

**AMURIA
DISTRICT LOCAL
GOVERNMENT**

**DISTRICT DEVELOPMENT
PLAN II**

MIDTERM REVIEW REPORT

February 2018

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Foreword

The Second Five Year District Development Plan was prepared taking into account the National Vision of the country, the aspirations of people of Amuria, and the long-term goals of the NRM Government. Therefore, implementing all the plan programmes and activities successfully remains critical in fulfilling the mandates of the government and district council.

The consolidated blueprints of the 2nd NDP are also presented in DDP and provide holistic guidelines and frameworks for the implementing entities especially development partners, Sub County and the private sector. These blue prints especially on Human Capital Development, Productivity and Infrastructure Development can also be used as yardstick to measure the Plan's progress against its set targets. One of the integral processes to validate plans is through the conduct of Mid Term Review (MTR). It is through this exercise that policymakers, planners, and implementers come together to deliberate issues and challenges and to seek realistic solutions, recommendations, and directives, where possible.

I am pleased to inform you that the MTR for the DDP has been successfully completed as planned. The progress reports of the first three financial years of the Plan, consultations with key stakeholders and sub county reports, give me immense confidence to believe that some of the key interventions set in the plan have addressed the broad objectives. We are definitely on the right track in terms of implementation of the 2nd Development Plan's key activities, but the district was limited by resources for development infrastructure, management laxity, ownership and commitment to implement the plan to the dot. Although the plan fell short in local revenue mobilization and some key development infrastructure, the district is on track to increase productivity and production as well as improving Human Capital Development indicators within the five-year period. Increasing access to primary education, production inputs, road access, healthcare, safe drinking water, and gainful employment to the youth and women are some significant milestones we will continue to cover by the end of the Plan. We will diversify production and keep improving productivity, and strengthen the coordination, ownership and monitoring of the plan.

I, therefore, urge all stakeholder within specific sectors, sub counties and development partners to prioritize those projects which are feasible within the scope of Plan, resource endowment and fiscal environment. In conclusion, I express my deep appreciation to the CAO and District Planner for making this MTR a great success.



Okitoi Erisat Robert
District Chairperson

Executive Summary

BACKGROUND

In tandem with the National Planning Guidelines, Amuria District prepared its development plan for the period 2015/16 to 2019/20. The plan has been in implementation for a period of over two and half years and its implementation was due for review. The Plan's M&E strategy states that the implementation of the plan would have to be reviewed midway its implementation period which is two and a half years. Cognisant of the lapse of that time period this midterm review had to be undertaken. The five year strategy had committed to address the four broad goals and outcomes outlines below;

- 1) Improve on the key development and strategic infrastructure to fast-track the district's productivity and competitiveness.
- 2) Boost investments in Human Capital Development through increased access to quality education and health services.
- 3) Increase district local revenue sustainability.
- 4) Increase sustainable production and productivity of three high value crops of Cassava, Groundnuts and Citrus.

The plan hoped to achieve the four objectives through a set of coherent and interrelated sector strategies and activities in the course of the five years.

Approach

Focus group discussions were held with technical staff and beneficiaries to generate common views on the review questions. A lot of documents were reviewed both at the district and sub county level so as to generate evidence on progress attained and effectiveness of institutions. Key informant interviews and observation visits were conducted to collect more information.

Main Findings

Key findings during the review include;

- Generally mixed progress in the implementation of broad strategic objectives. Few sectors that attained progress were production and health where the district is on target to attain few Human Development Indicators. Significant progress has also been made in Strategic Infrastructure Improvement and increase in productivity.
- Strategic decisions for local revenue enhancement were not implemented especially fast tracking of gold exploration in Orungo and strengthening local revenue collection systems. This has slowed progress in the attainment of local revenue enhancement broad objectives for sustainability.
- Although the institutional structures are functional, their relevance and effectiveness towards the implementation of the plan was lacking. There was limited ownership and commitment to implement the plan from the District Executive and Council.

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- There is no collaboration between development partners, the district and the private sector during the implementation of the plan.
 - Most of the strategic interventions in water and sanitation were not documented during the design of the plan. These directly compromised the quality of the plan.
 - Findings reveal that the plan adequately addressed the crosscutting issues. Strategies to address HIV/AIDS, unemployment, Gender, Human rights, Population and ICT were planned for and implemented.
 - The plan falls short of deliberate and direct efforts in boosting local revenue through local economic development. The design and implementation of the LED strategy through huge investments of PPP is lacking in the plan however support to farming groups and developing key infrastructure has been implemented with a view of improving service delivery rather than business development.

Critical constraints

During the implementation of the plan, the organization was exposed to constraints that hindered the proper execution of the planned activities and delayed the attainment of its planned achievements. Critical constraints encountered included:

- Changes in the key development grant from LGMSDP to DDEG switched development priorities from infrastructure to livelihoods.
- There is very low commitment to the implementation of the plan. The review identified that the annual plans and budgets do not reflect long-term commitment of the strategic plans.
- Local revenue collections have stagnated to fund not only development priorities but also management efforts. These were as a result of failure to strengthen and enforce local revenue collections, corruption tendencies and administrative inefficiencies. These led to failure to register progress in delivering result area three of increase district local revenue sustainability. Besides it also failed to facilitate management to critically supervise and monitor sub county programmes and community projects for learning.
- Funding to critical infrastructure sectors like health, Roads and Education dwindled over the first years of the plan implementation for the construction of classrooms, health infrastructure and roads construction. Funding constraints slowed down the attainment of a reduction in the pupil classroom ratios, desk ratio and OPD attendance further slackened the chance of boosting human capital development in the district.

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- Poor ownership and commitment to the implementation of the development plan constrained progress in the attainment of all the broad development objectives. The Council, District Executive and Committees largely failed to transform the strategic plan to executable annual plans. Limited ownership of the strategic plan was glaring. Political champions and technical leaders were lacking to direct the implementation of plan strategies. A majority of members of the District Council had never known the plan or utilized it.
 - Failure to prioritize and implement local revenue enhancement strategies has made the district to be off-track in its pursuit of enhancing local revenue sustainability. Integrating Local Economic Development investments would boost revenues in both Lower and Higher Local Governments.
 - Poor monitoring of development outcome has bred laxity among the leadership to meet the plan objectives. Acting decisively on the poor OWC inputs distributed to farmers with a high failure rate would have increased productivity of Citrus in the district. This would have relatively provided strong impetus for attainment of the first objective of the development plan.

Priority Recommendations

From the review, follow up steps for the remaining two and half years of implementation and recommendations for next DDP include the following;

Management needs to re-examine the broad objectives taking in context the current structural and fiscal environment. It should take into account the current national reforms in the country promoting ownership and awareness of the plan for effective implementation of the strategic objectives. It has to re-focus on local revenue enhancement over the remaining two and half years from only 2.5% share of annual budget to 10% through strengthening of local revenue taskforce, expediting gold mining prospects in Orungo county and implementing stringent measures to block leakage of local revenue collections from the source.

Secondly, it should also review the planned activities and align them to the core goals and objectives. There is no clear linkage between activities implemented of development partners and sectors and the broad goals. Partners are clearly still targeting abductees for psychosocial support among other priorities, ten years after cessation of hostilities and changes in district and national strategic direction from relief efforts to development in the region.

Additionally, management should realise that the district has no strategic vision in the water sector captured in the plan and should focus to develop one and annex it to the existing development plan. A shift to promotion of irrigation fed agriculture and citrus growing should be made key priorities to increase productivity.

The organization with its key stakeholders need to meticulously carry out sector level engagement to ensure better understanding of the DDP especially at the LLG level so that a common understanding of the plan is ensured. Lack of ownership and stringent control at lower local government level in planning and implementation of DDEG is breeding wastage of resources that would be directed towards boosting productivity and local economic development.

Strengthening of coordination and supervision of the implementation of the plan by the development partners and CSOs mainly through harmonised reporting of off-budget implementation.

In the midterm and next DP, the organization needs to vigorously promote public/private sector partnership in the implementation of local projects/activities. Management should FastTrack Public Private Partnerships in the management of the district fish fry Centre, Bulking and Milling Agro Processing plants in Orungo, Kapelebyong, Asamuk and Obalanga constructed during the period of review to avoid these facilities to become white elephants.

There is need to develop and improve the results framework for all sectors including water in the development plan so that tracking progress is made easier. Management should emphasise on an improved M&E strategy which should be implemented and supported by all sectors to enable effective tracking of implementation of the DDP.

Management has to fast track the implementation of the LED strategy in all local governments to boost its local revenue sources. Identifying and prioritizing one LED investment in both the District and sub county budgets on annual basis will be the hallmark of local revenue sustainability and improvement. It could also set aside an annual proportion of the budget for LED investments.



Acknowledgements

The midterm review was a planned feature in the District Development Plan and very important stage in the tradition of programming by any development institution. This mid-term review report of the Amuria DDP integrates a tremendous amount of effort by a number of people, organizations and partners, each of whom played a critical role in ensuring success of this project.

Special thanks and acknowledgement is due to the District Council for appropriating funds for this review and recognising its key importance towards the attainment of the plan outcomes. I also wish to thank the District Planner, Mr. Akelem Emmanuel, for ensuring that the review is carried out. Further thanks go to the Senior Planner – Mr. Kenneth Otikal for his outstanding performance over the entire review process of adapting questionnaires, assembling and supervising an external review team. The efforts of Mr. Nathan Otutu and Mr. Emmanuel Okiror who formed the external team are highly recognised for the data collection, analysis and reporting of the review findings. This was all done proficiently albeit in a challenging environment and within a very tight timeframe.

The District would also like to express its heartfelt gratitude to the management of ADDA, TASO, VAD and World Vision for your full cooperation and active participation in providing information for this midterm review. You made yourselves available amidst very challenging and tight schedules within your organizations. Your close familiarity with the implementation of the district plan over the recent years was critical in the success of desk reviews, stakeholder interviews and of course the findings and interpretations in this report.

Finally, our greatest debt of gratitude is to the National Planning Authority, the entire district leadership, Heads of Departments, Sub county officials and Programme Managers of selected DPs who so warmly offered their experience with the district in the course of the implementation of the five year DDP. We hope that this effort may someday make a difference in your work as we strive to serve the community of Amuria better. To all the people stated above and others at large, we reiterate our sincere thanks and acknowledge your respective contributions to the midterm review of our Development Plan.



Leru Andrew
Chief Administrative Officer - Amuria

Abbreviations and Acronyms

ADDA	Amuria District Development Agency
ANC	Ante Natal Care
CAIIP	Community Agricultural Infrastructure Improvement Programme
CAO	Chief Administration Officer
CSOs	Civil Society Organizations
DCDO	District Community Development Officer
DDEG	District Discretionary Equalization Grant
DDP	District Development Plan
DEC	District Executive Committee
DPs	Development Partners
DPU	District Planning Unit
DTPC	District Technical Planning Committee
EMCTs	Elimination of Mother to Child Transmission
FAL	Functional Adult Literacy
GBV	Gender Based Department
IDI	International Development Initiatives
IGAs	Income Generation Activities
Kms	Kilometres
LCs	Local Councils
LED	Local Economic Development
LG	Local Government
LGMSDP	Local Government Management and Service Delivery Programme
LLG	Lower Local Governments
M&E	Monitoring & Evaluation
MDAs	Ministries, Departments and Agencies
MoFPED	Ministry of Finance Planning and Economic Development
MoU	Memorandum of Understanding
MTR	Midterm Review
NDP II	Second National Development Plan
NGO	Non-Governmental Organizations
NPA	National Planning Authority
NUSAF	Northern Uganda Social Action Fund
OPD	Out-Patient Department
OWC	Operation Wealth Creation
PBS	Programme Budgeting System
PDCs,	Parish Development Committees
PEAP	Poverty Eradication & Alleviation Programme
PfCW	Partners for Children Worldwide
PLE	Primary Leaving Examination
PRDP	Peace, Recovery and Development Plan

RDC	Resident District Commissioner
SACCOs	Savings and Credit Cooperative Organizations
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Attainable, Reliable and Time bound
SOCADIDO,	Soroti Catholic Diocese Development Organizations
TASO	The Aids Support Organization
ToRs	Terms of Reference
UBOS	Uganda Bureau of Statistics
UNFPA	United Nations Population Fund
UNICEF a	United Nations International Children Emergency Fund
UNRA	Uganda National Roads Authority
UWEP	Uganda Women Entrepreneurship Programme
VAD	Voluntary Agency for Development
VCTs,	Voluntary Counselling and Testing
VHTs	Village Health Teams
YLP	Youth Livelihood Programme



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1.0 BACKGROUND

1.1 Overview of Amuria District Development Plan

Since July 2015, the District in partnership with other development actors has been implementing its 5 year Development Plan for the period 2015/16 – 2019/20. In the context of the National Development Planning Framework and the National Planning Authority directives, Amuria District prepared its development plan for the period 2015/16 to 2019/20. The five year development plan is a follow up of the first development plan implemented in the period of financial years 2010/11 to 2014/15. Due to the dynamic environment and changing national strategies, the plan was developed through consultations from the village, parish, sub counties and development partners. The plan in its design ensures consistency in service delivery from the first DDP and guided in a focused and coordinated manner so as to enable us to realize the District vision, the Vision 2040 and Sustainable Development Goals (SDGs). The aim of plan was to transform the communities from peasant to modern and business farming practices with supporting development infrastructure. It believed that the district was not yet ready for transformation to middle income status and the plan thus focused at setting a foundation for take-off through wide adoption of modern and business farming practices by communities.

The vision of the District is **“A peaceful, Healthy, Prosperous and Enlightened Community in a Beautiful Amuria District”** and the mission is **“To provide quality services to the people through efficient and effective service delivery systems in conformity with national policies and local priorities”** The ultimate goal of the five year development plan of Amuria District is **“transform agricultural communities from peasant farming to modern and business farming practices with supporting development infrastructure”**. The goal is however in line with the national strategy of achieving middle income status. The plan adapted its goals, development objectives and strategic priorities to the broad national strategic direction of the NDP II. The plan intended to achieve this goal by setting a strong foundation for economic transformation involving sustaining infrastructure development in the sectors of roads, health, production and education. Additionally, having stringent and holistic fast tracking of a private sector-led agri-business, value addition and skills development to prepare its majority farming households for take-off to middle income status.

Using the natural, human and financial resources at its disposal, the District in its Development Plan intends to attain its goal within five years by meeting the following broad development objectives:

- Improve on the key development and strategic infrastructure to fast-track the district’s productivity and competitiveness. These would involve increasing the stock of rural road network, valley dams, cattle dips, health infrastructure and fish fry centre. Road accessibility to major rural farming areas in Okungur, Kapelebyong, Obalanga and Acowa would be crucial in improving farming productivity and marketing competitiveness.

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- Boost investments in Human Capital Development through increased access to quality education and health services. The plan promised to sustain increasing enrolment in schools, skills development for the youth and health service delivery.
 - Increase district local revenue sustainability. Major emphasis will include; widening the local revenue base through the promotion of gold exploration in Orungo county, efficient and effective revenue collection systems and adopt innovations of a reliable revenue taskforce.
 - Increase sustainable production and productivity of three high value crops of Cassava, Groundnuts and Citrus. The plan also emphasized on increased production of maize, sunflower, cassava and citrus to exploit the new fruit factory in Soroti and major national transport projects like Karamoja highway (Soroti-Moroto road) and the Standard Gauge Railway to be constructed. The plan also focused its interventions on the production, storage and marketing levels in the crop production value chain.

The plan sought to achieve the above objectives through implementation of a set of coherent and interrelated sector strategies and activities in the course of the five years. It further believed that through community direct participation in development and pragmatic allocation of resources to pro-poor interventions, the district would transform agricultural communities to embrace modern farming by 2020.

The overall development plan implementation strategy was outlined by sector, however, exploitation of Public Private Sector partnership and collaboration by various development actors was emphasized. The plan identified the Management sector as key in developing the capacity of personnel and ensuring their efficiency and effectiveness meanwhile the Finance and Planning sector will strengthen planning structures, coordinate development initiatives and implement proposed local revenue enhancement and management strategies.

1.2 Background to the Mid-term review of the DDP

The Amuria District plan attracted a commitment from the political leadership to execute the activities stated in the plan and to attain the broad objectives of the plans within the period of implementation. The plan is currently midway its implementation and as stated in the LG planning guidelines and overall development planning framework, a Mid-term review has to be undertaken. As provided for in the Plan, the mid-term review of the 2015/16 – 2019/20 DDP had to be conducted two-and-a-half years into the Plan's implementation i.e. during FY 2017/18. The mid-point for implementation of the second DDPs was December 2017. It was necessary to review the progress made towards achievement of the Plans' objectives and other milestones highlighting challenges and weaknesses encountered during the first two and a-half years of implementation of the plan and improve the performance over the remaining period. In addition, the review is expected to inform the drafting of the next DDP 2020/21 – 2024/25.

This review primarily, assesses the performance against the intended broad objectives, targets and desired results towards sustainable infrastructure development and setting a strong foundation for socio-economic transformation. It will also recommend changes, if any, that are required to achieve the DDP objectives and targets as well as refocusing implementation over the remaining period, address emerging issues and inform the preparation of the next DDP.

1.3 Purpose of the Mid-Term Review (MTR)

The purpose and primary objective of the mid-term review is to determine the extent to which the District Development Plan has been implemented. It seeks to determine the progress or lack of it made towards the realization of the plan objectives and targets over the two-and-a-half-year period of its implementation. The main objectives of the Amuria District Development Plan Mid-Term Review are:

- To assess the overall progress to date of the Plan and provide recommendations and proposed adjustments (if necessary) to ensure that the objectives and outcomes of the results framework of the plan can be achieved in the remaining time;
- To provide practical recommendations to enhance local ownership, and sustainability of the plan;
- To identify challenges affecting implementation of the plan and, Highlight emerging priorities and key issues for consideration during the preparation of the next development plan.

The specific objectives of the mid-term review are as follows:

1. Assess the extent of progress made towards achievement of the Development Plan objectives and the expected results;
2. Assess the extent to which the DDP has been adapted in guiding the planning and budgeting processes at the district and sub county level towards the achievement of district goals and priorities;
3. Assess the extent to which the LED strategy has been implemented in the Plan.
4. Review the extent of successful implementation of the Plan financing strategy.
5. Determine the extent of integration of civil society, private sector and local development actors in the implementation of the DDP.
6. Identify implementation challenges and opportunities for implementation and drawing recommendations on policy changes required to unlock potential and enable successful DDP implementation.

1.4 Midterm review outputs

The key deliverables of the midterm review will be the draft report, dissemination workshop and its findings will make part of the situation analysis of the third development plan. The dissemination workshop will also be intended to recommit stakeholder to implement the plan and create awareness of the respective roles and responsibilities towards the attainment of the broad goals. The MTR report will present:

- The perceptions of the partners, participants, and beneficiaries consulted;
- Key points from the relevant documents and context literature, as they relate to the relevance, progress, and ownership of the plan;
- The evidence for the reviewers' observations and conclusions; and,
- Recommendations for moving forward with the plan, in a constructive manner, based on the experience and sound judgment of the MTR Team.

1.5 Scope of the review

The DDP in review was developed in light of the fundamental principles of Ownership; Political will; Good governance; Resource availability; Balanced development; Linkage with the NDP and Effective implementation, Monitoring and Evaluation mechanism. The mid-term review sought to establish the extent to which the DDP has been implemented, within its results framework and the envisaged strategic direction, economic and social structural changes. It also sought to identify emerging challenges and opportunities. The review focused on the following core dimensions:

1.5.1 Results Framework

The DDP overall objectives and priority intervention areas with the corresponding indicators and targets constitutes the results framework against which the progress of its implementation was determined. The review focused on assessment of results as well as the factors and conditions that have contributed to the results. Recommendations for amendments in planning, coordination of implementation, monitoring and evaluation are made herein after.

1.5.2 Institutional Framework

The mid-term review sought to determine the effectiveness of the institutional framework for implementing the DDP. This involved appraisal of the current implementation framework and linkages between budgeting systems and planning. The assessment looked at determining the ownership and commitment of existing district leadership in the implementation of the plan.

1.5.3 Development Partnership

The support from development partners, both through budget and project support continues to be significant. The DDP mid-term review determined the extent to which donor support has been aligned to the DDP and the extent of integration of civil society, private

sector and local development actors in the implementation of the DDP. It provided projected support in the remaining period of implementation of the plan.

1.5.4 Local Economic Development

The mid-term review sought to determine under local economic management the extent to which the Local Economic Development strategy was incorporated and implemented in the Plan. Additionally, assessing how the DDP implementation contributed to improvements in productivity, Private Sector Development and Competitiveness.

1.5.5 Financing Strategy

The key issues the mid-term review sought to determine under financing strategy for the plan included the success of its designed financing strategy, drawing recommendations on how to increase the local revenue. It also looked at trends in revenue for implementing the plan and the extent sector resource allocations and priority investments changed to reflect plan priorities.



1.6 Methodology of the Mid-Term Review

1.6.1 Overview

The overall guidelines or Terms of Reference for the MTR of the LG Development Plan were quite flexible and adaptive to the local government environment especially regarding the budget, personnel, specific objectives of the review, and the content of the final MTR report. Since the mid-term review sought to establish the extent to which the DP has been implemented, within its results framework and the envisaged strategic direction, economic and social structural changes within the district, a variety of methods were used as indicated in the subsequent subsection.

1.6.2 MTR Methodology matrix

Details on the MTR scope, approaches, and methodologies are elaborated here. The ToRs for the MTR involved assessing the progress of the plan along the results framework, development partnerships, LED, Financing strategy and the institutional arrangements each of which had specific questions. They are summarized in the review matrix below.



Table 1.6.2 Midterm Review Methodology Matrix

Review Questions for Result framework	DDP document review	Key informant interviews	Sub-county studies	FGD
Are we on track to achieve the DDP/Sector goal, objectives / targets and the sector specific objectives / targets?	Review performance reports for Y1,Y2 and half of Y3	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.		
What progress has there been on the implementation of the core DDP projects?	Review of sector performance reports and overall DDP implementation/monitoring reports			
Which areas of DDP implementation have been most and least successful and why?	Review of sector performance reports and overall DDP implementation/monitoring reports		Assessment based on selected sub-county data and views	Asking this question at all the forums
To what extent has financing and implementation of the DDP been influenced by National variations in economic and human development?		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
What evidence is there that the DDP objectives, targets and assumptions for Sustainable Infrastructure Development and setting a foundation for socio economic transformation are coherent and realistic?	Review the DDP			
Are we on track to achieve the DDP goal, objectives / targets and the sector specific objectives / targets?	Review Performance reports	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
How has progress against DDP objectives / targets differed around the county?	Review Performance reports	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.

Review matrix for the Institutional framework	DDP document review	Key informant interviews	FGD
To what extent is there ownership, unequivocal leadership and a sense of urgency and commitment to drive the changes envisaged in the DDP from the District Executive Committee?		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	
How effective have the District Council, Council Committees and DTPC been in reviewing progress of the DDP?	Quality of Council, DEC and Committee Monitoring reports and whether there is any mention of the DDP, Even in the debates of council	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	
What is the actual institutional / management 'architecture' (for oversight, authority, accountability and management of DDP implementation as a 'programmatic' plan, and how effective has this been?	Reviewing the Plan DDP .	Asking the Cao, Chairman and the Planner	
What are the mechanisms for aligning the DDP to resource allocation and how can these be improved?		Asking this question at all the forums	Asking this question at all the forums
To what extent has DDP implementation at the Lower Local Government level been enabled or hindered?		Asking this question at all the forums	Asking this question at all the forums
To what extent have local government structural changes led to more efficient and effective delivery of DDP objectives?		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
How effectively does central and local government, civil society and the private sector work together for joined-up implementation of the DDP?		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.

Review matrix for Development Partnerships	DDP document review	Statistical Analysis	Key informant interviews	FGD
What have been the trends in recent years in the amount and modalities of development partner resource allocation (traditional and non traditional donors) to fund elements of the DDP?	Review of partner MoUs	Trends and Commitments	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	
To what extent has DPs' priorities changed significantly in the course of DDP implementation and how well are DP strategies aligned to the DDP?			Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
What mechanisms does the LG use to ensure that DP support is aligned with DDP priorities?			Asking the Cao, Chairman and the Planner	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
How have donor programmes tangibly / measurably contributed to achievement of DDP progress?	Review of LG performance reports and donor performance reports			
To what extent has DDP provided a framework for improved harmonisation and reduced transaction costs in dealing with different development partners?			Asking this question at all the forums	Asking this question at all the forums
To what extent has the DDP provided a basis for mutual accountability between the LG and DPs			Asking this question at all the forums	Asking this question at all the forums
How effective have LG- Development partnerships been in the course of DDP implementation?	Review of LG performance reports and donor performance reports		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
How can LG/DP relations be strengthened so that the efficient and effective implementation of the DDP is enhanced?			Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.

Review matrix for Financing Strategy	DDP document review	Statistical Analysis	Key informant interviews	FGD
To what extent has the DDP financing strategy been successful and what could be done to increase the local revenue?	Review of LG statement of accounts, performance reports and donor performance reports	Trends and Commitments	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	
To what extent have sector/ departmental resource allocations and priority investments changed to reflect DDP priorities?	Review of LG statement of accounts, performance reports and donor performance reports	Trends and Commitments	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
What have been the trends in the overall balance of administration and service delivery costs in the implementation of the DDP?	Review of LG statement of accounts, performance reports and donor performance reports	Trends and Commitments	Asking the Cao, Chairman and the Planner	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.

Review matrix for Local Economic Development	DDP document review	Statistical Analysis	Key informant interviews	FGD
To what extent is the Local Economic Development strategy incorporated in the Plan?	Review of LG performance reports and donor performance reports		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	
To what extent have the LED priorities been effectively budgeted for and financed?	Review of LG performance reports and donor performance reports		Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
How has DDP implementation contributed to improvements in productivity, Private Sector Development and Competitiveness; and	Review of LG performance reports and donor performance reports		Asking the Cao, Chairman and the Planner	Asking this questions to key informants at DPU, DEC, Finance Dept.,etc.
To what extent has the LED been adopted as a mechanism for wealth and job creation?	Review of LG performance reports and donor performance reports		Asking the Cao, Chairman and the Planner	

The key to assessing and documenting each of the thematic areas above was, first of all, to ask relevant questions to stakeholders (they were expected to all have different perspectives, and some questions were expected to not even be relevant for some groups; lines of discussion for each group were developed). Secondly, the reviewers ensured that there was explicit documentation of review observations in the MTR report in a manner that captures all the questions and thematic areas noted above.

The initial phase included clear and detailed identification of all stakeholders. This allowed the tailoring of specific questions/lines of discussion to the different stakeholder perspectives, their understanding of the plan and their roles. The coordinator developed a stakeholder map, in which each of them was examined in terms of roles, needs, capacities and management of the plan. It was very important to determine the degree of ownership of the Development Plan by both technical and political heads, and the extent to which partnerships have been developing, with contributions of both in-kind support and financial allocations to the implementation of the plan.

The actual progress of the Development Plan, compared to the original objectives and outcomes, and their related performance indicators, was carefully measured, through examination of progress reports, interviews and focus group discussions with all development plan implementing participants and beneficiaries. Review of documents also formed the platform for the MTR. All reviewer observations from the interviews, focus group discussions, and field observations were triangulated (ground-truthed) by asking the same questions in several ways and verifying answers with information in documents and comments from other stakeholders. The review team observations were therefore well-grounded in the facts of Development Plan progress to date, rather than just the perceptions of people who have been involved. Evaluator objectivity was maintained throughout the whole process. The reviewers compared notes on a regular basis, to ensure that there were no mis-conceptions of the information that was collected during the MTR process. The actual administration and management of the Development Plan was also examined, to determine the specific roles of the Leadership, the technical committee, and the District. This included the degree of engagement and ownership of all groups involved with implementation, administration and management of the plan.

All steps and processes within the review were discussed with the Technical Team, including the development of the schedule (identification of DP stakeholders and slotting in consultations with them) during the entry meeting. Occasional informal briefings were also provided, in addition to the formal debriefing held on February 7th. The review team

understood that time would be set aside for the district to respond to the MTR report, and that the final report will reflect comments received from these groups, to ensure accuracy of facts, substantiation of MTR findings, and clarity of all key points in the final report. The report includes critical challenges, lessons learned to date, as well as recommendations to optimize the Development Plan in its remaining time and to ensure increased ownership of the plan in the future.

1.6.3 The Midterm review team

The MTR team comprised of two external evaluators and one internal evaluator. The internal evaluator was the lead coordinator and commissioner of the evaluation and also managed the logistics. The external evaluator added independence to the exercise. The lead in key informant interviews, focus group discussion and review of documents. Each evaluation team member handled explicitly different dimensions of the midterm review. The internal reviewer comprehensively evaluated development partnerships meanwhile the external evaluators assessed the result framework and institutional arrangement. The internal evaluator handled the thematic area of development partnerships to limit probable influence of on the core thematic areas of the review. The team was made up of an Evaluation Specialist - Team Leader (Nathan Otutu), Second Specialist (Emmanuel Okiror) and the Evaluation Coordinator (Kenneth Otikal – The Senior Planner).

Overall management of the review was guided and coordinated by the Planning Unit. The process was led by the District Chairperson supported by the Chief Administrative Officer and the District Planner. The MTR Report produced will be approved by the District Council for implementation of its recommendations. Copies of the report will be submitted to the relevant line ministries, NPA and OPM.

1.6.4 Documents reviewed

In order to ensure that the process used for this review is reliable, mixed data collection and analysis techniques were employed to gather evidence. The process ensured quantifiable and representative data and information was collected and analysed. It also guaranteed broader outreach to key stakeholders, allowing for cross-validation of the findings to ensure ownership. The Review was informed by key documents and interviews. The key documents that informed the review included the following;

- Progress reports (1st and 2nd year Budget Performance Reports)
- Minutes of SEC meetings

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- Minutes of Council meetings
 - Annual Workplans (FYs 2017/18, 16/17 and 15/16)
 - Annual Budgets (FYs 2017/18, 16/17 and 15/16)
 - Annual monitoring reports (FYs 2017/18, 16/17 and 15/16)
 - The first and second Development Plans
 - Other relevant documents:
 - District Budget Call Circulars (FYs 2017/18, 16/17 and 15/16)
 - Local Government Act, (Cap 243)
 - Physical Planning Act, 2010.

Additional documents were obtained from the district and the ministries, especially the LED strategy and the DDEG guidelines. These key documents mentioned above were reviewed and annotated over the period March 16- April 10, 2018, to inform the subsequent consultations. They were all examined again in more detail as the MTR proceeded.

1.6.5 Presentation of midterm review findings

The exercise generated rich information from all stakeholders engaged through the key informants and group interviews besides the documents reviewed. Findings from the review were structured to respond to the ToR. Findings are presented by thematic areas of Result framework, Institutional arrangements, Development partnerships, Financing Strategy and LED.

1.6.6 Constraints

The following constraints are considered to have had a negative effect on the outcomes of this evaluation and may effectively affect the validity of some findings:

- Attendance of key informant interviews by key stakeholder representatives was less than satisfactory. Participants were less knowledgeable of the plan and could not state their level of satisfaction;
- It should furthermore be noted that site visits were limited, and it was not possible to make an evaluation of all projects that have been implemented. The evaluations in this regard are therefore based on the limited “on-site” interactions and anecdotal evidence provided by Heads of Departments and Development Partners;

-
- Community members and direct beneficiaries were also not adequately represented at group interviews at sub county level and the evaluation is therefore dependent on information provided by district and sub county representatives;
 - When the sector heads were requested to provide the team with evidence from the database, only one department responded with quantitative data of baselines and targets. This is a clear indication that access to vital information for planning and development is not readily available. This made it difficult to quantify achievements of key indicators in education, production and management sectors.



2.0 RESULTS FRAMEWORK:

2.1 Assessment of Progress towards Goals through outputs and Outcomes

Economic transformation and service delivery is at the heart of the Amuria District Development Plan. In this regard it is understood that the Plan aims to assist in strengthening service delivery and in so-doing create an enabling environment for transformation in which the objectives of the second National Development Plan (NDP II) as well as the Sustainable Development Goals can be met or exceeded. The Plan's broad objectives include the following;

1. Improve on the key development and strategic infrastructure to fast-track the district's productivity and competitiveness. These will involve increase the stock of rural road network, valley dams, cattle dips, health infrastructure and fish fry centre. Road accessibility to major rural farming areas in Okungur, Kapelebyong, Obalanga and Acowa are crucial in improving farming productivity and marketing competitiveness
2. Boost investments in Human Capital Development through increased access to quality education and health services. The plan will sustain increasing enrolment in schools, skills development for the youth and health service delivery
3. Increased district local revenues sustainability. Major emphasis will include; widening the local revenue base through the promotion of gold exploration in Orungo county, efficient and effective revenue collection systems and adopt innovations of a reliable revenue taskforce.
4. Increase sustainable production and productivity of three high value crops of Cassava, Groundnuts and Citrus. The plan will emphasis on increased production of maize, sunflower cassava and citrus to exploit the new fruit factory in Soroti and major national transport projects like Karamoja highway (Soroti-Moroto road) and the Standard Gauge Railway to be constructed. The plan will focus interventions on the production, storage and marketing levels in the crop production value chain.

For the result framework especially on progress attained, findings are presented by broad goals and objectives and where targets were provided, indicators are reported within the broad objectives.

2.1.1 Improve on the key development and strategic infrastructure

The plan in the course of the five years prioritised opening of key strategic roads, construction of classrooms, boreholes, administrative offices and gazetted infrastructure. Performance of selected key indicators is summarised in the table below.

TABLE 2.1.1 PROGRESS IN KEY DEVELOPMENT AND STRATEGIC INFRASTRUCTURE INDICATORS

Strategic Infrastructure indicator	Baseline	Mid-Year Value	Target	Comments
No. of Kms of community roads opened	0	116	375	Off target
No. of Kms of community roads maintained	0	407	480	on target
Pupil: Classroom ratio	1:82	1:80	1:55	Off target
Safe water coverage	60.2	73.1	95	Slow progress
Water Source Functionality	88.9	92.6	100	On target
No. of Community Markets gazetted	6	8	15	Off target
No. of Water dams desilted	0	1	5	Off target
No. of Sub county administration offices constructed	2	5	5	Achieved

The findings from MTR as shown in the table 2.1.1 show that the District is making some significant progress in achieving the goals, objectives and targets. The District has increased the percentage of motorable rural roads to 70 percent. However, it is missing the plan target of opening of 375Kms and maintenance of 480km. In the water sector, the district has improved access to safe and clean water from 69.8 to 73.1 percent in the two and a half years, the functionality of the existing water sources also increased from 88.9 to 92.6 percent. Regarding water for production, only one water dam was desilted in Kapelebyong sub county revealing a performance of 20 percent. Water for production is very important in increasing production and productivity of the vegetable crops throughout the year in pursuit of the new market opportunities created by the regional projects under implementation.

The district pupil classroom ratio improved from 1:82 to 1:80 within the two years of implementation. However, it is registering very slow progress and missing its planned target of 1:55.

Regarding market infrastructure, eight markets have been gazetted from the target of 15 markets. The progress in creating and improving key market infrastructure is slow and open targets. The district requires seven more community markets to be gazetted for it to meet its planned target. This key indicator relates and supports the attainment of broad objective three. Its poor performance is affecting the attainment of the related broad objective since the district is heavily reliant on market revenue.

The district performed very well in the construction of subcounty administrative offices and

met the achieved its target of constructing three more structures at sub counties. Within two years, the district constructed Willa, Apeduru and Akoromit sub county headquarters revealing a 100 percent performance.

2.1.2 Boost investments in Human Capital Development

The Strategic Plan intends to boost investments in Human Capital Development through increased access to quality education and health services. The plan will sustain increasing enrolment in schools, skills development for the youth and health service delivery. Key indicators included enrollment in primary schools, PLE pass rates, Completion rates, ANC attendance, staffing levels and the literacy rates among others. Findings from the review indicate poor performance on human capital development indicators.

Under the Education Sector the District has registered improved grades at primary leaving level, improved numeracy and literacy and improved learning conditions. However, the PLE pass rates have reduced from 88.9 percent in 2014 to 88 percent in 2017. Additionally, the number of pupils sitting PLE have also significantly increased by 23 percent during the period of review. Literacy rates have also improved from 72 percent to 75 percent, however the target may not be achievable.

In the area of Health and Sanitation, the District has improved Antenatal care (ANC) attendance by expectant mothers in the first visit, however slow progress is being registered for the second visit. District staffing levels have significantly increased from 53 percent to 72 percent. Although, the target was surpassed. The significant increase was registered in health sector with a work force of more than 90 percent at facility level. Although the district registered increase in community participation in HIV and AIDS prevention activities, it registered no progress in reducing the HIV prevalence rate which has stagnated at 3 percent. Furthermore, with regards to sanitation, the District sanitation coverage has steadily increased from 68 percent to 74.5 percent. However, it is still far from the target of 95 percent although efforts can be doubled to achieve it within the remaining two and half years of implementation. Overall, the health sector has performed satisfactorily over the period of review. This can be attributed to increased parliamentary advocacy to increase funding to the health sector. There was an also increased antenatal care attendance in health facilities due to a number of incentives like mosquito net and Mama Kits given to expectant mothers. Increased participation of communities in HIV and AIDS prevention activities like safe male circumcision, VCTs, EMCTCs.

Table 2.1.1 Progress in human capital development indicators

Human Capital Development Indicators	Baseline	Mid-Year value	Target	Comment
District Staffing levels	53	72	68	Achieved
Literacy rate	72	74.5	85	Off target
Infant mortality rate	28	16	0	Off target
HIV Prevalence rate	3.1	3.0	2.0	On target
Sanitation coverage	68	74	95	Achievable
ANC Attendance (1 st Visit)	90	93	100	On target
ANC Attendance (4 th Visit)	41	24	100	Off target
PLE Pass rate	88.9	88	95	On track

Other human development indicators have generally improved during the period of review. Average walking distance to the nearest water point reduced from 3% to 1.9 percent with an average number of persons per improved water point reducing from 469 to 392. Access and use of pit latrine has also improved from the previous 53 to 74 percent. Practicing hand washing as hygiene behaviour change has equally improved from 29- 44.54 percent. Finally, the Percentage of women in key position in the water and sanitation committees has now reached 92%

In the Community Based Services, The District has never graduated any FAL classes, and no assessment has ever been done although there is increased ownership and sustainability of projects and increased participation in income generating activities.

Moreover, the literacy rates have improved from 72 percent to 74.5 percent in the population however it is still higher in men than women. The Women literacy rate worsened to 64.4 percent. This could be attributed to the very low functionality in Functional Adult Literacy (FAL) classes this being due to the limited funding to the department. This is worsened by the fact that none of them has ever been assessed or graduated within the period under review.

However, regarding education sector, there is improvement in numeracy and literacy levels of pupils. This is based on general consensus of stakeholders not on empirical data. This success is due to introduction of thematic curriculum and joint District programmes. This has resulted into children in lower primary being able to read better than those in higher. In addition, there is an improvement in the learning condition due to construction of extra classrooms and latrines. There is a decrease in the number of 1st grades from 79 in 2015 to 75 in 2017 (5%) this was attributed to inability to read among the learners and increase in number of private schools. Furthermore, this success was constrained by attitudes and

mind-set of the parents towards facilitation of their children to sit for PLE exams. Although, the number of children registering for PLE exams have been increasing, a significant portion doesn't actually sit for the exams thereby worsening the pass rates.

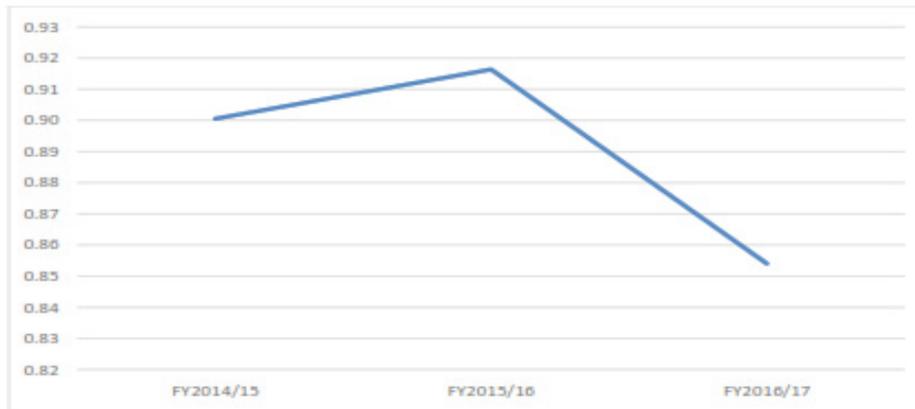
2.1.3 Increase district local revenue sustainability

Local revenue sustainability is one of the priority areas of the plan and very key to ensure effectiveness of management sector to support delivery of other primary growth sectors. The five-year plan targeted local revenue collection to be five percent of the total budget. This envisaged tripling current local revenue collection.

Review findings clearly indicate a reverse trend against the budget. The proportion of Local revenue in the budget is decreasing significantly as shown in the figure below. The district is therefore on reverse track to achieve its target although gross revenue collections slightly increased.

The trend in local revenue as a proportion of the district annual budget is shown in the figure 3.1.3 below.

Fig 3.1.3: Trends of local revenue proportion to the budget



Source: Final Accounts FY 2016/17, FY 2015/16, FY 2014/15

Despite the revenue trend clearly shown above, the district efforts to increase local revenue collections and widening local revenue base have been futile. There has not been any attempt to fast track exploration and subsequent exploitation of gold deposits in Orungo. This would increase royalty collections. There was no reason given for the poor performance, there was no evidence of follow up by management on the declining revenue proportion as well as inquiries on possible mineral extractions at the district. Additionally, at the time of the review, loss of property compensation during the construction of the So-

roti- Moroto high way passing through Wera Sub County was the main talk of beneficiaries in Wera. However, strategies on how the district could be expeditiously compensated for the exploitation of its natural resources used for road construction and damages to the district assets (Water points) were lacking. Although, not a sustainable source, boreholes uprooted and sub county land should be compensated by UNRA yet by the time of this review, the sub county was not compensated yet majority claimants were duly compensate. These findings point to the laxity and lack of vigour in pursuing local revenue sustainability.

The district in its attempt to improve revenue collections, conducted revenue profiling at sub county level. This assessment placed the district local revenue potential at more than 1.2 billion shillings representing at least five percent of district budget once exploited and collected systematically.

2.1.4 Increase sustainable production and productivity

Production is the growth engine in the district and the plan identified the sector as the key driver for prosperity and growth. Increasing agricultural productivity and production is one of the plan broad development objectives. The plan intended to boost productivity of four value crops of Maize, Citrus, Groundnuts and Cassava. It also targeted increased dairy productivity among farmers in the district. Findings reveal that the District has increased value addition to agricultural products, as well as diversification of agricultural products. More than one million tree seedling and various inputs have been distributed to sub counties. These include livestock, cassava, maize and beans.

The volume and diversity of agricultural produce increased due to supply of improved technology and farm inputs. OWC has supplied and distributed more than two million citrus seedlings and at least five hundred thousand bags of cassava stem to farmers meanwhile local governments through DDEG also procured assorted inputs to selected farmers. These has boosted crop productivity and production of Citrus, Cassava a Groundnuts.

Additionally, through the restocking programmes, 320 heifers have been distributed to farmers during the period of review thus boosting livestock productivity. Although, there exist no statistical system to track productivity and production in the district, evidence points to the high demand of market for cassava, groundnuts, maize and citrus. A majority of farmers are crying foul over lack of market for their oranges, mangoes and cassava. However, the overdependence on the natural weather has negatively impacted on the yields. The success rate of seedlings procured and distributed by OWC is critically wanting. Ex-

tension workers are setting the survival rate of citrus seedlings supplied by OWC at less than 20 percent. The main reason stated for the low survival rate is the incompatibility of seedlings to the local conditions. The seedlings are imported from other regions especially Busoga with different soil composition i.e. equatorial red soils yet the region is blessed with dark loam soils. Besides that, transportation of seedlings from Busoga, a place more than 300km away, stresses the plants and thus compromising their chances of surviving. There is also value addition to the agricultural products such as honey, ground nuts, rice, citrus, milk etc. However, new technologies have not been well piloted and facilitation of extension services was inadequate. Although, the district has registered nine cooperatives dealing in a variety of activities such as produce buying, saving and processing, marketing of agricultural products remains a challenge because of the limited quantities and poor quality. This is as a result of small scale of agricultural production and the poor farmer organization for bulk production and marketing.

Regarding livelihoods, there is increased community participation in income generation activities (IGAs) though there was no quantified evidence for this most stakeholders agreed that income levels are improving as observed from household consumption patterns and better housing facilities indicated in the Demographic and Health Survey, 2016. A lot of businesses have been supported through the YLP and UWEP, where more than 65 Youth groups and 13 women groups have been supported with skills training and credit facilities. A majority of funded businesses are in the area of produce buying and selling.

2.2 Priority Areas

The DDP II Investment priority areas include: infrastructure development, capacity building; Provision of quality primary and secondary education, raising agricultural production and productivity. It also prioritized environmental conservation and sustainable use of natural resources and improved plan implementation through coordination of monitoring and evaluation. In addition, specific national core projects are critical for catalyzing transformation of the local economy and quality of life of Amuria community.

The assessment reveals strong coherence with the NDP II priority areas of Agriculture, Minerals and Transport Infrastructure.

The district strategic plan focused on investing in the NDP IIs agricultural enterprises of Maize, Rice, Cassava, Beans, Citrus along the value chain with the main strategies of increasing female labor force participation, export promotion and high potential of sustaining food security. Furthermore, in line with the NDP II priority area of Agriculture, the district development plan increased agricultural production and productivity; recruited extension service providers

at sub county level; provided farm inputs and opened community access and feeder roads to facilitate transportation of agricultural produce. Additionally, within, the roads priority area, the plan has contributed to the NDP II priority of maintaining up to 10,000km of the country's road network and adding 6Km of paved roads to the NDPs 2,500KM of paved roads.

The aligned priorities of the District Development Plan to the NDP II include; Agriculture, Human Capital Development, Infrastructure Development and Minerals

In line with the Infrastructure development priority area, the plan within the period of review has contributed to desilting two valley dams in Asamuk and Kapelebyong sub counties to provide water for production and future mini irrigation projects. It also maintained key road infrastructure connecting to the main farming areas in Kapelebyong County.

The plan contributed immensely to the National human capital development indicators and registered as the most successful area of the plan. The plan focused on strengthening ANC services, increasing enrolment, retention of learners and their completion of the primary schooling cycle, swelling the proportion of deliveries in health facilities and combating causes of maternal and neonatal mortality. Interventions geared towards elimination of incidences of early marriages, skills training and girl child retention were implemented.

Although the majority of the plan priorities were in alignment with the NDP II areas, it did not focus on minerals exploitation and tourism in the district. It planned for further exploration and pursued exploitation of gold in Orungo, but no efforts were followed by management.

2.3 Successes in the plan implementation

Performance monitoring and evaluation provide opportunities for knowledge management and facilitate learning. Documenting success stories during the implementation are important for replication in the future and other programme areas. The review also assessed successful areas and strategies in the implementation of the plan and key successes are elaborated in here.

The plan is on track to improve productivity and production of several of key crops. During the design of the plan, the district and sub counties envisaged continuity of key grants like LGMSDP and PRDP. However, at the onset of implementation, district funding modalities shifted to favour the production and productivity.

All grants were consolidated to the DDEG with specific consideration to production and community livelihood. Although, the grant reduced overall allocation to education, health and water sectors, sub county receipts more than doubled with more than 70 percent of the grants going to increase productivity and livelihoods. In the two and half year of implementation, priorities largely shifted to procurement and distribution of agriculture and livestock inputs as well as support to community livelihoods and small businesses.

This shift in the granting policy strategically facilitated the attainment of the first planned development objectives of increasing production and productivity.

Additionally, the district received machinery to facilitate road works from the central government. This assortment of critical equipment' has enabled opening of more than 116 km of community roads at sub county level. It has also supported the rehabilitation and maintenance of 120km of the district road network. Previously, the district would open and maintain an annual average of 32Km and 61Km of roads respectively. The strategy has boosted development of key district infrastructure especially the roads sector. However, the district has a challenge of maintaining the equipment to sustain routine maintenance of both existing and newly opened roads.

Finally, special programmes have boosted the attainment of results and development outcomes. More than 83 percent of job opportunities have been created by the Youth Livelihood Program and the Uganda Women Entrepreneurial Programme which could have not been done by the private sector and community development grants both at districts and sub county level. NUSAF 3 opened 37Km of community access roads, procured and supported farmers with 12,400 forest seedlings, 49 Ox ploughs and 98 oxen through its integrated watershed approach. These special programmes have contributed to enhanced productivity, income generation, infrastructure development, increased forest cover, employment and competitiveness thus contributing dearly to the plan broad objectives. The Operation Wealth Creation supplied production inputs of citrus, cassava stems among others. Findings reveal a contribution of more than 60 percent of attainment of development objectives to special programmes.

2.4 Binding Constraints to delivery of results.

The district performance in the first half of the implementation of the plan has been mixed as demonstrated in the analysis of indicators in the previous section. Areas of production and Human Capital Development and Infrastructure have performed poorly. The main constraining factors have been both managerial, sector wide and policy related. These include but not limited to the following;

First and foremost, dwindling local revenue collections that should improve the efficiency and effectiveness of management to deliver results of the development plan. Local revenue collections have not improved significantly to adequately fund development priorities let alone management efforts. Failure to strengthen and enforce local revenue collections, corruption tendencies and administrative inefficiencies led to failure to register progress in delivering result area three of increased district local revenue sustainability. It also failed to facilitate management to critically supervise and monitor sub county programmes and community projects for learning.

Secondly, funding to critical infrastructure sectors like health, Roads and Education dwindled over the first years of the plan implementation. Although the district budget increased significantly, there was low funding to construction of classrooms, health infrastructure and roads construction. This slowed down the achievement of reduced pupil classroom ratios, desk ratio and OPD attendance in the district and hence slowed the chance of boosting human capital development.

To a larger extent, poor ownership and commitment to the implementation of the development plan is constraining the progress to the attainment of all the broad development objectives. Evidence in the subsequent chapter reveals the low effectiveness of management structures to implement the plan. Council, District Executive and Committees largely failed to transform the strategic plan to executable annual plans. Failure to prioritise and implement local revenue enhancement strategies has made the district to be off-track in its pursuit of enhancing local revenue sustainability. Also low adoption of Mini-irrigation schemes and poor choice of critical infrastructure in health and education is slowing progress in boosting capital investments and key development infrastructure.

3.0 DDP FINANCING STRATEGY



3.1 Analysis of the DDP financing

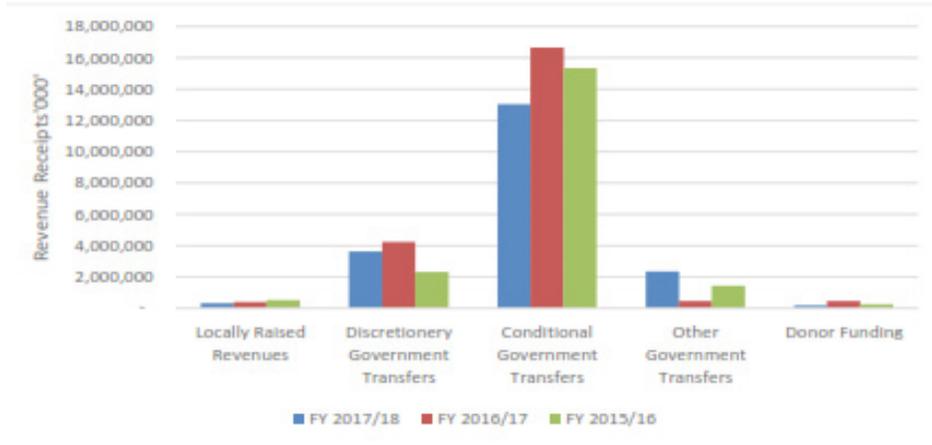
According to the Five year plan conditional government transfers accounting for more than 70 per cent of the resources would be needed to execute the plan. Other resources envisaged included special government programs such as PRDP, NUSAF, Unconditional grants, development partners and Local revenue. At the design of the plan no partner support had been declared but there was hope that partners shall pick interest and fund some key activities of the departments such as GBV, food insecurity, disaster risk reduction, peace meetings among others.

Also, the Local Revenue envelope was very small accounting for only 2.6 percent of the total resources needed to achieve the overall goal of the plan. Nevertheless, the annual increment of five percent was envisaged for all development resources.

3.2 The extent of how the financing strategy has been successful in financing the DDP

Findings reveal that the plan received more resources to implement its strategic interventions in the review period. Although the plan envisaged to receive 60.9 billion in the first three years of implementation, it actually received 61.4 billion for the plan implementation revealing a variation of 0.8 percent of the planned revenue. The actual receipts of resources to implement the plan are shown in the figure below.

Figure 2.3.1 Funds received for planned implementation under period of review.



Source: Annual performance reports, Q3 performance report for FY 2017/8

The financing strategy for the plan has been largely successful since the district received slightly above its projected revenue resources for the implementation of the plan. As shown in the figure 2.3.1 above both discretionary and conditional transfers from government accounted for more than 70 percent of the plan resources for its implementation although locally raised revenues were stagnant at 2.0 percent of the total resources during the period of review. Donor direct funding accounted for only 1.4 percent. In the meantime, the trends indicate substantial increase of revenue in the second and third year of implementation.

3.3 The extent of changes in sector resource allocations reflecting priority investments

In order to meet its broad objectives and the aim of transforming communities, the plan identified the production sector as its primary growth sector. Agriculture, livelihoods and livestock productivity are supposed to be the engine of growth and core primary investment areas for the plan. Thus it's supposed to attract significant allocation of resources for the plan to achieve its core purpose. However, Health, Education, Water, Environment, Roads and Community based are the facilitating sectors for the primary growth. They are catalysts to stimulate development through the provision of a conducive environment for productivity and development. Other sectors like management, finance and planning provide overall management, coordination and supervision of the primary and facilitating sectors. Findings from the review reveal a critical mismatch of resource allocation between the primary growth sectors and other sectors.

Figure 3.3 Priority sector resource expenditure during the period of review



Source: Annual performance reports FY 2016/7, FY2015/6, FY2014/5, Q3 performance report for FY 2017/8

Although, there was a significant increase of resource allocation to the primary growth sector over the period of review, both management and the facilitating sector allocation and expenditure dwarfed the engine of growth i.e. production. Production sector received quite significant allocation as a result of policy shift from infrastructure to livelihoods at lower local government through the introduction of the new District Discretionary Equalisation Grant from the central government. It can be clearly seen that facilitating sectors with priorities to improve the human capital development indicators received huge resources accounting for 81 percent of the plan resources. These were invested in infrastructure in health, education, roads and water.

3.4 Recommendations for improving financing of the DDP

- From the analysis, local revenue financing of the budget is still low and it being one of the core objectives of the plan, efforts to improve local revenue needs to be pursued.
- There is need for management to track resources from development partners especially the off-budget support. This will give a good picture of the donor contribution to the development plan.
- Besides tracking their expenditure, effort to attract more financing should be sought through writing fundable proposals and maintaining a healthy relationship with the traditional donors like UNICEF and UNFPA.

-
- Finally, Public Private Partnerships need to be pursued by the district. This is critical in providing resources for the district and increasing productive infrastructure for investments in areas like gold exploration, agricultural produce bulking and milling centers as well as the fish fry center.

3.5 Recommendations for improving implementation over the remaining period.

In order to ensure effective implementation of the DDP for the remaining period, the following changes need to be made:

- Re-focusing on Local revenue enhancement over the remaining two and half years from only two percent share of annual budget to 10% through strengthening of local revenue taskforce and widening Local revenue sources.
- The District should carry out sector level engagement to ensure better understanding of the DDP especially at the LLG level so that a common understanding of the plan is ensured.
- Strengthening of coordination and supervision of the implementation of the plan by the development partners and CSOs mainly through harmonized reporting of off-budget implementation.
- The District should review the current sector indicators and targets to ensure that they are SMART especially in the departments like production.
- In the midterm and next DDP, the organization needs to vigorously promote of public/private sector partnership in the implementation of local projects/activities. Management should fast track Public Private Partnerships in the management of the district fish fry center, bulking and milling plants in Orungo, Kapelebyong, Asamuk and Obalanga constructed during the period of review to avoid these facilities becoming white elephants. This will promote local economic development and local engagement in the national development process.
- There is need to develop properly the results framework for all sectors including water in the development plan so that tracking progress is made easier.
- An M&E strategy should be developed for all sectors to enable effective tracking of implementation of the DDP.

3.6 Suggested priorities for next DDP (2020/2021-2024/25).

The District needs to do the following to ensure that the next DDP is better and more impactful than the current one:

- Increase the level of participation and engagement of key stakeholders in the planning process. All sub counties need to have their development plans in place and must ensure that their priorities are aligned to the district priorities.
- Ensure that there is vigorous promotion of public/private sector partnership in the implementation of local projects/activities. This will promote local economic development and local engagement in the national development process.
- Implement key priority projects that will trigger developments in the district for example the improving on the status of the following roads, Okungur road, Willa Abota road, Orungo-Akeriau road, Soroti-Amuria road and prioritise fish farming among others.
- The need to clearly propose financing strategy in terms of local revenue, government transfers and Development partner's contribution for example explore the gold mining in Orungo. Additionally, have a private partnership in management of the fish fry centre, bulking and milling centres constructed in Orungo, Kapelebyong and Obalanga.
- The District should ensure that partners' plans are aligned to the district plans and the ministerial sector plans at the centre. Extended Technical Planning Committee meetings to include development partners operating in the district should be convened quarterly to improve coordination and harmonising interventions.



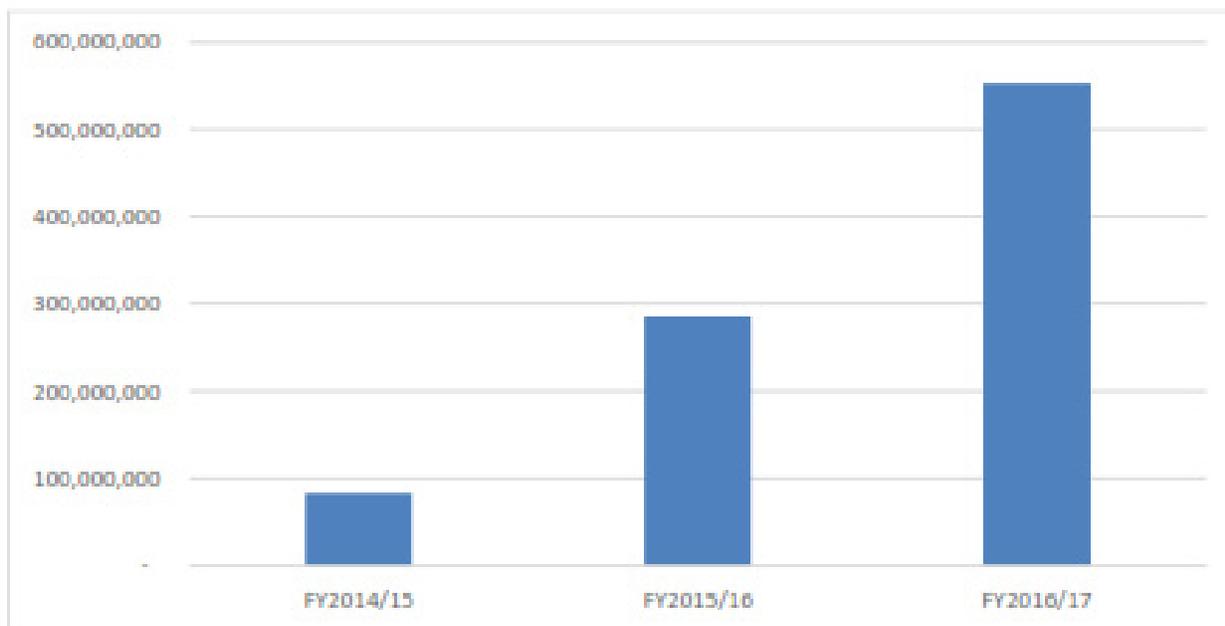
4.0 DEVELOPMENT PARTNERSHIPS.

The Review also included an assessment of the contribution of development partners to the implementation of the plan. Findings are presented on the funding modalities, trends, the alignment of plans and mechanism to ensure alignment of development partner priorities to the implementation of the DDP broad objectives. The review team sampled seven development partners of World Vision, ADDA, SOCADIDO, TASO, IDI, PfcW and VAD. In order to cater for variation between traditional and non-traditional donors, UNICEF and UNFPA were brought on board.

4.1 Trends in Resource Allocation and funding modalities

The district is experiencing increasing resource allocation from development partners each year in the implementation of the plan. The budget increase is for both off budget and direct budget support. Findings from the key development partners reviewed reveal more project funding in the next period of implementation. The trends are shown in the figure below.

Figure 4.1: Trends in direct budget support towards the implementation of the plan.



Source: Final Accounts FY 2016/17, FY 2015/16, FY 2014/15

The figure 4.1 above indicates an increase in on budget support over the last three years. In spite of improved allocation of resources from development partners towards the implementation of the plan, most of this resources and priority interventions are directly aligned to the DDP priorities. The Development partners who contributed mainly to on-budget

support included War on Want, UNICEF and UNFPA however they were not supporting the production sector which is the driving sector for growth and development in the district.

4.2 Alignment of Development Partner Priorities to the DDP

Findings reveal convergence to a larger extent between the district priorities and those of development partners. The priorities of key partners were found to be in line with the DDP however some partner's intervention lacked coherence with district strategies. For example, some partner still focuses on rehabilitation of victims affected by the LRA and Karamojong conflict in communities yet this was the focus of the two rolling plans implemented between 2005 and 2010. Another partner, IDI, also still targeted abducted children for Skills training and psychosocial support in form of counselling as their key priorities. In other contexts, ADDA targets victims of conflict who still suffer with wounds and metal objects in their bodies for surgery. Furthermore, PfcW have been supporting Early Child Development in Acowa yet it is not reflected in the Sector development plan although it also supports IGAs for the child care givers. This mismatch in both priorities and strategies derails the focus of the plan and exposes the weakness of poor coordination of stakeholders in the implementation of the plan. It is also revealing that the plan is not providing a basis for mutual accountability between the district and its DPs and is not being used as a framework for improved harmonisation and reduced transaction costs in dealing with different development partners. This has affected the contribution of development partners to the attainment of broad outcomes of the plan.



4.3 Contribution of Development Partners to the achievement of the DDP

The Development Partnerships contributed to key outputs and outcomes in the implementation of the DDP. Most contribution has been on improving the quality of human development.

Table 4.3 Contribution of Development partners

Development Partners	Key Contribution	Sector	Corresponding DDP Contribution
VAD	Constructed Borehole in Schools Constructed Pit Latrines in Schools Supported Livelihoods	Education Health	Construct washrooms for the girl child at school. Sensitize the parents and community of their roles in providing meals and scholastic materials. Promote good nutrition, sexual and reproductive health education in schools and communities. Construct school infrastructure with ramps
Amuria District Development Agency	Conducted Civic Education Campaigns on Human Rights and Social responsibility Livelihood support to War Victims Treated Victims and provided psychosocial support	Health Production Community Based Services	Sensitization and mobilization of the communities to participate in all development programs as well as prevention and mitigation of disaster, HIV/AIDS, environment, gender and peace building. Providing financial support to community groups for income generation
SOCADIDO	Livelihood Support through planting materials Farmer Organization and Institutional support	Production	Multiplication and dissemination of improved technologies. Linking farmer cooperative societies/groups to financial institutions. Procure improved planting seeds & planting materials
World Vision	Maternal, child protection and survival Livelihoods and Household resilience. Community engagement and sponsorship	Community Based Services Education Health	Expansion and operationalization of EPI outreaches Strengthening community sensitization and mobilization towards good health seeking behaviour
UNICEF	Supported Child protection Quality education enhancement	Community Based Services Planning Education	Quality education enhancement. Social protection of the vulnerable groups e.g. Gender Based Violence. Orphans and Other Vulnerable Children. Sensitize the parents and community of their roles in providing meals and scholastic materials.
UNFPA	Provision of Family Planning Services Training of Health Workers on Family Planning.	Health	Implement the costed plan for family planning services at all levels of care.



4.4 Coordination arrangements with Development Partners

Findings reveal that there are poor coordination mechanisms between the District and Development Partners. This has resulted to duplication of services and high transaction costs. Although partners enter into an MoU with the district, the drafting and enforcement of these MoUs has not improved coordination of the plan implementation to a larger extent. This coordination tool is drafted by individual partners themselves without involvement of key district structures like the District Technical Planning Committee, District Executive and respective sector heads for close scrutiny. Besides MoUs, very few coordination mechanisms in planning, implementation and review of the strategic interventions of development plans exists. Review meetings were held with much rigor only in the health sector albeit, partner engagement was found to be still wanting during the period of re-

view. These review meetings would provide an opportunity to align interventions of development partners to the Development Plan.

Further, the district also holds annual budget conferences. This is a platform where all key stakeholders including district heads of departments, development partners and CSOs meet to present their annual plans and budgets as well as review progress of their implementation in the previous period. However, this forum is short of delivering its objectives. Evidence shows that few development partners attend this forum to present and harmonize their intervention with the district priorities.

4.5 Recommendations for the remaining period of implementation of the DDP

The planned outcomes that have not been achieved or which are off target in the remaining period of implementation can be attained if the district redirects its efforts and strategies to address bottlenecks in its development partnerships. The following recommendations are proposed in the remaining two and half years.

1. Revive the NGO monitoring and steering committee in the district. Quarterly meetings with development partners should be held to review progress in implementation and harmonize core areas of implementation. The NGO steering committee should involve a member of the district planning unit and put in context emphasis of the DDP as a tool for mutual accountability and harmonization. The CAO should take lead in ensuring this recommendation is implemented with direct oversight by the office of the RDC.
2. Strengthen the coordination of development in the district by sectors. Findings reveal sector coordination meetings are only active in Health and Water only with Education, Works, and Production sectors yet to conduct one. The purpose of this coordination meetings should be clear with emphasis on planning and reviews. Planning meetings should have discussions centered within the DDP as a planning framework for development partners. This recommendation should be implemented by the core sector heads with direct oversight by the office of the CAO. In every planning and review meeting, the DDP highlights must be shared.
3. In order to ensure alignment, to the DDP, interventions of new partners in the district should be derived from the DDP. Development Partners need to study and understand the district priorities before the design of their projects and subsequent MoUs should only be signed after alignment to district priorities has been ascertained. Certificate of compliance from the District Planner should be considered before an MoU is signed with the development partners. In case of a shift in priorities from the development plan, an addendum should be prepared and submitted to the district council for approval.
4. Finally, in order to strengthen partnerships with development partners; timely submission of performance reports from partners need to be pursued. The NGO monitoring committee and office of the DCDO should also disseminate and enforce the NGO policy that compels all partners to submit reports to the district. Their reports should be reflected in the sector performance report compiled by sector heads using

the PBS. Sector heads need to capture off budget partner supports in their narratives of the PBS performance reports.

4.6 Recommendations for the next DDP.

This assessment documented recommendations to improve the design, preparation, content and implementation of the next DDP within the context of strengthening development partnerships. From the findings of this reviews, key commendations for the next DDP are presented here below.

1. Development of the next DDP should be a wide consultative process to include all development partners operating in the district. Planning and coordination meetings should be used as an avenue for advancing sector priorities and strategies for the next development plan. Sector heads with guidance from the Planning Department, should develop harmonized sector objectives, priority interventions, indicators and project profiles for joint planning and implementation.
2. The district should invest in tracking off-budget support during the course of implementation of the next plan. Resources to monitor and fast track implementation of development partner intervention should be availed. The outputs and outcomes from development partners should be reported in the overall performance report of the district compiled from the PBS.
3. Efforts to embrace, own and commit to the implementation of DDP must be embraced by all stakeholders. The plan should be utilized as a framework or a tool for mutual accountability between development partners, members of the council and the general public.
4. Public and private partnership should be vigorously pursued by the district in the next DDP. Given the huge gaps in infrastructure and funding for key development projects, private individuals or businessmen with collaboration with the district can construct produce bulking centers, Silos, Milling centers and cottage industries. An environment for PPP to thrive should be planned for in the next DDP, for example provision of land, cost sharing of infrastructure projects and management of district projects.

5.0 INSTITUTIONAL FRAMEWORK

There are existing institutional framework for the execution of the development plan. This include the community, the District executive and technical planning committee. During the implementation of the plan, evidence for plan ownership and sustainability was generated through testing the existing institutional framework to implement the plan. This thematic area documents political oversight, management functions and its commitment to attain the broad objectives as well as strengths and constraints of the institutional structures for implementation and management. To ensure the implementation of the plan, key institutions exist and as stated in the plan, the council committees, Executive committee and the Technical Committees play some key roles.

5.1 Strengths and Constraints of Institutional Structures for Implementation and Management of the plan.

The attainment of certain indicators and the good progress in the implementation of the plan can largely be attributed to the strength of the institution structures. Key institutional strengths are limited to the following;

- a) The commitment of the council and its committees to service delivery evidenced through approval of annual work plans and budgets, regular committee meetings, exchange visit to Mukono, vibrant debates and routine project monitoring visits. Although with high political overtones, the council maintained grip on technical oversight with more emphasis on accountability and service delivery. It approved work plans and budgets on time and ensured their timely implementation.
- b) The DTPC provided guidance and overall leadership in ensuring the implementation of the plan. The planning unit championed the management and implementation of the plan besides creating the awareness of the plan. This was possible through providing highlights of the plan to new development partners and other key stakeholders. The DTPC also emphasized plan priorities to be implemented at sub county level especially in the areas of increasing production and productivity.
- c) Although not fully staffed, the district has sub county, parish and village structures to implement its strategic interventions. The sub county committees, PDCs, VHTs and LCs exist and have demonstrated capacity to participate in the development process.

Although the district showed some strength in institutional arrangements and structures, their weakness have left the district struggling to attain some of its broad objectives and

goals in the strategic plan. In its two and half years of implementation, the following institutional constraints have dogged the imminent success as well as derailed the strategic dream in attaining certain key indicators.

1. Poor attitude of the DTPC to embrace long term planning led to the low commitment to the implementation of the plan. The annual plans and budgets to a larger extent do not reflect long-term commitment to the strategic plans. Their extraction from the annualized work plan is largely by chance but not guided by the strategic vision of five years.
2. Due to the lack of mentoring and induction of the council in areas of Development Planning and Budgeting, there was limited ownership of the plan. Political champions and technical leaders were lacking to direct the implementation of plan strategies. The members of council and the executive committee rarely utilized it. The technical members also rarely used the plan for extracting their annual work plans and budgets.
3. In areas where there was interest to implement the plan especially on local revenue mobilization and widening local revenue base, the institutional structures failed to thwart administrative inefficiencies and lackluster performance to tighten leakages. Reports of utilization of local revenue collection receipts from nearby local governments exposed the laxity of sub county and district structures to strengthen local revenue collection system. These compromised the key strategic objective three, yet this strategy was provided in the development plan.
4. The lacking functionality of the NGO monitoring committee that should streamline the interventions and priorities of development partners. Although the policy exists, the NGO monitoring committee in the district has not delivered in supporting the harmonization of partner's priority and the DDP.

5.2 Oversight for the DDP

Although the District Chairperson should provide oversight, the real champion for the implementation of the plan is the CAO who is the head of the organization taking decisions that favour the attainment of broad goals and objectives. However, critical oversight of the plan implementation was actually done by the District Planner. Through various forum, the highlights of the plan were presented and calls for reference of the plan during the budgeting process was emphasised by the department. Although, these efforts were intended to popularise the plan, the department albeit with limited authority turned to champion its implementation. Yet the powers to direct resources, bear the vision and implement strategic priorities in the plan are vested in to the district chairperson and the CAO. The lack of

oversight for DDP is further evidenced by the weak institutionalisation of the plan at lower levels. Most sub counties have poor plans misaligned to the Strategic plan while others do not have development plans to date.

5.3 Political Leadership

The district executive, council and its committees provide the political leadership to ensure the implementation of the plan. They ensure resources are allocated towards the implementation of the plan. Although, the district technical team assembles priorities and its budget desk meets to allocate resources to the priorities, they are forwarded to council and its committees for final approval. However, findings reveal common instances of political influence in resource allocation to priorities. These priorities could be the emerging needs and political pressure from the community. The review critically revealed that the institution has a precise resource allocation mechanism to implement the plan.

The review findings reflect poor political leadership to fast-track implementation of the plan. This has been attributed to the low awareness of the plan. The DDP was approved by the previous council whose majority members did not make it to the current term. Although, copies of the plan were disseminated to DEC members and committee chairpersons, reports indicate limited utility of the plan for business. None of the council or committee meetings reflected deliberation of the plan let alone a mention. Political leaderships are privy and largely conversant with annual plans and budgets rather than the strategic plan yet the five-year plan is implemented through the annualised work plans and budgets.

5.4 Ownership of the DDP by DEC

The findings clearly reveal that there is less commitment to implement the plan and to achieve the broad development objectives and goals.

The commitments from the District Executive Committee has waned. Although, the DEC discuss and approve the district annual plans, scrutiny to ensure that the strategies for the year are aligned to the development plan was lacking.

Evidence of lack of ownership points to key projects of low cost sealing, operationalising milling centres in Obalanga and Kapelebyong, and other priorities like close supervision of sub county administration, NGO monitoring and local revenue enhancement.

Additionally, the DEC has been ineffective in communicating the plan. There is no evidence

of a communication strategy by the DEC in relation to popularising the plan. Key plan messages and communication tactics drumming the implementation were lacking. Review of DEC minutes confirmed a rare mention of the DDP in core deliberation of the committee,

However, there exists interference of the plan during implementation. Evidence also shows that budgets and annual works which are supposed to be extracted from the five-year plan are changed by committees without meticulous reference to the strategic plan. Furthermore, there has not been an attempt to review the progress of the implementation of the plan on annual and quarterly basis.

5.5 Effectiveness of Institutions and Structures

The DTPC assembles and appraises priorities which are discussed by DEC and Council committees. These strategic priorities are then forwarded to council. Apart from the approval process, institutions were very effective in the adoption of the plan. This was debated by the council and its committees and later approved for five years. Although, these committees have been fully functional and active in executing their mandates during the period of review, their effectiveness slumped. There has been no coherent linkage to the implementation of the plan. Other than the DTPC, there has not been any reference to the development plan in any of the council or committee discussions or debates documented in minutes. Also, in identifying priorities by the technical committee, it has been rare that technical people consult the development plan.

The development plan is implemented through the lower level structures i.e. the sub county, parish and the village community structures. All investments and priority activities are delivered through the parish development committee and the village council. These structures are key in mobilization of communities to receive the plan interventions, be part of the development initiative through identification of emerging issues, and participate in community monitoring, reviews and feedback. However, during the review findings reveal that these structures have not been effective in the development agenda of the District. Besides being at a default receiving end of government structures, there are hardly any formal meetings to suggest functionality of these committees at sub county level. There has been little evidence of parish development committee meetings facilitated by the Parish Chiefs, village committee meetings.



6.0 LOCAL ECONOMIC DEVELOPMENT

The Uganda LED policy of 2014 defines LED as a process or development model whereby the tripartite partnership between Local Governments, the private sector, non-governmental sector and or community are jointly and collectively engaged in identification, mobilization, management and initialisation of resources at local level. The review sought to determine the extent of incorporation of the LED Strategy in the DDP and the status of implementation of the strategy so far and thus drawing recommendation for improving LED in the next Plan.

6.1 Extent to which LED Strategy is incorporated in the DDP

The review team concluded that the LED strategy has been effectively incorporated in to the DDP. The LED strategy seeks to stimulate investments and business opportunities and promote sustainable economic growth within local communities. The strategy envisages improved household incomes, broaden the economic and tax base of different localities, reduce gender-based inequalities and improve service delivery by the Local Governments.

The MTR noted that the Development Plan had two key broad development objectives that not only promote LED but also in line with the LED strategy.

Broad objective three of the plan seeks to increase district local revenue sustainability with emphasis of widening the local revenue base, efficient and effective revenue collection systems among others. Meanwhile Strategic Objective two directly reflects the LED strategy of improving on the key development and strategic infrastructure to fast-track the district's productivity and competitiveness. Its priority is improving farming productivity and marketing competitiveness in the region by opening strategic roads and constructing valley dams, dips and fencing markets among others. The findings therefore reveal that the DDP in its design premised LED for income enhancement. Most of the priorities are market oriented.

6.2 How DDP Implementation has so far contributed to improvements in Productivity, Private Sector Development and Competitiveness

The architecture of the DDP considers LED both as a result and as a requisite for social transformation. The principle of growth promoted in the DDP is one of “a private sector-led agri-business, value addition and skills development”. This means it will prepare its majority farming households for take-off to middle income status.

Significant progress has been made on increasing productivity in the period of review. Agricultural productivity has been boosted in the last two and half years of plan implementation through distribution of production inputs of citrus, cassava and crop seeds. More than 800 cows have been distributed to boost animal productivity. Meanwhile market infrastructure has been improved and three agro processing facilities have been constructed. Two multi-purpose hullers to operationalise Agro processing of Akore and Adipala market have been procured and fish fry centre constructed to boost fish production. Also, market linkages to the farmer cooperatives to the East African market through G-SOKO among strengthening existing SACCOS for competitiveness. Private businesses have been promoted through the following special programmes;

The YLP is intended to empower youth to pursue economic development through income generating activities and skills development support. The enterprises supported include produce trade, animal rearing and fattening, animal traction, poultry keeping, Apiary and fish farming among others. A total of 149 business oriented groups have been supported with more than 750 million shillings of loans extended to the youth.

Additionally, the UWEP is empowering women in the district through vocational skills development and income generating activities. The programme has closed the gaps of limited access to affordable financial services, limited skills for enterprise selection and business management. At least twenty-seven women groups have been funded to undertake various business ventures of retail and whole sale, Agriculture production, catering, restaurant management and produce buying and selling with an estimated than 117 million sunk into the project.

NUSAF 3 has contributed to the plan vision for socio economic transformation by enhancing capacities of the poor and vulnerable households to work and increase their incomes, savings and productive assets. Assets and grants provided by the programme have been used for businesses to stimulate the local economy. Community Interest Groups with programme support engage in animal traction to support commercial crop production. Communities

have engaged in new enterprises of passion fruits, tree planting and beans among others.

CAIIP 2 constructed agro processing facilities with capacity of processing 500kg per hour. These facilities are to be tendered to cooperatives and revenue generated shared with the district and the cooperatives. These facilities process and package flour for both the local and national market.

Lastly, WFP constructed two grain and pulses bulking centres i.e. the satellite collection points. Cooperatives have been formed to manage them. Farmers bulk their agricultural produce in these points and its marketed to regional and local markets.

However, the MTR noted that weak institutional capacity is one of the key constraints facing private sector development and competitiveness. Specifically, this refers to managerial inadequacies and technical capacity are not suitable for the extensive and diverse nature of private sector development in the district. The MTR found that capacity is particularly low in the market sector to create, promote and sustain business development let alone enhance competitiveness. The evidence is the failure of the YLP recoveries of business loans advanced to youth. Also most of the business projects identified are similar with clear tenets of lack of competitiveness.

6.3 Improving the Next DDP from a LED Perspective

The findings critically reveal the DDP largely contained the LED perspective and registered significant progress in implementation LED strategies. However, the organization can implement the following recommendations for the next plan to consolidate the LED gains made;

- Review the roles of CDOs at sub county level to strength LED in communities. Their capacity to identify new business opportunities and support existing ones need to be developed. They need to be trained in business development and management of small enterprises.
- The organization with key stakeholders need to meticulously re-examine its PPP arrangement with support from the centers. The CAO and the Chairpersons need to be re-oriented on the PPP strategy and guidelines widely disseminated.
- In the midterm and next DP, all project interventions need to be appraised and approved with the LED scores of more than 60 percent. All project profiles need to factor LED before being funded.

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- A LED committee should be formulated and operationalized to appraise this project and identify potential areas for the local government to invest.
 - Local government to set aside 20 percent of its development budget for implementation of identified 100 percent LED project. This would be replicated at sub county level too.



7.0 CONCLUSIONS AND BROAD RECOMMENDATION'S

The MTR noted the need to strengthen the current institutional arrangements in ways that improve its efficiency and effectiveness towards the implementation of the plan. It is recommended that the district identifies with the key priorities of the plan. In addition, the district should strengthen management of sub county administration and instil the adherence to development planning, monitoring and evaluation culture. Planning at sub county level was found to be lacking and the role of functional institutions like DEC and the council in ensuring the success in the plan has deteriorated. Progress attained in the achievement of the broad objectives of the plan are largely by chance rather than a pragmatic institutional approach for transformation. There is need to streamline and strengthen the reporting mechanism for the CSOs by re-aligning it to be under the planning unit. Annual reviews of the plan were not conducted yet this annual oversight report would facilitate follow-up of key recommendations and findings on the key development issues and reminding the leadership of their mandate to implement the plan.

There is also a lack of a platform to communicate the development plan. In this regard, the MTR recommends that the leadership does more to educate and create awareness among the communities on the district strategy for development. The council members and sub county administration should demonstrate new improved farming practices as well agribusiness strategies in a large scale. In addition, there were widespread observations from the MTR respondents over the inadequacy of financing of priorities. Special emphasis should be placed on closing local revenue collection loopholes and the adequacy of financing under the unconditional grants to support key management functions of planning, supervision and monitoring of the plan implementation.

The MTR established that there is lack of clarity on setting priorities for the district annual budget and DDPs. It has led to poor harmonization and inconsistency among the various plans among development partners and lower local governments. Going forward, setting of priorities with the view to realizing effective implementation of the DDP will require practical policy and legal frameworks. Exploring options of making the implementation of the DDP priorities as a national or local ordinance are encouraged.

8.0 ANNEXES

- Annex 1: Attendance for Entry and Exit Meetings.....
- Annex 2: Questionnaire.....
- Annex 3: People Interviewed.....
- Annex 4: Summary of Development Partners.....

(The annexes were deliberately removed to reduce on the volume of the document. However they are available at the planning unit on request)