariat's interventions in Uganda as a whole.

The programme delivery model, both within the Secretariat and in Uganda, did not ensure adequate coherence of interventions. This could be improved by ensuring that all requests for assistance from Uganda to the Secretariat are sighted by Uganda's Ministry of Foreign Affairs, as well as the National Planning Authority, which is responsible for Uganda Vision 2040 and the country's National Development Plans.

To improve coherence within the Secretariat, consideration could be given to reintroducing a structure with country or regional focal points, which would have a full view of country and regional programming. This could be complemented by developing a country-focused page or dashboard for each member state on the Secretariat website, to provide a quick overview of activities in, for example, Uganda.

There were some examples sustainability, where a Ugandan agency absorbed and funded a Secretariat intervention. This was most notable in the areas of legislative drafting and professionalisation of youth work. However, in general, intervention sustainability was low. Going forward, the Secretariat could consider giving preference to interventions that can demonstrate a plan for sustainability, post-Secretariat support.

Annex 1: Strategic Results Framework 2013/14–2016/17

No.	Result	Indicators
DEMOCRACY		
1.1	CMAG is well-informed and supported to protect and promote Commonwealth values and principles	# of member states engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations
1.2	Member states engage with and benefit from the strengthened Good Offices of the Secretary-General	# of identified member states engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers
1.3	Member states conduct fair, credible and inclusive elections	# of member states whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • Legal and constitutional frameworks in place • Institutional capacity and independence • Procedures in place
		# of member states where at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place
		# of member states adopting best practices and principles emerging from the CEN in enhancing their national electoral processes
		# of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues
PUBLIC INSTITUTIONS		
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	# of targeted member states with new or more effective national human rights institutions as indicated by: <ul style="list-style-type: none"> • Enabling legislation adopted and compliant with Paris Principles • Fully operational • Movement towards 'A' status

(Continued)

No.	Result	Indicators
2.2	Improved and constructive engagement of member states in the UN's UPR process	<p># of targeted member states that engage constructively with the UN UPR as indicated by:</p> <ul style="list-style-type: none"> • Quality reporting to UNHRC • Undergoing examination in a constructive manner • Implementing accepted recommendations <p># of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups</p>
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	<p># of member states with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles</p> <p># of member states with issues on the appointment and removal of judges that establish procedures which provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles</p> <p># of member states without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary</p>
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	<p># of member states with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/ regulations to strengthen the administration and delivery of justice</p> <p>% of member states without the relevant constitutional and statutory provisions make substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development</p> <p># of member states where justice and law enforcement institutions are weak effect administrative reforms to strengthen those institutions</p>
2.5	Improved public administration	<p># member states with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least 5 of 9 institutions outlined below:</p> <ul style="list-style-type: none"> • Public Policy Co-ordination and Implementation Unit • Public Service Commission • Ministry of Establishment • Public Procurement Regulatory Agency • Internal Audit Department • Supreme Audit Institution • Public Accounts Committee • Finance Committee of Parliament • Anti-Corruption Agencies

(Continued)

No.	Result	Indicators
SOCIAL DEVELOPMENT		
3.1	Strengthened national frameworks and policies improve health outcomes	Member states with up-to-date policies and regulatory mechanisms to meet international health care delivery standards
3.2	Strengthened national policies and frameworks improve education outcomes	Member states with up-to-date policies, regulatory mechanisms and standards for the implementation of quality teaching and learning systems
3.3	Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects	Policy formulation and planning processes of member states reflect and demonstrate gender equality and empowerment
3.4	Improved capacity building for social development	Member states have the ability to formulate policy and planning processes for social development priorities
YOUTH		
4.1	National and Pan-Commonwealth frameworks advance social, political and economic empowerment of young people	# of member states implementing reform actions to establish or strengthen the policy environment for youth empowerment
		# of member states taking action to further the professionalisation of youth work
		# of member states adopting sport as an intentional approach to advancing development and peace as indicated by: <ul style="list-style-type: none"> • Specific policy instruments • National co-ordination and cross sectoral mechanisms
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	# of national, regional and Pan-Commonwealth youth-led networks and platforms set up or strengthened
		# of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming
ECONOMIC DEVELOPMENT		
5.1	Effective policy mechanisms for integration and participation in the global trading system	Member states that effectively formulate trade policy, negotiate and implement international trade agreements
		Member states that implement export development and competitiveness strategies
5.2	Commonwealth principles and values advanced in global development and financing decisions	Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 MDG framework, among others
5.3	National frameworks facilitate effective debt management	Member states that reform their management of public debt
		Member states effectively utilise the Secretariat's debt management systems to proactively manage their debt
5.4	Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member states for the management and governance of natural resources

(Continued)

No.	Result	Indicators
		# of reformed/established governance frameworks and institutional arrangements in member states that promote and support the sustainable management of natural resources
		# of maritime boundaries delimited by Commonwealth member states in accordance with international law, including through joint development and other provisional arrangements
		# of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member states
SMALL STATES AND VULNERABLE STATES		
6.1	International policies, mechanisms and rules are more responsive to small states development strategies and resilience needs	# of targeted international conferences that acknowledge the sustainable development needs of small states
		% of small states that effectively participate in targeted international processes related to their sustainable development needs
6.2	Small states enabled to effectively participate in international decision-making processes	% of small states constructively engaging with trade fora and human rights mechanisms in Geneva via small states office
		# of small states engaging effectively with the UN General Assembly and other forums in New York via the small states office
6.3	Improved climate financing frameworks	# of Commonwealth member states that report improved access to climate finance arising from Commonwealth influenced tools or policies

Annex 2: Terms of Reference

Evaluation of the Commonwealth Secretariat's support to Uganda 2013/14–2018/19

1. Introduction

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 52 member countries across the globe, bringing together 2.2 billion citizens. The organisation promotes democracy, rule of law, human rights, good-governance, social and economic development and is also a voice for small states and youth empowerment. The Secretariat work is guided by its Charter that affirms the core Commonwealth principles (*of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness*) and by its Strategic Plan.

In response to the evolving development context and demands of member states and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the Strategic Plan and Evaluation Plan, a select number of independent evaluations and country evaluations are commissioned each financial year to respond to member states' demands for accountability, as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the Evaluation function is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy or project so as to incorporate lessons learned into the decision-making process. As such, it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis and be well managed.

The Secretariat's Country Evaluations are designed to fulfil a number of functions. Each evaluation:

- is an instrument of accountability to member governments, providing an assessment of effectiveness, relevance, impact and sustainability in delivering results of Secretariat's projects, programmes and special activities in member countries;

- guides policy and planning decisions by providing feedback on the performance and quality of the Secretariat's portfolio of development and democracy work;
- provides an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region and generally across its membership;
- assesses the contribution versus the benefits that individual member states attain from the Secretariat's service delivery.

2. Context

The Strategic Plan 2013/14–2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluation. As the Secretariat matures in the monitoring function, it is anticipated that the evaluation function will endeavour to bridge the outcome monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14–2016/17 Strategic Plan will only be realised in the next strategic period (2017/18–2020/21).

Building on the Secretariat's '*Impact Pathway*' approach to results-based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies such as outcome mapping, outcome harvesting and case studies will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the SPPD Evaluation Team increasing the scope and reach of the study over the Strategic Plan period. The selection criteria used for the countries to be evaluated include:

- a. *An adequate geographic balance of nations*
- b. *No previous country evaluation conducted*
- c. *The size (number and value) of activities supported by the Secretariat*

- d. *A balance between small nations and others*
- e. *A balance between varying levels of development*

3. Purpose and scope of assignment

The Country Evaluation is an internal evaluation led by the Strategy, Portfolio, Partnership and Digital Division. The purpose of Country Evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member state. The study will cover the four-year period of the Strategic Plan 2013/14–2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up to date to the time of the study that will include the current Strategic Plan period 2017/18–2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programmes in the targeted member state. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with intermediate outcomes of the Strategic Plan;
- assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- assess member state contribution to Secretariat's funds and the benefits realised over the review period and conduct a contribution–benefit analysis, assessing value for money for the member country;
- review the delivery model of programmes in the member state, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements; and
- identify issues, challenges and lessons learned and make recommendations on the overall Secretariat's programming.

4. Approach and methodology

One of the primary focuses of the Country Evaluations is to assess if there has been any outcomes or impact that can be attributed to the contribution of the Secretariat to the member state. It is very difficult to assess the contribution of the Secretariat in the midst of different development players, and in some cases where the Secretariat's contribution has been limited. In that regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed '*Impact Pathway*', outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the Evaluation Team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study:

- National country documentations, including strategy documents and reports available publicly will be reviewed to provide context and address the general evaluation questions.
- Desk review of all projects and interventions delivered in the target country. Project design documents with their monitoring plans and results reports will be reviewed. All key documentations including BTORs [back-to-office reports], research reports, progress reports from Consultancies etc. will be reviewed to address the specific evaluation questions.
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, qualify/contextualise the results documented and seek responses to specific questions that will emerge from the literature review.
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results information and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group

discussions will be held with teams/ beneficiaries directly engaged with the Secretariat's programmes.

- Specific engagements will be conducted with national level monitoring and evaluation units, planning and statistical units to aggregate national information and also verify national statistics and policy positions.

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or pan-Commonwealth meetings or events taking place in the target country. Evaluation Teams, where possible, can also hold side review meetings alongside these meetings/ events.

5. Deliverables

- **Evaluation report:** The report, following the desk review, interviews, survey and field work, will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of the some of the information.
- **Impact stories:** These will be a core output of each of the field visit. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access.
- **Dissemination seminar** presenting and validating the evaluation findings and recommendations.
- **Evaluation summary report:** A short document that highlights key findings and can be easily accessible and used for decision-making.

6. Schedule and level of effort

The study is planned to commence in October 2018. It is estimated that at least a team of two staff will be involved led by a team member of Strategy, Learning and Innovation. The study is to be completed within three months from inception.

Travel and Daily Subsistence Allowance expenses related to country field visits will be covered by the Country Evaluation budget in line with the Secretariat's Travel Policy.

7. Technical requirements

The Evaluation Team should demonstrate the following:

- substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- knowledge and experience of policy and programming matters, as well as challenges and issues in global and national development and democracy;
- ability to handle and analyse big datasets, and conduct multicountry reviews;
- excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;
- in-depth understanding of the work of the Commonwealth; and
- familiarity with the Sustainable Development Goals and the international governance architecture.

8. Evaluation team selection criteria

To be selected to participate on the Country Evaluation Team, the staff member should:

- be objective and able to view the progress or lack of it from a learning perspective;
- be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- not be a part of the programme team for projects being evaluated in the targeted country; and
- be able to engage with and represent the Secretariat at key meetings, and present and defend the evaluation findings to external and internal stakeholders.

9. Evaluation team

The Country Evaluation Team is composed of the following:

- **Head of Evaluation and Learning – Team Leader:** Accountable for the overall evaluation study; Lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; Lead the team on the field visit; Lead the preparation and presentation of the evaluation report.
- **Programme Adviser/Officer or Consultant:** Support preparation of evaluation tools and data analysis frameworks; Conduct desk review; Conduct interviews and participate in field visits; Facilitate focus group discussions as required; Conduct analysis of data and information; Support preparation of evaluation report; Support presentation of the evaluation findings; Follow-up on evaluation recommendations.
- **Evaluation Support Officer:** Support desk review; Support data collection; Support communication with internal and external stakeholders; Circulate data collection tools; Schedule interviews; Facilitate field visits logistics; Support analysis and reporting; Participate and prepare minutes for meetings, including presentation of report and follow-up meetings.

Annex 3: Evaluation Questions

The evaluation questions set out below were used for interviews during the field visit and in subsequent online calls with stakeholders.

Theme	Evaluation questions
Context	What has been the Secretariat's engagement with the institution? What issue/problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/issue identified? Was the Secretariat support relevant to the priorities of the institution? Was this support consistent with the Intermediate Outcomes of the Strategic Plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change affected women and men differently, if at all? Or could men and women potentially experience the change differently? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure the programme is sustainable?
Value added	Could another partner have delivered this programme? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet needs?

The interview tool below was also used by the Evaluation Team.

Area of focus	Question guide
General information	<ul style="list-style-type: none"> • Current role • Length of time in the position
Experience of the Secretariat interventions	<ul style="list-style-type: none"> • What was done/when? • Who delivered and how? • What are some noted outcomes, results? • Other engagements with the Secretariat? Meetings, etc.?

(Continued)

Area of focus	Question guide
Status/trends/ country context related to the inter- vention/ pro- gramme/policy area	<ul style="list-style-type: none"> • What is the status of the programme area at present? • Challenges in getting progress/results? • Government policy/programmes/priorities? • What's next...? Sustainability?
Reflections on the Secretariat's inter- ventions	<ul style="list-style-type: none"> • Who are the other donors working in the programme area? • How does working with the Secretariat/the Commonwealth compare with working with other organisations? • What have you learnt working with the Secretariat – impressions, perceptions? <i>Prompts: flexibility? Responsiveness? Technical expertise? Understanding of local context? Cost effectiveness? Communications?</i> • What does the Secretariat do really well? What does the Secretariat not do so well? • What can the Secretariat do better in the future as it continues to engage with the country? • How can the Secretariat continue to support your agency's objectives? • Have there been any gender considerations or reflections in the Secretariat's engagements?

Annex 4: Stakeholders Consulted

External stakeholders

No.	Organisation
1	Uganda Management Institute
2	Office of the Directorate of Public Prosecution (DPP)
3	Office of the Directorate of Public Prosecution (DPP)
4	Participant, Faith in Commonwealth training December 2018 in Kampala, Uganda
5	Office of the Directorate of Public Prosecution (DPP)
6	Uganda Management Institute
7	Office of the Directorate of Public Prosecution (DPP)
8	Public Policy Institute, Youth
9	Participant, Faith in Commonwealth training December 2018 in Kampala, Uganda
10	Ministry of Gender, Labour and Social Development
11	Judicial Service Commission
12	Office of the Directorate of Public Prosecution (DPP)
13	Uganda Parliamentary Forum on Youth Affairs
14	Ministry of Public Service
15	Office of the Directorate of Public Prosecution (DPP)
16	Independent Consultant, formally Chairperson, Parliamentary Human Rights Committee
17	Uganda Youth Network
18	Ministry of Gender, Labour and Social Development
19	Uganda Management Institute
20	Office of the Directorate of Public Prosecution (DPP)
21	Judicial Service Commission
22	Senior Counsel, former Consultant, Commonwealth Secretariat, Legislative Drafting
23	Uganda Management Institute
24	College of Education and External Studies, Makerere University
25	Independent Consultant, formerly with Uganda Export Promotion Board
26	The Justice, Law and Order Sector
27	Judicial Service Commission
28	Uganda Human Rights Commission
29	Global Network of Peace Builders (GNOP)
30	Office of the Directorate of Public Prosecution (DPP)
31	Parliament, formerly Uganda Human Rights Commission
32	Office of the Directorate of Public Prosecution (DPP)

Internal stakeholders (Commonwealth Secretariat)

No.	Title
1	Adviser and Head, International Trade Policy
2	Adviser and Team Leader (IT Systems) – Economic, Youth and Sustainable Development Directorate
3	Adviser, Gender, Economic, Youth & Sustainable Development Directorate
4	Head of Good Offices
5	Adviser, Economic, Youth and Sustainable Development Directorate
6	Business Analyst, Economic, Youth & Sustainable Development Directorate
7	Economic Adviser – Natural Resources, Trade, Oceans and Natural Resources Directorate
8	Adviser, Trade Competitive Section
9	Adviser, Public Administration
10	Adviser, Education
11	Head of Social Policy Development
12	Head of Sport for Development and Peace
13	Head, Countering Violent Extremism, Governance and Peace Directorate
14	Human Rights Adviser – Governance and Peace Directorate
15	International Trade Consultant, International Trade Policy
16	Legal Adviser, Governance and Peace Directorate
17	Legal Adviser, Law Reform and Legislative Drafting – Governance and Peace Directorate
18	Legal Adviser, Legal Policy, Governance and Peace Directorate
19	Programme Assistant, Trade, Oceans and Natural Resources Directorate
20	Political Adviser, Governance and Peace Directorate
21	Adviser and Head, Electoral Support, Governance and Peace Directorate
22	Programme Officer, Governance and Peace Directorate
23	Adviser and Head, Trade Competitive Section
24	Records & Correspondent Assistant, Secretary-General's Office
25	Research Officer, Economic, Youth & Sustainable Development Directorate
26	Social Policy Development Head – Economic, Youth and Sustainable Development Directorate
27	Adviser and Head, Public Sector Governance
28	Economic Adviser, Natural Resources

Meetings requested

Meetings were requested, but not conducted with individuals from the following organisations due to unavailability or lack of response.

No.	Organisation
1	National Planning Authority
2	Electoral Commission of Uganda
3	Uganda National Oil Company
4	Office of the Prime Minister
5	Anti-Corruption Unit
6	Former Education Adviser
7	Petroleum Authority of Uganda
8	Parliamentary members

Annex 5: Commonwealth Meetings and Events

The following overview provides a non-exhaustive list of Secretariat-organised meetings held in Uganda during the evaluation period.

Event name	Date
Visits by the Secretary-General	
The Secretary-General attended the 9th Commonwealth Regional Conference of Heads of Anti-Corruption Agencies in Africa, hosted in Kampala	May 2019
The Secretary-General visited Uganda in the context of her CMAG mandate	July 2017
Commonwealth meetings hosted by Uganda	
Uganda hosted the 9th Commonwealth Regional Conference of Heads of Anti-Corruption Agencies in Africa	May 2019
The 64th Commonwealth Parliamentary Conference (CPC) was held in Kampala in 2019, hosted by the Commonwealth Parliamentary Association (CPA) Uganda Branch and the Parliament of Uganda	2019
Trainings, workshops and missions	
Uganda hosted a week-long workshop which brought together 26 youth leaders as part of the Faith in the Commonwealth initiative.	December 2018
The Secretariat supported a stakeholder meeting in Kampala on the management of vulnerable victims and witnesses	March 2018
The Secretariat trained the Uganda Inspectorate of Government in leadership and management issues	January 2018.
COG conducted an elections observation mission during Uganda's elections	February 2016
Uganda hosted a Faith in the Commonwealth Training of Trainers programme, in which 27 Ugandan youth participated	December 2018

The following overview provides a non-exhaustive list of Secretariat-organised meetings with participation of Ugandan stakeholders during the evaluation period.

Event/workshop	Date
A representative from Uganda participated in a Technical Workshop on School Leadership in London	January 2020
The Secretariat facilitated two Ugandan officials to participate in a training on legal issues in the extractive sector held in London	2020
A Ugandan representative attended the Pan-Commonwealth Head of Public Service Meeting held in London	2019
A delegate from Uganda attended the June 2019 inaugural Commonwealth Sustainable Energy Forum held in London	June 2019
A Ugandan representative took part in a workshop in West Sussex on tackling the illicit proliferation of conventional weapons and diversion of small arms and light weapons in the Commonwealth	February 2019

(Continued)

Event/workshop	Date
Ugandan representatives participated in the Commonwealth African Consultation on Multilateral, Regional and Emerging Trade Issues	November 2018
The Commonwealth CVE Unit, in partnership with the Global Centre on Cooperative Security, delivered a workshop for 35 senior officials, some of whom were from Uganda	October 2018
Representatives from the Electoral Commission of Uganda participated in the Commonwealth Election Professionals Africa region training event held in Abuja, Nigeria	October 2018
Representatives from the Uganda Inspectorate of Government received training in leadership and management	January 2018
The Secretariat provided technical advice and capacity building to five youth parliamentarians from Uganda in London	2017
Ugandan representatives participated in the Commonwealth African Consultation on Multilateral, Regional and Emerging Trade Issues	May 2017
A representative from Uganda participated in the Commonwealth African Consultation on Recent Developments in Trade: WTO Post-Nairobi and Continental and Regional Integration	April 2016
Staff from the Ugandan Electoral Commission took part in the CEN meeting in Trinidad and Tobago	2016
Uganda was represented at the JEP Initiative Pan-Commonwealth Africa region training event held in Botswana	August 2015
Uganda participated in the 19th Commonwealth Conference of Education Ministers Meeting in The Bahamas	June 2015
Ugandan representatives participated in a meeting in Rwanda of Human Rights Institutions, which led to the Kigali Declaration communiqué to prevent and eliminate child, early and forced marriage	2015
A representative from Uganda participated in the Commonwealth Forum of National Human Rights Institutions (CFNHRI) Working Session on Child, Early and Forced Marriage (EFM), held in Kigali, Rwanda in May 2015	May 2015
Uganda participated in the 19th Commonwealth Conference for Education Ministers (19CCEM) held in The Bahamas	2015
The Secretariat delivered a human rights training of trainers (TOT) session for the Commonwealth Africa region in Lesotho, in which two Ugandan youth participants attended	2015
Ugandan participants attended the JEP Initiative Pan-Commonwealth pilot training event in New Delhi, India, in October 2013	October 2013
The Secretariat supported the participation of the Uganda Human Rights Commission (UHRC) and Ugandan government representatives at a roundtable on child marriage held in London	2013

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