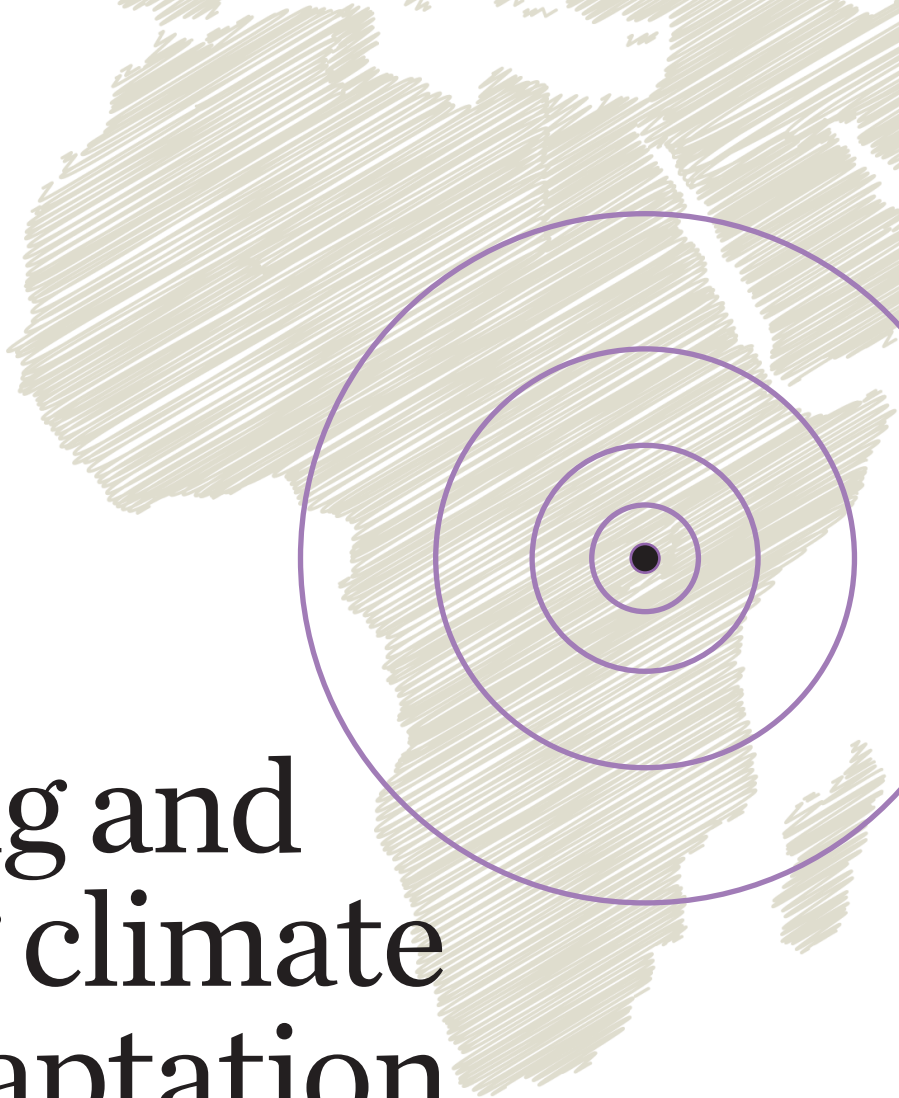

Monitoring and evaluating climate change adaptation and disaster risk reduction in Uganda

TAMD appraisal study

Edith Kabesiime, Charles Owuor, Margaret Barihaihi and Tracy Kajumba

Country Report
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Climate change

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ACCRA
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Produced by IIED's climate change group

The Climate Change Group works with partners to help secure fair and equitable solutions to climate change by combining appropriate support for adaptation by the poor in low- and middle-income countries, with ambitious and practical mitigation targets.

The work of the Climate Change Group focuses on achieving the following objectives:

- Supporting public planning processes in delivering climate resilient development outcomes for the poorest.
- Supporting climate change negotiators from poor and vulnerable countries for equitable, balanced and multilateral solutions to climate change.
- Building capacity to act on the implications of changing ecology and economics for equitable and climate resilient development in the drylands

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This scoping study report is an analysis of the monitoring and evaluation frameworks and tools in Uganda with focus on climate change adaptation and disaster risk reduction. It provides an overview of Uganda's climate change and other related policy context and their provisions for monitoring and evaluation frameworks. The report also highlights the current reporting systems and the mandates of different institutions for climate change adaptation and disaster risk reduction. The tools and systems used for data and information collection, processing, reporting, storage and dissemination are highlighted. Key monitoring and evaluation elements in selected government adaptation and disaster risk reduction projects, and how they are being implemented and monitored are also discussed.

The main purpose of the study which was successfully achieved was to identify possible monitoring and evaluation framework options and entry points for integrating the TAMD process to improve monitoring and reporting on climate change adaptation and risk reduction.

Contents

List of tables and figures

Acronyms

ACCRA	Africa Climate Change Resilience Alliance
ADETEF	French Development Agency
CCD	Climate Change Department
CRM	Climate Risk Management
DPM	Disaster Preparedness and Management
DRR	Disaster Risk Reduction
FAO	Food and Agriculture Organisation of the United Nations
FSSD	Forest Sector Support Department
GoU	Government of Uganda
IIED	International Institute for Environment and Development
IMIS	Integrated Management Information System
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MoLG	Ministry of Local Government
MTEF	Medium Term Expenditure Framework
NAPA	National Adaptation Programmes of Action
NCCP	National Climate Change Policy
NDP	National Development Plan
NORAD	Norwegian Agency for Development Cooperation
OBT	Output Budget Tool
PMF	Performance Measurement Framework
REDD+	Reducing Emissions from Deforestation and Forest Degradation
TAMD	Tracking Adaptation, Measuring Development
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children's Emergency Fund
USAID	United Stated Agency for International Development
WFP	World Food Programme

Executive summary

Climate change is one of the most important global issues, with broad and far reaching ecological, social, economic, and political impact. Uganda is already experiencing impacts of climate variability and climate change manifested through change of weather patterns and resultant disasters including prolonged droughts, floods and high temperatures. There are several ongoing adaptation and mitigation interventions aimed at reducing vulnerability to the impacts of climate change. To understand the value or efficacy of these interventions, sound monitoring and evaluation of these interventions is imperative for ensuring results, cost effectiveness, and impact-level outcomes.

Despite this recognition, and where as funding of adaptation activities especially for developing countries is now the major focus of international climate negotiations and domestic climate policy, there is increasing concern about the inadequate approaches, frameworks and tools for monitoring and evaluating adaptation. This report therefore presents findings of a scoping study undertaken by independent consultants on behalf of the International Institute for Environment and Development (IIED) to provide a basis for developing a national framework for tracking climate change adaptation and DRR (Disaster Risk Reduction) interventions in Uganda.

Study methods included review of key policy documents and related literature and interviewing of key informants at ministry level, sector/subsector level as well as at district level. Government ministries and other development agencies such as United Nations Development Programme (UNDP), Africa Climate Change Resilience Alliance (ACCRA) and selected Non-Governmental Organisations (NGOs) that are currently working closely with government on adaptation and DRR initiatives were also gathered into a one day stakeholders' workshop to validate the preliminary findings and to help fill information gaps.

Overall, the study found that Uganda has an adequate policy and institutional framework for monitoring and evaluation that could provide a viable entry point for developing a framework for tracking climate change adaptation and DRR. Institutional roles are stipulated in the national policy for Public sector monitoring and evaluation. The government has also developed a number of tools and systems for data and information collection, processing, reporting, storage and dissemination. While the policy and institutional framework for public sector monitoring and evaluation are progressive, climate change and DRR are relatively new subjects which are not yet adequately addressed within these existing frameworks. Hence, many sectors, even those highly sensitive to climate change neither plan for nor report on climate change adaptation and DRR.

Furthermore, the study reveals existence of different M&E frameworks and tools in different ministries and institutions, and no specific M&E framework in place and being used for climate change adaptation and DRR in Uganda. On a more positive note, the government with support from the French Development Agency (ADETEF) is developing the first National Performance Measurement Framework (PMF) for Adaptation based on the National Climate change policy and its implementation strategy. The PMF presents a strategic and useful entry point for the TAMD process. Existing M&E frameworks being used include; the Output Budget Tool (OBT) by Ministry of Finance, the score card by the Office of Prime Minister (OPM), the performance assessment tool for local governments, the Uganda Bureau of Statistics Management Information System and other data bases.

Another key observation from this study is that existing government M&E tools in use tend to focus on output indicators without evaluating the outcomes for long term impact. Adaptation is long term, so the kind of monitoring being done might need reinforcement with TAMD process to add long term monitoring considerations which is in line with the Uganda National Development plan (2015/16–2019/20) and Vision 2040.

Although this study did not go into in-depth capacity needs assessment, it notes general inadequate knowledge, awareness and technical capacity for climate change adaptation and risk reduction and how to report progress especially at the district level. On the other hand there is considerable appreciation at national lever, particularly within the Ministry of Local Government where a special committee composed of senior staff has been constituted to facilitate mainstreaming of climate change and disaster risk reduction in the ministry's strategies and programmes.

Suggested Entry Points for TAMD into the existing M&E and reporting systems

1. The fact that the TAMD process is based on Theory of Change approaches, the process might need to involve the National Planning Authority (NPA) to link the TAMD results with the Uganda National Development Plan II which provides medium and long term development performance indicators. The NPA could be supported to finalise and roll out one overall development M&E tracking tool in collaboration with OPM and Ministry of Finance to harmonise and guide all other tools and streamline performance indicators.
2. The TAMD indicators might be useful to inform the national performance assessment tool for local governments spearheaded by Ministry of Local Government (MoLG). The current tool is silent on climate change and DRR indicators, so the Climate Change Department (CCD) would coordinate the different sectors to improve their indicators by incorporating CCA&DRR indicators which MoLG would then include in the assessment tool for Local Governments. This would make them accountable on implementation, monitoring and reporting on climate change adaptation.
3. The TAMD results might strategically inform the process of developing the overall national Performance Measurement Framework supported by the French Development Agency (ADETEF). If this is done at this level, it will automatically influence the specific sectors going to draw from the national PMF to develop sector specific PMF and this has a direct link with the National Development Plan (NDP).
4. Engagement with important national actors to understand the TAMD process is important. These include multilateral donors such as the World Bank, UNDP, UNICEF, WFP, and FAO; bilateral donors, such as USAID, Irish Aid, NORAD, and civil society groups. Such groups would compel the central government to honour international obligations and conventions, bilateral agreements and other commitments. Donors contribute 30 per cent of Uganda's budget, which also gives them a powerful role with regards to government policies, planning and budget allocation processes.
5. Generally, there is need to build capacity of government staff at all levels in the monitoring and evaluation for adaptation and disaster risk reduction and also within planning units of various agencies. This will increase understanding of climate change and risk reduction related issues and how to report on progress.
6. The newly established resource centre at CCD should be a very good link for all actors in climate change data collection and research but can also be used as a source of information on tracking adaptation progress in the country.
7. All government ongoing climate change adaptation and DRR projects have M&E frameworks and indicators. It will be useful for the TAMD initiative in Uganda to consider, pooling together all these indicators, have them in one place as a first step towards developing some kind of a national global list of climate change adaptation and DRR indicators.

Background

1

1.1 Climate Change

The impacts of climate change are increasingly threatening the achievement of poverty reduction and other development objectives, including the 2015 Millennium Development Goals. As the world grapples with the effects of climate change, it has been identified that developing countries are the most vulnerable to the impacts of climate change (Spearman & McGray, 2012). Uganda is currently experiencing the detrimental effects of climate change at the local and national level, manifested through frequent extreme weather events like, heavy floods, longer droughts, more cases of pests and other natural disasters (NAPA, 2007). There are already foreseen adverse effects on the economy due to its high reliance on climate-sensitive natural resources and most importantly agriculture. The rains are becoming more unpredictable and unreliable and some parts of the country, especially the cattle corridor are experiencing water stress condition and decreased agricultural and livestock productivity (Hepworth, 2010).

Uganda is a signatory to the United Nations Framework Convention on Climate Change (UNFCCC), an international environmental treaty aimed at stabilizing greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous human interference with the climate system. In alignment with this and other related international environmental treaties, Uganda has gone ahead to develop legislative and policy instruments and established institutions to address issues of climate change. These are discussed in detail in the next sections of the report.

In terms of structural establishment, the government of Uganda has upgraded the Climate Change Unit to a departmental level under the Ministry of Water and Environment, established a National Meteorological Authority from a department level, and improved on inter-agency and departmental coordination through the Department of Relief and Disaster Preparedness and Management under the Office of the Prime Minister (OPM).

The Climate Change Department's (CCD) core mandate is to strengthen Uganda's implementation of the UNFCCC and its Kyoto Protocol. Among other tasks is to co-ordinate the national climate change actions (Mitigation and Adaptation) in different sectors, including the creation of awareness among various stakeholders to enable them internalize their roles and responsibilities. Of relevancy to this study is the function of monitoring the implementation of adaptation activities and progressively collecting updates from relevant stakeholders. The department has spearheaded the development of a National Climate Change Policy and its implementation strategy accompanied with climate change national planning and implementation mainstreaming guidelines. CCD chairs the national climate change policy committee which is comprised of key Ministries, Departments and Agencies (MDAs) mandated to implement the policy. CCD is in the process of developing parameters for adaptation, with the support from the French Development Agency (ADETEF) which will allow all the mandated MDAs to budget for climate change and adaptation.

Since 2011, the International Institute for Environment and Development (IIED) and partners have been developing an approach known as Tracking, Adaptation and Measuring Development (TAMD) that assesses whether climate change adaptation and risk reduction are keeping development on track and whether costs and benefits are rationally distributed. TAMD has already been piloted in seven countries including Kenya, Cambodia, Mozambique, Pakistan, Nepal, Ethiopia and Tanzania.

1.2 Tracking, Adaptation and Measuring Development (TAMD) Framework

TAMD is a flexible framework for assessing the effectiveness of adaptation and adaptation-relevant development interventions in diverse situations which can be modified for different contexts and types of adaptation. It is premised on a 'twin-track' framework that evaluates the extent and quality of Climate Risk Management (CRM) processes and actions and the associated development and adaptation outcomes and their longer term impacts. The TAMD framework also recognizes that the existing climate change and adaptation monitoring and evaluation frameworks focus on efficiency – ratios of outputs to inputs rather than outcomes, and thus it addresses this obvious deficit by not only evaluating outcomes and longer term impacts, but also facilitating planning and decision making at multiple levels.

The TAMD framework assumes that effective CRM will, by definition, contribute to adaptation by people, groups, enterprises and economies; and will help secure development outcomes in the face of (increasing) climate risks. By evaluating the outputs, outcomes and impacts of adaptation and adaptation-relevant development interventions, and by considering how

outputs are linked to outcomes and impacts, it seeks to assess the adaptation process at scales from global (e.g. for initiatives across several countries) to local.

The TAMD considered set of indicators are complemented by other approaches to the attribution issue, including using (and testing) theories of change, and developing, comparing and testing causal narratives during the evaluation process. These multiple approaches make attribution more robust, although significant complexities and challenges still exist. Thus, TAMD envisages evaluating adaptation through: using indicators of the extent and quality of CRM; assessing how, and how well, CRM benefits climate-vulnerable people; using standard development indicators that reveal whether development is 'on track'; and employing indicators that reveal whether populations and the systems on which they rely upon are experiencing reductions in vulnerability/increases in resilience, and enhanced 'adaptive capacity.

1.3 Uganda and TAMD

IIED introduced TAMD approach in Uganda in August 2014 at the request of the Government of Uganda through the Climate Change Department under the Ministry of Water and Environment. The process begun with stakeholders' awareness and consultative workshop mainly involving the key government agencies/ministries and other players in the area of climate change adaption and DRR. At that workshop, the Government of Uganda and respective stakeholders indeed recognized the urgent need to put in place a framework that can enable government to evaluate its investments and that of partners in the area of climate change adaptation and disaster risk reduction. While the TAMD was appreciated as a framework the government could adopt, it was deemed necessary to first undertake a national scoping study to document climate change adaptation and DRR M&E frameworks existing and/or in use in Uganda.

1.4 Rationale of the study

Globally, there is increasing recognition of the need to track climate change adaptation and DRR progress, but countries and development partners' ability to do the tracking is constrained by the complex nature of adaptation and the absence of measurable outcomes or indicators by which to judge if and how adaptation is occurring and its effects on overall development of a country. There is a difficulty in defining what adaptation actually looks like in practice. To address this gap, the IIED and partners have developed and tested the TAMD framework in a number of countries and mentioned above. On the other hand, the Government of Uganda is interested in adopting this framework but it has been found necessary to first gain a deeper understanding of the status of M&E for climate adaptation and DRR in Uganda. While the TAMD framework has been tested in other countries, customizing it to the Uganda specific context is very crucial. Therefore, this study was undertaken for purposes of scoping on the kinds of existing M&E frameworks, systems and tools in use, or have potential in tracking climate change adaptation and DRR in national initiatives and to support government and other stakeholders to identify appropriate entry points for the application TAMD framework in Uganda.

1.5 Study Objectives

The specific objectives of the study were:

1) To provide an overview of Uganda's climate change and DRR policy context and the status of implementation.
2) Assess and summarize the recent main climate vulnerabilities in Uganda and summarize the main climate risks and the most vulnerable districts and sectors identified so far and the potential gaps.
3) Assess and outline existing reporting systems in Uganda including how the districts report to Ministry level as well as how key sectors report to their line ministries with analysis of channels being used to report against the National development plan.
4) Identify any climate-relevant elements in the existing M&E tools at both national and district levels including the National Performance Assessment Tool for Local Governments or other reporting mechanisms.
5) Identify any data sources on climate change, development outcomes to include Census, Agricultural Surveys etc and include how it is collected and managed
6) Identify any major government adaptation and DRR projects or interventions and include how they are being monitored and evaluated.

1.6 Approach and methodology used

The study mainly involved a review of documents and interviewing key informants at ministry level, sector/subsector level as well as at district level. Other development agencies such as UNDP, ACCRA and selected NGOs that are currently working closely with government on adaptation and DRR initiatives were also consulted. Therefore, the team adopted the framework presented below as an overarching guide during the study.

The research team focused mainly on examining existing strategies, plans and M&E frameworks and tools being used, data sources and how data is collected; and reporting systems in relevant agencies and institutions, and most importantly, assessed climate change and adaptation considerations in monitoring, evaluation and reporting. The documents reviewed were purposefully selected, paying particular attention to those with a very strong relevance to climate change, adaptation and DRR.

For both the desk review and key informant interviews, information gathering protocols and tools were developed for easy data capture, logical analysis/interpretation and presentation. A consultative meeting constituting of officials from different government sectors was also convened to validate the preliminary findings and provide additional input into the study.

Table 1. Overall guiding framework for the study

LEVEL	FOCUS OF THE REVIEW
National (NDP, NPA, National M&E policy and OPM level)	National Review at Ministerial level policies, how information feeds into national M&E, existing data sources and collection systems
Sectors and subsector level	Review at sector/subsector level policies, strategies and projects/programs; how information feeds into national M&E and reporting system.
Implementation level (District level)	Review M&E systems at local government level; examine how information feeds into national level M&E systems; inventory of existing M&E frameworks and tools for climate change adaptation and DRR

Findings

2

2.1 Overview of policies relating to Climate and DRR policy context in Uganda and extent of their implementation

The policies reviewed were purposefully selected, paying particular attention to those with a very strong relevance to climate change, adaptation and DRR. The key policies that primarily guided this study include; the National Climate Change policy (2012), The Disaster Preparedness and Management policy (2010) and the national policy on public sector monitoring and evaluation (2011). However other relevant policies are also highlighted.

2.1.1 National Climate change policy 2012

The policy emphasizes the importance of adaptation, particularly in those sectors considered vulnerable to climate change including Agriculture and Livestock, Water, Fisheries and Aquaculture, Transport and Works, Wetlands, Health, Energy, Tourism and Wildlife, Human Settlements and Infrastructure, Disaster Risk Reduction and Forestry. A significant innovation of the policy is its adoption of a sector approach. The policy implementation strategy outlines the main policy priorities and strategic areas with cost estimates per potential results (outcomes) expected for each strategic area. It also suggests output-level results to be achieved to realise these outcomes.

Lead agencies and partners in implementation are provisionally identified for each output. Prioritisation is proposed for each output under a short- (0 to 5 years), medium (6 to 10 years) and long-term (10+ years) time frame. Although the policy implementation strategy identifies climate financing sources, it is silent on how to manage the delivery of climate finance and what financial instruments should be utilized and how these actions will be monitored over the implementation period. In addition, no mechanism is indicated that would commit all key actors to high standards of performance, transparency and accountability. This could be attributed to lack of general understanding and practical definition of what adaptation looks like. The widely adopted definition of adaptation is the "*adjustments in human systems in response to actual or expected climate change stimuli or effect*" which can really be difficult to measure.

On the positive side, the National climate change policy provides a very well-laid out implementation structure to facilitate monitoring and evaluation. It focuses on national implementing agencies indicating the roles of different ministries down to districts level as well as civil society organisations. At district level, the climate change focal point is the Natural Resources Department. The emphasis is that all departments at the district are to ensure that climate change issues are integrated into their sectors plans and eventually into overall District Development Plans.

2.1.2 The National Policy for Disaster Preparedness and Management (2010)

This policy identifies key Ministries including; Relief, Disaster Preparedness and Refugees, Finance, Planning and Economic Development; Agriculture, Animal Industry and Fisheries; Health; Water and Environment; Defense; Education; Local Government; Gender, Labour and Social Development; Works, and Communications; Information and National Guidance; Lands, Housing and Urban Development; Research Institutions; Development partners like Red Cross Uganda, Civil society among others. In respect to monitoring and evaluation, the policy provides general principles and actions necessary to measure progress in disaster management. It commits that all programs and activities related to disaster preparedness and management will have well defined information; all programs and activities will have progress indicators, and where possible set targets on annual and multiyear plans; all disaster management investment programs will spell out the methodology for monitoring and evaluations and select indicators to show improvements or deterioration in disaster management; have in place monitoring guidelines and standardized reporting system to assist districts in data collection and reporting.

The policy recognizes the relationship between disaster preparedness and management and climate change and highlights that government will develop climate change adaptation measures. Other than the general guidance on monitoring and evaluation, understandably the policy does not prescribe climate change specific M&E. Like the climate Change policy, the Disaster Preparedness and Management (DPM) policy also provides an implementation structure from the national to the village level. Most of the structures have been established in some parts of the country, especially those most prone to disasters. These structures are expected to function at all times, but they do not reportedly, due to funding constraints. However, they are usually re-activated in times of disasters.

2.1.3 The national policy on public sector monitoring and evaluation (2011)

The National Policy on Public Sector Monitoring and Evaluation (2011) emphasizes the Office of the Prime Minister (OPM), the Ministry of Finance, Planning and Economic Development and the National Planning Authority (NPA) as key institutions in public sector monitoring and evaluation. This applies to all public policies, strategies, programmes and projects managed by Ministries, Departments, agencies, Local Governments, parastatals and executing agencies of public programmes.

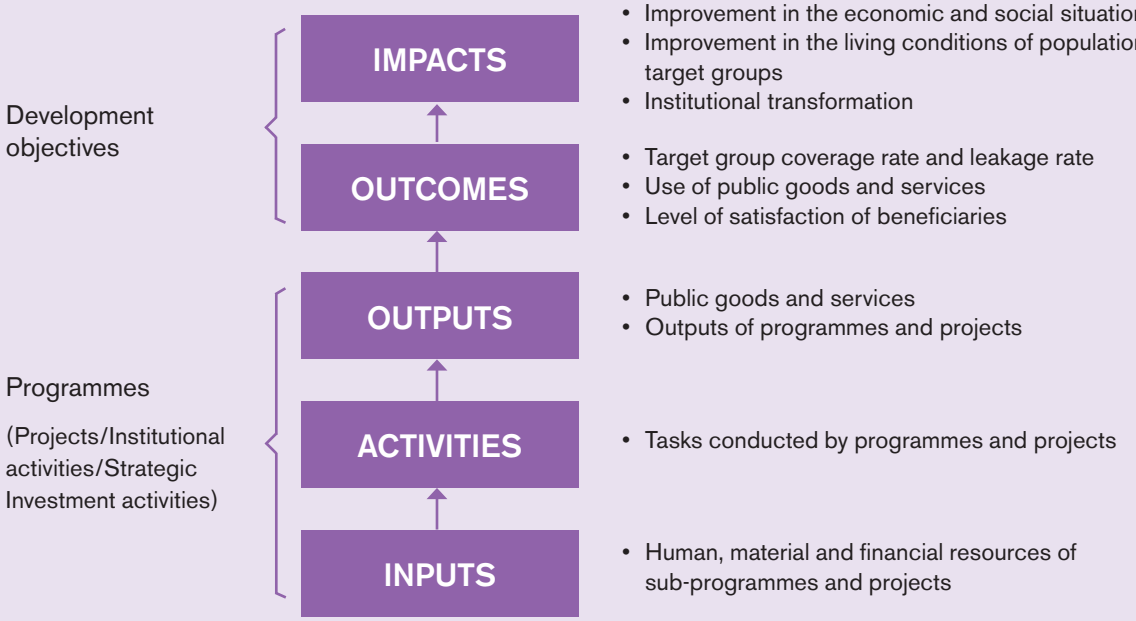
This policy was designed to address gaps in existing legislation and administrative practices with respect to tracking the performance and evaluation of public policies and investments. The policy makes recognition of the existing inadequacies in planning, monitoring and evaluation of results across the public sector. The gaps to be addressed by this policy range from institutional capacity gaps, poor coordination among the ministries, sectors, institutions or agencies with each conducting independent M&E activities with no centralized reporting and feedback mechanism.

The policy promotes the results based management approach oriented towards the achievement of development targets, aimed at making public servants responsible, transparent and accountable. The analytical framework of this approach is shown in Figure 1. Despite its comprehensiveness, the policy is more focused on monitoring the traditional public service delivery at sector level and misses specific statement and action on climate change and adaptation.

2.1.4 The National Development Plan II (Draft) (2015/16–2019/20)

This is a government Comprehensive National Development Planning Framework adopted in 2007 which provides a 30 year Vision that will be implemented through six 5-year National Development Plans (NDPs) aimed at achieving the Uganda Vision 2040. The Vision aims to transform the country from a predominantly peasant and low income to a competitive, upper middle income country with a per capita income of approximately USD9, 500 in the next 30 years. Climate Change is acknowledged as an enabling sector that will require integration with other sectors of the economy and building response

Figure 1. Results Based Management Framework



Source: GoU, 2010, National policy on Public Sector M&E Discussion Paper (final draft).

and adaptation capacities for successful socio-economic transformation. For example, the direct link between climate change and long-term development is recognized, and in particular the impact of climate change on infrastructure, agriculture, hydropower generation and public health.

The mid-term review of the first NDP (2010/11–2014/15), found minimal implementation of the planned objectives and targets on the part of climate change. While climate change was reflected as a standalone chapter in the NDP 1 with a strategic objective of *"climate proofing of national planning process"*, there was no budget allocation to create logic for a climate focused implementation and measuring progress. The draft of the second National Development Plan (NDP II) is in its final stages to run from the fiscal period 2015/16 to 2019/20. It builds on the achievements of the first NDP, taking into consideration the challenges encountered and lessons. NDP II aims to increase overall competitiveness, create additional wealth and employment while emphasizing inclusive and sustainable growth. The current draft NDP II seems to have prioritized only five growth opportunities and development fundamental areas which include: Agriculture; Tourism; Minerals, Oil and Gas, Infrastructure and Human Capital Development. It emphasizes prioritization of interventions through a value chain analysis and Spatial Framework models with no mention of inclusion of climate related impact analyses and scenario planning. Climate Change is only reflected under environment and natural resources sector, limiting it to remain as an environmental issue. The National Planning Authority and CCD with support from FAO have contracted a consultant to ensure climate change is integrated in all sectors based on the National Climate Change Policy and its implementation strategy. The revised version is yet to be completed.

2.1.5 Other relevant laws to climate change in Uganda

There are other relevant laws and policies for the management of climate change issues in Uganda which the study took a cursory reflection on, namely ; The Constitution of Uganda (1995); National Environment Act (Cap 153); The National Forestry and Tree Planting Act (Act No 8 of 2003); The Water Act (Cap 152); The Land Act (Cap 227); The Local Governments Act (Cap 243); Soil Conservation Measures and Guidelines (2000); The National Environment (Mountainous and Hilly Areas Management) Regulations (S.I No 153-6); National Environment (Wetlands, River Banks and Lake Shores Management) Regulations (S.I No 153-5). All these present opportunities for cross-sectoral planning, implementation and measurement of climate change adaptation interventions.

2.2 Summary of recent climate vulnerabilities by sector and location in Uganda

An overview of the recent climate change related vulnerabilities by geographical location and their impact on the key sectors is provided in this section. From varied sources of literature on climate change in Uganda, is documented that the frequency of occurrence of these incidences predictably will increase due to projected unusual climate extremes.

2.2.1 Recent climate change vulnerabilities in Uganda by district/region

At national level, the hazard map (Figure 2) predictively highlights some of the climate change related hazards and affects that are most likely to occur in the respective geographical regions of the country.

The Northern and Karamoja regions are facing prolonged droughts and floods. The western and south western regions are prone to landslides, floods and prolonged dry seasons. The flood, particularly in the Rwenzori region is exacerbated by the rapid rate of melting ice on the Rwenzori Mountain due to elevation in temperatures. In the Mount Elgon region, landslides will continue to be a routine occurrence. The central region around Lake Victoria has been faced with enhanced rains with increased incidences of flooding and increased temperatures.

Prolonged droughts, flooding and landslides have had the most devastating impacts in Uganda. The 2007 floods in particular heavily affected the eastern and northern parts of the country, and clearly demonstrated the country's vulnerability to impacts of adverse effects of climate change. Amuria district was hardest hit by the rain, the heaviest in 35 years, which also destroyed 18 bridges (Daily Monitor News Archive, September 2007). The floods in 2012 and 2013 that hit the Elgon Region and Kasese were perhaps the most devastating in the history of these regions. These floods heavily destroyed infrastructure, notably roads, bridges and buildings, killed human beings, destroyed crops and threatened security in the area.

Table 2 below shows the recent climate change related hazards and their impact of the populace between 2011 and 2014. The affected regions of east and southwest are characterized by high agricultural productivity per unit area and dense population distribution implying that any occurrence of a hazard, potentially can instantaneously affect a very large number of the population.

Figure 2. Map of Uganda showing potential climate change hazards in the different regions

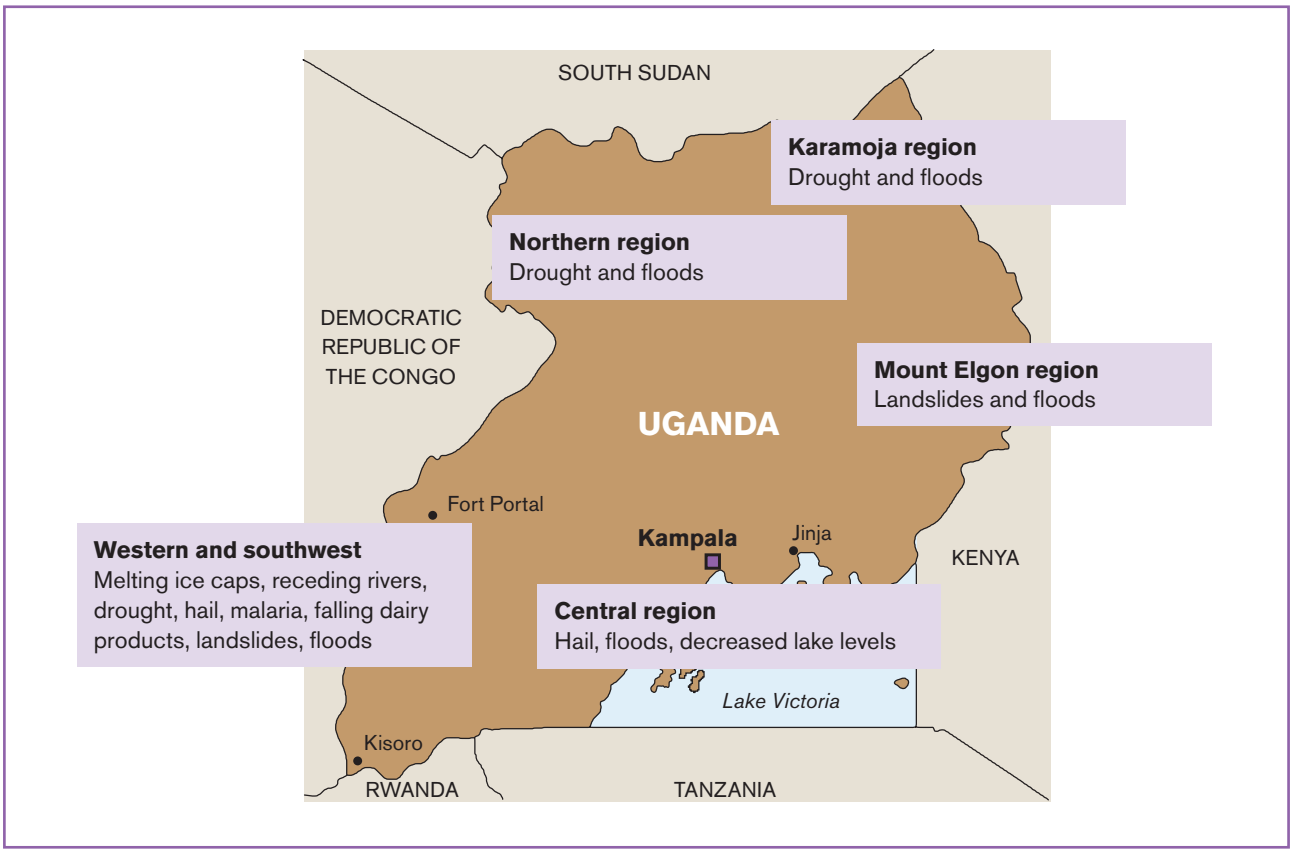


Table 2. Overview of the most recent main climate related disasters at National level

VULNERABILITY/ DISASTER	YEAR	AFFECTED DISTRICTS	AFFECTED PERSONS
Cholera	May 2013	Hoima, Nebbi, Bulisa	216 cases; 7 deaths
Floods	May 2013	Kasese	8 deaths; 25,000 persons
Floods	October 2014	Ntoroko, Bundibugyo	84,100 persons
Land slides	Feb 2012	Bududa	30,000 persons
Cholera	Feb 2012	Mbale; Kasese	724 cases; 28 deaths
Floods	August 2011	Bududa	6,400 people resettled
Mudslides			3 deaths and 5 injured

Source: Uganda humanitarian Situation report available at reliefweb.int/report/Uganda-humanitarian- accessed 28/10/2014

2.2.2 Impact of climate on the different sectors of the national economy

At present, climate change and climate variability are the single greatest threat to socio-economic development in Uganda; Climate change exacerbates poverty because it increases poor peoples' vulnerability and reduces their capacity and ultimately negatively affects the country's overall poverty reduction efforts. Resources are usually redirected to disasters whenever they strike. Table 3 below highlights the effect of the various climate change hazards on the different sectors of the economy. Notably, all these vulnerabilities have adverse socio-economic effects and impacts on each of the sectors.

The impact of climate change on Uganda's economy can best be explained in terms of the cost of damage or resource waste due to climate change. Figure 3 below provides this kind of a comparison by looking at the annual budget allocation, FY 2007/2008 for selected sectors. For instance, the cost of climate change damage is more than annual budget allocation for agriculture, social development, water and environment, and about a half of the allocation to the health sector (figure 3).

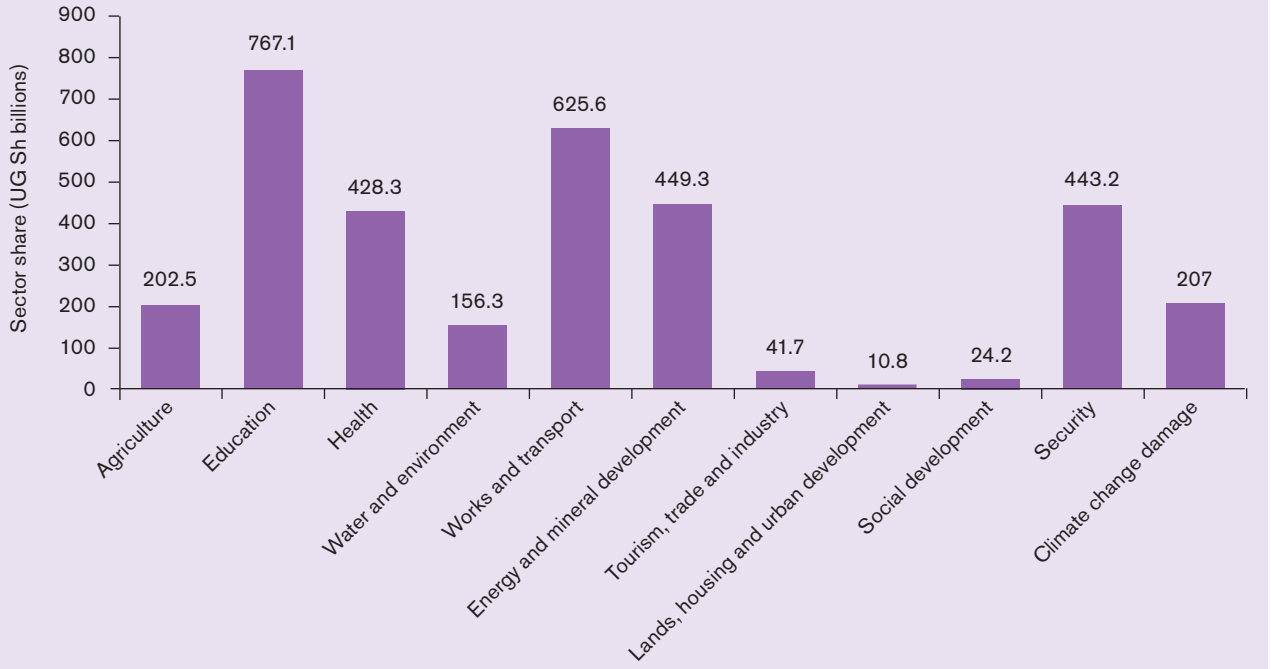
In the 2005/2006 financial year, Uganda's economy grew by an average of 5.3 percent, a reduction from 6.6 percent in the 2004/2005 financial year. The reduction in growth mostly resulted from a prolonged drought, leading to reduced agricultural production and electricity generation. The latter was blamed on falling water levels in Lake Victoria (UNDP/NEMA/UNEP, 2009). The 2012 floods in the Mt Elgon region has perhaps been the most costly climate change related disaster as the government has had to relocate communities to other parts of the country.

Table 3. Highlights of the effects of climate change on the different sectors in Uganda

SECTOR	EFFECTS			
	HIGH TEMPERATURE	INCREASED DROUGHT	INCREASED IN RAINFALL AND SHIFT IN SEASONS	IMPACT
Human Health	Increased incidences of malaria and respiratory problems	Increased risk of water related diseases, food shortage, water conflict, famine, risk	Increased risk of water borne diseases, floods and land slides	Conflict, health burden and risks, economic costs and poverty, inequality
Agriculture and food security	Shifts in viable for coffee and cash crops, reduced maize production, high evapo-transpiration losses	Crop failure, reduction in grazing potential in the cattle corridor	Increased erosion, land degradation, crop losses, change in crop yield, diseases	Food insecurity, economic shocks, loss of incomes and livelihood options, poverty
Infrastructure and settlement	Increased evaporation losses, damage to roads, increase in cooling costs	Significant implication for runoff, hydroelectric power and water shortage	Floods, damage to infrastructure, transport, communication and settlements	Economic loss and growth volatility, reduced reliability of hydroelectric power, migrations
Environment and biodiversity	Biodiversity loss as niches are closed out, changing ecosystem dynamics	Additional pressure on natural resource use, encroachment on forests	Shift in habitats and growing seasons	Impact on biodiversity and agro ecological systems, fish production, deforestation

Source: Nick H Epworth, (2010). *Climate Change, Vulnerability and Adaptation Preparedness in Uganda*

Figure 3. Comparison of Sector Budgets and Climate Change Damage/wastage in Uganda



Source: UNDP/NEMA/UNEP, 2009 (original source – Budget Report, 2007/2008

2.3 Reporting systems and tools in Uganda

The literature shows that government reporting process should be chronological: where by Local government prepares monthly reports which are submitted to their sectors and line ministries; and in turn, the ministries compile Quarterly Sector performance reports. From the Quarterly reports relevant ministries and sectors at the central government level produce Annual Joint Sector performance reports which then feed into the Annual Government performance report compiled by the Office of Prime Minister which is subsequently submitted to Cabinet. The NPA is one of the nine parastatals that report directly to parliament. Like the OPM, NPA prepares annual performance reports from sector reports and submits it to parliament.

During this study, consultations with government officials at both district and national level revealed that if climate change adaptation and DRR were one of those areas that districts and sectors were reporting on, then the information would be captured at sector level and subsequently would be reflected in the higher level national annual performance reports. But because of the gaps at district level, climate change adaptation and DRR issues miss from national level reports. Apart from financing constraints at districts level, it is also clear that many sectors have not mainstreamed climate change in their plans and strategies, thus do not report on it. Technical capacity gaps were also pointed out by various respondents as another cause of why climate change adaption and DRR are not mainstreamed in sectoral plans and strategies.

2.3.1 Reporting experiences at district level

Interview respondents from local government confirmed they do not report on climate change adaptation and related issues yet. The experience shared is the normal routine reporting system which they propose that climate change issues could be incorporated.

District reports are generated quarterly not monthly as in the past. Only the finance department reports monthly directly to the finance ministry. District reporting is guided by three important and interrelated documents (i) the budget framework paper which provides budget indicative figures to allow districts itemise activities against available funds, (ii) the Contract Form B which allows districts to compile final and agreed outputs between Ministry of finance, Ministry of Local Government and Local government to implement in one financial year for each local government – this is a kind of performance contract signed off and (iii) the output budget tool (OBT) which comprises agreed

performance indicators and helps districts to generate quarterly progress reports against those indicators. All these documents are sent quarterly by Ministry of Finance in collaboration with Office of Prime Minister and National Planning Authority.

The local governments have to ensure they localise the OBT indicators to their contexts to formulate context performance indicators into their District Development Plans. The reporting quarters are; July–September; October–December; January–March; April–June which matches with central budget releases. Districts submit the quarterly reports directly to Ministry of finance first for approval and then send copies to the Office of Prime Minister and Ministry of Local Government. Also specific departments send the same copies and other additional specific reports to their line ministries. Districts also compile annual performance reports and send through same channels.

Ministries like health, education, agriculture, works, etc. also send their extra separate indicators to their district departments as additional reporting, since the OBT may not include all indicators. For example OBT does not include family planning and population indicators

2.3.2 Challenges with reporting at the district level

a) Work related to some indicators in the OBT are not adequately funded, and districts are constrained to report against them – such as those related to Universal Primary Education, Universal Primary Education and natural resources. As such, districts tend to concentrate their reporting efforts on indicators in areas that have funding.

b) Inadequate coordination among national bodies like ministries, directorates and agencies – This can be explained by the fact that they send independent indicators and separate reporting requirements which over stretch districts

c) National Development Plan indicators are not yet adequately addressed in the OBT for example and currently NPA does not deal with local government directly.

d) OPM being the overall institution responsible for public policy monitoring and evaluation sometimes district level reports are not adequately addressing the targets set at OPM, because the OBT tool does not capture all OPM targets.

Local governments are advising of the need to harmonize indicators from all ministries including climate change related and put them in one tool like the OBT or any other to allow coordinated reporting especially for the districts. At the same time the OPM and NPA might need to work together with the Ministry of Finance to streamline the reporting tools which will also address financing issues for some indicators.

2.3.5 Reporting experiences at national level

Like the districts, it was reported that ministries and sectors use the OBT for their quarterly and bi annual and annual reports. Regarding climate change adaptation reporting, the policy and implementation strategy, are clear on who is responsible. Various ministries, departments and agencies are identified with the indicative climate change programmes expected to report on a quarterly and semi-annual basis on their progress. Climate Change Department (CCD) is mandated to compile final progress reports to share with Ministry of Finance, Office of Prime Minister and National Planning Authority. The NDPs also provide clear reporting structures.

However the study found that at the CCD, despite its mandate and commendable progress, currently there is no single Ministry, Department and Agency that reports on climate change adaptation progress to the department as mandated by policy. Stakeholders stressed that CCD has not provided adequate guidance to the various ministries, departments and agencies in order for them to develop their Performance Measurement Frameworks (PMFs) and reporting formats, to ensure consistency and focus on result-based management in the implementation of the policy. CCD has been working through adhoc taskforce teams to generate reports especially national communications as a requirement to the UNFCCC. The situation is likely to improve with the introduction of the National Performance Measurement Framework (PMF) supported by the French Development Agency (ADETEF. The draft overall PMF is consistent with the National Climate Change Policy and Implementation Strategy in order to track expected outputs and outcomes. Once the overall PMF is completed it is expected that all line ministries especially, those indicated in the policy strategy will generate their specific PMFs which will begin effective planning, budget allocation, implementation, reporting and M&E processes. This will allow CCD to keep track of what they have implemented/are implementing. This is assuming that CCD, given its key role in consolidated reporting at the national level, will have acquired adequate capacity to perform this function effectively.

The research team reviewed the first draft national PMF done by ADETEF and found it very comprehensive and useful template for data collection and in line with the policy prioritized interventions. It highlights specific outcomes and its outputs; data sources; data collection (who and methods); indicators; data disaggregation options; baseline; etc. Like existing reporting systems/

frameworks, the indicators considered in the PMF also focus at output level, and also more of budget performance tracking rather than impact tracking. Climate change adaptation and risk management may need to be evaluated beyond outputs in order to establish the impact of the interventions in reducing vulnerability. There is also need to incorporate process oriented indicators to generate lessons for better approaches to adaptation.

This gap could be a good entry point for the TAMD process results to inform the national PMF indicators. But also once the PMFs for specific line ministries, departments and agencies are done, CCD and MoLG need to collaborate with Ministry of Finance, Office of Prime Minister and National Planning Authority to incorporate climate change related performance indicators in the mainstream M&E frameworks discussed above – like the NDP II, local government performance tool, budget Framework paper, the contract form B and OBT.

In summary, the key national-level institutions that influence budgeting, reporting and M&E in the country and especially influence at district level are the Ministry of Finance, Planning and Economic Development (MFPED); the Office of the Prime Minister (OPM); the NPA; the MOLG; and line ministries, such as Agriculture, Education, Health, Water and Environment and Works/Uganda National Roads Authority (UNRA).

1) **Both the (MFPED) and the NPA in collaboration with OPM** send planning and budgeting guidelines to districts, in the form of national Priority Programme Areas (PPAs) and Indicative Planning Figures (IPFs), respectively. The prescription of grants makes districts into the implementers of central priorities, meaning that, the practice of district planning should be considered predominately top-down rather than bottom-up. This why the TAMD process, which is generating local adaptation and risk issues and indicators should inform the central processes and national indicators which are missing currently.

2) **The Ministry of Local Government (MoLG)** reviews reports from the districts to ensure the quality of the reporting, and consolidate reports to share to OPM and Ministry of Finance and NPA. Also the MoLG conducts regular inspections and annual performance appraisals for local governments as discussed in the next section of the report. However climate change has not been in any of the tools being used. The study found nascent efforts by the MoLG to strengthen staff capacity in these areas. For instance, the ministry has put in place an 11-member committee of senior staff on climate change. This is to ensure that climate change becomes an important focus for the ministry considering that the ministry is charged with implementation of government policies and programmes across all sectors at the local level. However CCD may need to consider capacity enhancement in the MoLG.

3) At **OPM**, being the overall for M&E, it was noted that in terms of staffing/capacity, every ministry/sector has a desk officer who collates and synthesizes information/data from Ministry/sector reports to make input into the national performance report, which is in turn submitted to Cabinet. These reports are then used by the president's office to prepare the Annual State of the Nation Address by the President. This could be a good entry point for CCD to enhance capacity at OPM in terms of understanding what ministries are supposed to report on in relation to climate change adaptation.

4) **Agriculture, Education, Health, Water and Environment, and Works/Uganda National Roads Authority (UNRA**) are the five central government priorities with conditional grants earmarked for these areas. The grants constitute over 80 per cent of transfers to local governments. With the advantage of available funding, mainstreaming climate change issues should be strategic with these national priorities. These sectors have sector investment plans and most lack climate change indicators. The investment plans are due for review in the next financial year. The TAMD indicators can be used to influence the review process. As mentioned earlier, the NDP II is prioritising four areas ; Agriculture; Tourism; Minerals, Oil and Gas, Infrastructure and Human Capital Development. These should be CCD's targets as first priority.

2.4 Climate-relevant elements in the existing M&E tools at both national and district levels

2.4.1 M&E experiences at District level

The study found that at district level, climate change adaptation and disaster monitoring and climate- related tools are not yet introduced. There is no clear format and guidelines to use at district although they mentioned all documents have M&E templates attached like NDP, the new climate change policy and DPM policy. The only M&E tool reported is the Performance Assessment tool for local governments developed and applied by Ministry of Local Government to assess LGs against a set of minimum performance indicators per sector. This assessment is done annually and it has been useful in encouraging LGs to improve performance. However

the district respondents reported that the tool focuses more on inputs, processes, budget allocations but does not focus on outcomes. This is largely explained by the nature of indicators which are output oriented. The tool does not include climate change and DRR indicators at the moment.

It was mentioned that OPM has also introduced a score card tool to assess performance of local governments against OBT indicators. This was piloted in 2014 in all local government and it might continue but there was not much experience, instead districts are expecting more training in the score card. This score card would be another entry point for the TAMD results. Like the OBT, the research team found the OPM score card focus on output level indicators majorly public service delivery levels in terms of numbers.

For some districts, climate change is taken to be implied in the "Environment mainstreaming" indicators. This was observed in Bundibugyo where ACCRA (Africa Climate Change Resilience Alliance) has supported the district to integrate climate change adaptation and DRR in the District Development Plan. The district was therefore rated highly in this aspect and received a performance reward in form of increased financing. This is however an isolated example that may not be used to generalize. The study respondents suggested that MoLG should ensure all indicators in the OBT and other ministries and departments, including climate change are incorporated and deeper assessments taken against the agreed indicators.

More so, it was reported that at district level, there is inadequate capacity/skills and tools and budgets to carry out periodic climate change community vulnerability assessments to inform planning and decision making.

2.4.2 M&E experience at National level

The OPM has the overall responsibility of public sector M&E. The national policy on public sector monitoring and evaluation is the overarching tool that provides an overall framework for M&E public sector. The OPM and the National Planning Authority are the key agencies mandated for monitoring and evaluation of the NDP. This study found out that monitoring and evaluation is not yet adequately practiced as required and climate change indicators are generally absent in the sectoral strategies and annual undertakings apart from three ministries: Ministry of Water and Environment – the Climate Change Department and Water Resources Management and to a limited extent the Ministry of Agriculture Animal Industry and Fisheries. Therefore, to assume their roles, the various M&E actors mentioned in the climate change policy will need certain capacities, both in terms of human resources and technical know-how. Probably when the national PMF and the specific PMFs per line ministries coupled with training guided by CCD, the M&E system for adaptation will kick off.

The normal practice reported show that every year, every sector comes up with annual undertakings in line with NDP. Usually, this is a very participatory process led by government, but also involves participation of private sector and civil society organisations operating in a specific sector. These annual undertakings form the basis for individual sectors' annual work plan and budget which is approved by parliament. Annually, the sectors undertake joint sector reviews to assess the extent to which the undertakings prioritized for the period have been implemented and results achieved. As outlined in the different monitoring and evaluation matrices in the National climate change policy, its strategy, and the NDP, the various line and cross-cutting departments are supposed to participate in on-going monitoring of the policy implementation.

The study found out that at OPM and NPA levels, where supposedly impact level evaluation is meant to take place, reports are largely output oriented and financial expenditure tracking, thus not revealing whether the outputs reported are leading to impact and contributing to the overall NDP long term objectives. The main reason for this is that the government's M&E framework follows the Results Based Management approach whereby performance is assessed on the basis of tangible outputs realized – such as number of climate smart products and number of weather stations installed. The underlying assumption of this way of measuring performance is that "if outputs are realized, then they will result into positive outcomes and impacts". Experience from the ground has shown that this is not usually the case as a good deal of public infrastructure projects do not necessarily translate into positive outcomes and impacts. A number of government officials consulted were honest that government is good at monitoring, but very weak on impact evaluation.

The research team reviewed the government annual performance reports for two consecutive financial years (2011/12 & 2012/13), but did not find any substantial reporting on climate change in the OPM's reports to Cabinet. Climate change-relevant expenditure was not easily identified in the budget, although it does feature in the NDP and Medium Term Expenditure Framework (MTEF) priorities; and policy based budgeting over the medium term. As a result, it is not possible to isolate within key budget documentation examples of where climate expenditure has been adjusted to take into account findings of monitoring and evaluation of efficiency throughout the year. It should be noted, however, that such findings are not usually included in high level budget documentation. They are usually found in lower level technical documents produced by the Ministries concerned with delivering the specific climate related policy outcomes.

At NPA, it was also found that a comprehensive M&E results Framework for Local Governments has been developed though not yet effectively rolled out. This framework covers all sectors and brings together all indicators from individual sectors into a single matrix. A close look at the framework revealed that apart from the agriculture sector and Climate Change subsector, the framework does not have explicit climate change adaptation and DRR indicators. Ideally, districts are expected to track all these indicators as this is the level at which implementation of government policies and programmes takes place. The merged M&E framework is very huge and districts have not been able to track all these indicators. District official cite lack of capacity and resources to operationalise the framework. As a result, the framework remains largely unused. Despite these shortcomings, this existing framework presents a viable entry point for the integration of climate change indicators.

2.5 Data Sources on Climate Change and Disaster Risk Reduction

The Uganda Bureau of Statistics (UBOS) is a semi-autonomous body established by the Uganda Bureau of Statistics Act, 1998, to promote the production of reliable official statistics and ensure the development and maintenance of the National Statistical System. The mandate of the Bureau is the production, coordination and dissemination of official statistics. On annual basis, UBOS produces statistical abstracts. The review team found that these abstracts do not explicitly contain climate change related information. Bits of this are mentioned in the section for the environment. Besides UBOS other agencies – governmental, nongovernmental and individuals can generate data/information and make it available to UBOS for inclusion in their systems and databases.

As the mandated agency, UBOS put in place a number of tools and systems of how such data/information are collected, managed and disseminated. Key ones are e briefly described below:

1) **National Annual Statistical Abstract:** The Statistical Abstract is UBOS's prime annual publication through which key statistical information derived from the latest surveys, censuses and administrative records of Ministries, Departments and Agencies (MDAs) are disseminated. A search on the UBOS website revealed that UBOS has published these abstracts since 2002, mainly covering statistics on the Environmental, Demographic, Socio-economic, Production and Macroeconomic sectors. Information is presented on either a Calendar Year (Jan-Dec) or Financial Year (July-June) basis, depending on availability of data. Therefore, annual abstract reports provide a viable avenue where climate change adaptation and DRR status could be captured – but that is only if the relevant sectors have mainstreamed these issues in their plans and strategies and reporting.
2) **Central Data Catalogue:** UBOS maintains a central data catalogue of information it collects from periodic surveys and censuses but also receives and keeps information from national surveys undertaken by other agencies and individual researchers.
3) **Data bases:** Over the years, UBOS has developed and established a number of data bases which include:
   - **Electronic compendium** – This is a compilation of statistical concepts, definitions and terms used in the Uganda statistical system. In its current form, it has terms related to climate and climate change, but these could be further strengthened to include adaptation and disaster risk reduction. As Uganda moves to develop a framework for measuring the impact of climate change adaptation, it will be necessary to ensure that UBOS updates this existing data base to include climate change and DRR impact measurement definitions.
   - **Integrated Management Information System (IMIS)** – IMIS promotes access to and analysis of population census and other data for informed decision making for sectoral and local development programmes and policies. The Uganda adaptation of IMIS has been developed with support from the United Nations Population Fund (UNFPA) as part of UNFPA's Data for Development (DfD) initiative to support the use of relevant, comprehensive, accurate and objective data to enable planning, monitoring and evaluation of socio-economic development at national and local levels.
   - **The Uganda National Data Archive** – This provides a catalog of surveys that have been documented and released for user access across the national statistical system according to the PNSD – Plan for National Statistical Development. An inventory of available microdata sets is currently being conducted across the national statistical system, and this database is regularly updated as data becomes available on various aspects from producers.

This study reviewed the abstracts, achieves and data bases listed above but did not find significant data/information relating to climate change adaptation and DRR, apart from recognition, in general terms, of climate change related disasters in Uganda. However, these

tools and systems could be improved to capture climate change and DRR related data and information if climate change adaptation and DRR were given the same level of inclusion in the planning and implementation of sectoral policies, strategies, plans and programmes as is the case with other sectors such as health and education.

2.6 Major government adaptation and DRR interventions and how they are being monitored evaluated

In Uganda, the last 2-4 years have witnessed increased attention to climate change adaptation and DRR initiatives, reflected in the number of climate related projects implemented by various agencies and organisations – governmental and non-governmental organisations. For the purposes of this study, projects which are implemented by government agencies or are implemented by other organisations but with a significant government involvement are assessed (Annex 3). The projects are examined in terms of whether they have an operational M&E system and plan, the types of indicators monitored and whether the information feeds into government M&E system. The focus is put on projects implemented within the NAPA which is the country's over-arching framework for addressing priority actions to respond to climate change impacts and strengthening national and district level policy planning and implementation to enhance resilience of local communities. A good number of these projects supported by UNDP in collaboration with the relevant central government agencies and other players depending on the scope of the project. In Annex 3, a snap shot of such projects is presented with an analysis of their M&E frameworks. One important observation to make here is that these projects have climate change adaptation and DRR indicators which are generally derived from the UNDP menu of indicators. More than 20 UNDP 'adaptation initiatives' have developed structured monitoring frameworks for tracking adaptation. UNDP framework for monitoring and evaluation of climate change adaptation focuses on the following outcomes; i) Institutional capacity development for managing climate change risks; ii) Integration of climate change risks into sensitive policies at national, sectoral, or sub-national scales; iii) Piloting adaptation practices and measures at various scales; and, iv) Implementing information management systems for climate change decision support. Coming down to Uganda country level, climate change adaption projects being currently implemented by government and supported by UNDP have generally adopted the same framework when developing their project level M&E indicators. But because these projects have tended to be outside government reporting and monitoring systems, results from their M&E have likewise tended to remain outside the government system. For instance, the annual government performance report for the financial year 2012/13 does not substantively capture work implemented under these climate change adaptation projects. What is clear though is that these projects submit quarterly/semi-annual and annual reports to the relevant government ministries and UNDP. The UNDP framework in many ways resemble the TAMD framework and could potentially be adopted and institutionalised in Uganda. Furthermore, the TAMD initiative in Uganda could consider supporting the CCD to develop a global list/national menu of indicators by pooling together all the existing indicators currently scattered in various climate adaptation project documents.

Conclusions and Suggestions

3

3.1 Conclusions

This study was set to assess the existing and current practice of the monitoring and evaluation frameworks for climate change adaptation in Uganda. The study found no specific M&E framework developed for climate change adaptation although there are various M&E frameworks being used that could be potential entry points for integrating climate change adaptation and risk reduction indicators. The key tools identified include the Output Budget Tool (OBT) by Ministry of Finance; the score card by Office of Prime Minister; and the performance assessment tool for local governments by Ministry of Local Government but currently they miss out clear indicators for climate change adaptation and risk reduction.

One crucial aspect from this study is that much as the government existing M&E tools are progressing well, they all tend to look at outputs level (number of people trained, number of school enrolment etc) without evaluating the long term impact (i.e. changes of behaviour as a result of training). More so, the tools are more inclined to budget performance tracking, rather than development outcomes. The general conclusion during the study discussions is that, this has resulted in progress reports that do not adequately monitor development long term objectives in line with the National Development Plan which looks at a span of 30 years. Same with climate change adaptation and risk reduction, it is important to track progress beyond output level, by considering medium or long-term developmental changes which is in line with the NDP.

Much as the Office of the Prime Minister provides an overall framework for M&E public sector, it is not clear how the existing M&E tools draw from the overarching tool. The commonly used and which appeared to be the overriding tool is the OBT from the Ministry of Finance probably due to the financial orientation behind it. On the other hand, the other ministry level tools are also requirements for local governments at different times of the year, at times with similar or different indicators as in the OBT which districts termed as reporting fatigue.

3.2 Suggestions for taking forward TAMD

Based on the findings and gaps indentified, this study suggests the following entry points for the success of TAMD influencing the country M&E and reporting process and frame works.

1) The fact that the TAMD process is based on Theory of Change approaches, the process might need to involve the National Planning Authority to link the TAMD results with the Uganda National Development Plan II which provides medium and long term development performance indicators. The NPA could be supported to finalise and roll out one overall development M&E tracking tool in collaboration with OPM and Ministry of finance to harmonise and guide all other tools and streamlining performance indicators.

2) The TAMD indicators might be useful to inform the national performance assessment tool for local governments spearheaded by Ministry of Local Government (MoLG). The current tool is silent climate change and DRR indicators, so CCD would coordinate the different sectors to improve their indicators by incorporating CCA&DRR indicators which MoLG would then include in the assessment tool for Local Governments. This would make them accountable on implementation, monitoring and reporting on climate change adaptation.

3) The TAMD results might strategically inform the process of developing the overall national Performance Measurement Framework supported by the French Development Agency (ADETEF) If this is done at this level, it will automatically influence the specific sectors going to draw from the national PMF to develop sector specific PMF and this has a direct link with the NDP.

4) Engagement with important national actors to understand the TAMD process is important. These include multilateral donors such as the World Bank, UNDP, UNICEF, WFP, and FAO; bilateral donors, such as USAID, Irish Aid, NORAD, and civil society groups. Such groups compel the central government to honour international obligations and conventions, bilateral agreements and other commitments. Donors contribute 30 per cent of Uganda's budget, which also gives them a powerful role with regards to government policies, planning and budget allocation processes.

5) Generally, there is need to build capacity of government staff in the monitoring and evaluation for adaptation and disaster risk reduction and also within planning units in understanding climate change and risk reduction related issues and how to report on progress. This should be done at all levels, including districts, ministries, OPM, NPA, and CCD.

6) The newly established resource centre at CCD should be a very good link for the all actors in climate change data collection and research but can also be used as a source of information on tracking adaptation progress in the country

7) All government ongoing climate change adaptation and DRR projects have M&E frameworks and indicators. It will be useful for the TAMD initiative in Uganda to consider, pooling together all these indicators, have them in one place as a first step towards developing some kind of a national global list of climate change adaptation and DRR indicators.

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Annexes

Annex 1: List of people consulted

NAME	ORGANIZATION/INSTITUTION
Chebet Maikut	Climate Change Unit, Ministry of Water and Environment
Henry Wanyonyi	
Tracy Kajumba	World Vision/Africa Climate Change Resilience Alliance – ACCRA
Benjamin Wesonga	Ministry of Local Government
Enid Kabasinguzi Ocaya	World Vision – Uganda
Charles Ngeye	Ministry of Works and Transport
Anthony Kagoro	USAID – EEA
Annet Kirungi	National Planning Authority
John Bosco Mbabazi	World Wide Fund for Nature
Andrew Musoke	Ministry of Local Government
Mary Banyenzaki	Ministry of Local Government
Mosese, S. Dhizaala	National Planning Authority – Ministry of Finance Planning and Economic Development
Monica Anguparu	CARE International in Uganda
Paul Mafabi	Ministry of Water and Environment
Olarker Charles Felix	Ministry of Local Government
Leo Nampogo	Ministry of Gender, Labour and Social Development
Simon Kizito	Ministry of Local Government
Fred Sebabi	Ministry of Local Government
Issa Gumonye	Ministry of Local Government
Stephen Koma	Ministry of Local Government
Joel Atim	Ministry of Local Government
Lea Doumenjou	Oxfam/ACCRA
Margaret Barihaihi	Oxfam/ACCRA
Saskia Dagget	Oxfam/ACCRA
Pascal Onegiu Okello	UNDP – Strengthening Climate Information and Early Warning Systems
Flavia Byekwaso	Climate Change Department – Ministry of Water and Environment
Charles Mwesigye	Bundibugyo District Local Government (Planning)
Paul Isabirye	Uganda National Meteorological Authority – Ministry of Water and Environment
Kirungi Raymond	Office of Prime Minister – Department of Relief, Disaster Preparedness and management
Marvin Ssenkungu	Office of Prime Minister
Andrew Bampabwire	Office of Prime Minister
Robert Nabanyumya	Ministry of Agriculture, Animal Industry and Fisheries – Sustainable Land Management Programme
Patrick Onzima	Kyenjojo District Local Government (Forestry)

Annex 2: Extract for selected subsectors from the Integrated Monitoring NDP M&E system reporting matrix for Local Governments in respect to NDP 1

CLIMATE CHANGE										
SPECIFIC OBJECTIVE	STRATEGY	INTERVENTION	OUTPUT	LG OUTPUT	Q1 PLANNED OUTPUT	ACHIEVEMENTS	PLANNED BUDGET	AMOUNT RELEASED	AMOUNT SPENT	COMMENTS
	1.1. Address legal and institutional frameworks necessary for the implementation of the UNFCCC	1.1.1. Domesticate and enforce the UNFCCC and its related protocols	1.1.1.1. UNFCCC and related protocols with force of law in Uganda	N/A						
		1.1.2. Strengthen the capacity and mandate of the Climate Change Unit to allow for effective sector coordination and streamline roles and linkages with other stakeholders.	1.1.2.1. A more responsive institutional framework	N/A						
		1.1.3. Undertake sectoral studies and identify their role in climate change action	1.1.3.1. Focused sectoral action	N/A						
		1.1.4.Develop national climate change policy to provide a conducive policy and regulatory framework	1.1.4.1. Relevant policy and regulated framework in place	N/A						
2. Ensure climate proof development planning	2.1. Re-define climate change as a development issue	2.1.1. Increase climate change awareness, training and education at all levels	2.1.1.1. Stimulated sectoral action	N/A						

CLIMATE CHANGE										
SPECIFIC OBJECTIVE	STRATEGY	INTERVENTION	OUTPUT	LG OUTPUT	Q1 PLANNED OUTPUT	ACHIEVEMENTS	PLANNED BUDGET	AMOUNT RELEASED	AMOUNT SPENT	COMMENTS
		2.1.2. Implement the NAPAs with a focus on building community and ecosystems resilience to adverse impacts of climate change	2.1.2.1. Reduced vulnerability for communities and ecosystems	N/A						
		2.1.3. Build capacity through institutional and manpower development	2.1.3.1. Strong coordination of climate change action	N/A						
		2.1.4. Strengthen weather and climate monitoring for improved data generation	2.1.4.1. Quality data for climate change research and early warning products	N/A						
		2.1.5. Conduct climate change research (adaptation and mitigation) and technology development	2.1.5.1. action informed by science	N/A						
		2.1.6. Develop mainstreaming guidelines, with a strategy to climate proof development initiatives for use at all levels of Government	2.1.6.1. Climate proofed development	N/A						

CLIMATE CHANGE										
SPECIFIC OBJECTIVE	STRATEGY	INTERVENTION	OUTPUT	LG OUTPUT	Q1 PLANNED OUTPUT	ACHIEVEMENTS	PLANNED BUDGET	AMOUNT RELEASED	AMOUNT SPENT	COMMENTS
3.Promote a low carbon economic development path	3.1. Provide and promote incentives for clean development	3.1.1. Intensify public education on the role of emissions in global warming.	3.1.1.1. Informed population on the dangers of emissions	N/A						
		3.1.2. Develop and implement incentive mechanism for reduced or avoided emissions	3.1.2.1. Increased interest in emissions reduction	N/A						
		3.1.3. Build capacity of private sector to participate in clean energy development initiatives.	3.1.3.1. More carbon trade activities	N/A						
		3.1.4. Reduce overhead costs for CDM project formulation and development	3.1.4.1. More registered CDM projects	N/A						
4.Meet Uganda's international obligations	4.1. Enhanced implementation of the Climate Change Convention	4.1.1. Follow up the commitments and obligations in the Convention (Article 4 of the Convention)	4.1.1.1. Meeting Uganda's obligations	N/A						
		4.1.2. Implement COP decisions	4.1.2.1. Meeting Uganda's obligations	N/A						
		4.1.3. Participate in Climate change fora	4.1.3.1. Meeting Uganda's obligations	N/A						

Source: GoU, 2011 Integrated Monitoring NDP M&E system reporting matrix for Local Governments

Annex 3: Examples of climate change adaptation and DRR projects of government of Uganda and analysis of their M&E frameworks

PROJECT TITLE: INTEGRATED TERRITORIAL CLIMATE PLAN (2014–2029) – PART OF PROJECT, "TERRITORIAL APPROACH TO CLIMATE CHANGE (TACC)" LOCATION(S): MBALE REGION (BUDUDA, MANFWA AND MBALE DISTRICTS)	
Implementers and funders:	Implemented by Local Governments in the respective districts Funded by UNDP, DFID, DANIDA & Welsh government
Impact/outcome indicators	Uptake of conservation agriculture practices by small holder farmers; Uptake rates of improved; cooking stoves by households; #of hectares with conservation agriculture practices (reported by land use; crop, agro-forestry, forest etc; Regional level knowledge products developed and disseminated
Output indicators	# of tree seedlings produced and distributed by district or sub-county; # of climate smart products; # of number of farmer groups or cooperatives established; Rate of production of agreed crops/ products; # of trainings conducted & # of people trained number of trainees
How reporting is done	Quarterly and Semi-Annual Progress is to be monitored using Results Based Management Platform to be put in place by the Secretariat. Day to day monitoring of implementation progress is the responsibility of the Project Secretariat Periodic monitoring of implementation progress will be undertaken through Steering Committee meetings as frequently as deemed necessary.
How evaluation is done and what is evaluated?	There is an M&E matrix and plan; There are performance monitoring and evaluation questions; Base line exists; Mid-term and a terminal evaluations coordinated by the Secretariat; Terminal report that summarizes the results achieved (objectives, outcomes, outputs), lessons, learned, problems met and areas where results may not have been achieved.
What is evaluated	Impact, Result sustainability, Efficiency, Effectiveness, Relevancy, Priorities
Tools and sources of information	Desk reviews; Interviews; FGD; Plans; – Reports
Is there evidence that information feeds into district monitoring and evaluation system?	The monitoring framework proposes that there will be information sharing through the steering committee, but it is not clear how this information will be fed into the district monthly reports, and subsequently to the ministry of local government; and how in turn this information will be reflected in the quarterly sector performance reports.
Is there evidence that information feeds into ministry/ sector reports? And how?	No information was found during this study
Does information get reflected in the government annual performance reports to cabinet and parliament	No information was found about this project in the government annual reports reviewed.
Positive features	Presence of project level M&E Inter-district learning element through a steering committee
Gaps	The M&E framework does not show how results will be communicated beyond the participating districts; how information will feed into reporting at central government level is lacking

PROJECT TITLE: IMPROVING POLICIES AND STRATEGIES FOR SUSTAINABLE ENVIRONMENT, NATURAL RESOURCES AND CLIMATE RISK MANAGEMENT OBJECTIVE: CONTRIBUTE TO STRENGTHENING OF NATIONAL CAPACITY FOR POLICY IMPLEMENTATION LOCATION(S): NATIONAL	
Implementers and funders:	Ministry of Water and Environment, Advocates Coalition for Development and Environment (ACODE), Ministry of Local Government, Office of the Prime Minister (OPM) and Department of DPR and Ministry of Energy.
Impact/outcome indicators	Yes. Results and Resources Framework
Output indicators	These are in place though actual documents were not readily available at the time this study was undertaken
How reporting is done	
How evaluation is done and what is evaluated?	
What is evaluated?	Impact, Result sustainability, Efficiency, Effectiveness, Relevancy, Priorities
Tools and sources of information	Annual review reports, Field monitoring, Work plans, Quarterly reports
Is there evidence that information feeds into district monitoring and evaluation system?	No evidence was found during this study.
Is there evidence that information feeds into ministry/ sector reports? And how?	No information was found during this study
Does information get reflected in the government annual performance reports to cabinet and parliament	No information was found about this project in the government annual reports review though represented in UNPD Uganda country office annual reports.
Positive features	Presence of project level M&E, with indicators at both project and policy level that could be easily be adopted within the TAMD framework.
Gaps	Results from monitoring and evaluation not explicitly captured in the overall national level reporting.

This scoping study report is an analysis of the monitoring and evaluation frameworks and tools in Uganda with focus on climate change adaptation and disaster risk reduction. It provides an overview of Uganda's climate change and other related policy context and their provisions for monitoring and evaluation frameworks. The report also highlights the current reporting systems and the mandates of different institutions for climate change adaptation and disaster risk reduction. The tools and systems used for data and information collection, processing, reporting, storage and dissemination are highlighted. Key monitoring and evaluation elements in selected government adaptation and disaster risk reduction projects, and how they are being implemented and monitored are also discussed.

The main purpose of the study which was successfully achieved was to identify possible monitoring and evaluation framework options and entry points for integrating the TAMD process to improve monitoring and reporting on climate change adaptation and risk reduction.

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