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PARTNERSHIP FOR
SOCIAL
ACCOUNTABILITY



WORLD BANK GROUP
Social Sustainability & Inclusion

ENHANCING PERFORMANCE AND ACCOUNTABILITY OF SOCIAL SERVICE CONTRACTS IN UGANDA

End of Project Evaluation Report, PI50872

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We highly commend the leadership and citizens in the five districts where the interviews were conducted: Mityana, Mubende, Nakaseke, Nebbi and Ntungamo. The district level respondents included: the chief administrative officers; political leaders; local council chairpersons; resident district commissioners and local council counsellors; principal assistant secretaries; district planning officers; district procurement officers; district health officers; district education officers; district production officers; district agriculture officers; district contracts committees; National Agricultural Advisory Services; Operation Wealth Creation; district secretaries for production; district information officers, other implementing partners and the local communities particularly community monitors.

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Acronyms and Abbreviations

AFIC	Africa Freedom of Information Centre
CSOs	civil society organizations
DGF	Democratic Governance Fund
FGDs	focus group discussions
GoU	Government of Uganda
GPP	Government Procurement Portal
GPSA	Global Partnership for Social Accountability
IDRC	International Development Research Centre
INFOC	Interfaith-based Action for Ethics and Integrity
KIIs	key informant interviews
LC	local council
LG	local government
M&E	monitoring and evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fishers
MDAs	Ministries, Departments and Agencies
MEI	Ministry of Ethics and Integrity
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoH	Ministry of Health
MoLG	Ministry of Local Government
MoU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NARO	National Agricultural Research Organization
OPM	Office of the Prime Minister
OWC	Operation Wealth Creation
PDEs	Procuring and Disposing Entities
PPDA	Public Procurement and Disposal of Public Assets Authority
PTA	Parent Teacher's Association
RDCs	resident district commissioner
TIU	Transparency International Uganda
ToA	theory of action
UCMC	Uganda Contracts Monitoring Coalition
UGX	Ugandan Shilling

Executive Summary

Background to the project: The World Bank's Global Partnership for Social Accountability (GPSA) awarded a grant for the project, *Enhancing Performance and Accountability of Social Service Contracts in Uganda* proposed by Africa Freedom of Information Centre (AFIC) and its implementing partners Transparency International Uganda (TIU) and Interfaith-based Action for Ethics and Integrity (INFOC) as part of Uganda Contracts Monitoring Coalition (UCMC) in 2013. The TIU served as the cluster head for UCMC health Civil Society Organizations (CSOs) and oversaw the health and education components, while INFOC oversaw the agriculture component.

This project was selected after the second global call for proposals was launched by the GPSA in opted-in countries. The overall development objective of the project was to enhance transparency and accountability of public contracting in the agriculture, education and health sectors in order to improve their service delivery. The project had four specific objectives aiming to: i) increase disclosure of contracting information in the targeted districts in the agriculture, education and health sectors in Uganda. ii) improve public participation in contracting processes and collaborative engagement between local governments (LGs) and civil society in the targeted districts in the agriculture, education and health sectors in Uganda. iii) improve informed decision making by governments regarding monitored contracts and services in agriculture, education and health. iv) strengthen the capacity of citizens and civil society to collectively and effectively demand accountability and value for money in public contracting. The project was implemented in five districts of Uganda namely: Ntungamo, Mubende, Mityana, Nakaseke and Nebbi.

Purpose of evaluation: The main goal was to carry out a final evaluative study of the project, focusing on the assessment of its effectiveness, sustainability as well as context and processes and how they affected achievement of planned results. Five key evaluation questions underpinned the analysis:

1. Did the project's strategy, including course corrections due to variations in context and learning, contribute to the intended outcomes? If so, for whom, to what extent and in what circumstances?
2. What unintended outcomes (positive and negative) were produced, including spillover effects?
3. To what extent do the results validate the GPSA's Theory of Action (ToA) and its adaptation to the Ugandan health, education, agriculture and governance contexts through the project?
4. To what extent and how have project partners developed key capacities to implement collaborative social accountability projects, as defined in the GPSA's Portfolio Review, through implementation?
5. To what extent, why and how have project's lessons informed broader reform efforts, including those led by the government, WBG country and sector dialogues, operations and strategies, and other development partners?
6. Under what conditions will the results be sustainable? What is the risk that the outcomes achieved will not be sustainable?

Methodology: The evaluation methodology entailed two components: a) analysis of project documents, progress reports, mid-term report and other relevant documents; b) research study employing mixed methods that entailed quantitative and qualitative data collection methods to assess the achievement of outputs and outcomes. Having conducted data collection when Uganda was under

the COVID-19 lockdown, virtual data collection methods were employed. To answer the key evaluation questions, the following data collection methods were used: desk review, semi-structured interviews, Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs). Data collection was conducted in all the five districts. Purposive sampling was used to select 93 KIIs, 11 CSOs and 8 media houses at national and district level and 20 FGDs. The selection of respondents was based on their involvement and knowledge about the project either as targeted audience, implementers or supervisors.

Data analysis procedures entailed: Causal analysis which was done to establish the relationship between the implemented activities and their contribution to desired outputs and outcomes. Comparative analysis was done to establish achievements across components, sectors and geographical location. In addition, descriptive analysis was conducted to establish meaningful information from quantitative data obtained from secondary sources and to provide the rich context from qualitative data collection methods. Interviews were recorded and transcribed verbatim to enable extraction of direct quotes from respondents. Thematic analysis was conducted to generate similar emerging themes, by organizing information generated from KIIs and FGDs into re-occurring themes which informed the development of the different sections.

The main challenge encountered during the evaluation were the COVID-19 lockdown and unstable telephone and internet network, which interrupted virtual data collection but was overcome through using various network providers.

Project achievements: Based on the analysis of findings, the project strategies contributed to achievement of project outcomes. The project largely achieved the intended outcomes of: Civil society partnerships and relevant government counterparts engaging in collaborative social accountability processes that include citizens; promoted learning and knowledge sharing through validation/feedback meetings and disseminating information at national and international fora, providing feedback to stakeholders, and creating information sharing platforms using social media. The project further put in place social accountability mechanisms to address obstacles to improving targeted service delivery; improved capacity of partners to engage meaningfully and collaboratively in the policymaking, implementation, and service delivery processes through strengthening stakeholders' capacities. However, CSOs highlighted the need for more capacity strengthening in proposal development and fundraising while communities expressed the need for more training in contract monitoring and in understanding the content of contracts.

The interventions will be partly sustainable due to heavy engagement and participation of stakeholders, capacity strengthening of partners and institutionalization of CSO monitoring of contracts into national frameworks (PPDA and MoFPED). There is however a risk for limited sustainability which was attributed to limited use of existing structures and the need for continued training at community level. In addition, lack of a mandatory clause on social accountability in implementers' contracts and hardly any punitive measures for non-compliance to information disclosure is likely to hamper social accountability. Contextually, the project operated in a non-conducive political environment with shrinking space for civil society expression and participation and a highly monetized social environment which limit community engagement. The decentralization of service delivery in Uganda where most services are delivered through local government makes it easier to access contracts through districts than sectors.

Recommendations for AFIC, UCMC and future related projects

Project's strategy and outcomes: Continually engage senior management of sectors and district political as well as technical leaders for improved decision making and actions towards improved open contracting. Scale up collaborative and constructive relationships between CSOs and MDAs. Institute regular multi-sectoral review and validation meetings and explore more use of ICT platforms. Engage communities during the project design phase, including planning meetings beyond monitoring contracts.

Key capacities to implement collaborative social accountability projects: Expand coverage of capacity strengthening interventions to include more CSOs, district technical and political staff as well as media houses on open contracting. Target institutions rather than individuals at national and district level and employ a mixed approach including structured trainings, on job mentorship, interactive information sharing and exchange visits. Strengthen community knowledge and skills on rights of access to information, demands for social accountability and performing contract monitoring.

Lessons that informed broader reform efforts and strategies: The CSOs should demonstrate more value addition to government efforts towards strengthening social accountability by proactively playing their roles as has been stipulated in the National Framework for Collaborating with CSOs to Monitor Public Contracts and PPDA Strategic Plan. Good performance of CSOs is likely to foster continuity.

Sustainability: Implementers should utilize the existing structures such as school and HF management committees, CDOs, LCs and VHTs to perform contract monitoring for enhanced sustainability. UCMC members should scale up lessons learnt and open contracting to other districts.

Recommendations for GPSA, GoU and other funding agencies

GoU should incorporate governance and open contracting clauses in project contracts to make it mandatory to disclose contract information and ensure social accountability. GoU should strengthen enforcement of relevant laws related to social accountability and institute sanctions for non-compliance. The World Bank should enforce sanctions on non-compliant World Bank funded institutions. Future projects should have a provision for in-country World Bank staff to directly supervise the project for regular monitoring and support supervision and should provide a budget to the TTL for regular project monitoring and support supervision to enhance project effectiveness.

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1. Introduction

The World Bank's Global Partnership for Social Accountability (GPSA) awarded the Enhancing Performance and Accountability of Social Service Contracts in Uganda project to Africa Freedom of Information Centre (AFIC) and its implementing partners, Transparency International Uganda (TIU) and Interfaith-based Action for Ethics and Integrity (INFOC) as part of Uganda Contracts Monitoring Coalition (UCMC) in 2013. The main role of TIU was to empower communities with knowledge and skills to monitor contracts, it was also the cluster head for UCMC health civil society organizations (CSOs), and in charge of the health and education components. INFOC oversaw the agriculture component. The overall development objective of the project was to enhance transparency and accountability of public contracting in the agriculture, education and health sectors in order to improve service delivery. The project was implemented in five districts of Uganda namely: Ntungamo, Mubende, Mityana, Nakaseke and Nebbi. The project was restructured to target these districts, as the initial targeted districts had no ongoing World Bank funded projects.

The goal was to address challenges that negatively impact on the quality, schedule and cost of contracts in Uganda, by increasing contract information disclosure and citizen monitoring. The project intended to build citizen capacity to monitor public procurement and contract implementation and provide feedback to government so that corrective actions can be taken, and institutionalize this process. It also supported constructive engagement between CSOs and the Government of Uganda (GoU) at national and sub-national levels to generate meaningful responses to citizen concerns regarding public contracting. Activities included development of monitoring tools, training and supervision of community monitors, monitoring of contracts and services, and the facilitation of cooperation between government and civil society.

The project was implemented in the framework of Uganda Contracts Monitoring Coalition (UCMC) strategic plan and governance structure, which includes a Memorandum of Understanding (MoU) for members, a Code of Conduct and a Host Institution Agreement which appoints AFIC as Secretariat of UCMC. The UCMC currently has twenty-five active member CSOs monitoring contracts in education, health, agriculture, public works and roads, water and environment and extractives. Each of these thematic areas forms a specialized technical cluster for monitoring contracts. The project was closed in September 2019 after a no-cost extension of nine months.

Project Purpose and Objectives

The project's aim was to enhance performance of contracts through increasing contract information disclosure and citizen monitoring with a view of addressing challenges that negatively impact on the quality, schedule and cost of contracts in Uganda.

The four specific objectives of the project were to:

- i. Increase disclosure of contracting information in the targeted districts in the agriculture, education and health sectors in Uganda.
- ii. Improve public participation in contracting processes and collaborative engagement between local governments and civil society in the targeted districts in the agriculture, education and health sectors in Uganda.
- iii. Improve informed decision making by government regarding monitored contracts and services in agriculture, education and health.

- iv. Strengthen the capacity of citizens and civil society to collectively and effectively demand accountability and value for money in public contracting.

To achieve these objectives, the project was implemented under four components:

Component 1: Contract monitoring in agriculture in five priority districts; build capacity of CSOs to actively participate, jointly monitor and give feedback to the government on farmer needs, supply an equitable delivery of advisory and extension services and distribution of goods.

Component 2: Contract monitoring in education and health in five priority districts; establish a network of health and education project community monitors. They should be equipped with necessary tools and skills to disclose and monitor infrastructure contracts in education and health. The project will support these monitors to build constructive partnerships with relevant government officials, which ensures that government actors take corrective action based on feedback provided by citizens.

Component 3: Knowledge and Learning: The project was to include a key component on knowledge generation and analysis on the impact of interventions, scalability and replicability and the engagement approach that this project promotes. The knowledge component has as main objective the reflection around the promotion of local social accountability and the opportunity to provide and generate peer channels for greater social accountability interventions and openness.

Component 4: Enhancing Uganda Contracts Monitoring Coalition (UCMC) technical and institutional capacity. Through this component, the project strengthens UCMC's capacity to engage in contract monitoring and successfully advocate for greater disclosure and participation in public contracting at all stages.

The evaluation assessed achievements across the project objectives and across the different project components. The evaluation further sought to establish how different components worked together to contribute to the desired outcomes.

Purpose of the Evaluation

This final evaluation assesses the project's effectiveness and sustainability, paying attention to context and processes. The focus is to assess the connection between project components through the project's Theory of Action. In addition, it assesses their contribution to the project outcome-level results, as well as the GPSA Theory of Action (GPSA, 2020) including key assumptions and process outcomes.

The specific goals of the evaluation were to:

- i. Generate learning and knowledge about the conditions in which the project achieved and may sustain its results. The goal was to inform improvements in social accountability theories of change, strategies, programs and projects by key project stakeholders.
- ii. Show the results and social return on investment made in the project. This would be done in a credible and transparent way. Accountability is a multi-dimensional concept: upward (donor and government), downward (target communities and beneficiaries), and horizontal (among project partners).

The evaluation further focused on:

- a. The project's course correction and adaptation given the prevailing uncertainties as well as changes in context that could have impacted the effectiveness of the project. The evaluation focused on whether there were adjustments in objectives, strategies and indicators during project implementation, based on the reality on the ground.
- b. Comparative analysis across sectors to identify achievement of results and factors underlying performance of different sectors. Findings were triangulated with mid-term review findings as well as findings in the technical reports.

Evaluation Questions

Data was collected to answer the following key evaluation questions:

1. Did the project's strategy, including course corrections due to variations in context and learning, contribute to the intended outcomes? If so, for whom, to what extent and in what circumstances?
2. What unintended outcomes (positive and negative) were produced, including spillover effects?
3. To what extent do the results validate the GPSA's Theory of Action (ToA) and its adaptation to the Ugandan health, education, agriculture and governance contexts through the project?
4. To what extent and how have project partners developed key capacities to implement collaborative social accountability projects, as defined in the GPSA's Portfolio Review, through implementation?
5. To what extent, why and how have project's lessons informed broader reform efforts, including those led by the government, WBG country and sector dialogues, operations and strategies, and other development partners?
6. Under what conditions will the results be sustainable? What is the risk that the outcomes achieved will not be sustainable?

2. Methodology

Overall Approach

The evaluation employed a participatory and consultative method with a mix of quantitative and qualitative data collection methods to assess the achievement of outputs and outcomes. The evaluation entailed an analysis of project documents, progress reports, mid-term report and other relevant documents, and a research study. In addition, key informant interviews (KIIs), focus group discussions (FGDs) and semi-structured interviews were carried out. Due to COVID-19 restrictions, these were done virtually using phone calls; emails; video conferencing (Zoom and Skype). Data collection was informed by the GPSA Theory of Action.

Sampling Methods and Criteria

Sampling for Key Informant Interviews

Ninety-three respondents were interviewed. This was more than the representative sample (seventy-nine respondents) that had been agreed by key stakeholders at the inception phase. More KII respondents were included following guidance from other respondents regarding other key stakeholders (within the same targeted institutions) with critical information on project performance.

The respondents were selected from: national level; all five districts; all targeted sectors; relevant Ministries, Departments and Agencies (MDAs); and all implementing partners as elaborated in Annex 3. The selection criteria included their level of involvement in the project either at implementation or supervisory level and their knowledge about the project.

Sampling for Structured Interviews

Semi-structured interviews were conducted with nineteen out of twenty-two (eighty-six percent) of CSOs and media houses targeted, at national and district level (in all five districts), including all CSOs that actively participated in implementing the project. Those not interviewed said they were not involved in project implementation, although they had participated in a few project activities. In some instances, staff who had participated in project activities had since left the media houses. The sampling criteria was based on UCMC membership, implementing CSOs and media houses which the project had worked with.

Sampling for Focus Group Discussions

Purposive sampling was used to select a total of twenty FGDs, four in each of the five districts. The FGDs were representative of and disaggregated by adult male and female citizens as well as rural and urban community monitors. The FGDs provided in-depth information regarding their involvement and perceptions towards project achievements. The criteria for selecting FGD participants in each district was as follows:

- Female adult community member (aged eighteen and above)
- Male adult community member (aged eighteen and above)
- Community monitors (rural based)
- Community monitors (urban based)

Inclusion and Exclusion Criteria

The inclusion criteria were citizens targeted for capacity building interventions including adult male and female citizens. The exclusion criteria were non-citizens, those below eighteen years of age, those living outside the targeted districts and those who did not consent to be interviewed.

Data Collection Methods

Desk Review

A desk review of key relevant documents including analysis of project documents, progress reports, mid-term report and other relevant documents was conducted to get a deep understanding of the GPSA global and project theories of change, results framework, scope, strategies and achievements. The list of reviewed documents is shown as references in the report.

Semi-structured Interviews

Virtual semi-structured interviews were conducted with CSOs and media that were involved in implementing GPSA activities. They established the support obtained from the project particularly in relation to capacity strengthening and its outcomes, as well as interventions implemented. It established medium-term changes because of the project as well as limitations. The interviews were done virtually via Zoom, WebEx and Skype, and on telephone using semi-structured questionnaires.

Key Informant Interviews

Virtual KIIs were conducted among key stakeholders involved in project oversight, management and implementation at international, national and district levels. KII guides were used to collect data on project achievements, challenges and recommendations. These were conducted by Zoom, WebEx, Skype and telephone. A list of stakeholders consulted can be found in Annex 2.

Focus Group Discussions

Tele-conferencing technology was used to conduct FGDs among citizens, community monitors who benefited from capacity building interventions, and targeted community members. An FGD guide was developed and used to establish the support received, achievements, challenges, lessons and recommendations for future related interventions. The tele-conferencing allowed a maximum of six participants.

Risks and Challenges for the Evaluation

Minimum risks and challenges for the evaluation were encountered. These included:

Country Lockdown Due to COVID-19

Fieldwork for this evaluation was conducted during the lockdown and hence it was not possible to conduct face to face interviews since movements were not allowed. This was overcome by using virtual methods of data collection. Some district officials were very occupied with COVID -19 related activities and were not available for interviews. This was addressed by making several call-backs.

Unstable Telecommunication and Internet Network

Remote interviews relied on internet-based applications such as Zoom, Skype and emails, and some interviews were interrupted by poor internet connection. This was managed by identifying places with good internet connection from where the interviewer could conduct the interviews.

Limited Transparency and Openness to Reveal the Actual Issues

These were managed by explaining to the respondents the importance of their response for the good of their communities. The evaluation team further assured confidentiality for respondents, with individual interviews and assurance that findings and quotes would be anonymous.

Quality Assurance

The quality of data was maintained through:

- Use of reliable sources of information as well as corroboration and cross-referencing with other credible sources.
- Design and use of the standard data collection tools and methods of analysis.
- Rigorous training of the research team to ensure that they were fully conversant with the use of tools. During the training of research assistants, the key terms in data collection tools were identified and translated into local dialects. They were explained well to ensure a common understanding, and that questions would be asked in the same way to ensure consistency of responses.
- Pre-testing and reviewing the data collection tools based on the results of the pre-test.
- The research team and supervisors cross-checked each filled in data collection tool for completeness, consistency, and legibility.

- Daily research team de-briefing conducted through WhatsApp every evening to share experiences and chart out strategies for the way forward.

Ethical Considerations

Collection of data raises ethical concerns for respondents and the consulting team, and the following codes of conduct were adhered to:

- **Seeking consent:** Informed oral consent was obtained from respondents before any interview was conducted. All participants were briefed about the assignment, the objective, activities, risks and benefits of participation and given an opportunity to ask questions, both in a group and individually. Only individuals who consented were included in the interview.
- **Maintaining confidentiality:** Confidentiality of all data collected was maintained by conducting private individual interviews, and not recording the respondents name to ensure anonymity.
- **Sensitive information:** Respondents were given an option of not responding to questions they were not comfortable with.

Data Analysis

The analysis was based on data collected in mid-term and end-of-term evaluation. Data analysis was informed by the adaptation of the GPSA's Theory of Action to the context to ensure relevance to the country specific conditions.

The first step was to review project documents and progress reports to establish achievements obtained across the project research questions and GPSA outcomes. Analysis of the GPSA Theory of Action was conducted to assess the validity of project assumptions and whether the outputs contributed to desired outcomes. Based on findings from the desk review, the gaps identified were used to formulate questions for field data collection.

The second step was to assess the extent to which the project contributed to its intended outcomes. This was based on analysis of qualitative and quantitative data collected. The field survey tools collected information to respond to the evaluation questions. The verbatim transcribed data enabled the extraction and use of quotes to substantiate and support the analysis.

Data analysis procedures entailed: Causal analysis which was done to establish the relationship between the implemented activities and their contribution to desired outcomes. Systematic analysis was conducted to understand the contextual factors affecting the project. Comparative analysis was done to establish different achievements across components, sectors and geographical locations. In addition, descriptive analysis was conducted to establish meaningful information from quantitative data obtained from secondary sources and to provide the rich context from qualitative data collection methods. Thematic analysis was conducted to generate similar emerging themes, the information generated from the KIIs and FGDs were organized into re-occurring themes which informed development of the different sections.

3. Context

Legal and Policy Framework

Good governance is one of the key areas of focus for the third National Development Plan (NDP III). Good governance is key to accelerated development of national economic, political and social sectors. The NDP III aims to improve adherence to the rule of law over the next five years, pointing out that the weak adherence to the rule of law threatens governance. This was attributed to: i) weak policy, legal and regulatory frameworks for effective governance; ii) low respect for and observance of human rights and fundamental freedoms, iii) limited access to and affordability of justice and (iv) low recovery rate of public funds from individuals implicated in corruption. The NDP III aims to change the Corruption Perception Index from a score of 26 to 35 out of 100.

Uganda has made strides towards putting in place relevant institutions, policies and frameworks aimed at enhancing transparency and accountability in public procurement and contracts. However, Government of Uganda (GoU) public institutions are still faced with enforcement implementation gaps (Global Integrity, 2019).

Uganda's legal framework towards ensuring transparency and accountability provides for proactive and reactive disclosure of information and citizens' participation. There are a number of other anti-corruption laws including: the Inspectorate of Government Act, 2002; the Leadership Code Act, 2002; the Public Procurement and Disposal of Public Assets Act, 2003; the Public Finance and Accountability Act, 2003; the Budget Act, 2003; the Access to Information Act, 2005; the Local Governments Amendment Act 2006; the Audit Act, 2008; the Anti-Corruption Act, 2009; the Whistle Blowers Act, 2010 and the Leadership Code Act, 2016, among others. These laws form a national legal framework that is relevant for the fight against corruption, though enforcement is inadequate.

In 1988, the Inspectorate of Government was established in addition to the Directorate of Public Prosecution, Criminal Investigation Department (CID), and the Office of the Auditor General (OAG) to effectively address the issue of corruption in Uganda.

The Public Procurement and Disposal of Public Assets Act 1 of 2003 emphasizes that all procurement and disposal activities should be conducted in a manner that promotes transparency, accountability and fairness. The Code of Conduct and Ethics for Uganda Public Service 2005 (Government of Uganda, 2005) highlights transparency among public officers whereby they are expected to be open as possible about all the decisions and actions taken and they must always be prepared to give reasons for the decisions made. The GoU adopted the Zero Tolerance to Corruption Policy in 2009 which recognizes that fighting corruption requires measures beyond legislation and sanctions against corruption. It also requires restoring public sector ethics and creating behavioral change. The Directorate of Ethics and Integrity was established on 1st June 2013 to fight corruption and implement the new Zero Tolerance to Corruption Policy.

Governance Situation Analysis

The Global Corruption Barometer Africa (Transparency International, 2019) reported that bribery demands are a regular occurrence for many African countries, with more than one in four citizens who accessed public services, such as health care and education, paying a bribe in the previous year.

In the same report, more than half of African citizens (55%) thought that corruption had increased in their countries in the previous 12 months, while fewer thought that it declined (23%) and 16% thought corruption had stayed the same. The governments are not seen to be doing enough, 59% thought that their governments were not doing enough to tackle corruption, and this was over 70% for Uganda.

In Uganda, there is high perception of corruption in procurement, the Public Procurement and Disposal of Public Assets Authority (PPDA) Integrity Survey Report 2010 indicated that 69.8% of service providers agreed that corruption influenced procurement. Corruption in public contracting and procurement amounts to 9.4% of the total value of contracts (PPDA, 2010).

The 2018 Ibrahim Index of African Governance ranked Uganda the 20th out of 54 countries, with a score of 55, which is higher than the African average (49.9) and lower than the East African regional average (59.4). The 2018 Corruption Perceptions Index (CPI) shows that the continued failure of most countries to significantly control corruption is contributing to a crisis of democracy around the world. Uganda was ranked 149 out of 180 countries with a CPI score of 26 (Transparency International, 2018).

According to the Barometer Report of 2019, 69% thought that corruption had increased in the previous 12 months and 46% of public service users had paid a bribe in the previous 12 months. Most Ugandans (78%) thought that their government was doing a bad job of tackling corruption and only 44% thought that ordinary citizens can make a difference in the fight against corruption (Transparency International, 2019).

Public procurement is prone to waste, bribery, fraud and corruption (Basheka & Bisangabasaija, 2010). This consequently impedes achievement of value for money. The 2010 Procurement and Integrity Survey Report revealed that suppliers and contractors spend up to 20% of the contract amount in corrupt payments (PPDA, 2010).

According to the 2019 PPDA Survey Report on the Market for Public Procurement Contracts in Uganda, the difficulties faced by firms bidding for public procurement contracts included: system being rigged (58%), lack of personal connections (49%) and limited financial potential. Half of the firms reported that they find the pre-qualification system too costly (PPDA, 2019).

According to the PPDA Annual Report 2017-2018, bidder participation in the procurement process is still low with the average number of bids received being approximately 2.9 bids. At local government level, the low level of competition is attributed to perceived high levels of corruption in public procurement by bidders, delayed payment of providers as well as collusion between bidders. The 3rd National Integrity Survey findings (Inspectorate of Government, 2008) indicated that 20% of public institutions rate bribery as the most prevalent form of corruption while 19% rated embezzlement of public funds as the second most prevalent form of corruption.

Uganda has a strong anti-corruption framework in addition to key safeguard institutions such as the Inspectorate of Government as well as the Directorate of Public Prosecution that has been given autonomy to fight corruption. The GoU accountability and transparency laws have been strengthened and expanded over years (Global Integrity Report 2016). Despite these legal reforms, the Uganda scorecards reveal serious issues when it comes to enforcement of accountability and transparency laws (Global Integrity Report 2010). Increasing and improving accountability, integrity and

transparency in public procurement processes as well as governance systems have become central themes in Uganda (Basheka & Bisangabasaija, 2010) accounting for 70% of the total public expenditure. Public procurements provide fertile ground for corruption, bribery and fraud (Basheka & Bisangabasaija, 2010). Procurement related corruption impacts public service delivery, unjustly distributes income, deters investments, and ultimately impedes equitable development (Basheka, 2010, p. 31). Therefore, reforming and improving procurement processes and systems is seen not only as a tool for instilling financial discipline but also as a strategy for minimizing abuse of public resources (Basheka; Elliot, 2004; Ntayi et al., 2013).

The GoU has put in place measures to strengthen anti-corruption institutional and legal framework in an attempt to domesticate the provisions of the United Nations Convention against Corruption (UNCaC). This is to enhance prevention, detection, and elimination of corruption. According to the Accountability Sector Strategic Investment Plan 2017/18 - 2019/20, 50% and 35% of the anticorruption and ombudsman recommendations respectively were implemented. The proportion of procurement audit and investigation recommendations implemented averaged 73%, while 72% of procurement audits and investigation recommendations were implemented during FY2015/16. Most of the entities (90%) and contracts (92%) audited were rated satisfactory from procurement audits. This indicates adherence to procurement guidelines and hence creates an enabling environment for social accountability efforts.

Political Context

Political System

The President of Uganda is both the head of state and head of government and there is a multi-party political system. The executive power is exercised by the government. Legislative power is given to parliament while the executive power is with the cabinet. The system is based on a democratic parliamentary system. Uganda has a large number of MPs which increased from 417 MPs in the FY 2015/16 to 433 MPs in FY 2018/19 (NDP III). Uganda is partially compliant to international human rights and standards and reported on four out of twelve human rights instruments (UNDAF Mid Term Evaluation, 2018). The limited compliance to the international human rights and standards may pose a risk to achieving project objectives.

The project operated in a political environment characterized by a shrinking civil space for citizen and CSO participation. This is characterized by the stringent requirements under the NGO Act of 2016 and Public Order Management Act 2013, which restrict gathering of citizens. As a result, there has been continued intimidation and arrests of CSOs staff engaged in interactions with citizens. This calls for more constructive and collaborative engagements between CSOs and government. The Interparty Organization for Dialogue (IPOD) brings together political organizations and CSOs and the media to dialogue on political issues for the good of the citizens. Some umbrella CSOs such as Uganda NGO Forum, Civil Society Budget Advocacy Group (CSBAG) and Uganda Debt Network have organized various forums to foster discussions between government and the civil society regarding improved governance and accountability.

Administrative System

Administratively, Uganda is divided into districts which are further sub-divided into lower administrative units namely counties, sub-counties and parishes. The decentralization of service

delivery in Uganda where most services are delivered through local governments makes it favorable for communities to provide feedback and hold authorities accountable.

The Public Financial Management Law requires citizens' engagement with stakeholders and the Right to Information Act 2019 gives citizens right to access contract information. In practice, it is easier for the citizens to access information in the decentralized system at district level which is closer to them as opposed to national level. Services in health, education and agriculture are decentralized and implemented through the district structures, although some activities and procurement are coordinated by the center. Some services that are still centralized include delivery of drugs through the National Medical Stores which makes it difficult for citizens to access such contracts. The autonomy of National Agricultural Advisory Services (NAADS) and Operation Wealth Creation (OWC) from Ministry of Agriculture, Animal Industry and Fishers (MAAIF) limits consolidated feedback sharing and accountability from citizens on sectoral projects. There were no sub-national variations across districts regarding procurement but the degree of disclosure of procurement information varied from district to district, with Ntungamo district disclosing more information while Nebbi district came on board much later.

Transparency and Accountability

The NDP III recognizes good governance as the panacea towards accelerated development in economic, political and social sectors of GoU. Efficient political and economic strands promote social order. A stable, predictable and secure political environment is a pre-requisite for socio-economic development. The fifth objective of NDP III is to strengthen transparency and accountability which shows political commitment towards enhancing social accountability.

According to the NDP III, the clearance rate of corruption cases by the Anti-Corruption Division (ACD) increased from 96% in 2016/17 to 97.7% in 2017/18 while the clearance rate of complaints against lawyers, police and Justice Law and Order sector (JLOS) officers increased from 75% in 2016/17 to 97.7% in 2017/18.

According to the GoU Accountability Sector Strategic Investment Plan 2017/18 - 2019/20, the percentage of central government entities, statutory bodies and local governments with clean audit reports improved, from 45%, 41% and 32% in 2011/12 to 77%, 79% and 85.7% in 2015/16 respectively. The implementation of internal audit recommendations by ministries, departments and agencies (MDAs), and local governments (LGs) annually increased from 54.45% in 2012/13 to 66.2% in 2015/16. Nonetheless, the percentage of external audit recommendations implemented by MDAs and LGs remained low at 27.8% for FY2015/16. The low implementation of audit recommendations is likely to pose a risk to efforts to step up accountability.

Major Policy Reforms

According to CSBAG (CSBAG, 2018), one of the major reforms in Uganda is the shift to program/results-based budgeting. This is likely to enhance accountability. The GoU rolled out Program Based Budgeting (PBB) in FY 2017/18. It is aimed at improving budget efficiency and transparency and replaces Output Based Budgeting which exhibited weaknesses including instances of mix-up of outputs and processes and limited accountability to ensure that funded outputs contribute to attaining results. The other weakness was the absence of a well-defined system to enforce accountability. The PBB further sought to address the pertinent question of whether the available funds allocated are spent efficiently and effectively. Secondly with this new reform,

Government budgeting processes started focusing on planning of interrelated projects with a view to achieve a common objective. The PBB presents a clearer relationship between policies, programs, resources and results. The principal advantage of PBB is that it reflects government priorities by making the purposes for which funds are being allocated more transparent and enhances budget outcomes through the accountability framework. However, to make PBB an effective system, Uganda needs sustained political commitment to support the implementation of the PBB.

The PPDA Act is currently undergoing an amendment process to incorporate open contracting and citizen participation in monitoring public contracts. This was achieved because of the project's advocacy and lobbying interventions.

At the regional level, there is a move towards harmonizing procurement policies across East African countries. The East African Procurement Forum recommended that the East African Community Secretariat should expedite the approval of the harmonized East African Public Procurement Policy and Legislation through its structures in accordance with the provisions of the East African Common Market Protocol and the East African Monetary Union¹. This is hoped to contribute to improved procurement outcomes at a regional level.

It is estimated that seventy percent of government spending in Uganda goes to procurement (Agaba and Shipman, 2007). However, it is estimated that women entrepreneurs supply only one percent of this market² due to limited access to relevant information, stringent financial requirements such as bid security and performance guarantee requirements, and lack of awareness among others.

As part of the reforms to make the public procurement system more efficient and accountable, the PPDA is in final preparations to have public procurement go online through the roll out of the Electronic Government Procurement (EGP). The EGP will comprise of all the stages in procurement and its key benefits will be enhanced efficiency, transparency, and accountability.

4. Theoretical Framing

GPSA Theory of Action

This evaluation uses a theoretical approach based on the GPSA's Theory of Action (GPSA, 2020) for strengthening social accountability. This approach emphasizes non-confrontational approaches as opposed to confrontational approaches which are commonly used by CSOs in the governance field. The GPSA aims to close the gap between state and CSO interactions and encourage government responsiveness to citizens and civil society. The GPSA supports a social accountability approach that involves collaboration, multi-stakeholder engagement and problem-solving. The GPSA's Theory of Action assumes that where there is policy and strategic alignment with stakeholders, grants will have a greater probability of achieving their intended impact. This is intended to be achieved through GPSA and World Bank sector teams helping to open doors for engagement with governments.

¹ https://www.ppda.go.ug/download/ppda_annual_reports/ppda_annual_reports/PPDA-Annual-Report-2017-2018.pdf
BMAU G-E Policy Brief 2-19 -Scaling up Gender Responsiveness in Public Procurement - A tool to enabling inclusive growth.

² The guidance emphasizes that the sending organisation (the implementer) should cover all costs related to participation including travel and reimbursement

GPSA seeks to:

- i) Support meaningful engagement between civil society and government.
- ii) Strengthen the capacity of civil society partnerships to engage in meaningfully and collaboratively in the policy making and implementation and service delivery processes.

These outputs will lead to:

- i) Governments taking up elements of collaborative social accountability processes to apply, sustain or scale up collaborative social accountability and/or inform substantive decisions.
- ii) Experiences in collaborative accountability generate knowledge and learning that can be applied by other stakeholders.
- iii) Vibrant and stronger partnership for collaborative social accountability.

The above will ultimately lead to achievement of the following outcomes:

- i) More effective Government-initiated policy reforms.
- ii) Better development outcomes.
- iii) Improved public service delivery.
- iv) Increased recognition and delivery of collaborative approaches in governance and development

Finally, this pathway to change toward the expected outcomes is underpinned by a set of critical assumptions. These are:

1. Engaging with citizen groups during policymaking leads to greater ownership and commitment, making reforms more sustainable.
2. When social accountability is complementary of broader government policy and programs, including service delivery systems, implementing agencies get better results in service delivery.
3. Coalitions within government and Bank sector teams recognize legitimacy and value conferred by social accountability processes and find opportunities to scale up approach to more programs and country systems.
4. Governments have the capacity and commitment to integrate inputs from civil society into policy choices.
5. Civil society capacity and Government willingness are key obstacles to collaborative social accountability.
6. GPSA Secretariat maintains capacity and funding to provide ongoing support to its active portfolio.
7. World Bank staff embrace approach to development that includes civil society and social accountability.
8. GPSA grantees use adaptive management to manage their programs.

To what extent do the results validate the GPSA Theory of Action?

Translating the GPSA's ToA to the particulars of this project results in the project ToA illustrated in figure 1. Depicting the project in this way gives us a frame on which to analyze the validity of the GPSA's ToA as applied to this project, including the abovementioned critical assumptions.

Findings from the desk review and KIIs revealed that planned interventions were the right ones and they led to the achievement of project objectives particularly in the education and health sectors. The project supported meaningful engagement between civil society and government through engaging communities and multi-sectoral stakeholders in contract monitoring and periodically bringing them together, during district and national validation meetings, to share project achievements and challenges as well as obtain feedback reports from community monitors. During validation meetings, districts and sectors shared experiences in collaborative accountability which provided a learning opportunity for other sectors and districts that were lagging. This resulted in government taking up elements of collaborative social accountability. For instance, contract monitoring was extended to sectors beyond those initially targeted as well as other sub-counties and districts. The districts started uploading more procurement information on the Government Procurement Portal (GPP), leading to enhanced transparency.

Strengthening the governance, institutional and technical capacity of civil society partnerships, particularly UCMC and member organizations, led to vibrant partnerships for collaborative social accountability. This was achieved through establishing a Code of Conduct and a Host Institution Agreement and formalizing relationships with members signing MoUs with the host institution (AFIC). This resulted in increased UCMC membership as well as more funding to foster open contracting.

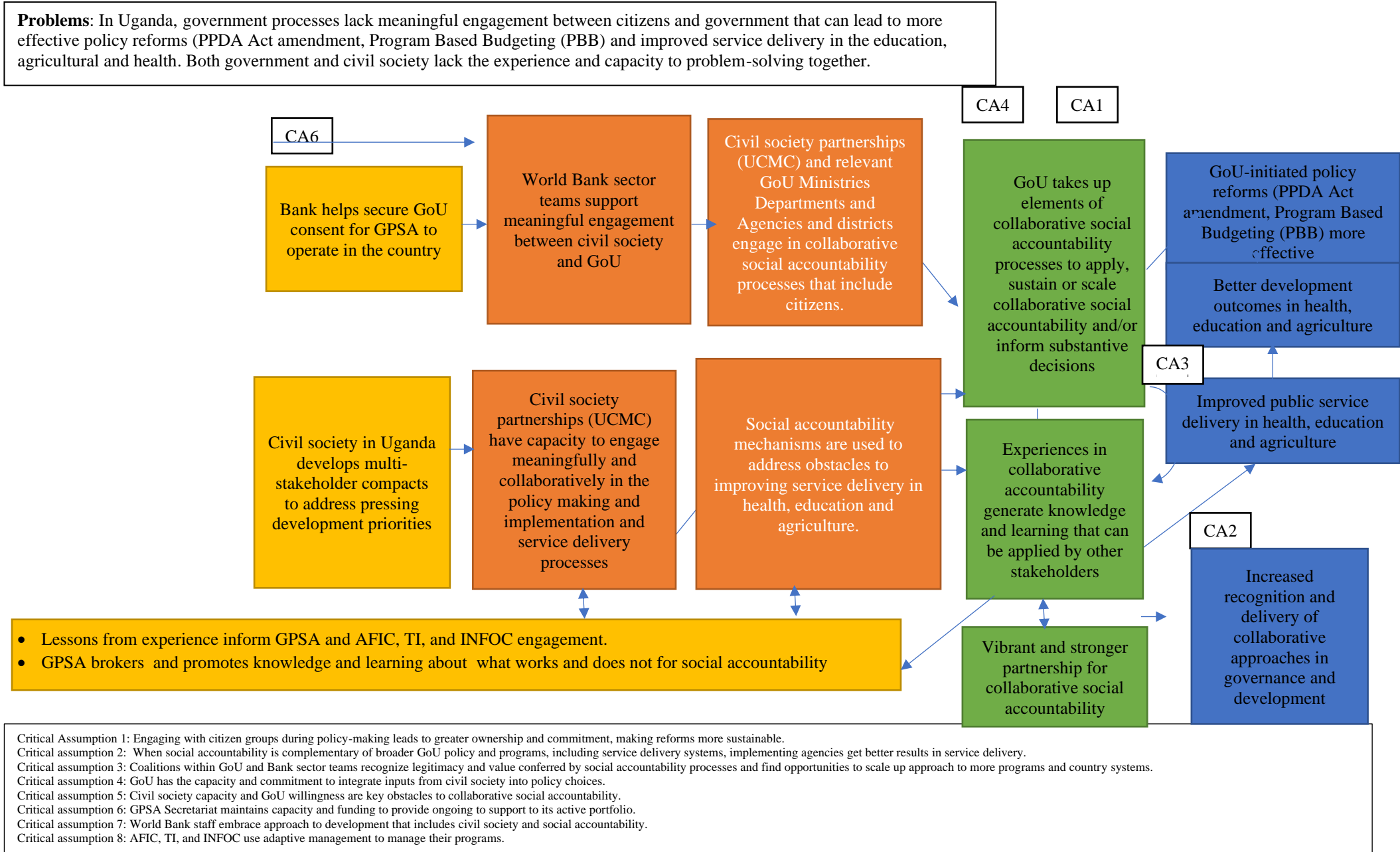
With increased civil society engagement in contract monitoring, improvements were reported in some service delivery outcomes particularly in education where school enrolment and staff retention improved. Improved relations between government and civil society resulted in policy and other strategic reforms, such as: the amendment of the PPDA Act to incorporate open contracting and citizen participation in monitoring public contracts; including CSOs in the PPDA Strategic Plan; MoFPED launching the National Framework for Collaborating with CSOs to monitor public contracts; and incorporating an open contracting module into the Civil Service College training curriculum. However, the realization of outcomes varied across sectors and districts. The sectors (education and health) and districts (Ntungamo) which allowed the project collaboration much earlier realized more improved service delivery outcomes.

The critical assumptions underpinning the GPSA ToA were deemed valid in this project:

Critical Assumption 1

Engaging with citizen groups during policymaking leads to greater ownership and commitment, making reforms more sustainable. This assumption was true as evidenced by communities taking upon themselves to regularly monitor projects and even mobilize resources to construct teacher's accommodation for instance in Ntungamo district where communities mobilized resources to construct teachers' accommodation, water tanks and fenced the school.

Figure 1: Project Theory of Action



Critical Assumption 2

When social accountability is complementary of broader government policy and programs, including service delivery systems, implementing agencies get better results in service delivery. This assumption was valid. The main complementary policy reform was the shift from output-based budgeting to Program Based Budgeting (PBB) in the financial year 2017/18. PBB replaced Output Based Budgeting which exhibited weaknesses including instances of mix-up of outputs and processes, and limited accountability in terms of ensuring that funded outputs contribute towards attaining desired results at outcome level. The other weakness was the absence of a well-defined system to enforce accountability. This new orientation of the government to focus on outcomes compels budget holders to make sure that funded activities lead to desired results. This has reinforced the call for more social accountability to the public to explain how funds were utilized. In addition, amendment of the PPDA Act to incorporate open contracting and citizen participation in monitoring public contracts will institutionalize civil society engagement in contract monitoring nationally which is likely to contribute to improved service delivery.

Critical Assumption 3

Coalitions within government and World Bank sector teams recognize legitimacy and value conferred by social accountability processes and find opportunities to scale up approach to more programs and country systems. This assumption was valid. The GoU and World Bank has made social accountability a part and parcel of the development agenda. To enhance social accountability, the Office of the Prime Minister (OPM) of Uganda which is responsible for monitoring government projects is using community-based information fora (barazas) for monitoring performance of programs implemented in the LGs. This platform enables citizens to participate in monitoring the use of public resources in the delivery of services at LG Level. The implementation of the barazas covers all districts and Kampala Capital City Authority. The CSOs are tapping into GoU initiatives and operations to scale up interventions to enhance community engagement in social accountability.

Critical Assumption 4

Governments have the capacity and commitment to integrate inputs from civil society into policy choices. This assumption was valid. Initially, there was a lot of CSOs mistrust by the government but later improved through regular dialogue with GoU and CSOs providing feedback which GoU deemed useful. This was documented in project reports and triangulated with findings from the field during this evaluation. There was willingness to integrate inputs from civil society into policies and guidelines. This was realized more in education and health sectors but very minimal in the agriculture sector mainly because there were no ongoing World Bank contracts hence the ministry officials did not feel obliged to release information.

Critical Assumption 5

Civil society capacity and government willingness are key obstacles to collaborative social accountability. This assumption was valid. With improved CSO capacity, the CSOs sensitized communities, conducted monitoring of contract implementation. The CSOs held leaders accountable through providing feedback from contract monitoring and tasking the government officials to provide accountability. Government willingness to release information improved with time following regular dialogue with CSOs and CSOs providing useful feedback to GoU.

Critical Assumption 6

The GPSA Secretariat maintains capacity and funding to provide ongoing support to its active portfolio. This was valid, GPSA provided funding and technical support to the project. This project had a local Task Team Leader (TTL), ongoing funding and received strong capacity building support making sure that AFIC and TIU were part of the communications with GPSA and participated in GPSA capacity building activities. This technical support contributed to delivery of project results. However, during the initial years of the project (2015-2016), the TTL did not have funds for monitoring the project, which limited routine supervision of the project. In addition, the reporting line for the project was to GPSA Washington, rather than Uganda which was reported to have limited the frequency of ongoing/on ground technical support.

Critical Assumption 7

World Bank staff embrace approach to development that includes civil society and social accountability. This assumption was valid. The TTL and sector staff that were relevant to this project via operations/contracts embraced the approach to development that includes civil society and social accountability. The embracing of civil society and social accountability was higher in sectors and districts which had ongoing World Bank projects than those that had none such as in the agriculture sector which could not allow the project to access contract information because they did not feel obliged. The project mitigated this by working with the districts through the decentralized system of governance.

Critical Assumption 8

GPSA grantees use adaptive management to manage their programs. This was valid, the partners adjusted appropriately to achieve project objectives. For instance, changing from working with districts that did not have on-going World Bank projects to those that had projects. If the project had not changed districts, it is most likely that it could not have received the good reception and cooperation from the districts since districts with no World Bank funding would not feel obliged to cooperate and hence the project would have been less effective.

In addition, the project adapted the initial plan of accessing contracts through sectors to accessing contracts through PPDA and the districts, since some sectors were hesitant to release contract information. This enabled the project to access many more contracts for monitoring than they would have accessed through sectors, and therefore enabled greater achievement. It was easier to access contracts through PPDA as the project directly assisted PPDA to fulfil its mandate of enhanced disclosure of contract information and contract monitoring. In addition, it was easier to access more contracts through districts as in the decentralized governance system, districts perform direct procurement and are less bureaucratic than sectors. Another significant adaptation occurred after the Mid-term Review when the project changed from monitoring services without contracts to monitoring contracts, realigning the project with its initial design.

5. Findings: Did the Project's Strategy Contribute to the Intended Outcomes?

This section provides an analysis of the extent to which the project achieved the following intended outcomes of the project, and how these were achieved:

- Civil society partnerships (lead grantee and partners) and relevant government counterparts engage in collaborative social accountability processes that include citizens.
- Promote learning and knowledge about what works and does not for social accountability.
- Social accountability mechanisms are used to address obstacles to improving targeted service delivery.

Outcome: Civil Society Partnerships (Lead Grantee and Partners) and Relevant Government Counterparts Engage in Collaborative Social Accountability Processes that Include Citizens

The findings under this outcome depict evidence that civil society partnerships (lead grantee and partners) and relevant government counterparts engaged in collaborative social accountability processes including citizens.

Enhanced disclosure of contract information and institutionalization of citizen engagement in public procurement monitoring. Through increased project and UCMC engagement with sectors and PPDA, there was enhanced disclosure of contract information by targeted sectors in the Government Procurement Portal (GPP). This enabled the project to access more contracts through the GPP under PPDA. This was realized after the project demonstrated value addition to PPDA work by analyzing information in the GPP and producing a report to PPDA with recommendations for improvements. The PPDA then requested for support from AFIC to re-design the GPP. This support helped PPDA to focus more on monitoring implementation, rather than contract award processes and was highly appreciated and acknowledged as a value-addition. Although accessing contract information through PPDA was not part of the initial project strategy, it contributed to the project objectives, albeit with a trade-off with less focus on sectors and more focus on districts. As a result, there was minimum influence on sectors as a whole, but more results were realized at district level.

In addition, PPDA reported that before the project they were not engaging CSOs and citizens in contract monitoring, but now CSOs are being incorporated into the PPDA Strategic Plan as part of the contract monitoring teams. This change resulted from AFIC harnessing its advocacy strengths to lobby and influence strategic government institutions. Capacity building of key stakeholders, including knowledge of citizen rights to access information and obligation of public officers to disclose information led to enhanced disclosure. The media engagement strategy created a ripple down effect to other districts and sub-counties since the media coverage reached beyond the project target area. Engaging with and building the capacity of media personnel to cover stories on open contracting provided citizens with more information on contract monitoring.

At district level, significant improvements in disclosure of contract information were reported. This was attributed to the project strategy of using collaborative and non-confrontational approaches which built a good relationship between UCMC and districts. For instance, Ntungamo district which had only uploaded three items in their procurement plan for 2015, uploaded fifteen items worth about UGX 4.5 billion in 2018/19. The district is currently said to be one of the top performers in disclosing contract information. Nebbi district was initially not uploading data on the GPP but had uploaded nine items worth about UGX 424 million in 2018/19 in their procurement plan. Nebbi municipality also uploaded seven items worth about UGX 798.9 million. Although not all districts are yet disclosing fully, with variation across districts (Ntungamo disclosing most and Nebbi disclosing the least), there is great improvement. The variations in achievement across geographical regions were

attributed to district leadership and the level of project engagement. For instance, Ntungamo district which allowed the project to access contracts earlier on had more engagement with the project than Nebbi district which allowed the project much later. Several KIIs interviewed similarly pointed out that trust building with districts was a gradual process as remarked by one KII respondent: *“The main achievement was breaking the ground and breaking the silence on disclosure of contract information. It was a new venture that is why they first focused on monitoring services, till the Mid-term Review opened their eyes. We had to first convince districts how this function would improve services.”*

In addition, Ministries, Departments and Agencies (MDAs) reported increasingly posting contract information on the portal. Some MDAs further reported sharing their bids in the print media. However, there were variations across sectors in disclosure of contract information to the project with education disclosing most, followed by health while agriculture disclosed the least.

Sharing contract information with AFIC, which was a major challenge at the beginning also improved with time after seeing benefits of collaborative engagement between government and CSOs. The increased trust was a result of regular dialogue and feedback from CSOs which GoU deemed to be adding value rather than fault finding as commonly characterizes most CSOs in Uganda. The existence of ongoing World Bank contracts in education and health, also aided trust, and made those sectors more open to sharing information than the agriculture sector.

However, it was pointed out that some sectors felt that some information was confidential and feared that once disclosed it could be used by competitors to win the follow-on bids. This made some MDAs only share relevant sections of the contracts as opposed to sharing everything.

Limited trust was noted in the Final Project Report and further confirmed by findings from KIIs: *“It is not easy for CSOs to gain trust with government due to the mutual suspicion. The fact that PPDA asked for help from AFIC was a huge achievement. It opened a relationship with the Government of Uganda and opened up trust,”* exclaimed one international KII respondent.

However, despite improvements in disclosure, several community level responses from different districts show that disclosure is still below the desired level. This implies that the project was too ambitious but on the right track, and that more sustained efforts are needed to realize the desired change. This also requires advocacy with high level political leadership support.

“Things have changed, there have been some improvements although contractors do not want to disclose information. They are aware that people are watching,” noted a male community member, FGD participant, Nakaseke district.

“The disclosure of information is still low because the district people are still not willing to disclose information. However, no matter what these contractors know, we shall reach and monitor what they are doing and even write reports hence this makes them put in more efforts in the work compared to how they were working before,” said one community monitor, FGD participant, Ntungamo district.

“My husband is a potential contractor, but they would invite them to bid yet the contract is already awarded to someone, so they use us to cover up their actions,” lamented one community FGD participant, Mityana district.

The CSOs through UCMC further collaborated with government to improve monitoring of contracts at national level as evidenced by the quote below. This was further institutionalized by including CSOs in the PPDA Strategic Plan to perform contract monitoring. *“This project opened our eyes on contract monitoring, the project was acting as a third eye. Initially, PPDA, focused mainly on the procurement process and did less monitoring of contract implementation,”* remarked one national level KII respondent.

The improved monitoring and supervision have enhanced timely completion of the contracts. The community monitors would notify the district leadership on the progress of contracts compelling contractors to follow timelines as much as possible.

Engagement of citizens in social accountability. Following sensitization sessions on right to access contract information and their role in contract monitoring, communities started getting involved in monitoring contracts and providing feedback to district authorities. Community monitors got involved in tracking services in their communities, not just for the three targeted sectors but others as well. For instance, in Ntungamo and Nakaseke districts, they monitored nutrition projects which was not under the targeted sectors but was a multi-sectoral issue.

Examples of Actions by Community Members across Districts

In Itojo sub-county, Ntungamo district, the community monitors intercepted the selling of cement meant for the road construction.

In Bwongyera sub-county, Ntungamo, district, a community monitor was able to intervene between the community and a gentleman who was selling expired drugs. The community monitor was contacted over the issue and he reported the case to police. The police intervened and apprehended the culprit.

In Ngoma sub-county, Nakaseke district, the community monitors followed up with the headmaster of Kalyaburo Primary School, who was conniving with teachers to misuse Universal Primary Education funds through listing ghost teachers and pupils. The community monitors raised to this issue and requested for a clean list of pupils and teachers, and those on the payroll. They cleaned it up from seventy-five pupils to the actual twenty-five that were in the school.

In Pajago sub-county, Nebbi district, in Pajago Primary School, the community followed up iron sheets that had been sold by the contractor and recovered 177 iron sheets.

Public participation in contracting processes. The project improved participation in public contracting processes. The project utilized a multi-sectoral engagement strategy as a way of involving the public in contracting processes. This entailed engagement of technical and political officials as well as communities. Sensitization of communities and training of community monitors regarding their right to access to information and monitoring public projects led to increased awareness of their rights and increased active participation in monitoring public contracts. The information provided on contract implementation by community monitors was a weak link within the government contract management processes. The government found the feedback useful and informative. The public

further participated in district validation meetings where progress and challenges were discussed, and community monitors provided more feedback to the technical and political leadership.

Improved informed decision making. The project utilized the multi-sectoral strategy to influence decision making through district validation meetings in all the five targeted districts. As a result, district officials pledged to implement recommendations from contract monitoring reports. The project further worked with strategically positioned MDAs such as PPDA and MoFPED who have the mandate to influence procurement policies and guidelines. However, only thirty-six percent of the recommendations made were adopted during the project implementation period. This was partly attributed to the limited implementation of recommendations made to sectors since some recommendations requiring changing the laws or policies, others requiring additional finances for implementation. Limited targeting of high-profile officials in the sectors and limited follow-up on recommendations were also mentioned.

In addition, citizens would provide feedback to AFIC and districts. The districts would then use it to make decisions. The project linked PPDA to community monitors who then started providing feedback to PPDA. This was used to take action such as including citizen monitoring in the PPDA Strategic Plan. Based on feedback from community monitors, PPDA realized there was a high rate of diversion of funds and started to monitor and audit small LG contracts in addition to the previous focus on high value contracts.

Strengthen the capacity of citizens and civil society to collectively and effectively demand accountability and value for money in public contracting. The training and community sensitization sessions conducted led to improved CSO and citizen knowledge and skills in contract monitoring and right to access information. As a result, communities started collectively demanding for accountability and transparency, for example demanding accountability for stolen hoarding materials and use of funds. This was realized across all geographical locations: *“We as leaders got capacity through training and we were able to sensitize citizens. In addition, community monitors who are citizens were trained to conduct contract monitoring, citizens are now in position to monitor Bills of Quantities (BoQs) to ensure the quoted materials are the ones being used,”* noted a national level KI.

“Our ability to monitor contracts has changed over time because we were trained to monitor projects,” reported a female community monitor, Nebbi district.

“Because of the training, we have acquired skills to be able to know what to do, how to do it, and what to monitor. For example, monitoring the materials used in construction such as sand and bricks,” said a male community monitor FGD participant, Ntungamo district.

However, it was noted that the termination of the INFOC contract contributed to very limited achievements under the agriculture sector which INFOC was responsible for. Although AFIC later took up this component, there was no disclosure of contracts at sector level. The Mid-term Review noted that there was a bias towards AFIC’s agenda of policy advocacy on open contracting nationally and regionally. This was corrected in the latter part of the project by focusing more on district level but led to minimal influence at sector level. The Mid-term Review further pointed out that the project was focusing on monitoring services without contracts. The End Term Evaluation established that

this had changed during the second half of the project, with more focus on accessing contracts through PPDA and the districts since the sectors were not forthcoming.

Outcome: Promote Learning and Knowledge About What Works and Does Not, for Social Accountability

Learning was assessed through establishing the extent to which the project gained and utilized knowledge, from both its own work and that of others, to influence its strategy, plans and actions. During the district and national validation meetings, the project shared achievements, limitations and lessons from various districts and sectors. During project implementation, several media engagements were done using platforms such as Facebook, Twitter and YouTube. The engagements aimed at increasing awareness on open contracting and sharing knowledge and learning.

The learning informed the implementation of strategies, development of communication messages and materials as well as the time of implementation. For example, stakeholders learnt from one district that holding radio talk shows at 7pm attracted more listenership than during other hours because people would have retired from the daily work and are home listening in. In Nakaseke district, it was learnt that facilitating field visits for journalists resulted in more coverage of social accountability stories. It built the confidence of communities in the journalists and gave the journalists the opportunity to collect more evidence to report on social accountability. This was scaled up in all other districts, and whenever there was a field activity the team would facilitate a resident journalist to visit which increased coverage and social accountability reporting.

Continued feedback and engagement in all districts and sectors even though they were hesitant and non-responsive yielded positive results. For example, the chief administrative officer in Mityana district was non-responsive and had not allowed the project to access contracts but the project continued to share and provide feedback of results from other districts and towards the end of the third year, he authorized access to contracts and even participated in two community engagements.

AFIC influenced partner states of the East African Procurement Forum to commit to open contracting, by sharing project achievements and lessons.

Outcome: Social Accountability Mechanisms are Used to Address Obstacles to Improving Targeted Service Delivery

Social accountability processes enabled communities, service providers, CSOs and government actors to focus on priority problems and problem solving for improved service delivery outcomes in education and health sectors.

Citizen participation led to reduced mismanagement of community resources. This achievement was mostly in the education and health sectors. In all districts, hoarding materials which were meant to be left in the community were being stolen by contractors. The project made communities aware that demolished building materials belong to the communities not the contractor. In some districts, citizens reported contractors who were stealing cement and they were arrested. In Nebbi district, Kisenge Primary School, the PTA chairperson realized that the contractor was taking away materials. He called AFIC, connected them to the resident district commissioner and district chairperson who ensured that the materials were returned to the school. In Nyamabare Primary School in Ntungamo district, communities demanded the hoarding materials which were being stolen by contractors. Citizens further demanded that heads of schools account for mismanaged resources, which led to improved use of resources and service delivery. The obstacles affecting service delivery were similar across health and education sectors and across districts.

However, community participation is still limited and hampered by illiteracy among some community monitors as indicated in these quotes: “...for us as residents, we don't know how much the budget is, some don't know how to read or even interpret it and even you who would have explained it to them you are in darkness. We only look on and say 'Eh these people have constructed a nice building!' You are not aware whether they were supposed to use 100 bags of cement but instead used eighty. The only thing they tell you is that they are going to construct for us a building of two blocks or three. The rest we are not involved,” said one male community monitor, FGD participant, Mityana district.

“The people on the sites would see us as wiseacres because the top people had not told us what was going to be done. Sometimes they would even lock you out of the gate and also as a monitor apart from seeing that they are working, there is nothing much you understand on what is going on. They would just help you to let you in and see what is going on,” said a female community monitor FGD participant, Nakaseke district.

“We normally see projects going on, signposts showing World Bank but actually we do not know who the contractor is and therefore monitoring it becomes complicated. Because we don't even know when and how it started,” mentioned a female community member FGD participant, Mityana district.

Improved service delivery outcomes due to increased community participation in school operations. With increased community participation in school operations, improvements were reported in service delivery and outcomes such as improved infrastructure, particularly in Ntungamo and Nebbi districts compared to Mityana, Nakaseke and Mubende districts. Communities for instance in Ntungamo district mobilized resources to construct teachers' accommodation, water tanks and fence the school. School enrolment improved for some schools such as Nyamabare Primary School in Ntungamo district (from eighty-two to 623 pupils) and Kisenge Primary School in Nebbi district. In addition, staffing levels improved in some schools, due to improved teacher accommodation (previously not provided by state) and associated lower absenteeism.

Under the health sector, community monitors reported a drug store which was selling expired drugs in Bwongyera sub-county, Ntungamo district. The case was reported to Uganda Police and the drug shop was closed. In Ngoma sub-county Nakaseke district, a hard-to-reach sub-county, in the contract for renovation of Ngoma Health Center IV Theatre, the whole veranda was supposed to be terrazzo finishing but this was only limited to the door entrance. This finding was presented to the district management and the officer in-charge of health committed to ensure that the contractor follows the specifications before the handover of the project.

Improved transparency and accountability. Through improved CSO engagement with local governments, improved disclosure of contracting information by leaders at district and sub-county levels was realized. All project districts reported increased transparency and accountability on the use of public funds. The project demystified disclosure of contracting information. Initially, disclosure was a big problem, the End of Project Report pointed out that it took AFIC eighteen months to access the first contract. This was affirmed by respondents as per one of the selected quotes below. “In some districts such as Nebbi, as high as ninety-five percent of district contracts were procured through selective bidding. This dropped to about sixty percent in subsequent years,” reported one national level KI.

At the macro level, the improvements in open contracting as a result of supporting improvement of the procurement portal and including an open contracting module the public service college curriculum are likely to impact positively on service delivery at sectoral and district level. Working through UCMC is having a multiplier effect on other districts where CSOs operate. The Ministry of Education and Sports (MoES) started requiring contractors to submit evidence that communities have received hoarding materials.

Corrections in Project Strategies, Justification and Implications

Changing of Project Districts

The project had been designed based on districts where World Bank projects were running. However, by the time the contract was awarded to AFIC, and disbursement of funds made, those projects had ended. New districts with ongoing World Bank funded projects were identified, and the change of districts justified as districts with ongoing World Bank contracts are more likely to comply and cooperate with funders. This was shown in the agriculture sector where there was very limited cooperation, due to lack of an ongoing World Bank project. The project hence achieved more results than if it had remained in districts with no ongoing World Bank contracts.

Dropping One of the Implementing Partners

AFIC had issues with one implementing partner, INFOC, following project procedures. This resulted in termination of their contract, and later AFIC got approval to take over the support to the agriculture sector directly. This delayed implementation of the agriculture component and contributed to limited achievements under the sector and some targets. AFIC reports the termination of INFOC's contract led to improved project achievements, as progress was not as expected under INFOC. However, INFOC refutes this, saying that by the time of contract termination, they had conducted consensus building meetings among stakeholders, stakeholder mapping, developed a stakeholder engagement plan, obtained MoUs with Mityana and Nakaseke districts, developed ten monitoring tools and had conducted capacity assessment of community monitors. Establishing conclusive evidence of whether it was justified to drop INFOC or not, would require a deep investigative study into the allegations on both sides. Given the brief data obtained by this evaluation, dropping INFOC negatively affected the project achievements under the agriculture component.

Accessing Contracts through GPP and Districts

The project had initially planned to access contracts through sectors, as was the appropriate protocol. However, the sectors were not forthcoming, and they ended up accessing most contracts through the GPP and districts. This eased the work and enabled AFIC to assess many more contracts than targeted, resulting in more efficiencies and greater achievements. This revealed that in the decentralized governance system, LGs are more appropriate entry points than central government. Both government and CSO respondents confirmed this as shown in the following quotes: *"It was not easy to access contracts, AFIC was using the Access to Information Act to request for the contracts but was also trying to build a relationship with the sectors. Most of the contracts were not accessed through sectors, but rather through the districts or PPDA. For health, district health officers were the entry points, while district education officers were for education"*, according to one KII government respondent. *"The reason for not availing contracts is simply poor perception of government officials towards accountability. They always find it hard to reveal information as they consider that to be some form of auditing"*, commented one KII CSO respondent.

Monitoring More Contracts Beyond the World Bank Funding

Originally, the project was designed to only monitor the World Bank projects in targeted districts and sub-counties. However, the project decided to track all available contracts in the targeted districts, expanding to other sub-counties. This expanded the reach of the project into new projects and geographical areas, leading to increased contract monitoring.

6. Findings: What Unintended Outcomes Were Produced?

Positive Unintended Outcomes Including Spill Over Effects

Several positive unintended outcomes were realized as a result of project implementation, including:

Scaling up to other sectors, districts and sub-counties through UCMC members. As a result of project interventions in contract monitoring and sharing information with various stakeholders through district and national validation meetings as well as social media, other sectors were influenced and started monitoring contracts beyond the targeted three sectors, for instance the water sector. There was also a spill over to neighboring sub-counties and districts such as Kyegegwa, Sembabule and Gomba. The radio talk shows would send information to other neighboring areas. This would be evident on calls made by people from different districts during the discussions.

In recognition of the importance of open contracting, PPDA has developed a framework to work more with CSOs, such as Civil Society Budget Advocacy Group, Anticorruption Coalition and Uganda Debt Network on open contracting. This was because of continued engagement with UCMC and PPDA as well as sharing information on open contracting. PPDA appreciated the feedback given by CSOs and decided to engage them in a more structured manner.

The PPDA Act was amended to incorporate open contracting and citizen participation on monitoring public contracts. This was after recognizing the value addition of CSOs in contract monitoring as well as advocacy efforts by AFIC.

The open contracting module was incorporated into the Civil Service College Curriculum. As a result of collaborative engagement between AFIC and GoU, a recommendation to the Public Service sector was made to include a module on open contracting on the Civil Service College curriculum. The module was developed with technical support from the project and AFIC conducted the first training.

The MoFPED launched the National Framework for Collaborating with CSOs in monitoring public contracts. The framework provides for CSOs across the country to access and monitor contracts. This emerged from the project's approach of engaging strategic GoU institutions including MoFPED by sharing project achievements and feedback on contract monitoring.

The project supported the PPDA to re-design the GPP. This was not part of the initial project strategies but contributed to increased access to contracts for monitoring beyond what they had obtained through the sectors.

AFIC received an award from PPDA for promoting open contracting. Previously, PPDA largely focused on high value contracts for procurement audits, but after realizing a high rate of diversion of funds, PPDA started sampling small LG contracts for monitoring.

Increased appreciation of open contracting at East African procurement level. AFIC was invited to make a presentation on open contracting and citizen involvement in contract monitoring at the East African Procurement Forum. Inspired by the presentation, Tanzania Procurement Authority requested that AFIC propose a paragraph on open contracting as part of the meeting resolution. AFIC drafted a resolution for partner states to embrace open contracting and prioritize enterprises led by disadvantaged groups especially women, youth and people with disabilities. This was after AFIC presented analysis that around sixty-five percent of the national budget in East African countries was spent through public procurement, yet participation of women-led enterprises was very low. Partner states agreed to commit to open contracting and passed these two resolutions on public procurement.

Scaling up the project in other countries. Based on learning from this project, the William and Flora Hewlett Foundation funded similar interventions in Senegal and Ghana. In addition, Hewlett Packard, DGF, USA Results for Development and the IDRC Canada provided more funds to AFIC and UCMC to scale up open contracting in Uganda.

Negative Unintended Outcomes

Unintended outcomes mentioned were as follows:

During one of the project's contract monitoring visits, a child below eighteen years old was found on the site working and this was reported as child labor and was addressed through relevant authorities. This resulted in dismissal of the child which could have caused the family to lose that source of income.

During the initial project stages, districts cooperated in sharing information, but some information got to the public. As a result, some districts felt betrayed and were reluctant to disclose contract information which was counterproductive. This was overcome by agreeing on the confidentiality code of conduct and enforcing it.

7. Findings: Capacities to Implement Collaborative Social Accountability Projects

The UCMC members received capacity strengthening interventions through a mix of methods that included structured trainings, exchange visits, on the job mentorships and feedback on performance. This contributed to the achievement of outcomes. UCMC received capacity strengthening interventions in:

- constructive engagement, which entailed mutual dialogue with relevant technical and political leaders to agree on action points and address identified issues.
- open communication, including the legal framework, right to access information, communication, advocacy, mobilizing communities and public participation.
- contract monitoring, including collecting and analyzing data as well as disseminating information.
- governance and resource mobilization through supporting the development of management instruments for UCMC such as the revision of a MoU between UCMC and its members.
- proposal writing.

These interventions contributed to achieving the following results.

Civil Society Grantees Have Improved Capacity to Engage Meaningfully and Collaboratively in the Policy Making and Implementation and Service Delivery Processes

The evaluation established that the capacity for civil society grantees to engage meaningfully and collaboratively in the policy making and implementation as well as service delivery processes improved. This was evidenced by the following achievements:

Ability to Create and Sustain Collective Action With Civil Society Partners

Through UCMC, members formalized relationships by signing MoUs with the host institution, AFIC, to create and sustain collective action on social accountability. Using the acquired knowledge and skills, members joined efforts to write proposals and jointly lobby for more funding. As a result, UCMC members accessed funds from other donors such as DGF to monitor public contracts in Uganda. The UCMC members jointly performed contract monitoring and advocated for disclosure and participation in public contracting at district and sector levels.

However, some respondents pointed out that UCMC did not seem to be working as a coalition, particularly in initial stages, rather it seemed that AFIC was working alone. This was partly attributed to AFIC being the prime contractor, the host institution for UCMC, and a fiscal agent working as its secretariat but also as a member of the coalition. This was pointed out by national level respondents as shown by selected quotes below. *“AFIC being the holder of the money, could have overshadowed the coalition. There was no way for equal powers since they were the contract holders,”* reported one KII respondent. *“At times it was not clear whether it was UCMC doing the work or AFIC. It was as if AFIC was running the show alone,”* remarked another.

Ability to Create and Sustain Collaboration, Coordination, Commitment of Providers and Government Officials

The project strengthened the capacity of UCMC to collaborate and coordinate with key government institutions such as PPDA and MoFPED for improved engagement in contract monitoring. Through structured trainings, exchange visits, and on the job mentorship on contract monitoring and right of access to information, UCMC members emerged with a unified voice and provided regular joint feedback to MDAs who in turn appreciated the usefulness of the feedback. As a result, formal relations were established through MoFPED launching a National Framework for Collaborating with CSOs to monitor public contracts. In addition, PPDA included CSOs in its Strategic Plan to perform contract monitoring.

Organizational and Operational Capability to Manage and Implement Projects

UCMC’s organizational and operational capability to manage and implement projects was enhanced by instituting a code of conduct for UCMC members, and formalizing membership by signing MoUs with the host institution. As a result of capacity strengthening, new members were enrolled, increasing UCMC membership by fifty-six percent. In addition, contract monitoring tools for CSOs were developed. Member CSOs are still using these tools and methodologies.

The following quotes attest to the achievements as a result of capacity strengthening interventions received across districts: *“Our ability to monitor contracts has changed over time because we were trained to monitor projects,”* reported a female community monitor, Nebbi district. *“Because of the training, we have acquired skills to be able to know what to do, how to do it, and what to monitor. For example, monitoring the materials used in construction such as sand and bricks,”* said a male community monitor FGD participant, Ntungamo district.

Evidence informed decision-making improved, due to an increase in joint community-institution decision-making. Health facilities and schools started making joint decisions to improve service delivery after being empowered with information. Citizens would provide feedback to AFIC and districts. The districts would then use it to make decisions, for instance demanding that contractors deliver as per contract and ensuring that hoarding materials are returned to communities. After PPDA was linked to citizens who were monitoring contracts, PPDA started using citizens’ feedback to take action such as including citizen monitoring in the PPDA Strategic Plan. Some districts, such as Mityana, established project management committees that included community members that would point out project shortfalls. As a result, there was increased red flagging of unplanned contracts and reduced diversion of GoU funds.

Analytical Capacities, Ability to Apply Problem-Driven Approaches for Results and Other Relevant Technical Competencies

AFIC and UCMC displayed analytical capacities in applying problem-driven approaches for results, as well as other relevant technical competencies. For instance, when contracts were not forthcoming from the sectors, the project analyzed information in the GPP and presented it to PPDA, citing gaps. The project was then requested by PPDA to support the improvement of GPP, which in turn enabled the project to access many more contracts for monitoring. In addition, the project understood the decentralized system of governance in Uganda and was able to access more contracts through districts. The existing data analysis and open contracting knowledge of UCMC members, was used to analyze data and present findings to key stakeholders during validation meetings.

Adaptability, Ability to Course Correct Based on Emerging Knowledge and Learning, New Data and Information, Others’ Insights and Changes in the Context

The project was able to adapt to the changing context to achieve the project objectives. For instance, faced with no ongoing World Bank projects in the initially selected districts by the time the contract was awarded, the project selected new districts. This was justified to ensure contract information would be shared with the project and ensure achievement of project objectives. In addition, when unable to access contracts through sectors, the project adjusted the strategy and accessed them through PPDA and districts. These changes were justified given the changes in context and enabled the project to realize the desired outcomes.

Although stakeholders indicated having capacities, as discussed in this section, some needs emerged. CSOs highlighted the need for more training in proposal development and fundraising, while communities wanted training to help to understand and interpret the content of contracts and contract monitoring.

8. Findings: Have The Project's Lessons Informed Broader Reform Efforts?

Broader Reform Efforts Informed by Project's Lessons Learnt

Broader adoption is said to have taken place when governments and other stakeholders adopt, expand, and build on the initiatives that the GPSA funds. This could be during program/project implementation or afterwards, as a result of any initial successes. Broader adoption can happen in five ways: sustaining, mainstreaming, replication, scaling-up, and market change.

This section elaborates some of the broader reform efforts that were informed by lessons learned during the implementation of the project. It includes elements of collaborative social accountability that were taken up by governments beyond individual GPSA projects.

Continued Scaling-Up of Similar Interventions by Other Development Partners and CSOs in Uganda

The collaboration and partnerships established by the project included UCMC members as well as other development partners. As a result, DGF has contracted AFIC and UCMC to build capacity of over 200 CSOs in open contracting and transparency. There was also a multiplier effect of contract monitoring on other sectors, district departments and sub-counties beyond the targeted ones. Interventions were further scaled up in other districts including Kyegegwa, Sembabule and Gomba. District level engagements have resulted into commitments and willingness by some districts to have continued community engagement as a 'third eye' to monitor contracts, including, reportedly, in new sectors such as water and sanitation, and works and transport.

Development of a Methodology for Assessing Procurement Systems

Based on the experience and skills obtained by the project, a Methodology for Assessing Procurement Systems (MAPS) was developed. This will continue to be applied by UCMC members even after the project closure.

Regional Commitments to Open Contracting

Member countries of the regional East African Procurement Forum committed to open contracting by passing the resolution that was drafted by AFIC. In addition, affirmative action was made to encourage the awarding of contracts to enterprises led by disadvantaged groups especially women, youth and people with disabilities. Global partnerships initiated by AFIC resulted in the establishment of an open contracting working group comprised of AFIC members from several countries including Uganda, Kenya, Nigeria, Malawi, Ghana, Cameroon and Sierra Leone.

This is in line with the East African Procurement Forum recommendation to the East African Community Secretariat to expedite the approval of the harmonized East African Public Procurement Policy and Legislation through its structures in accordance with the provisions of the East African Common Market Protocol and the East African Monetary Union (PPDA, 2018).

Scaling-Up Similar Interventions to Other Countries

Having learnt from this project, similar interventions have been scaled up in other countries funded by William and Flora Hewlett Foundation, Hewlett Packard, DGF, USA Results for Development. IDRC Canada provided more funds to AFIC and UCMC to scale up open contracting, because of the

project sharing achievements and lessons learnt in various international fora. This has enhanced the continuity of project interventions and is likely to enhance the sustainability of project interventions.

Elements of Collaborative Social Accountability are Taken Up by Governments Beyond Individual GPSA Projects

The evaluation assessed the extent to which the government sought to adopt social accountability processes and sectoral lessons beyond GPSA grant.

Amendment of PPDA Act to Incorporate Open Contracting and Citizen Participation

The project contributed to the amendment of the PPDA Act to include open contracting and public participation in monitoring contracts. This was after AFIC made a presentation to PPDA featuring the project achievements and the role played by CSOs and community monitors in monitoring contracts. PPDA also analyzed the kind of feedback provided to the districts.

Institutionalization of CSO and Citizen Monitoring of Contracts by PPDA

Through the project's lobbying and advocacy, the PPDA Act was amended to incorporate open contracting and citizen participation in monitoring public contracts. The project further influenced PPDA to include CSOs in their strategic plan and to develop a framework to work more with CSOs on open contracting and social accountability. These CSOs included the Civil Society Budget Advocacy Group, anticorruption coalition and Uganda Debt Network. Continuous engagement with PPDA and CSOs resulted into PPDA drafting a tool for CSOs to use while monitoring contracts. This process was led by AFIC.

Incorporation of Open Contracting Module into the Civil Service College Curriculum

AFIC made a recommendation to the Ministry of Public Service to include a module on open contracting on the Civil Service College curriculum. This was accepted and the module was developed with technical support from AFIC. In addition, AFIC conducted the first training.

Launch of the National Framework for Collaborating with CSOs

The project inspired MoFPED to launch a National Framework for Collaborating with CSOs to monitor public contracts, with a launch event on 30th October 2019. This provides a framework for CSOs across the country to access and monitor contracts, with obligations for GoU, PPDA and civil society. During the launch speech by the PPDA Director, he said he was inspired by the quality of feedback from AFIC which had improved their decision making. This will ensure continued involvement of CSOs and citizens in monitoring public contracts.

Space Opening for Citizen Participation in Contract Monitoring

Through sensitization and engagement of citizens in contract monitoring, the project was reported to have pioneered the opening of space for citizens to monitor public contracting processes. Pupils and parents were engaged in monitoring contracts for school projects. Increased citizen participation was reported across all districts as evidenced by the following quotes from KII respondents at district level: *“Initially it was To Whom It May Concern but now citizens are on board,”* and *“Head teachers of schools and school management committees had never accessed copies of contracts for projects taking place in their schools. This was a key empowering thing to access contracts and improved their monitoring.”*

Strengthened Macro and Micro Domain of Public Procurement

The project contributed towards strengthening procurement and social accountability at macro (national) level and micro (local authorities) level. This was through training and engagement of the ministries, districts and communities in contract monitoring as well as facilitating improvement in the GPP at PPDA. The macro-engagement with government officials was particularly among PPDA, MoES and MoH. The micro-engagement was evident at district and community level, which was not only documented in project reports but was also pointed out by key stakeholders in KIIs: “... *I visited Nyamabare and St. Lawrence primary schools in Ntungamo district and witnessed good connection between teachers and pupils who were interacting with government officials in an open and frank manner.*”

What Worked Well

There were several things that worked well during the project implementation period. These included:

Stakeholder Engagement at All Levels

The project engaged different stakeholders at national, district and community levels. These included the technocrats, political leaders, CSOs, media, and community members. Involvement of different stakeholders at different levels enhanced ownership of project interventions and provided a broad base for contract monitoring. Increased ownership was demonstrated through communities mobilizing their own resources for additional work. For instance, in Ntungamo district, communities mobilized resources to construct teachers’ accommodation, water tanks and fence the school.

Empowering Citizens with Knowledge and Information

Capacity strengthening for community monitors and citizens equipped them with the necessary knowledge and skills to perform contract monitoring. Regular sharing of information with citizens on open contracting, and community sensitization meetings gave them confidence and empowered them to monitor contracts and demand social accountability.

Collaborative and Non-Confrontational Engagement with MDAs

The collaborative and non-confrontational approach employed by CSOs under this project yielded a positive relationship between CSOs and MDAs. When MDAs realized that the feedback was useful to them, they became more cooperative, which was essential for building trust. Districts and sectors increasingly opened up, allowing more access to contracts in the latter half of the project as documented in the project reports. This was triangulated with findings from the field as presented in the following quote from a national level implementing partner: “*It was not easy at first, people looked at us with suspicion as if we are auditor general officials, but building a relationship took some time. Assuring them that you are not taking things to the media to expose their mistakes made people see we are interested in helping them.*”

Engaging Strategic Government Institutions

The project engaged strategic government institutions with the relevant procurement regulatory mandate, such as PPDA and MoFPED. This facilitated influencing policy and accessing contract information. The strategic engagements resulted in the amendment of the PPDA Act, incorporation of CSOs into the PPDA Strategic Plan and the launch of the MoFPED National Framework for Collaboration with CSOs as discussed in the previous sections.

Things that Did Not Work Well

Denied and Delayed Access to Contract Information

Some sectors such as MAAIF were not willing to disclose contract information, while other sectors, such as MoH, responded but took a long time to come on board. Even those that responded early such as MoES and MOH, did not fully disclose all their contracts. The project therefore modified the strategy and accessed more contracts through the districts and PPDA.

Inadequate Sanctions for Non-Compliance

Implementers pointed out that having the law on access to information was not enough without adequate sanctions to enforce it. Without anticipation of sanctions, public officials will remain reluctant to share contract information.

Not Working through Established Government Structures

The project deliberately did not work through established government structures such as the school and health facility management committees, or local councils (LCs) for contract monitoring, which limits direct sustainability. This was a weakness in the project design where the entry point was communities themselves rather than existing government structures at community level.

Communication Mechanism among Implementing Partners as Well as between Partners and the World Bank

Some stakeholders cited that the World Bank was only communicating to the prime partner and not to other partners which created a communication gap. It was also reported that there were no mediation and conflict resolution mechanisms at AFIC and UCMC level. This disadvantaged some partners such as INFOC and negatively affected the implementation of some activities.

Use of Information Walls

The information wall project activity did not work well. This may be due to lack of a feasibility assessment to understand the associated costs and applicability. It was reported that they were very costly, and some schools had no available walls for them.

Community Meetings

Community members were unwilling and hesitant to join community sensitization meetings, with many expecting compensations such as transport refund. This is a contextual issue that is commonly faced by all service providers at community level. This challenge has been recognized by GoU, thus prompting OPM and UN agencies in Uganda to issue formal guidance on the Harmonized Allowances for Government and Non-government Entities and Individuals Participating in Development Partner Funded Activities, Programmes and Events (2019). One of the things emphasized in the guidance is that the sending organization (the implementer) should cover all costs related to participation including travel and reimbursement. This was also partly attributed to the limited engagement of existing structures such as the school and health facility management committees, sub-county Community Development Officers (CDOs), LCs, and Village Health Teams (VHTs) that are rooted in the communities and have direct contact to community members.

9. Findings: Will the Results be Sustainable?

The evaluation assessed the project's sustainability, considering among other factors those relevant for the project's strategy and the GPSA's approach. This included coordination, coherence and

complementarity between its interventions and the programs and reform efforts of other stakeholders including but not limited to the World Bank, capacity development of key stakeholders, coalition building strategy, and fit of the project's strategy with the sectoral political economy context, including but not limited to the sector's delivery chains.

Relationships Established to Carry on Project Interventions after Project Closure

Relationships foster sustainability because stakeholders are likely to continue implementing interventions after the project has closed. The project established relationships such as:

- The multi-sectoral coordination arrangements involving technical and political officers as well as communities.
- The MoUs signed with sectors, districts, UCMC members, CSOs and the media ensured coherence and a likely continuation of monitoring contracts. The relationship established between citizens and district authorities is likely to continue project interventions after project closure. It was reported that even after project closure, some community monitors were still actively monitoring projects and providing feedback to the districts.
- The coordination between PPDA, UCMC and community monitors is likely to foster continued contract monitoring, information sharing and feedback from communities. This was enhanced by incorporating CSOs into PPDA Strategic Plan.
- The relationship between CSOs and MoFPED and using the established National Framework for Collaborating with CSOs will ensure continued CSO and community involvement in contract monitoring.

The open contracting module which was incorporated into the Ministry of Public Service Civil Service College will continually be used to train public servants on open contracting.

- The trained community monitors are likely to continue working for some time. However, they will need facilitation and close monitoring to maintain the morale and scale of operation.
- As a result of relationships with other funding mechanisms such as the Global Partnership for Education (GPE), some school communities went beyond monitoring contracts and mobilized their own resources to cover infrastructure gaps which they are likely to continue doing.

Conditions for Sustaining Project Results

The above established relationships will continue to contribute towards sustainability under the following conditions:

Collaborative Public Participation

Collaborative public participation is critical for sustainability as it increases community and citizen's ownership and responsibility over implemented projects. This citizen-led monitoring of projects creates confidence among citizens to hold project implementers accountable, thus is a condition for sustaining project results. Citizens started viewing public projects as their own as opposed to the previous perception that they were 'World Bank' or 'GoU' projects. Parents and pupils expressed interest in monitoring ongoing contracts. This made communities start questioning certain things that

were not going well. Increased ownership of the project resulting from collaborative public participation was reported by national level respondents as well as community members: “*The tone of the language changed from ‘World Bank school’ to ‘our school,’*” said one KII respondent. “*; previously we had projects like water sources and others but when a borehole got any mechanical problem, we would say that, that borehole belongs to the district or even name it after a certain leader’s name but when AFIC came in, the ownership attitude changed to ‘our borehole,’*” reported one community respondent.

Due to increased engagement and ownership of projects, communities mobilized themselves to raise supplementary resources. For instance, in Nyamabare sub-county, Ntungamo district, the community sold hoarding materials and supplemented those funds to buy a bigger water tank than what had been provided. They bought a 10,000-litre water tank and fenced the school to protect trees from animals that were ravaging them. Old structures were transformed into teacher’s quarters, and they contributed food for teachers who were going to live at the school. They further introduced a boarding section. Parents are getting more involved in setting priorities depending on what is needed. Parents reported planning to install solar lighting system at the school, they had even started pooling money for that.

Constructive and Non-Confrontational Engagement between CSOs and GOU Entities

To enhance social accountability, the CSOs should strengthen collaborative and constructive relationships with government which demonstrate value addition rather being only fault finding.

Incorporating Social Accountability in Contracts

Making social accountability a requirement with a related clause in the contract enhances disclosure and social accountability. This compels contract holders to disclose contract information or otherwise face sanctions. The public financial management law requires engagement with stakeholders, which creates an enabling environment for social accountability.

Including Punitive Measures in Relevant Laws and Regulations

Passing and enforcing relevant laws, regulations and punitive measures for non-compliance will enhance disclosure of contract information and social accountability. This will enhance sustainability of the practice of disclosing contract information.

Wide Dissemination of Lessons Learnt

Widely sharing lessons learnt for replication in other districts enhances scaling up of interventions beyond the targeted areas.

Working through Existing Government Structures

Working through established government structures such as school and health facility management committees and local councils in contract monitoring enhances sustainability since these structures will remain in communities and live beyond the project.

Coalition Building

Coalition building through UCMC and capacity strengthening of its members is likely to enhance sustainability through continually applying the technical skills gained within the coalition and individual member organizations.

Although collaborative public participation and relevant laws are in place, there is a need to make social accountability a mandatory requirement in contracts, strengthen enforcement relevant laws and regulations, widely share lessons learnt with districts and sectors, and utilize existing government structures to perform contract monitoring.

The Risk that Outcomes Achieved may not be Sustainable

According to key stakeholders interviewed, behavior is learned and can be unlearned. Therefore, although citizens are monitoring contracts, they are likely to lose motivation if there is no regular engagement or actions taken to address their issues. This calls for continuous sensitization. There is high mobility among government officials, yet these good practices are contingent on champions within government. Without continuous capacity building, it is likely that when the trained officials move to other sectors or districts, they leave a capacity gap. The next generation leaders may not sustain these commitments and the momentum. This can be further mitigated through training and engaging several technical officials so that when some move to other jobs, the gap is minimized.

The evaluation established that often there is political influence in procurement processes both at national and district levels. Respondents pointed out that public procurement was the main source of election financing, with politicians swindling money to bribe voters during elections. As long as voter bribery and commercialization of politics is not checked, this is likely to continue, which calls for continuous engagement of citizen groups to keep them focused. Political interference is therefore a potential risk as pointed out by implementing partners in one of the selected quotes: *“Some politicians get on board due to their relationship and connections, and their top priority is to reward the one that have helped them to make it,”*.

Community sensitization and dialogue meetings may not be sustainable without external financial support, as previously provided by the project. This is due to various logistical requirements, essential for mobilizing such meetings. Other factors mentioned that may hinder sustainability include:

Limited Utilization of Existing Structures

There was limited use of existing structures for instance school and health facility management committees, CDOs and VHTs. This was partly attributed to an oversight at design stage whereby the project went directly to communities. In addition, the niche for AFIC was in advocacy rather than in service delivery, this could have affected the selection of community entry points. The selected community monitors were not necessarily part of these existing structures and hence may cease to function after the project closure. This is likely to hinder continuity of project outcomes.

Limited Alternative Sources of Funding and Facilitation for CSOs and Citizens to Continue Monitoring Contracts

This was re-echoed in various districts by respondents at different levels as shown in quotes: *“... yes the project is there, but you need to monitor the components, if an officer does not have fuel to conduct monitoring activities, there is nothing much they can do,”* mentioned one KII respondent in Mityana district. *“When this project closes, we are likely to go back to our usual ways if we monitors are not empowered to continue monitoring. We need support inform of facilitation such as transport and airtime for mobilization,”* said a male FGD participant in Ntungamo district.

Challenges

The CSOs and media that were involved in implementing the project at national and district levels were asked about the most common challenges during the period of implementation. These were: limited community awareness of their right to demand for accountability (63%, n = 19), followed by delayed access to contract information (58%), denied access to contract information (53%), limited resources for implementing and monitoring project activities (37%) and limited community demand for accountability (37%) as presented in Table 1.

Challenges faced during the period of implementation	Percentage
Limited awareness by the community of the right to demand accountability	63
Delayed access to contract information	58
Denied access to contract information	53
Limited resources for implementing and monitoring project activities	37
Limited community demand for accountability	37
Limited technical capacity	32
Low media coverage on social accountability issues	21
Different CSO priorities	16
Late start of contracts to be monitored	11
Limited implementation of recommendations made	5

Table 1: Challenges Faced During Implementation

The KIIs and community monitors were also asked about challenges faced during the period of implementation. They cited challenges including:

Limited Disclosure of Contract Information and Delayed Access to Contracts

AFIC reported it took eighteen months to avail the first contract for monitoring. The delayed access to contracts contributed to the project not achieving some targets including those for dialogue meetings, information walls, and community monitors trained, particularly in the agriculture sector. The MDAs had a lot of mistrust and suspicion towards CSOs fearing how they would use the information. The public had a lot of interest in contracts, but government officials only wanted to disclose what they thought was clean.

Centralized Procurement by Government Agencies Limited Access to Contracts

Procurement for the monitored contracts under agriculture was done by NAADS, while OWC conducted the distribution of supplies to the districts. The OWC did not have the contracts to share with the project for monitoring, since contracting was done by NAADS at the center. Under the health sector, medicine is procured by the National Medical Stores, and the districts simply ask for refills so there are no contracts to monitor at district level. This challenge of limited contracts to monitor was overcome by accessing the contracts through the GPP. The PPDA and MoFPED also helped to clarify that contracts are public documents that are supposed to be shared with the public.

Limited Political Will at National and District Level

Some respondents mentioned that the lack of political will to support activities related to enhancing social accountability was a challenge. Political leaders are considered to not want to disclose contract information so they can manipulate the process for their personal gain. The limited political will was also demonstrated by GoU having several laws, policies and institutions to address corruption in public procurement, yet very minimal implementation and enforcement. The limited political will was also mentioned by other CSOs in different fora. For instance, ACODE Policy Dialogue Series Number 112010 presented a thesis report of proceedings from the 7th state of the nation platform pointing out public corruption and lack of political will to fight corruption. The report cited limited political will as the main reason for poor services in hospitals (rotten facilities and not enough drugs) and schools (crowded classrooms with inadequate scholastic materials).

This was further highlighted in a 2016 analysis of the public sector reforms in Uganda “*while Uganda has strong upstream governance and accountability architecture, as well as legal mandates of international standards ideal for reform, in practice there is deliberate circumvention of these standards by the ruling elite*” (ESID, 2016).

Inadequate Involvement of Citizens in Project Design

Some community members pointed out that they were not engaged in the project especially at project design phase as well as planning of activities but rather got involved in the implementation phase. This limited full ownership of project interventions and is likely to affect continuity of project achievements. This limited involvement was reported across districts as illustrated in the following quote from a KII respondent in Nakaseke district: “*Projects are planned at the center, and we are only told to implement. This should rather be a down-upward planning and not imposing projects on communities.*”

Community participation is also hampered by illiteracy among some community monitors which calls for more investment in capacity strengthening, close mentorship and regular supervision of community monitors to sustain their work.

Limited Enforcement of Social Accountability

Several stakeholders across the districts and lower local government reported limited enforcement of social accountability measures. This hinders disclosure of contract information and continuity of project outcomes. There are no punitive measures enforced on those that do not disclose contract information, hence many public officials choose not to disclose the information.

Late Contract Award and Start of the Project

The project contract had been designed based on other districts that had other ongoing World Bank projects. However, by the time the contract was awarded, and disbursement of funds made to AFIC, these projects had closed. This necessitated the selection of new districts for project implementation, which affected time efficiency.

Limited Project Scope/Coverage

The project only targeted five out of 134 districts which was seen as ‘a drop in the ocean’ given the situation of social accountability and disclosure of contract information across sectors and districts. The interventions are relevant and needed in all districts. It is however important to note that the

GPSA ToA calls for World Bank funded projects to develop or pilot new social accountability mechanisms that can be scaled up by the government and other actors if they work well.

High Corruption Tendencies in the Communities and Limited Enforcement of Related Laws

It was reported in all districts that public officials tend to disregard procedures and award contracts to their own preferred contractors. In addition, contractors often deviate from contract specifications with impunity. This finding corroborates the Transparency International Corruption Perception Index score of 28 with Uganda ranking 137 out of 180 countries in 2019. The perception of corruption in Uganda is high, 67% of people surveyed thought corruption had increased in the previous twelve months. Almost half (46%) of public service users reported having paid a bribe in the previous twelve months. The laxity in enforcement of existing laws has made corruption an acceptable norm.

Relatedly, the PPDA revealed that procurement corruption risks are spread across the stages of the procurement cycle, particularly at the bid evaluation and contract execution stages. Unfair or altering evaluation criteria is the most common fraudulent practice accounting for over one third of the corruption schemes (PPDA, 2018).

Poor Turn-Up for Community Meetings

Most community members had a negative attitude to attending meetings. They expected a transport refund to attend meetings which limited their participation, as explored in section 8.

Limited Awareness Among Citizens on Their Right of Access to Information

Most of the community members were not aware that it is their right to access information on public contracts and their responsibility to monitor public contracts. As a result, contractors were often not closely monitored and ended up doing shoddy work and stealing hoarding materials.

10. Conclusions

Based on the analysis of findings, the project strategies contributed to achievement of the project outcomes. The project achieved the intended outcomes which included: civil society partnerships and relevant government counterparts engaging in collaborative social accountability processes that include citizens. This was achieved through constructive and non-confrontational collaborative engagement with government, CSOs and the communities in monitoring contracts and demanding accountability. Elements of collaborative social accountability were taken up by GoU beyond individual GPSA projects. These included incorporation of CSOs into the PPDA Strategic Plan, the development of the national framework for collaborating with CSOs by MoFPED as well as integration of open contracting into the civil service training curriculum.

The project promoted learning and knowledge sharing through holding validation meetings and disseminating information at international and national fora, providing feedback to stakeholders and creating information sharing platforms using social media. The project put in place social accountability mechanisms to address obstacles to improving targeted service delivery. These included citizen participation in demanding and holding leaders accountable for improved service delivery. The project largely strengthened the capacity of partners to engage meaningfully and collaboratively in the policy making, implementation and service delivery processes. Stakeholders reported improved capacity in:

- i) ability to create and sustain collective action with civil society partners and citizens
- ii) ability to create and sustain collaboration, coordination, commitment of service providers and government officials
- iii) organizational and operational capability to manage and implement projects
- iv) analytical capacities, ability to apply problem-driven approaches for results and other relevant technical competencies.

The evidence of improved capacity is discussed in the findings sections. However, CSOs highlighted need for more capacity strengthening in proposal development and fundraising while communities expressed the need for more training in contract monitoring and in understanding the content of contracts. This implies that more capacity strengthening interventions are still required to enhance sustainability.

Based on the analysis of available conditions, interventions will be partly sustainable due to heavy engagement and participation of stakeholders in project implementation, capacity strengthening of partners and citizens, as well as institutionalization of CSOs in monitoring contracts by integrating them into national frameworks. There is however a risk of limited sustainability due to limited use of existing structures and the need for continued training at community level. In addition, a lack of mandatory clauses on social accountability in implementer's contracts and hardly any punitive measures for non-compliance to information disclosure is likely to hinder social accountability.

Contextually, the project operated in a non-conducive political environment with shrinking space for civil society expression and participation as well as a highly monetized social environment.

11. Recommendations

The following recommendations were reached following the analysis of findings and stakeholder suggestions for improving similar future projects:

Recommendations for AFIC, UCMC and Future Related Projects

Project Strategy and Outcomes

Continually engage senior level management to influence policy and decision making. Implementers should continue engaging senior management of sectors and districts for improved decision making and actions towards improved open contracting. The engagement should target both political and technical leaders.

Scale up collaborative and constructive relationships between CSOs and MDAs. Equip more CSOs with skills for non-confrontational dialogue so that they constructively share findings and consultatively agree on action points together with key stakeholders. Institute regular multi-sectoral review and validation meetings for more feedback and dialogue. Explore more use of ICT platforms to facilitate stakeholder engagement.

Engage communities in the project design phase including planning meetings. The community should be involved during project design to jointly agree on prioritized issues and strategies for addressing them. Communities should participate in planning and review meetings beyond field monitoring of contracts.

Key Capacities to Implement Collaborative Social Accountability Projects

Expand coverage of capacity strengthening interventions. More CSOs, district technical and political staff as well as media houses should be equipped with the required knowledge and skills for promoting social accountability. Capacity strengthening interventions should target institutions rather than individuals at national and district level for enhanced sustainability and should employ a mix of approaches such as structured trainings, on job mentorship, interactive information sharing and exchange visits. Communities should be equipped with knowledge on their right to access information, demanding for social accountability and skills to interpret contracts and perform contract monitoring.

Lessons that Informed Broader Reform Efforts and Strategies

CSOs should demonstrate more value addition to government efforts towards strengthening social accountability. This can be done by proactively playing their roles as has been stipulated in the National Framework for Collaborating with CSOs to monitor public contracts and PPDA Strategic Plan. Good performance of CSOs is likely to foster continuity.

Sustainability

Utilize existing structures for enhanced sustainability. Utilize the existing structures such as school and health facility management committees, CDOs, LCs and VHTs to perform contract monitoring. These structures will keep monitoring projects in their institutions for different funders even after project closure.

Scale up lessons learnt and open contracting to other districts. UCMC members should widely disseminate the lessons learnt and scale up similar interventions in other districts. This will necessitate writing more proposals to other potential funders beyond the current funders to attract more resources.

Recommendations for GPSA, GoU and Other Funding Agencies

Incorporate governance and open contracting clauses in project contracts to make it mandatory to disclose contract information and ensure social accountability. According to the PPDA 2012 Study Report, every contract should have a provision for governance since thirty percent of contracting value is lost in governance issues. The funding agencies should therefore incorporate governance and open contracting clauses in project contracts.

Strengthen enforcement of relevant laws. GoU should strengthen enforcement of relevant laws related to social accountability and institute sanctions for non-compliance. Including such sanctions in contracts and repercussions for not complying will enhance adherence. The World Bank should enforce sanctions on non-compliant World Bank funded institutions.

Provide for regular in-country monitoring and technical support supervision. Future projects should have a provision for in-country World Bank staff to directly supervise the project to provide regular in-country monitoring and technical support supervision. Provide a budget for the TTL to conduct regular project monitoring and support supervision right from the start of the project. This will enhance project effectiveness.

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Annexes

Annex 1: Project Indicator Table

PDOs	Result Areas	Achievement	Source of information
Objective 1: Increasing disclosure of contracting information in the targeted districts in the agriculture, education and health sectors in Uganda.	1. Disclosure of contracting information increased	There was an increase in government disclosure of contracting information in the 5 targeted districts of Ntungamo, Mubende, Mityana, Nakaseke and Nebbi in the sectors of agriculture, education and health. Reportedly a total of 179 contracts were accessed throughout the project life which exceeded the target of 60 contracts. Of the contracts accessed, 98 contracts in education, 42 contracts in health and 33 contracts under the agriculture sector. However, the project did not access copies of contracts from the Ministry of Agriculture Animal Industries and Fisheries neither from its sister agencies such as National Agricultural Advisory Services (NAADS). According for GPSA End of Project Report, the Chief Administrative Officer of Mityana District, issued a directive to never disclose any contracts information to the project while Ntungamo, Nakaseke and Mubende districts delayed signing MOUs with UCMC due to limited trust. However, overtime, through constructive engagements, feedback meetings, the districts learnt that the project was of a benefit to them and thus opened up and have continued to work closely and increased disclosure.	Revised GPSA Project's Results Monitoring Framework, GPSA Grantee Annual Progress Report, 2019
Objective 2: Improving public participation in contracting processes and collaborative engagement between local governments and civil society in the targeted districts in the agriculture, education and health sectors in Uganda.	2. Public participation/citizen engagement in contracting processes improved.	Public participation improved over the project period as a result of project interventions. However, the project target was not met. The project held 142 multi-stakeholder activities compared to the targeted 221 multi-stakeholder activities held. According to the GPSA Grantee Annual Progress Report 2019, the project did not achieve the targeted number of meetings due to the delay in accessing contracts at the start of the project, since it took time for the stakeholders to build trust in the project.	Revised GPSA Project's Results Monitoring Framework GPSA Grantee Annual Progress Report, 2019
Objective 3: Improving informed decision making by Governments regarding monitored contracts and services in agriculture, education and health.	3. Non-compliance with contracts/problems identified during monitoring activities resolved	The project held multi-stakeholder engagement to influence decision making and change, 8 validation meetings were conducted in all the 5 targeted districts during which district officials pledged to implement recommendations from contract monitoring reports. However, only 36% of the recommendations made were adopted during the project implementation period.	Revised GPSA Project's Results Monitoring Framework GPSA Grantee Annual Progress Report, 2019
Objective 4: Strengthening the capacity of citizens and civil society to collectively and	4. Capacity of Citizens and civil society strengthened	Capacity of citizens and civil society was reportedly strengthened through citizens meeting and training. According to the GPSA Grantee Annual Progress Report 2019, a total of 186 community monitors were trained in contract	Revised GPSA Project's Results Monitoring Framework

PDOs	Result Areas	Achievement	Source of information
effectively demand accountability and value for money in public contracting.		monitoring below the target of 310, due to limited achievements in agriculture. A total of 922 citizens' capacity has been strengthened by the project exceeding the target of 510 citizens. The Uganda Contracts Monitoring Coalition capacity to monitor contracts was built through training.	GPSA Grantee Annual Progress Report, 2019
INTERMEDIATE RESULTS			
Component 1 Agricultural project component implemented proposed to have been implemented by Interfaith based Action for Ethics and Integrity (INFOC-Uganda) and later implemented by AFIC.			
IR 1	Memorandum of Understanding Signed	Eight out of the 9 targeted Memorandum of Understanding and Integrity Pacts were signed as reported in the Revised GPSA Project's Results Monitoring Framework matrix. However, the project did not sign new MOU under the agriculture component due to lack delayed building of trust.	Revised GPSA Project's Results Monitoring Framework, GPSA Grantee Annual Progress Report, 2019
IR2	Capacity of CSOs and CBOs strengthened	UCMC capacity to monitor contracts was built through training.	Grantee Annual Progress Report, 2019
IR 3	Citizens' ability to monitor public contracts strengthened	The project trained 119 community monitors during the implementation period. This was less than the project target of 155 community monitors due to limited achievements under the agriculture sector. The project produced 4 contracts monitoring reports out of the 6 targeted contracts monitoring reports under the agriculture sector. This was attributed to the challenges with the implementing partner INFOC that resulted into termination of the contract. This delayed implementation of the project by AFIC. Few contract monitoring reports imply non frequent tracking of processes.	Revised GPSA Project's Results Monitoring Framework, GPSA Grantee Annual Progress Report, 2019
IR 4:	Citizen and government engagement enhanced/strengthened	A total number of 8 dialogue meetings were held between citizens and government. However, this was less than the target of 15. During the implementation period, the project conducted 4 meetings to discuss results of monitoring from the agriculture contracts. These meetings comprised of 2 national level meetings and 2 district meetings. Less dialogue meetings were held due to delayed access to contracts, they were based on contracts and monitoring reports	Revised GPSA Project's Results Monitoring Framework GPSA Grantee Annual Progress Report, 2019
Component 2 Health & Education project components implemented by Transparency International-Uganda Chapter			
IR 1	Citizens and government engagement strengthened/enhanced.	A total of public dialogues/feedback meetings held 65 compared to the target of 76, due to less achievements in the agriculture sector. In addition, 30 other community dialogues were by Implementing partners (TIU and UCMC) conducted during in year 4 of project implementation as reported in the Revised GPSA Project's Results Monitoring Framework matrix	Revised GPSA Project's Results Monitoring Framework
IR2	Capacity of community monitors to monitor public contracts strengthened.	During project implementation, 186 community monitors were trained out of the targeted 310, due to limited achievements in agriculture community monitors. Three monitoring tools for health, education and construction had been developed exceeding the target.	Revised GPSA Project's Results Monitoring Framework
IR3	Access to contract information enhanced	Eight compared to 35 targeted information walls were installed in Nebbi, Mubende, Nakaseke and	Revised GPSA Project's Results

PDOs	Result Areas	Achievement	Source of information
		Ntungamo districts. The budget was reportedly small, they realized earlier plan was not feasible. In addition, most schools were new, and no walls were there where to put the information, so they decided to do publications. Agriculture had problems and did not do any information walls.	Monitoring Framework
IR4	Citizens monitoring of public contracts strengthened/enhanced	Thirteen monitoring reports were produced during the implementation period. This was above the targeted 12 monitoring reports	Revised GPSA Project's Results Monitoring Framework
Enhancing technical and institutional capacity of Uganda Contracts Monitoring Coalition			
IR1	Increased funding for UCMC to implement its institutional programs.	Funding of Euros: 6,546 from IANRA UGX 6,350.400 and Euros 54,968 from OXFAM was secured by year 3 of project implementation.	Revised GPSA Project's Results Monitoring Framework
IR2	Increased UCMC Membership	The project achieved 56% Increase in UCMC Membership more than the target of 35%	Revised GPSA Project's Results Monitoring Framework
IR3	Impact of developed tools and Methodologies on activities of CSOs/Civil Society	<p>Only 3 out of the 33 targeted CSOs had adapted or were referencing UCMC tools, this indicates a low impact of developed tools and methodologies on activities of CSOs/Civil Society.</p> <p>They were targeting other CSOs to use UCMC tools, but they took time to buy in. But after project closure, other CSOs and projects are asking to use them, e.g., more than 50 under DGF. The open contracting concept was not yet well understood.</p> <p>The learning event in 2019 at national level made other CSOs understand and popularized the open contracting model.</p>	Revised GPSA Project's Results Monitoring Framework
IR4	Engagement of UCMC and government enhanced	Fourteen dialogue meetings were conducted between the government and the UCMC to discuss the findings of the contracts monitoring and access to contracts information. However, these were less than the target of 24 because of less meetings under the Agriculture sector.	Revised GPSA Project's Results Monitoring Framework
IR5	Presence of UCMC work in the Media	The frequency of UCMC work in the news was 19 times out of the 35 times targeted by year 4 of the project, due to limited achievements under the agriculture sector	Revised GPSA Project's Results Monitoring Framework
IR6	Capacity of UCMC Members strengthened to monitor public contracts in Uganda.	All targeted UCMC members (100%) were trained in proposal writing and fundraising and 33% of UCMC members were trained with successful project proposals	Revised GPSA Project's Results Monitoring Framework
IR7	UCMC Institutional capacity strengthened	Eighteen out of 15 targeted general meetings were held.	Revised GPSA Project's Results Monitoring Framework

Annex 2: List of People Interviewed

No.	Institution	Respondent	Designation
1.	GPSA	Florencia Guerzovich	GPSA Mid-term Evaluator
2.	GPSA/DC	Jeff Thindwa	Program Manager
3.	GPSA	Saad Filali Meknassi	Advisor – Capacity Building, Implementation support, and social Accountability
4.	The World Bank Uganda	Barbara Magezi	Task Team Leader
5.	AFIC	Gilbert Sendugwa	Executive Director
6.	AFIC	Charity Komujurizi	Program Officer
7.	Transparent International Uganda - Cluster Head UCMC – Health CSOs	Francis Ekadu	Head of Programs, supported the implementation officer
8.	Uganda Contracts Monitoring Coalition (UCMC)	Paul Twebaze	Chairperson
9.	INFOC	Sharlot Mwesige Bagorogoza	National Coordinator
10.	PPDA	Edwin Muhumuza	Director of Cooperate Affairs
11.	MAAIF	Kamba Ethel	Under Secretary
12.	MoH	John Sengendo	Project Coordinator
13.	MoFPED	Kintu David Kiyingi	Commissioner for Procurement Policy
14.	OWC	John Bashaija	Coordinator Western Uganda
15.	PPDA	Edwin Muhumuza	Director Cooperate Affairs
16.	MOH	John Sengendo	Project Coordinator
17.	MOES	Loius Olobo	M&E Specialist for Civil works under GPE
18.	Human Rights Network-Uganda (HURINET-U)	Patrick Tumwine	Program officer
19.	SWIED	Francis Xavier	Program Coordinator
20.	NTV	Moses Taremwa	Journalist
21.	New vision	Wilson Musabimaana	Journalist
22.	Nation Media Group Uganda	Anderson Agaba	Journalist, business manager
23.	Delta TV	Betty Karungi	Journalist
24.	Radio one	Kenneth Lukwago	Journalist
25.	Political and Technical officers	Ntungamo DLG	Chief Administrative Officer Principle Assistant Secretary District Planning Team District Procurement Officer District Health Officer District Education Officer District Production Officer/ District Agriculture Officer District Contracts Committee members LC V Chairperson Resident District Commissioner LC V counsellors OWC Coordinators District Secretary For Production District Information Officers District Speakers
26.		Mityana DLG	“
27.		Nakaseke DLG	“
28.		Nebbi DLG	“
29.		Mubende DLG	“

Annex 3. Sample Size for KIIs

Institutions	Number of Interviews
National level	
GPSA	3
The World Bank Task Team Leader	1
The Global Partnership for Education (GPE)	1
PPDA	1
MoES	1
MAAIF	1 (2 participants)
MoH	1
OPM	1
MoFPED	1
National Agricultural Advisory Services (NAADS)	1
Operation Wealth Creation (OWC)	1
NARO	1
MoLG	1
AFIC	1(2 participants)
INFOC	1(2 participants)
TI Uganda	1
UCMC members (including CSOs)	1(group interview)
Media Houses	5
District level	
Chief Administrative Officer	5
Principle Assistant Secretary	5
District Planning Team	5
District Procurement Officer	5
District Health Officer	5
District Education Officer	5
District Production Officer / District Agriculture Officer	5
District Contracts Committee (members) - one group interview	5
Political leaders - (LC V Chairperson)	5
Political leaders - Resident District Commissioner	5
Political leaders – LC V counsellors	5
NAADS/ OWC District Secretaries for Production	5
District Information Officers	5
Political Leaders- District Speakers	5
Total	93