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This action is funded by the European Union

ANNEX 7

of the Commission Decision on the Annual Action Programme 2016 for Uganda
to be financed from the 11th European Development Fund

Action Document for Uganda Technical Support Programme (TSP) 1

1. Title/basic act/ CRIS number	Uganda Technical Support Programme (TSP) 1 CRIS number: UG/FED/039-072 financed under the 11 th European Development Fund			
2. Zone benefiting from the action/location	Sub-Saharan Africa, Uganda The action shall be carried out at the following location: Kampala, Uganda			
3. Programming document	Uganda – 11 th EDF – National Indicative Programme (NIP) 2014-2020			
4. Sector of concentration/ thematic area	Support measures	DEV. Aid: YES ¹		
5. Amounts concerned	Total estimated cost: EUR 12 100 000 Total amount of EDF contribution EUR 12 100 000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with the Government of Uganda Direct management – procurement of services and supplies			
7 a) DAC code(s)	15110 (Public sector policy and administrative management) – 100%			
b) Main Delivery Channel	10000 – Public Sector Institutions			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main 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 (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main 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"/>
9. Global Public Goods and Challenges (GPGC) thematic flagship	Not applicable			
10. Sustainable Development Goals (SDGs)	Main SDG Goal: - Goal: Strengthen the means of implementation and revitalize the global partnership for sustainable development[Secondary SDG Goal(s): - Goal 5: Achieve gender equality and empower all women and girls - Goal 8: Promote inclusive and sustainable economic growth, employment and decent work for all -			

SUMMARY

The overall objective of this action is to assist the Government of Uganda in achieving the agreed objectives of the EU-Uganda cooperation in accordance with national development and 11th EDF priorities in the sectors of Transport, Rural Development and Good Governance. The Technical Support Programme (TSP) 1 is a continuation of the previously separate Technical Cooperation Facility and Support to the National Authorising Officer (NAO) projects, now adding overall visibility activities and supporting the overall aid coordination role of the NAO.

Component 1 will **support the NAO (S-NAO)** in monitoring the implementation and closure of projects under the 10th EDF; and in the identification, formulation and implementation of programmes under the 11th EDF NIP and RIP and their successors. Possible activities comprise administrative, logistical and technical support. The expected result is enhanced capacity of the NAO office to facilitate and supervise the preparation and implementation of EDF and other EU funded programmes.

Component 2 will **support the coordination and reporting of Official Development Assistance (S-ODA)**. Possible activities comprise maintenance of and training on the Aid Management Platform (AMP), analysis of data, and facilitation of dialogue between the Local Development Partner Group (LDPG) and the Government of Uganda. Improved ODA reporting and coordination is the expected result.

Component 3 will, as the largest component, **support the Project Cycle Management (S-PCM)** including the mainstreaming of cross-cutting issues such as gender and equal opportunities and environmental sustainability/ climate change in Ministries, Departments, Agencies and Local Governments (MDALGs) implementing EU funded programmes. Activities comprise capacity building, technical studies along the stages of the Project Cycle Management (PCM) (identification,

formulation, reviews, monitoring, etc.), evaluations, and audits; as well as the mid-term review of the 11th EDF NIP. This will result in improved capacity of MDALGs to formulate and implement EU funded programmes including successful integration of cross-cutting issues.

Component 4 will **support Visibility and Communication (S-V&C)** activities to raise awareness and better understanding of EU policies and the EU-Uganda cooperation overall beyond individual projects. The aim is to have improved visibility of EU-Uganda cooperation, resulting in better recognition of the EU contribution to Uganda's development policy among a wide range of stakeholders.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Uganda's "*Vision 2040*" intends to transform Uganda to a modern and prosperous country within the next 30 years, breaking down this period into six National Development Plans (NDPs). The central theme of the NDP II from 2015/16 to 2019/20² is "*Strengthening Uganda's Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth*". The NDP II is, therefore, focusing particularly on three of the nine development opportunities outlined in the Vision 2040: Agriculture, Tourism, and Mining, Oil and Gas. Investments in Infrastructure and Human Capital Development have been prioritised to realise these opportunities.

The strategic objective of the 11th National Multi-annual Indicative Programme (NIP) is aligned to Uganda's long-term Vision 2040, the 5-year NDP II as well as the EU "*Agenda for Change*". The 11th EDF NIP intends to contribute to inclusive and environmentally sustainable development through socio-economic development supported by improved connectivity of national and regional transport infrastructure, by a sustained impetus on agricultural and livelihoods betterment, and by sound governance. Uganda will receive up to EUR 578 000 000 under the 11th EDF NIP (an additional 30% compared to the 10th EDF) and will be able to receive substantial additional funding under the Regional Indicative Programme (RIP) for Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO) and from thematic programmes and budget lines.

Looking at official development assistance (ODA) from a wider perspective, development assistance to Uganda has become increasingly fragmented with a complex web of funding providers and implementing organisations, ranging from bilateral, multilateral to private partner agencies. Financing follows different procedures and contractual arrangements, and involves a large pool of project accounts administered by Ministries, Departments and Agencies (MDAs). The Ministry of Finance, Planning and Economic Development (MoFPED) faces an uphill task of reporting on and accounting for funds received, in particular those funds that are not part of the national budget.

In November 2014 MoFPED launched the Aid Management Platform (AMP), a tool that will improve the ability to capture and report on external assistance for budgeting, coordination and dialogue purposes, as well as to improve transparency and linkage between expenditure and results. Challenges remain as the AMP was financed through the Financial Management and Accountability Programme (FINMAP), which will end in mid-2018 and the slow uptake by development partners in Uganda.

² The Ugandan Fiscal Year starts on 1 July in Year N, and ends on 30 June in Year N+1.

1.1.1 Public Policy Assessment and EU Policy Framework

Reference is made to 1.1 for the 11th EDF NIP alignment with Government of Uganda overarching policy commitments. The focal sectors addressed by the 11th EDF NIP have been identified in consistency and complementarity with the support that Uganda will be able to receive under the RIP for EA-SA-IO. The RIP will contribute to promoting regional cooperation and integration and, wherever possible, be integrated into national programmes. This is particularly relevant for infrastructure, trade and regional economic integration endeavours. The NIP focal sectors and corresponding objectives are:

Transport Infrastructure objectives are (1) reinforcing the sustainability of the national transport system, ensuring the necessary regulatory framework and applying low cost sealing technology to reduce maintenance cost in rural areas; and (2) improving the development of an efficient multimodal transport network including waterways, with particular attention to the connection with the neighbouring countries, urban access and optimisation of linkages.

Food Security and Agriculture objectives are to promote (1) development and resilience as an incentive for stability in the fragile regions of Northern Uganda and Karamoja; (2) inclusive growth in agriculture through value chain support countrywide; and (3) green economy through sustainable utilisation of natural resources and increased resilience to climate change.

Good governance objectives are (1) strengthening the function of the state, in its financial, democratic and social accountability, with particular emphasis on sound Public Financial Management; (2) supporting oversight and control functions over the Executive; and (3) improving access to fair and equitable justice, promote gender equality safeguard human rights and democracy, and strengthening investigative and judicial institutions and processes with regard to public mismanagement and breach of authority.

In addition to the three focal sectors the NIP also foresees funding for measures in favour of civil society, support to the National Authorising Officer (NAO) and Technical Cooperation. The latter two will be combined in this action.

Cross-cutting issues such as Gender Equality and Women Empowerment (GEWE), children's rights, and environmental sustainability/climate change will be considered in the design of activities under the NIP. In particular, the three focal sectors shall be gender-mainstreamed in reflection of the 2015 Joint Staff Working Document on gender equality and women's empowerment through EU external relations, to ensure that both men and women benefit equally and equitably from EU funded programmes, as well as making it possible to measure progress in those sectors. Under this programme, activities are foreseen on a needs basis to support the NAO and implementing Ministries, Departments, Agencies and Local Governments (MDALGs) to integrate GEWE in the programming and monitoring of all EU funded programmes, and to ensure their compatibility with recent global commitments (e.g. Sustainable Development Goals, COP 21).

1.1.2 Stakeholder analysis

The NAO in Uganda is the Minister of Finance, Planning and Economic Development (MoFPED); deputy NAOs comprise the Permanent Secretary/Secretary to the Treasury (PS/ST), Director Economic Affairs, Commissioner Aid Liaison Department (ALD), Commissioner Treasury Services Department (TSD), and the Accountant General.

At the end of the 10th EDF support to the NAO, the day-to-day responsibility for managing the tasks of the NAO within the MoFPED has been mandated to the ALD for project coordination, monitoring and compliance with the existing contractual obligations; and to the TSD for accounting and compliance with the financial procedures in force. MoFPED is currently undergoing a restructuring process, placing these two departments within one Directorate, which is foreseen to improve coordination and cooperation of operational and finance officers.³ The NAO should not be seen as a unique entity, but as a system within MoFPED, including relevant departments involved in the EDF implementation and the Support Unit.

The efficiency and effectiveness of the NAO is critical to the successful implementation of national and regional EDF programmes and overall aid coordination and reporting. Therefore, the current organisational set up (which has been in place since 2013) has been reviewed to inform the design of this action document.

In addition to MoFPED, several additional stakeholders will be involved in the implementation of 11th EDF NIP programmes in each focal sector, including among others:

- Transport Infrastructure: Ministry of Works and Transport (MoWT), Uganda National Roads Authority (UNRA), Uganda Road Fund (URF), Local Governments for district roads, Mount Elgon Labour Based Training Centre (MELTC), Roads Industry Council (RIC), Trademark East Africa, Uganda Railway Cooperation (URC), and Rift Valley Railway (RVR).
- Food Security and Agriculture: Office of the Prime Minister (OPM), Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), Ministry of Water and Environment (MOWE), private sector organisations, beef farmers' cooperatives, fish farmers' cooperatives.
- Good governance: Ministry of Local Government (MoLG), Ministry of Public Service (MoPS), Ministry of Internal Affairs (MoIA), Public Service Commission (PSC), Uganda Revenue Authority (URA), Public Procurement and Disposal Authority (PPDA), Office of the Auditor General (OAG), Inspectorate General of Government (IGG), Anti-Corruption Division, Judiciary (ACD), Criminal Intelligence & Investigative Directorate (CIID), Directorate of Public Prosecution (DPP), Parliament, and Public Accounts Committee (PAC).
- Gender equality: Ministry of Gender, Labour and Social Development (MGLSD).

This action was jointly developed with the NAO and benefited from multiple consultations with the respective stakeholders in particular the MDALGs and UNWOMEN.

Non-State Actors are supported through separate funds under the 11th EDF NIP for dedicated measures in favour of civil society, and thus not specifically targeted through this action.

1.1.3 Priority areas for support/problem analysis

Under the 10th EDF Support to the NAO and the Technical Cooperation Facility (TCF) were managed as two stand-alone streams of projects which had multiple overlaps in terms of technical assistance, capacity building and visibility activities. Capacity challenges also continue to prevail with monitoring of EDF projects, aid reporting is increasingly fragmented and visibility gaps are notable. Moving forward, it is recommended to combine in one programme: technical, administrative and logistical

³ It is likely that the name ALD will be changed into Department for Aid and Regional Coordination (DARC); and TSD into Debt and Cash Management Department (DMD).

support to the NAO; capacity building in Project Cycle Management (PCM) of EDF programmes; technical studies along the stages of the PCM, evaluations, and audits; and visibility and communication activities.

The first key priority is to enhance the overall capacity of the NAO in the process of identifying, formulating, implementing, monitoring and evaluation of EU cooperation projects/programmes implemented by MDALGs.

The second priority is to build upon ongoing work to enhance coordination; monitoring and overall aid management in Uganda as funding through FINMAP will stop in mid-2018. Areas to be addressed range from the maintenance of the AMP, making it more user-friendly, to capacity building of partners to improve the scope and frequency of reporting, and to analysis of data and strengthened dialogue between the Government of Uganda and the Local Development Partner Group (LDPG).

The third priority area is to facilitate active participation and enhancing the capacity of the beneficiary/implementing MDALGs in the different stages of the project cycle management. An early identification of needs (training requirements and technical assistance) will be essential. A stock take of existing needs assessments for key 11th EDF stakeholders was done under the 10th EDF NAO Support programme to inform specific technical assistance (TA) activities and their sequencing under TSP 1.

The fourth key area for support relates to improved overall visibility and communication of the EU-Uganda cooperation, i.e. cross-cutting for all EU funded interventions in Uganda and focal policy areas of the partnership.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Political interference	M	(1) Linkage of sector-level dialogue with National Partnership Forum dialogue, i.e. high-level policy dialogue between Government and development partners, to raise critical issues if necessary. (2) For the EU: regular review of political relations and impact on EU-Uganda cooperation in Article 8 Cotonou Agreement dialogue. (3) Robust, objective procedures and transparency in the development of sector plans and policies
Low absorption of TA funds as under the 10 th EDF NAO Support programme and TCF I, II and III.	H	This risk will be mitigated by (1) combining NAO Support Unit (NAOSU) and TCF activities in one programme, the TSP1; (2) align financial planning figures with actual needs and past experience; (3) raise awareness of 11 th EDF key implementing stakeholders for the availability of TSP 1 funds; and

		(4) identifying and applying clear selection criteria for technical assistance (TA) proposals by MDALGs.
Capacity building in EDF procedures and project cycle management are negated by staff turnover in 11 th EDF key line ministries, further exacerbated by conflicting assignments for staff involved in the planning/implementation of EU programmes.	M	Staff turnover cannot be avoided and negative consequences will be mitigated by (1) offering annual training cycles open to all 11 th EDF implementing stakeholders; (2) assignment of dedicated officers for each EDF focal sector; (3) providing a Long Term Technical Expert who as part of the Terms of Reference (TORs) will step in to bridge short term capacity gaps; and (4) multi-annual Programme Estimate providing higher job-security to SU staff.
Assumptions		
<ul style="list-style-type: none"> • Political, economic and social stability is maintained • Progress on the fight against corruption to maintain the underlying principles as laid out in the Cotonou Agreement is sustained • 11th EDF programmes will generate tangible results, thus maintaining interest and ownership from the beneficiary institutions. • The NAO will provide adequate guidance to beneficiary institutions for continuous and fruitful involvement in 11th EDF programming and implementation. • Key line ministries/agencies will provide suitable staff for implementation of projects and will avail them for training when required. 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Previous NAO Support Programmes: The Aid Liaison Department (ALD) mandate involves the coordination and monitoring of all development partner support plus other day-to-day Government of Uganda's specific duties. Further, the Cotonou Agreement vests the authority to coordinate the Government of Uganda/EU partnership to the National Authorising Officer, and that role has been delegated to ALD. The establishment of a dedicated NAO Support Unit (NAOSU) staffed by specialist personnel helped to give appropriate attention to the work of the EDF by personnel with a detailed knowledge of EDF procedures. However, shortcomings were revealed in the Medium Term Review (MTR) 2012 and results-oriented monitoring (ROM) 2015 reports. In response to the first, the NAOSU was attached to the Treasury Services Department (TSD). The most recent ROM report analysed the effect of this restructuring and concluded among others that (a) internal communication and cooperation between ALD and TSD should be improved; (b) staffing levels of the NAOSU and dedicated staff at ALD might need to be reviewed given the larger envelope under the 11th EDF compared to the 10th EDF; and (c) the scope of the Long Term Advisor (LTA) needs to be reviewed by focusing on capacity building/support for the day-to-day management rather than high level policy advice, which could be achieved through a series of dedicated Short Term Advisors (STAs). In addition to the ROM findings, procedures tend to overshadow policy dialogue – which should be at the core of the EU-Uganda cooperation.

Previous Technical Cooperation Facility (TCF): The ROM team found previous TCFs to be relevant to development in Uganda. Furthermore, TCF was considered a flexible and useful tool to rapidly respond to TA needs in the wider framework of the EU/Government of Uganda development priorities set out in the NIP. The ROM reports concluded that the instrument had positively contributed to the objectives of the EU cooperation, and that the overall quality of studies is deemed acceptable. There was large underutilisation of the training and conference components for both TCFs, partly explained by redundancies with the NAO Support project.

Therefore, the **proposed TSP 1** intends to maintain the positive aspects of a flexible and useful tool to rapidly respond to capacity building and TA needs, while removing their double provision under the earlier TCF and NAO Support programmes. Other ROM findings will continue to inform the implementation of the TSP 1, such as the involvement of the NAO in the programming of funds across various activities; dissemination of relevant studies and key findings to interested cooperating partners in the respective sectors; and increase awareness of MDALGs in the 11th EDF focal sectors about opportunities of funding for conferences and training.

With regard to **overall aid coordination**, ALD has been collecting and consolidating data for many years. It appears that the response rate and timeliness by development partners has decreased with the switch from a simple Excel sheet to a new, more sophisticated Aid Management Platform. While this platform offers more facilities for data management and analysis on the side of government, advocacy among and coordination between development partners has been neglected during the first phase of implementation. A more user-friendly way of uploading data from development partners needs to be established, and ALD needs to strengthen its reporting back mechanism to development partners as basis for a more meaningful dialogue on aid management and coordination.

With regard to **visibility and communication**, there has not been an overarching framework in the past. This led to many stand-alone uncoordinated activities without or insufficient linkage to the overall EU-Uganda cooperation under the Cotonou Agreement. Therefore TSP 1 intends to contract a communication service provider to develop and implement an EU-Uganda cooperation visibility strategy, while also maintaining an overview of EDF project related visibility activities.

3.2 Complementarity, synergy and donor coordination

The highest level of dialogue in the country is the bi-annual National Partnership Forum between the Government of Uganda and Development Partners (DPs). Regular dialogue is coordinated by the Local Development Partners Group (LDPG). The LDPG oversees a series of Sector Working Group (SWGs), which provide a forum for more technical discussions.

The support to the AMP will build on the support from FINMAP which is coming to an end in Financial Year (FY) 2017/18, leaving a support gap. The support from the TSP 1 will be targeted towards maintenance, systems update/upgrade, continuous capacity building of the users, data analysis and policy dialogue between MOFPED and the DPs through the LDPG and relevant sector working groups.

The proposed activities under this action are primarily to facilitate and support the implementation of the 11th EDF NIP and other EU initiatives in Uganda but, whenever relevant and feasible, specific activities proposed for funding from TSP 1 will be discussed with the relevant SWG and/or with the concerned development partner agencies. The purpose is to ensure that proposed activities are consistent with sector priorities and that optimal complementarity can be achieved.

The 11th EDF also foresees a dedicated capacity building project to the transport sector, which will require close cooperation with the LTA and the NAOSU under TSP 1 to ensure complementarity of activities and to avoid duplication of efforts.

3.3 Cross-cutting issues

Both Support to the NAO (S-NAO) and Support to the Project Cycle Management (S-PCM) components of the TSP 1 foresee to include specific activities related to cross-cutting issues. With regard to the promotion of principles of human rights, child rights and GEWE, capacity building will be offered on a needs basis during identification, formulation and implementation of projects across all 11th EDF NIP focal sectors. The gender analysis guidelines and tools provided in the 2015 Joint Staff Working Document on gender equality and women's empowerment through EU external relations (GAP-II 2016-20) will be used for guidance.

Moreover, Technical Assistance under TSP 1 will pay particular attention to environmental sustainability/climate change for projects and programmes to be identified/formulated under the 11th EDF NIP focal sectors Transport Infrastructure and Food Security and Agriculture. In particular, Environmental Impact Assessments will be carried out for all infrastructure projects to be formulated under the 11th EDF NIP.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development [, but also promotes progress towards Goal 5: Achieve gender equality and empower all women and girls, and Goal 8: Promote inclusive and sustainable economic growth, employment and decent work for all

The overall objective of this action is to assist the Government of Uganda in achieving the agreed objectives of the EU-Uganda cooperation in accordance with national development and 11th EDF priorities in the sectors of Transport, Rural Development and Good Governance

The **specific objective** of the action is to ensure that EU funds are managed in a more efficient, effective and sustainable way.

Output 1: Strengthened capacity of the NAO in the programming, implementation, coordination and pro-active monitoring of EU development assistance to Uganda, including the mainstreaming of cross-cutting issues like gender equality, and with an emphasis on the EDF portfolio.

Output2: Improved reporting and coordination of ODA and related dialogue between the Government of Uganda and development partners.

Output 3: An enhanced capacity of Ministries, Departments, Agencies and Local Governments to efficiently and effectively implement EDF and other EU funded programmes in a gender responsive manner.

Output 4: Increased visibility and awareness of EU funded programmes and the EU-Uganda cooperation including cases of good gender mainstreaming practices.

4.2 Main activities

Linked to objective 1, the indirectly managed *Support to the NAO (S-NAO)* component will provide:

- Funding to the NAO for office operations in support of the efficient, effective and sustainable management of EU funds.
- Administrative and logistical support for workshops, trainings, participation of Ugandan experts and officials at national, regional and international conferences and seminars.
- Funding for a long term Technical Adviser to support the successful implementation of the EDF portfolio, and build capacity including gender expertise within the NAO and NAO Support Unit, for an initial period of two years.
- Implementation of the TSP I visibility and communication activities.

Linked to objective 2, the directly and indirectly managed *Support to ODA reporting (S-ODA)* component will provide:

- Maintenance and technical support for Aid Management Platform (AMP).
- Logistical support for workshops, improvements and trainings related to the AMP.
- Funding for STAs to analyse ODA data and related sectors as an input for policy dialogue.

Linked to objective 3, a broad directly and indirectly managed *Support to the Project Cycle Management (S-PCM)* component will provide:

- Capacity building activities for MDALGs involved in the planning and implementation of 11th EDF NIP and RIP comprise trainings, workshops, conferences and seminars based on planned and ad hoc needs.
- Short- and medium-term TA for policy analysis and dialogue as well as support to Sector Working Groups to support the implementation of the 11th EDF focal sectors.
- Funding for technical studies along the stages of the PCM (identification, formulation, reviews, M&E, etc.), evaluations, and audits.
- Funding for the 11th EDF Midterm Review, which will inform allocations for the second phase of the 11th EDF NIP.
- Preparatory work for EDF-11 successor, post-Cotonou

Linked to objective 4, activities under *Visibility and Communication (V&C)* to implement the visibility strategy for the 11th EDF and to disseminate best practices and innovative ideas will be managed directly.

4.3 Intervention logic

Building on lessons from earlier cooperation (see section 3.1), this action aims to support the Ugandan NAO in ensuring that EU funded programmes implemented by the Government of Uganda remain on track and are carried out in a manner that is in line with the Cotonou Agreement. The support also aims to ensure that the NAO can reach out to other MDALGs implementing EU funded programmes/projects, with the purpose of reaching the project outputs as defined in section 4.1.

As part of the S-NAO, also a long-term Technical Assistant (LTA) to the NAO is foreseen to support the implementation and capacity building through on-the-job training, and coordination of STAs under the S-PCM component. The LTA assists the NAO in identifying and addressing skills gaps that may exist in implementing MDALGs. The LTA will also ensure that capacity building initiatives are

properly coordinated and that key individuals involved in the implementation of EU programmes are trained in their areas of need. The exit strategy for the LTA foresees that the NAO SU in close coordination with a dedicated officer in ALD will take over these coordination roles.

The Support to the Project Cycle Management (S-PCM) will provide a facility through which the NAO and MDALGs are able to receive the necessary expertise and guidance during the identification, formulation and implementation phases. In particular, the S-PCM ensures that the NAO has a pool of funds readily available that can be mobilised to respond to unforeseen needs of implementers of EU programmes that would have otherwise affected implementation adversely.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation of the budget support component

N/A

5.4 Implementation modalities

5.4.1 Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
-S-ODA to mobilise STA for analysis	Services	1	2 nd trimester 2017
-S-PCM to mobilise STA	Services	80 ¹⁾	Over entire duration of implementation
-(S-V&C) for Communication and Visibility, Uganda	Services	1	2 nd trimester 2017

Notes:

1) Estimation of Framework Contracts (FWCs) for short-term contracts is based on previous experience with TCF. A Long term service contract is also envisaged for LTE

5.4.2 Indirect management with the partner country

A part of this action with the objective of Support to the NAO (S-NAO) may be implemented in indirect management with Government of Uganda (in particular the Ministry of Finance, Planning and Economic Development, the NAO in Uganda) in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities:

The partner country will act as the Contracting Authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 50 000 (or lower, based on a risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for ordinary operating costs, direct labour and contracts below EUR 300 000 for procurement and up to EUR 100 000 for grants.

The financial contribution partially covers, for an amount of EUR 1 500 000, the ordinary operating and direct costs⁴ incurred under the programme estimates.

The Commission authorises that the costs incurred by the partner country may be recognised as eligible as of 2nd April 2016 because the operational implementation phase of the closure Programme Estimate (PE) 4 under the current Support to the NAO programme will end on 1st April 2016. Thus, a smooth functioning of the NAO needs to be ensured until this new decision and subsequent PE 1 have been signed.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable in accordance with Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the partner country.

5.4.3 Changes from indirect to direct management mode due to exceptional circumstances

If for circumstances outside of the Commission's control, the NAO cannot fulfil its role for indirect management as listed above in section 5.4.2, it is proposed to follow procurement under direct management, especially for the activities related to the LTA and Communication/Visibility.

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Communication/Visibility	Services	1	2 nd trimester 2017

⁴ The operating costs are benchmarked on previous annual NAO PEs and the related absorption.

Uganda			
Long Term Technical Assistant	Services	1	2 nd trimester 2017

5.5 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, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1) (b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

Budget item	EU contribution (amount in EUR)	Indicative third party contribution, in UGX(000) ⁵
Output 1. Support to the NAO (S-NAO): (5.4.2 indirect management)	1 810 000	
1.1 Multi-annual programme estimate for technical, administrative and logistical support to the NAO	1 500 000 ⁶	
1.2 Service contract for Long Term Technical Assistant	310 000	N.A.
Output 2. Support to ODA reporting and dialogue (S-ODA):	700 000	
- AMP development, training and maintenance (5.4.2 indirect management)	200 000	
-Analyses and studies on AMP/ODA data (5.4.1 direct management)	400 000	
- Facilitation of ODA related Policy Dialogue (5.4.2 indirect management)	100 000	
Output 3. Support to Project Cycle Management (S-PCM): (5.4.1 direct management)	7 300 000	
- Procurement of capacity building for MDALGs involved in the planning and implementation of 11 th EDF NIP and RIP	3650 000	N.A.
- Procurement of technical studies along the stages of the PCM (identification, formulation, reviews, M&E, etc.), evaluations, and audits	3650 000.	N.A.
Output 4. Visibility and Communication (V&C) (5.4.1 direct management)	1 250 000	
-Procurement of services and supplies to implement the visibility strategy for the 11th EDF and disseminate best practices and innovative ideas	1 250 000	N.A.
5.9 - Evaluation , 5.10 Audit (direct management)	210 000	N.A.
5.11 Communication and visibility (indirect management)	225 000	N.A.
Contingencies (5%)	605 000	N.A.
Totals	12 100 000	N/A

⁵ The Government of Uganda contribution will mainly be provided in kind in terms of office accommodation, utilities (water, electricity etc.), taxes, and training facilities.

⁶ Includes EUR 100,000 for Vehicles purchase for the S-NAO

5.7 Organisational set-up and responsibilities

The programme shall be implemented by both Direct Management and Indirect Management. Therefore, a strong coordination mechanism and regular dialogue are essential to achieve the intended results under TSP I.

	Meeting frequency	Chair	Participation	Role
Steering committee	Bi-annually ¹⁾	Director DMD, Head of Cooperation (HOC) EUD	Commissioner (ALD), Commissioner (TSD), NAO - SU, Heads of Section (EU Delegation)	Policy discussions/ review Review overall 11 th EDF progress Review TSP I specific progress
Project management committee	Quarterly	Commissioner (ALD)	Representatives from ALD, TSD, NAO-SU, EUD	Review quarterly progress reports Agree on follow up actions if needed
Focal sector meetings	Monthly ²⁾	Respective Head of Sector (ALD)	representatives from relevant MDALGs, ALD, TSD, NAO-SU, EUD	Review 11 th EDF progress within focal sector Discuss specific implementation issues Agree on follow actions if needed

Notes:

1) If need arises also ad-hoc meetings can be called by either of the two co-chairs.

2) At least every 6 weeks on average.

The Steering Committee's role goes beyond the review of TSP I and also fulfils the role of overall EU-NAO cooperation coordination at the policy level. It will be essential for the Steering Committee to review the overall progress under the 11th EDF NIP, especially in the first phase which will determine allocations under the second phase. The Project Management committee will be responsible to review quarterly progress reports of TSP I, take decisions and agree on follow up actions with a view to supporting the smooth implementation of the overall EDF portfolio. Any such decisions or follow up actions should be taken up within each focal sector. The already ongoing monthly sector meetings will continue to bring together relevant key implementing partners to discuss individual 11th EDF programmes. Based on past experience and taking into account lessons learned from ROM reports and other evaluations, it is proposed to have the following staffing, management and supervision arrangements:

	Indicative staff to support the TSP I and overall EDF implementation	Management	Supervision
NAO Support Unit ¹⁾ (NAO SU)	4 Support Officers, one of whom should be the Head of the unit 1 Driver	Senior Programme Coordinator NAOSU	Commissioner TSD (accounting and financial accountability) Commissioner ALD programming, coordination, monitoring and project contract management)
LTA ¹⁾	One senior expert	Commissioner ALD	Commissioner ALD
ALD	1 EU coordinator + Visibility 1 Head of Sector Infrastructure + Trade (Regional) 1 Head of Sector Agriculture 1 Head of Sector Governance +RIP	Commissioner ALD	Director DMD
TSD ²⁾	1 Accountant	Commissioner TSD	Director DMD

1) Support staff, to be funded under component S-NAO;

2) Government of Uganda core staff, to be funded through government budget

5.8 Performance monitoring and reporting

The overarching framework for measuring progress of the 11th EDF programmes at outcome level is the agreed Monitoring Framework for the Uganda NIP under the 11th EDF. This framework relies to a large extent on the established Government Annual Performance Report (GAPR). 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 log frame matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation. As reported in section 5.7, progress review meetings are envisaged periodically including bi-annual steering committee meetings.

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).

5.9 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for learning purposes, in particular with respect to (a) the new set up of the TSP 1, combining previously two separate programmes; (b) possible adjustments including gender perspectives for the remaining implementation period of TSP 1; and (c) the intention to launch a second phase of the action (TSP 2) indicatively foreseen for the period 2019-2022.

The Commission shall inform the implementing partner at least two (2) months in advance of the dates foreseen 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 shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project including gender sensitive adjustments.

Indicatively, one contract for evaluation services shall be concluded under a framework contract in the second half of 2018.

5.10 Audit

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 audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract in the second half of 2020.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish a gender oriented Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The implementation modality of procurement is foreseen to be part of the Programme Estimate dedicated to support to the NAO under indirect management.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) ⁷

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To achieve the agreed objectives of the EU-Uganda cooperation in accordance with national development priorities in the sectors of Transport, Rural Development and Good Governance	1. % of the 11 th EDF NIP monitoring framework targets attained 2. Improved Global gender gap index rating for Uganda* 3. Status of EU Visibility Action Plan.	1. To be established. 11th EDF NIP monitoring framework in place. 2. 0.708 (2014/15) 3. Establishing of a EU visibility strategy in 2016. This action envisions establishment of the Visibility strategy – leading to an actionable plan.	1. 100% (2019/20) 2. 0.75 (2019/20) 3. Visibility Action Plan in place and implemented in 2019.	1. 11 th EDF NIP Mid Term evaluation; foreseen for 2018 2. Gender gap website 3. End of 11th NIP EDF visibility review.	

⁷ Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

Specific objective(s): Outcome(s)	EU funds are managed in a more efficient, effective and sustainable way.	<p>1 % of EDF-funded projects managed by the Delegation flagged with green lights for KPI 5, 6 in the EAMR</p> <p>2 % of ODA reporting through Aid Management Platform (AMP).</p> <p>3 % of gender sensitive technical support assignments undertaken</p> <p>4% of execution of the agreed EU visibility action plan.</p>	<p>1. Average score for KPI 5 and Average score for KPI 6 in 2015</p> <p>2. 45% of overall ODA reported is aligned to the AMP (2014/15)</p> <p>3. to be undertaken jointly with NAO with assistance from the Long Term Expert</p> <p>4. To be undertaken at preparation of PE.</p>	<p>1. 95% (2019/20)</p> <p>2. 100% ODA reported through AMP (2009/10)</p> <p>3. 95% (2009/10)</p> <p>4. To be established</p>	<p>1. Annual External Actions Monitoring Report</p> <p>2. Recently concluded Global Partnership for Development Effectiveness Evaluation Regular reporting through AMP, AMP score Card Annual report on Development Cooperation, ALD</p> <p>3. (Programme documents, Audit reports, Mid-term review and the final assessment of the 11th EDF)</p> <p>4. Visibility Annual reports</p>	<p>Secure necessary approvals in time, Implementing partners provide accountability in time, Conducive environment for implementation prevails through the period</p>
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Outputs	1. Strengthened capacity of the NAO in the programming, implementation, coordination and pro-active monitoring of EU development assistance to Uganda, with an emphasis on the EDF portfolio.	<p>1.1 % of programmes prepared as planned in the 11th EDF NIP</p> <p>1.2 % of 11th EDF of projects/programmes completed on schedule</p> <p>1.3 Number of participants (men and women) trained according to the planned trainings under the programme.</p> <p>1.4 Number of the ACP/EU meetings attended over the programme period</p>	<p>1.1 To be undertaken jointly with NAO with assistance from the Long Term Expert</p> <p>1.2 To be undertaken jointly with NAO with assistance from the Long Term Expert</p> <p>1.3 To be undertaken at preparation of PEs.</p> <p>1.4 To be undertaken at preparation of PEs.</p>	1.1. To 1.4 to be established	Programme Estimates, Training reports, conference and seminar reports	Implementing partners are available and willing to participate in capacity building activities.
	2. Improved reporting and coordination of ODA and related dialogue between Government of Uganda and development partners (DPs).	<p>2.1 % of EU reporting through Aid Management Platform (AMP).</p> <p>2.2 % 11th EDF CRIS Projects with OECD DAC Gender Equality Marker (GEM) value G-0</p>	<p>2.1 to be established</p> <p>2.2 EAMR indicator 13. Baseline to be established</p>	<p>2.1 100% EU reported through AMP</p> <p>2.2 To be established</p>	2.1 AMP data base: Regular reporting through AMP, AMP score Card. Annual report on Development Cooperation, ALD, 2.2 EAMR	Political commitment
	3. An enhanced capacity of MDALGs to efficiently and effectively implement EDF and other EU funded programmes.	3.1 Number of technical support assignments undertaken jointly with NAO.	3.1 To be established	3.1 To be established	3.1 Training reports, conference and seminar reports	Implementing partners are available and willing to participate in capacity building activities.

	4. Increased visibility and awareness of EU funded programmes and the EU-Uganda cooperation.	<p>4.1 % of 11th EDF projects with a Communication Plan</p> <p>4. 2 Number of press releases, newspaper reports, supplements and visibility events on EDF programme in the national press.</p> <p>4.3 Number of success stories and results disseminated, with a specific reference to gender.</p>	<p>4.1 93% EAMR 2015 agreed score</p> <p>4.2 5 press releases/ events (2015)</p> <p>4.3 2 success stories (2015)</p>	<p>4.1 100% (2020)</p> <p>4.2 For all project launches and milestones; annual Europe day supplements</p> <p>4.3 4 success stories</p>	<p>4.1 EAMR annual reports</p> <p>4.2 Annual visibility reports drawing from press releases, newspapers, supplements and quarterly/annual project performance reports, ALD.</p> <p>4.3. Annual visibility reports drawing from press releases, newspapers, supplements and quarterly/annual project performance reports, ALD.</p>	Availability of sufficient resources.
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Annex - List of Acronyms

ACD	Anti-Corruption Division, Judiciary	MOPS	Ministry of Public Service
ALD	Aid Liaison Department	MOWE	Ministry of Water and Environment
AMP	Aid Management Platform	MOWT	Ministry of Works and Transport
CIID	Criminal Intelligence & Investigative Directorate	MTEF	Medium Term Expenditure and Financing Framework
COP21	21 st Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change	NAO	National Authorising Officer
DPs	Development Partners	NAOSU	NAO Support Unit
DPP	Directorate of Public Prosecution	NDP	National Development Plan
EA-SA-IO	Eastern Africa, Southern Africa and the Indian Ocean	NIP	National Multi-annual Indicative Programme
EDF	European Development Fund	OAG	Office of the Auditor General
FINMAP	Financial Management and Accountability Programme	ODA	Official Development Assistance
FWC	Framework Contract	OPM	Office of the Prime Minister
FY	Fiscal Year	PAC	Public Accounts Committee
GAPR	Government Annual Performance Report	PCM	Project Cycle Management
GEWE	Gender Equality and Women Empowerment	PPDA	Public Procurement and Disposal Authority
IGG	Inspectorate General of Government	PSC	Public Service Commission
LDPG	Local Development Partner Group	RIC	Roads Industry Council
LG	Local Government	RIP	Regional Indicative Programme
LTA	Long Term Advisor	ROM	Results-oriented monitoring
MDAs	Ministries, Departments and Agencies	RVR	Rift Valley Railway
MDALGs	Ministries, Departments, Agencies and Local Governments	SDGs	Sustainable Development Goals
MELTC	Mount Elgon Labour Based Training Centre	SU	Support Unit
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries	SWG	Sector Working Group
MOFPED	Ministry of Finance, Planning and Economic Development	STA	Short Term Advisor
MOIA	Ministry of Internal Affairs	TA	Technical Assistance
MOLG	Ministry of Local Government	TOR	Terms of Reference
		TCF	Technical Cooperation Facility
		TSP	Technical Support Programme
		TSD	Treasury Services Department
		UNRA	Uganda National Roads Authority
		URC	Uganda Railway Cooperation
		URF	Uganda Road Fund
		URA	Uganda Revenue Authority