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ANNEX 2

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of the Republic of Uganda for 2023-2024

Action Document for Advancing Governance and Accountability

MULTIANNUAL PLAN

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Advancing Governance and Accountability OPSYS number: ACT-61739 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>) Regulation
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Uganda
4. Programming document	EU Multi-Annual Indicative Programme for Uganda 2021-2027
5. Link with relevant MIP(s) objectives / expected results	Specific objective 3.1: Democracy is strengthened and human rights are respected Specific objective 3.2: Institutions are effective and accountable
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Government and civil society - 151
7. Sustainable Development Goals (SDGs)	Main SDG: 16 – Peace, Justice and Strong Institutions Other significant SDGs: 1-Poverty; 5-Gender; 10-Inequality
8 a) DAC code(s)	150, 15113, 15150, 15160
8 b) Main Delivery Channel	11004 Other public entities in donor country 21000 International NGO

9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from “ form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	/
	Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	/

	education and research			
	Migration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	<p>Budget line(s) (article, item): 14.020121</p> <p>Total estimated cost: EUR 15 000 000</p> <p>Total amount of EU budget contribution EUR 15 000 000</p> <p>The contribution is for an amount of EUR 15 000 000 from the general budget of the European Union for year N+1, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.</p>			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	<p>Direct management through:</p> <ul style="list-style-type: none"> - Grants - Twinning grants <p>Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.3.</p>			

1.2 Summary of the Action

The overall objective of the action is to strengthen the social contract between the state and Ugandan citizens through more accountable public administration, improved governance mechanisms and the advancement of human rights. The action is based on two interdependent outputs. The first aims to support more efficient delivery of services by accountability and governance institutions and the second aims to increase awareness of rights and responsibilities and ensure citizens are better equipped to engage in accountability and governance processes. Both outputs emphasise the use of digital technology in these efforts. Main activities include improving Information and Communications Technology (ICT) platforms used by governance and accountability institutions; improving coordination between those institutions; providing peer expertise through twinning; building capacity in Parliament for better outreach and oversight; strengthening multistakeholder forums at local level; raising civic awareness and community engagement; supporting Civil Society Organisations' (CSOs)¹ and political parties activities in governance, civic education and accountability at local level; enhancing access to quality information; supporting community monitoring and reporting including through digitalisation and improving citizen interaction with government.

The action responds directly to current governance challenges, the capacity needs of Uganda's accountability and governance institutions and democratic processes, as well as to opportunities created by enabling laws and the introduction of new ways of working, including digital technologies. The action aligns directly with the National Development Plan III (NDP III) and in particular objectives 5 (Strengthening transparency, accountability and anti-corruption systems), 6 (Strengthening citizen participation) and 7 (Strengthening implementation of human rights) of the Governance and Security Programme (GSP). The action takes account of current government priorities, including a move away from largely enforcement-based approaches to combatting corruption towards mixed strategies targeting citizen engagement.

¹ The umbrella term "CSOs" encompasses a wide range of groups including nationally-registered non-governmental organisations (NGOs), community based organisations (CBOs) operating at district level, labour unions, employers' associations and other social groups including informal local organisations, including groups of women, youth and people with disabilities.

The action builds on sustained EU engagement in the accountability and governance sectors in recent years and aligns directly with the democratic governance and social inclusion priority area under the Multi-Annual Indicative Programme (MIP) for Uganda 2021-2027. It contributes to the achievement of MIP specific objectives 3.1 (Democracy is strengthened and human rights are respected) and 3.2 (Institutions are effective and accountable). This action is also aligned with the objectives of the EU Action Plan for Human Rights and Democracy and the Gender Action Plan III. The action contributes to the achievement of Sustainable Development Goal (SDG) 16 (Peace, Justice and Strong Institutions) as well as SDGs 1 (Poverty), 6 (Gender) and 10 (Inequality). This action has a DAC G1 marker for Gender and D1 for Disability, with “participation development/good governance” as a principal objective.

The action will allow for extensive engagement with the key government institutions in the sector including the Office of the Auditor General (OAG), the Public Procurement and Disposal of Assets Authority (PPDA) and the Inspectorate of Government (IG). It will also support key governance institutions with a mandate for citizen outreach and human rights, including the Parliament of Uganda and the Uganda Human Rights Commission (UHRC). The action also foresees cooperation with media houses and relevant CSOs active in the sector. While this action is not part of a Team Europe Initiative, it will be implemented in close coordination with EU Member States active in the governance and accountability sectors in Uganda, notably those that are part of the global thematic Team Europe Democracy Initiative. The action will also act as an ‘enabler’ for the implementation of relevant actions on accountability and business and human rights under the Sustainable Business for Uganda (SB4U) Team Europe Initiative.

2 RATIONALE

2.1 Context

Constitutionally, Uganda upholds the principles of multiparty democracy and the rule of law. There is a regulatory framework for political participation, accountability and women’s rights. The country underwent three cycles of Universal Periodic Review (UPR) and the Government has signed major human rights conventions and created the UHRC. It is also increasingly devolving powers to the four levels of sub-national entities, which are partly responsible for public service delivery. Human rights and democratic governance challenges have been addressed in regular dialogue and exchanges between the EU and Uganda over the years. Issues discussed include the need to safeguard civic space, the need to hold perpetrators of human rights abuses accountable and the need to strengthen electoral processes. Annual UHRC reports show that much work remains to be done, in particular in relation to human rights violations by security forces, land rights abuses and abuses of the rights of women and children. Monitoring, investigation and sanctioning of perpetrators are weak, in large part due to underfunding of the UHRC.

Elections are held regularly every five years, with the next parliamentary and presidential elections due in early 2026. EU Electoral Observation Missions in 2006, 2011 and 2016 identified a wide range of issues that need to be tackled to improve the credibility and transparency of Uganda’s electoral process. However, an EU Electoral Follow-up mission in 2018 concluded that substantial changes to the process have not been implemented.

Rising poverty and unemployment levels particularly impact the youth, in a country where 45% of the population is below the age of 14,² and where inequalities and socio-economic conditions have worsened during and in the aftermath of the COVID-19 pandemic, affecting especially the most vulnerables, including women. These have had heavy impacts on formal and informal incomes, livelihoods, and on the fiscal capacity of the government to deliver public services. To restart the economy in a more challenging global macroeconomic context, ensuring good governance and combatting corruption are paramount with a view to raising domestic revenues and enhancing Government’s ability to provide public services.

Since 1986 the Government has enacted many laws, policies and strategies aimed at combatting corruption, including the Zero Tolerance to Corruption Policy 2019 aimed at guiding the efforts and commitments of Government and non-state actors in fighting corruption; the National Anti-corruption Strategy 2019-2024

² World Bank, 2021: <https://data.worldbank.org/indicator/SP.POP.0014.TO.ZS?locations=UG>

implementing the Zero Tolerance to Corruption Policy; the Anti-Corruption Act 2009; the Anti-money Laundering Act 2013; and the Whistleblowers Protection Act 2010. A strategy for social accountability has been developed under the Zero Tolerance to Corruption Policy with support from GIZ. Improvements in the quality of Public Financial Management (PFM) Systems including setting up a Treasury Single Account (TSA); upgrading the Integrated Financial Management System (IFMS) and the Integrated Personnel and Payroll System (IPPS) have led to better wage and payroll management, improved budget formulation, implementation, monitoring and reporting. The Government has also pursued automation through the Electronic Government Procurement (eGP) system.

The above notwithstanding, Uganda's score on the Corruption Perception Index has stagnated over the past decade, while corruption levels – on bribery in particular – have increased in all districts according to the latest National Integrity Survey (Inspectorate of Government, 2020). The cost of corruption in Uganda is estimated at UGX 9 trillion/year (over EUR 2 billion), or 23% of the annual government budget (Inspectorate of Government, 2021). Key gaps in the existing framework relate to asset recovery, anti-money laundering and whistleblower protection. Limited social accountability is also a challenge and there is low citizen's engagement in the demand for accountability of public resources.

The institutional landscape of the core state agencies is characterised by multiple institutions, mandate overlaps, competition for resources, and inadequate coordination. Numerous state institutions are charged with promoting accountability and human rights. A number of institutions derive their mandate from the Constitution (UHRC, IG, Parliament, OAG, Service Commissions, and Equal Opportunity Commission (EOC) among others), while some mandates arise out of a Presidential decision (State House Anti-Corruption Unit (SHACU), DEI among others). Government is carrying out a rationalising exercise that is likely to result in the consolidation of state agencies, although the outcome of this effort is still unclear. It will also complement a three-year, EU-funded project to support implementation of the government's National Action Plan on Business and Human Rights.

In response, institutions are shifting towards greater recognition of the importance of citizen engagement in accountability processes. A key component of this effort is to leverage digital technology through online platforms and partnerships with civil society. This work has yet to achieve scale and coherence across accountability and service delivery institutions although digitalization in Uganda has created opportunities for citizen-government interaction and for improved public service delivery. The National Data Transmission Backbone Infrastructure and e-Government Infrastructure Project (NBI/EGI) has resulted in connecting the 22 major towns within the country and in connecting Ministries and Government Departments onto the e-Government network. Digitalization of institutional processes, government-citizen interactions as well as de-concentration of services to regional levels are increasingly gaining significance across institutions. Gaps remain however. An incomplete regulatory framework and the multiplication of channels of public engagement³, makes it difficult for citizens to meaningfully interact with state authorities. Core accountability agencies, such as OAG, IG, PPDA, SHACU or the UHRC, are yet to streamline cooperation on digital processes and platforms could address interdependencies in citizen engagement.

The media in Uganda also has a key role to play in facilitating citizen engagement and access to quality information. A wide range of mostly privately owned media houses operate across the country but the sector is beset with challenges including low revenues and political interference. Media sector training programmes supported by development partners over many years have resulted in a cohort of journalists committed to reporting stories in the public interest and ensuring citizens have access to the information needed to hold leaders accountable. This capacity mainly exists at the national level and further work is needed to embed it in sub-national media houses.

The key policy framework for good governance, anti-corruption and human rights in Uganda is the NDP III, in particular in Objectives 5 'Strengthening transparency, accountability and anti-corruption systems', 6 'Strengthening citizen participation' and 7 'Strengthening implementation of human rights' of the GSP. NDP III aligns with Uganda's Vision 2040 focusing on effective public service delivery as an enabling factor for good

³ For example by Government Citizens Interaction Centre (GCIC), the Office of the Auditor General (OAG), the State House Anti-Corruption Unit (SHACU), the Public Procurement and Disposal of Public Assets Authority (PPDA), the Inspectorate of Government (IG), the Uganda Human Rights Commission (UHRC).

governance, accountability, social inclusion and economic growth. Under NDP III, Uganda is transitioning from sector-wide to programmatic planning, budgeting, implementation and reporting. GSP of NDP III brings together the sectors of Accountability, Justice, Law and Order (JLOS), Public Administration and Security. GSP comprises of over 30 institutions and six sub-programs⁴ and aims to improve adherence to the rule of law and contain security threats. These objectives are to be achieved through capacity strengthening, policy and regulatory reform, and improving service delivery, business processes and systems. The key results to be achieved over the next five years include attaining an improvement in Uganda's scores on the Corruption Perception Index from 26 to 35 and to increase the Democracy Index (The Economist) from 6.5 to 8.6.

In addition, with its strong focus on leveraging digital technology for better accountability and governance, this action is also aligned with the government's Digital Transformation Roadmap, which includes a target of providing 80% of government services online by 2025.

This action will build on the progress made and lessons learned from development programmes implemented in recent years aimed at enhancing good governance, respect for human rights, accountability and anti-corruption (including DGF, JAR, GIZ's Governance and Civil Society Programme, GAPP, SUGAR)⁵. Through these programmes, progress has been made in integrating social accountability in government service delivery and in the extractives industry, at reinforcing anti-corruption programming at national level and fostering coordination amongst accountability institutions.⁶ These programmes have also helped to improve links between national systems and local level governance and at fostering community-based monitoring and accountability mechanisms. The action will also be carried out in full complementarity with global and regional level initiatives aimed at fighting illicit financial flows in Africa, including money-laundering and the financing of terrorism and organized crime, as well as national level interventions such as the Civil Society in Uganda Support Programme (CUSP) II. The action will also contribute to creating an enabling environment for activities promoting business in Uganda under the SB4U platform. This will notably include synergies with SB4U activities under the Skills, attitude, governance and anti-corruption (SG+) project aimed at training companies in eGovernment services with a view of eliminating public procurement related corruption, private-sector reporting of corruption as well as the promotion of public-private dialogue and advocacy with government entities on corruption.

Additional springboards for this action are a number of pre-existing multistakeholder coordination fora. These include the Inter-Agency Forum (IAF), representing all accountability actors mandated to fight corruption in Uganda; the Zero Tolerance to Corruption Policy Steering Committee consisting of state and non-state actors; the Accountability and Access to Justice sub-programmes under the GSP; the Karamoja Regional Protection Meeting that meets quarterly and has facilitated documentation, coordination and case follow up on human rights and security issues in that sub-region; and the development partner-led Accountability and Democracy and Human Rights Working Groups.

At EU level, the action is aligned with NDICI-Global Europe in its promotion of democratic governance, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, gender equality and the inclusion of vulnerable groups. It is also informed by the EU Action Plan for Human Rights and Democracy, the Gender Action Plan III, and the EU MIP 2021-2027 for Uganda, with special reference to priority area 3: Promoting Democratic Governance and Social Inclusion. At global level, the action is aligned with UN human rights instruments to which Uganda is a state party and UN SDGs 1 (poverty), 5 (gender), 10 (inequality) and 16 (peace, justice and institutions).

⁴ a) Democratic processes, b) policy and legislative processes, c) access to justice, d) refugee protection and immigration management, e) security, and f) anti-corruption and accountability.

⁵ Multi-donor Democratic Governance Facility (DGF) funded by the EU; Justice and Accountability Reform (JAR) budget support programme funded by the EU; Governance, Accountability, Participation and Performance (GAPP) funded by USAID & UK AID 2016-2019; and Strengthening Uganda's Anti-Corruption Response (SUGAR) 2016-2020 funded by UK AID & EU.

⁶ GiZ's programme in particular has strengthened tripartite coordination among the Office of the Auditor General (OAG), the Inspectorate of Government (IG) and the Public Procurement and Disposal of Public Assets Authority (PPDA).

2.2 Problem Analysis

Short problem analysis:

Capacity of accountability and governance institutions to deliver on respective mandates

Notwithstanding improvements in the policy, legal and regulatory framework in the last five years, governance and accountability institutions face challenges that undermine their capacity to discharge their respective mandates. For example, the UHRC had a large portion of its development budget drawn from the now-closed DGF. Regional offices have been hardest hit with this decline in funding. Although accountability institutions such as the IG, PPDA and OAG all have strategic plans, there remain significant weaknesses in the accountability cycle such as planning, resource mobilisation, independent audit and external review, oversight and public accountability. The DEI has established 86 District Integrity Promotion Forums (DIPFs), but their functionality to coordinate accountability action has also been curtailed due to lack of funding. The Parliament of Uganda also has a strategic plan, however many areas, including training and capacity building for MPs, remain unfunded. While advocacy continues, it is viewed as unlikely that allocations from the treasury in the coming years will increase sufficiently to meet these needs.

As part of a strategy to overcome this drop in funding, governance and accountability institutions are now leveraging digital technology. This allows for institutions to engage with rights holders including through web-based platforms for a range of purposes: sharing of audit report recommendations and citizens' feedback platforms (OAG); contract monitoring (PPDA); corruption reporting (SHACU) and rights violation reporting (UHRC). All the platforms are operated, managed and located in Kampala. Parliament is also exploring ways to enhance its outreach to citizens, and make the activities of its oversight and accountability committees more efficient, transparent and connected to citizens. While access to and functionality of ICT platforms beyond the capital is relatively limited, and interoperability remains an issue, digitisation nevertheless provides a sound building block that can be adapted and scaled up according to regional needs.

While the transition from a sector to a programmatic approach under the NDP III is supposed to lead to stronger result orientation of the public sector, it could also result in an increasing centralization and securitization of the justice and governance sectors. With some governance and accountability institutions now located in different programmes more effort is required for collaboration between them.

There is a formal five-year collaboration framework (2021-2026) between OAG, PPDA and IG aimed at increasing institutional effectiveness⁷. Although there is improvement in collaboration relating to investigations, according to the strategy, there are still gaps in audit and stakeholder engagement; and collaboratively addressing the limited public understanding of the mandates of the tripartite institutions. The tripartite collaboration is also yet to be put into practice at the regional levels.

The sub-national footprint of governance and accountability bodies is also essential. At the regional level, OAG has 11 branches with the primary responsibility of auditing local governments. Even though current capacities for local audits are limited, the OAG is considering expanding the scope of its branch offices to provide all services to all citizens, including engagement with stakeholders and collaboration with civil society organisations operating across the regions. Parliament is also looking to make more of its ready-made footprint in each district, through MPs role as *ex officio* members of local councils. Similarly, the PPDA is increasing its presence in the regions. UHRC has twelve regional offices. All these regional offices have critical needs in terms of ICT infrastructure and basic equipment.

⁷ The strategy is articulated around 4 objectives namely: i) to strengthen systems and structures for effective and sustainable collaboration; ii) to enhance the quality, impact and timeliness of collaborative audits and investigations; iii) to strengthen the capacity of the institutions in the collaboration.

Efforts to improve the quality of information disseminated to citizens by government and media are also constrained by a lack of analytical capacity, inability to leverage technology and “silo” working, among others. Substantial interventions need to take place to adapt and localise the platforms to the regional level and reduce the time between reporting and follow-up actions, be it an investigation, sanction or recovery of funds. With regards to IT literacy in the core agencies, the 2018 JLOS report acknowledged the lapse in capacity and the disparity amongst lawyers, investigators, prosecution and judges in computer literacy and access to digital services, in particular in the most remote areas.⁸ Necessary regulations also need to be put in place to ensure adequate data and whistle-blower protection, as well as to ensure inclusion of populations that are routinely digitally excluded.

Barriers to citizen empowerment and community engagement in good governance mechanisms

Meaningful citizen participation in decision-making and democratic processes remains constrained by systemic barriers and capacity challenges. Uganda has a rather vibrant civil society engaged in both service delivery and advocacy. CSOs can face difficulties when addressing human rights issues, institutional corruption and vested interests, however they play a key role in raising public awareness and informing citizens on their rights and responsibilities through civic education, including on gender issues. The closure of the EU-funded DGF in June 2023 is a challenge for CSOs, state agencies and media-sector organisations, and who now look for alternative means to maintain functioning capacities and mechanisms for collaboration.

Over two thousand Non-Governmental Organisations (NGOs) are registered with the National Bureau of NGOs and operate across all regions of the country and in all development sectors. While some have good technical and operational capacity to deliver in their area of specialisation, the sector also faces challenges of accountability and transparency, a heavy regulatory burden from multiple government agencies and difficulty security core and long-term funding. NGOs working in the governance, accountability and human rights areas also face bank account freezes, office raids and suspensions from the regulator.

At a community level, grassroots organisations perform a critical function in local monitoring and advocacy for good governance, civic education and service delivery. Unlike NGOs operating nationally or regionally, grassroots organisations are largely informal, yet they face similar risks and constraints. While monitoring takes place, skills for community monitoring, documentation and reporting are often inadequate and there is a need to improve digital means of linking local reporting to follow-up at national level.

While Uganda’s political landscape has been dominated by the National Resistance Movement party for several decades, a range of political parties are also active across the country. While some of the more well-established parties have good internal structures and policies, many parties struggle to secure the necessary resources to conduct effective outreach, ensure strong internal party democracy and advance youth and women political leaders. Opposition parties also face pressure, intimidation and obstruction of their work.

The lack of access to quality information weakens public debate and citizen engagement at local and national level. With low levels of internet access, most citizens rely on news sources (eg local radio stations) which may not have the resources to provide well-sourced news and information that facilitate community action on human rights, governance and accountability. The media play an important role in disclosing information on human rights abuses, corruption cases and empowering citizens to hold leaders accountable. At times, media workers are subject to arrest or other sanctions. This results in a degree of self-censorship and in more limited capacities to act as watchdogs. Politicised media ownership and declining revenues in the media sector also hamper the sector’s independence and professionalism. The media landscape has, however, maintained some form of resilience, and committed and professional journalists remain critical stakeholders for access to quality information at both local and national level.

⁸ The Justice, Law and Order Sector, Republic of Uganda, “The JLOS ICT landscape: challenges, opportunities and emerging issues”, 2018.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

In terms of stakeholders on the supply side, state agencies are grouped into three clusters:

(i) Core governance, rights and accountability agencies: UHRC; Equal Opportunities Commission (EOC) (for compliance with national equity standards); Parliament of Uganda including relevant committees (Human Rights Committee, Public Accounts Committee (PAC), Committee on Local Government Accounts), District Councils, OAG, PPDA, IG, Office of the Director of Public Prosecution (ODPP) and Anti-Corruption Division of the High Court, DEI under the Office of the President. They are the building blocks of the democratic governance, human rights and accountability functions.

Of special relevance in bridging local-national gaps in reporting and follow up are the UHRC and the relevant parliamentary committees. Their strong accountability mandates would make them natural partners with ombudsman functions and for policy advocacy linking sub-national and central levels. The DIPFs, established by the Directorate of Ethics and Integrity, provide a coordination mechanism that is aimed at bringing together the leadership of a district as well as civil society to discuss issues of accountability and effective leadership at district level.

(ii) Support agencies that cooperate on specific issues with one or more of the core agencies: Ministry of ICT and National Guidance and National IT Authority (for OAG, PPDA, IG IT platforms and citizen engagement); State House Anti-Corruption Unit (SHACU, for corruption reporting); District Service Commissions and Chief Administrative Office (for administrative sanctions) and National Planning Authority (for standard tools on mainstreaming human rights and accountability in NDP III).

(iii) Service-providing agencies: Ministry of Local Government, District Local Government, and service delivery institutions notably in sectors supported by the EU such as natural resources, education, social inclusion, gender equity and job creation.

On the demand side, key stakeholders are identified:

(i) At community level: Grassroots organisations, including CBOs, SACCOs and cooperatives perform a key role in monitoring and advocacy around human rights, public procurement and service delivery. Traditional and religious leaders also play an influential role at local level.

(ii) At regional and national level: CSOs play a watchdog and dialogue facilitation role and can link local reporting to policy advocacy up to the national level; political parties also play a key intermediate function in aggregating citizens views and providing spaces for debates on policy and matters of public interest.

The media has a role in providing good quality information to government, CSOs and the broader public. Owners, editors and reporters in national and local level print and electronic media houses, including community radio stations, are key stakeholders in this regard. Reputable European media outlets could also be associated to this action.

Traditional and religious leaders are influential and respected figures at local level and national levels. Their positions can be progressive or conservative depending on the issues at stake. Overall, they have been advocating for stronger accountability and have played prominent roles in the fight against corruption, notably by mobilising citizens and resolving disputes at local level. In Afrobarometer's 2019 survey, traditional leaders received higher citizen ratings on trustworthiness and responsiveness than elected leaders, and were seen as markedly less corrupt.

The action will also engage with women's CSOs and groups, youth organisations and refugees.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective of this action is to strengthen the social contract between the State and Ugandan citizens through more accountable public administration, improved governance mechanisms and the advancement of human rights.

The Specific Objective of this action is strengthened accountability through the improvement of citizen engagement, access to quality information and enhanced institutional capacities to meet the demands of all citizens, including vulnerable groups, women, youth, people with disabilities and refugees, for good governance.

The Outputs to be delivered by this action contributing to the corresponding Specific Objective are:

1. More efficient accountability and governance institutions, including through inclusive digital technology.
2. Citizens are more aware of their rights and responsibilities, and better equipped to engage in accountability and governance processes, including through digital technology.

3.2 Indicative Activities

Activities relating to Output 1: More efficient accountability and governance institutions, including through digital technology.

1.1 Tailored support to selected accountability and governance institutions to improve access to and interoperability of existing ICT platforms and applications⁹ and for further development and deployment of inclusive digital technology platforms and applications. This will also include support to ensure that institutions provide timely feedback in response to citizens' reports, suggestions and complaints.

1.2 Reinforcing the cooperation (i) between/within OAG, PPDA, IG at regional and national levels, based on the existing collaboration strategy, (ii) between accountability institutions and local governments, and (iii) between accountability institutions and citizen groups by facilitating relevant agencies to engage, convene and utilize evidence for reporting, audit and investigation.

1.3 Building institutional capacity to audit and investigate through peer to peer learning activities between European and Ugandan anti-corruption and governance institutions complemented by on the job technical support, mentoring and coaching.

1.4 Capacity building support to the UHRC, Parliament of Uganda staff and MPs and relevant Parliamentary Committees in oversight, outreach to CSOs and local government, and monitoring and reporting on human rights at sub-national and national level.

1.5 Strengthening multi-stakeholder forums at sub-national level, including DIPFs, as venues for dialogue, engagement and monitoring on accountability, governance and human rights.

Activities relating to Output 2: Citizens are more aware of rights and responsibilities, and better equipped to engage in accountability and governance processes, including through digital technology.

⁹ For example, the OAG's citizen feedback platform, the PPDA Contract Monitoring System and the UHRC reporting app.

2.1 Raising community awareness and civic engagement on rights and responsibilities through public awareness and civic education campaigns at both grassroots and national level, including inclusive digital forms of engagement, and by involving the youth, women, refugees and persons with disabilities.

2.2 Support to civil society activities linking national and local governance processes aimed at holding duty bearers accountable, including through use of crowdsourcing apps and other digital platforms, strengthening governance networks and collaborations

2.3 Enhancing citizens' access to quality information on local accountability and governance through media and CSOs, including at grassroots level, by enhancing media capacity, including through training on use of digital tools, supporting investigative journalism and fostering partnerships with reputable European media.

2.4 Strengthening community monitoring and reporting capabilities by training community monitors and building the capacities of grassroots organisations and local government, including on digital skills. Mapping and upgrading existing platforms and stakeholders will be particularly targeted with a view on encouraging their coherence, resilience and sustainability.

2.5 Support to democratic processes, such as civic education and capacity building for political parties

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

A safe, clean, healthy and sustainable environment is integral to the full enjoyment of a wide range of human rights, including the rights to life, health, food, water and sanitation. The proposed action will contribute to efforts to tackle environmental degradation through improved monitoring mechanisms of applicable environmental protection laws and regulation, in particular in the procurement of local goods and services. It will also sensitise citizens and local authorities on government commitments relating to climate protection, and by facilitating climate-informed monitoring actions of publicly procured services at local level.

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that, in line with the EU Gender Action Plan III, the proposed action will seek to improve gender equality through institutions and governance mechanisms that advance women leadership and are more responsive to the needs of vulnerable groups, including women and girls, and by empowering such groups in their demands for good governance. The action will permit of increasing the level of women participation, representation and leadership in the governance processes and encouraging young women and adolescent girls' civic engagement, also in partnership with youth organisations, scaling up support to promote accountability and governance. Gender-sensitive indicators and gender-disaggregated data will inform the monitoring and evaluation framework of the proposed intervention.

Human Rights

As recognised in the EU Action Plan for Human Rights and Democracy, good governance and human rights are mutually reinforcing. Transparent management of public resources, effective public service delivery, and citizen participation, democratic and corruption-free environments are conducive to the full enjoyment of civil, political,

economic, social and cultural rights. A human rights-based approach lies at the core of this proposed intervention, with improved governance mechanisms targeting an extended enjoyment of civil, political and economic human rights. Civil society organisations will link local communities and grassroots organisations to actors mandated to monitor and advocate for human rights, including the UHRC. Thus, the action is designed in line with HRBA guiding principles: through its focus on accountability and rule of law for all and transparency and access to information it facilitates meaningful and inclusive participation and access to decision-making and promotes the access of human rights for all, enhancing non-discrimination and equality.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the intervention will strive to include all vulnerable groups, including disability groups, in empowered and better informed demands for transparent and accountable public service provision. Besides working with advocacy groups, the action will promote digital tools and platforms that are sensitive to the needs of people with disabilities, ensuring that persons with disabilities and/or their representing organisations are included in consultations, and providing opportunities for empowerment.

Reduction of inequalities

Tackling inequalities responds to SDG 10 'Reduce inequality within and among countries. Inequality persists in Uganda, where the Gini coefficient has increased since the 1990s. Systemic factors include complex land tenure systems and disparities in access to education and employment. Moreover, growth is largely driven by the service sector, which employs less than 15% of the population. Around 70% of the Ugandan population depends on agriculture, which has grown at much lower rates than services. COVID-19 has worsened inequality conditions through loss of income and a reduced fiscal space for government programmes. The real effects on income and socio-economic conditions are hard to measure, since those most affected were micro small and medium enterprises on which large segments of the population depend for their livelihoods, but which are largely informal. The proposed intervention will reduce inequalities by empowering vulnerable groups to make better informed demands for effective services that affect their daily lives, as well by monitoring the delivery of those services in a participatory way.

Democracy

By targeting citizen participation, and effective, accountable and transparent public service delivery, the action will directly strengthen the social contract between citizen and state at sub-national and national level. Informed by the EU Action Plan for Human Rights and Democracy, the action adopts a human rights-based approach to the promotion of democratic governance. Civil society watchdogs will link communities and grassroots organisations to national actors involved in the debate, definition, monitoring and advocacy of public policy, including anti-corruption agencies, Parliament's technical committees and the UHRC.

Conflict sensitivity, peace and resilience

The proposed intervention will target districts in areas with significant refugee inflows from neighbouring countries and will support resilience of refugees and host communities. Even though specific areas of intervention are yet to be determined, it is expected that do-no-harm assessments and conflict sensitivity will be an integral part of later design and monitoring frameworks.

Disaster Risk Reduction

The action will target disaster risk reduction insofar as effective public procurement is instrumental in increasing community resilience to climate hazards at local level.

Other considerations if relevant

The intervention will leverage digital for development across priority areas. User need assessments will inform on the type of digital tools, platforms and skills that citizens can use to monitor and debate on good governance and service delivery issues. The current state of interoperability of digital platforms used by anti-corruption agencies will be analysed and its advancement will be facilitated through targeted investment and joint capacity building. Training and awareness raising will address data protection issues, digital engagement and digital skills, in

particular among local communities and civil society organisations, but also among local authorities and public bodies.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1	Political instability caused by democratic deficits prevents institutions from performing their roles effectively, increasingly compromising the rule of law.	Medium	Medium	The EU, Member States and development partners engage with the government on substantial political dialogue, regularly and in ad-hoc formats, taking the 2026 elections into consideration.
1	Civil society space, the freedom of speech and media freedom decreases, affecting negatively the possibilities to engage effectively with Government on enhancing accountability	High	Medium	Capacity building, regional dialogue, digital security training equips citizens and civil society organisations with better tools to defend their rights. Coalitions of civil society organisations are promoted as additional layer of protection to the civic space.
3	The target groups are reluctant to involve the whole society such as women, youth, citizens with disabilities	Medium	Medium	Partnerships with key stakeholders will be informed by preliminary analysis of their willingness and capacities for inclusion. Awareness raising will be provided in order to have media, CSO, communities more inclusive
1	Vested interests at local level prevent the programme from functioning effectively	Medium	High	Selection of districts where efforts will bear fruits. Coalitions of civil society organisations are promoted as additional layer of protection to the civic space.
3	Headquarters of accountability agencies obstruct the regional focus of the intervention.	Low	High	Support is provided to headquarters in policy development or other key areas of interest. The rationale and logic of the action is explained to national headquarters, whose interest in a stronger regional presence is promoted. Headquarters are regularly consulted and informed by the programme, and communication is maintained in anticipation to potential concerns and opposition.

2	Activities in support of digitalisation have adverse effects on digital inclusion by widening the digital divide, in particular in remote areas with weak basic infrastructure (internet and power supply), and they increase the capacities for surveillance and repression against civil society.	Medium	Medium	Regions with a functioning backbone infrastructure are selected. Vulnerability assessments include digital components and how they affect rights-holders, including women, youth and vulnerable groups. Several options for digital inclusion are mapped and discussed (e.g. SMS). CSO awareness and capacities are strengthened on data protection and cyber security.
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Lessons Learnt:

The proposed intervention builds upon lessons learnt from previous programmes funded by the EU, including relevant programme evaluations¹⁰, in particular the JAR Sector Reform Contract, the SUGAR project, the DGF, and the CUSP, experiences of other development partners as well as emerging evidence of what works, and what does not work in governance, human rights, accountability and anti-corruption programming.

A general point relates to the need of future programmes to be carefully designed, targeted and focused in order to achieve results given the mixed record of results from previous programmes in this area. Building on the lessons from JAR and SUGAR, there is relatively strong evidence of the difficulty of achieving impact with interventions at national level, with the exception of strong performers such as the OAG. Engaging at local level with grassroots organisations and local authorities provides a more solid framework to deliver limited but meaningful results.

There is good evidence from the DGF on how this local level citizen-state engagement can be improved through multi-stakeholder forums, community scorecards, citizen assemblies and other models. Safeguarding space for citizen expression at the local level and the need to formalise these citizen engagement models are two key recommendations that have come out of reflections on similar work supported by the DGF in recent years. Importantly however, lessons from the DGF also warn against donors funding these local citizen structures too heavily to avoid them becoming too reliant on external support and unsustainable in the long-run. The complexity of engaging in projects related to elections, and the need to engage in thorough risk analysis to ensure adherence to the principle of “do no harm” are further lessons to be drawn from recent experience.

Both JAR and SUGAR Technical Assistance Facility (TAF) anti-corruption interventions were designed without a demand side focus. Although this was somewhat remedied in the SUGAR-TAF programme during the mid-term review, the lack of a demand-side focus reduced the programme’s effectiveness and equity in terms of addressing corruption impacts.

Lessons learned from the DGF meanwhile, underscore the importance of working through and supporting coalitions and networks of CSOs. While these are not immune from political pressures, they offer an additional layer of protection which can be better maintained when their individual members face different type of challenges. The choice of supporting CSO coalitions in the form of citizen watchdogs responds to these strategic considerations. The collaboration between CSO and media needs also to be strengthened. Lessons learned from the DGF also show the value of fostering coalitions including state and non-state actors alike (the DGF-supported coalition on civic education, which includes state and non-state actors on an equal footing, is a case in point).

¹⁰ The following reviews and evaluations were considered: Financial Management and Accountability Programme (FINMAP, DIFID) annual review 2012, Final Program Evaluation of GAPP, 2019 (USAID), Final Evaluation Strengthening Uganda’s Anti-Corruption Response (SUGAR) Technical Advisory Facility, 2020; DGF MTR, 2021; Justice and Accountability Reform Programme Evaluation, 2022 and Appraisal report U-GOGO 2011 (Danish Embassy).

On the issue of inter-institutional collaboration, one of the key lessons learned from the SUGAR-TAF programme was that leaders along the anti-corruption chain were, mostly, concentrated on their own individual mandates despite SUGAR-TAF efforts to create a functioning heads of institutions mechanism. SUGAR-TAF interventions have, however, built awareness among the anti-corruption chain-linked actors of their interdependency; of the need for collective action such that their different mandates can have a multiplier effect by working together to investigate, prosecute and convict corrupt actors.

Another lesson from the SUGAR-TAF is that investment in technology may inadvertently reinforce institutional silos. Focusing on the inter-institutional links and interoperability of ICT platforms is, therefore, paramount.

Digitalisation can in fact be a source of transparency but also of surveillance and exclusion. The intervention will develop CSOs' capacities in data protection and it will foster safe digital spaces, while facilitating access to more vulnerable groups, including women, youth and people with disabilities.

As regards capacity building of accountability and anti-corruption institutions, both the JAR and SUGAR point to the importance of technical expertise coupled with coaching and trainings that are performance based and incorporated in a regular career development plan for officials, to promote sustainability beyond the programme.

3.5 The Intervention Logic

The underlying logic behind this action is that democracy and human rights are mutually reinforcing, and that demand and supply for good governance should be tackled at the same time. A human rights-based approach provides the foundation of this intervention, public service delivery constitutes its tool, and improved governance is targeted in its outcome. Strengthening accountability in the public administration through a human rights-based approach is regarded as instrumental in advancing transparent and responsive forms of governance that uphold and promote inalienable rights and fundamental freedoms.

While the action will work with national-level institutions, it will focus efforts specifically on regions of Uganda which are most in need of support¹¹. In so doing, good governance, human rights, accountability, gender and service delivery are integrated in a joint and coherent framework that enhances existing capacities and stakeholders in a targeted, regional manner. By prioritising support to digital solutions, the action will also have an impact beyond those regions specifically targeted.

The intervention logic assumes that, (i) *IF* accountability and governance institutions are empowered through digital skills, monitoring and reporting capacities, interagency cooperation and public engagement; and (ii) *IF* citizens are more aware of their rights and better equipped in their monitoring and demands for good governance, *THEN* virtuous cycles of cooperation and feedback loops can emerge among supply and demand governance actors, ultimately leading to better governance outcomes.

On the supply side of governance, *IF* accountability institutions are strengthened in delivering on their mandate, related to audit, procurement, anti-corruption, human rights or other, *THEN* citizen demands can be met by corresponding institutional capacities.

On the demand side, *IF* citizens and local communities, including women, youth, people with disabilities and refugees, are empowered with better access to quality information, with enhanced awareness of their rights and responsibilities, and with stronger capacities for engagement for an effective service delivery, *THEN* their demands for accountability become more targeted and effective, at local as well as national level.

The intervention tackles these two dimensions of right holders/governance demand and duty bearers/governance supply in an integrated manner, building the social contract through improved citizen-government interaction. In this respect, activities undertaken to improve public and institutional engagement, digital or otherwise, will be seen in terms of fostering virtuous cycles and meeting points linking citizens and public bodies: actions stemming from each one of them will promote feedback loops from the other.

The action will also seek to accompany stakeholders engaging on activities leading up to the 2026 elections. This support could include support for civic education and capacity building for young political leaders in complementarity with other actions (e.g. the Women and Youth in Democracy Initiative - WYDE). Activities will be based on an updated needs analysis and will be tailored to take account of the context ahead of the elections.

Access to information and the quality of public awareness, engagement and debate are facilitated by promoting the role and capacity of the media, as well as by investing on digital skills and platforms. The action recognises that overlapping may result between activities fostering public bodies' engagement with citizens, on the one hand, and those promoting citizen and civil society organisations' engagement with public agencies, on the other hand. The intervention logic regards this overlapping in terms of meeting points and potential synergies for empowered supply and demand for good governance.

¹¹ The regions will be determined at the contracting stage based on the latest data available from the Uganda National Household Survey and other data sources on poverty, access to government services and access to digital technologies.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

	Results chain: Main expected results (maximum 10)	Indicators: (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To strengthen the social contract between the state and citizens through more accountable public administration, improved governance mechanisms and the advancement of human rights.	1 Bertelsmann Transformation Index – Governance 2 Worldwide Governance Indicators (World Bank) – Voice and accountability, Uganda 3 Transparency International Corruption Perception Index	1. 4.89 (2022) 2. 25.60 (2021) 3. 26 (2022)	1 5.2 2 31 3. 35	1 Bertelsmann Transformation Index 2 Worldwide Governance Indicators 3. TI Corruption Perceptions Index	<i>Not applicable</i>
Outcome 1	Strengthened accountability through the improvement of citizen engagement, access to quality information and enhanced institutional capacities to meet the demands of all citizens, including vulnerable groups, women, youth, people with disabilities and refugees for good governance.	1.1 Ibrahim Index of African Governance, Component 2 – Participation 1.2 Worldwide Governance Indicators (World Bank) – Government effectiveness, Uganda	1.1 21.1 (2022) 1.2 32.21 (2021)	1.1 26 1.2 38	1.1 Ibrahim Index of African Governance 1.2 Worldwide Governance Indicators	Civic space and accountability institutions remain resilient to political pressure All programme stakeholders are able to adapt effectively to changing circumstances
Output 1	More efficient accountability and governance institutions, including through inclusive digital technology.	1.1.1 Number of cases that are successfully handled via digital platforms and apps by selected accountability and governance institutions. 1.1.2 Extent of implementation of the collaboration strategy between OAG, PPDA, IG and extent of cooperation	1.1.1 TBD 1.1.2 TBD 1.1.3 TBD 1.1.4 TBD 1.1.5 TBD	1.1.1 TBD 1.1.2 TBD 1.1.3 TBD 1.1.4 TBD 1.1.5 TBD	1.1.1 Data from digital platforms 1.1.2 Annual programme reports of the collaboration strategy	Accountability and Governance institutions integrate new capacities for more effective delivery

		<p>between these institutions and LAs, CSOs</p> <p>1.1.3 Number of peer-to-peer learning activities</p> <p>1.1.4 Number of engagements between the Parliament, citizens, civil society and media</p> <p>1.1.5 Number of stakeholder forums established, active and contributing to better governance at the local level.</p>			<p>1.1.3 Report from Twinning activity.</p> <p>1.1.4 Qualitative assessment and baseline made in the inception phase</p> <p>1.1.5 Qualitative assessment and baseline made in the inception phase</p>	<p>Accountability and Governance institutions integrate the regional focus and interagency forms of collaboration.</p> <p>Accountability and Governance institutions maintain interest in citizen engagement</p>
Output 2	<p>Citizens are more aware of rights and responsibilities, and better equipped to engage in accountability and governance processes, including through digital technology.</p>	<p>1.2.1 % of citizens and CSOs in target area who says they are sufficiently aware of their rights and responsibilities related to good governance and accountability, disaggregated by gender, age, disability, theme if applicable</p> <p>1.2.2 Extent to which CSOs targeted are actively and regularly participating in governance and accountability processes.</p> <p>1.2.3 Number of human rights and corruption cases raised by CSOs or the media and acted upon by relevant accountability and governance institutions.</p> <p>1.2.4 % of citizens in the target areas who say they have access to quality</p>	<p>1.2.1 TBD</p> <p>1.2.2 TBD</p> <p>1.2.3 TBD</p> <p>1.2.4 TBD</p> <p>1.2.5. TBD</p>	<p>1.2.1 TBD</p> <p>1.2.2 TBD</p> <p>1.2.3 TBD</p> <p>1.2.4 TBD</p> <p>1.2.5. TBD</p>	<p>1.2.1 Surveys and programme reports</p> <p>1.2.2 Programme reports</p> <p>1.2.3. Surveys and programme reports</p> <p>1.2.4 Surveys and programme reports</p> <p>1.2.5. Surveys and programme reports</p>	<p>Civic and digital spaces can be accessed effectively.</p> <p>Awareness raising and civic education campaigns can be conducted in a wide and effective manner and can reach large segments of the population</p> <p>Citizens and communities respond</p>

		<p>information via media organisations trained by the action.</p> <p>1.2.5 Number of reports produced and submitted to duty bearers based on local level accountability, governance and human rights monitoring systems supported by the action.</p>			<p>positively to awareness raising and civic education campaigns</p> <p>Grassroots organisations integrate strengthened capacities in community monitoring and public engagement</p> <p>Accountability institutions are responsive to demands for easily accessible information</p>
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4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Republic of Uganda.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component

N/A

4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹².

4.4.1 Direct Management (Twinning grants)

Grants: (direct management)

(a) Purpose of the grant(s)

The purpose of the grant will be to strengthen accountability and governance institutions to better deliver on their mandates. (Output 1) through a **twinning** arrangement on anticorruption and performance audits with Office of the Auditor General and possibly other governance/accountability institutions.

(b) Type of applicants targeted

The twinning grant will target EU Member State administrations or their mandated bodies.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals be implemented in indirect management with an entity, which will be selected by the Commission's services using the criteria defined in section 4.4.3. below.

4.4.2 Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant(s)

The purpose of the grant will be to strengthen the capacity of the Parliament of Uganda to deliver on its strategic plan through capacity building for MPs and staff and support to relevant committees of Parliament

¹² www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

(Output 1) and enhancing media capacity, including through training on use of digital tools and supporting investigative journalism (Output 2).

(b) Type of applicants targeted

Non-governmental organisations.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals be implemented in indirect management with an entity, which will be selected by the Commission's services using the criteria defined in section 4.4.3. below.

4.4.3 Indirect Management with an entrusted entity

A part of this action (Outputs 1 and 2) may be implemented in indirect management with an entrusted entity, which will be selected by the Commission's services using the following criteria: financial and operational capacity including adequate presence, implementation structures and expertise in the country, expertise in the accountability, governance and human rights sectors. The implementation by this entity entails implementation of components of Outputs 1 and 2 of the action focusing on improving accountability and governance at the central and regional levels. It involves support to both state agencies and non-state actors.

4.4.4 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

As alternative to the implementation modality outlined in section 4.4.1, this action or parts of it may be implemented in indirect management with an entrusted entity using the criteria identified in section 4.4.3 above. The purpose of indirect management is to deliver part or all of the expected outputs described in section 3.1.

As alternative to the implementation modality outlined in section 4.4.2, this action or parts of it may be implemented in indirect management with an entrusted entity using the criteria identified in section 4.4.3 above. The purpose of indirect management is to deliver part or all of the expected outputs described in section 3.1.

As an alternative to the implementation modality outlined in section 4.4.3, this action or parts of it may be implemented in direct management via grants. The purpose of the grants is to deliver part or all of the expected outputs described in section 3.1. The targeted applicants may include legal entities, NGOs, and local authorities.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
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	N+1
Implementation modalities – cf. section 4	
Output 1: More efficient delivery of services by accountability and governance institutions, including through digital technology composed of	
Grants (Twinning) (direct management) – cf. section 4.4.1	2 000 000
Grants (direct management) – cf. section 4.4.2	1 000 000
Indirect management with an entrusted entity – cf. section 4.4.3	4 750 000
Output 2: Citizens are more aware of rights and responsibilities, and better equipped to engage in accountability and governance processes, including through digital technology composed of	
Grants (direct management) – cf. section 4.4.2	2 500 000
Indirect management with an entrusted entity - cf. section 4.4.3	4 750 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	may be covered by another Decision
Contingencies	
Totals <i>(Grants – total envelope under sections 4.4.1 and 4.4.2: EUR 5 500 000)</i>	15 000 000

4.7 Organisational Set-up and Responsibilities

The implementing partners will be responsible for the delivery and monitoring of the outputs under their responsibility. A steering committee composed of the EU Delegation, government counterparts and implementing partners and other stakeholders will be established to foster joint implementation, joint monitoring, reporting and learning. The steering committee will meet twice per year.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring: implementing partners will be responsible to define before implementation or within 90 days after the start date of implementation baselines and targets for each of the output and activity indicators included in their respective project implementation document and ensure continuous learning during implementation and provide precise recommendations that are action-oriented, practical, and specific and define who is responsible for the proposed action.

Likewise, all monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity indicators shall be disaggregated at least by sex.

5.2 Evaluation

Having regard to the importance of the action, amid-term and/or final evaluation(s) may be carried out for this action or its components via independent consultants contracted by the Commission. In case a mid-term evaluation is conducted: It will be carried out for problem solving and learning purposes, in particular with respect to taking into account in particular the fact that the action's sustainability will depend largely on a gradual integration of the action's objectives and results into national and sub-national processes. The Commission shall inform the implementing partner at least one month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities. The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments. Evaluation services may be contracted under a framework contract.

In addition, all evaluations shall assess to what extent the action is taking into account the HRBA as well as how it contributes to gender equality and women's empowerment and disability inclusion Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 "[Communicating and Raising EU Visibility: Guidance for External Actions](#)", it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Action level (i.e. Budget Support, blending)		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level (i.e. top-up cases, different phases of a single programme)		
<input checked="" type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Grant Contract (Twinning) EUR 2 000 000
<input checked="" type="checkbox"/>	Single Contract 2	Contribution Agreement with Entrusted Entity EUR 9 500 000
<input checked="" type="checkbox"/>	Single Contract 2	Grant Contract with NGO EUR 3 500 000
Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)		
<input type="checkbox"/>	Group of contracts 1	