1. Introduction

1.1 The Joint Commission between the Republic of Uganda and the Kingdom of Belgium

The ‘Indicative Development Cooperation Program’ is a mutually elaborated and agreed document within the framework of the 2012 Joint Commission between the Governments of Uganda and Belgium, which took place on the 5th of April 2012 in Kampala. It takes on board the ideas and the discussions of the Extended Partner Committee (EPC) which was held in the Ministry of Finance, Planning and Economic Development (MoFPED) on the 16th of March 2012 with the participation of the Belgian Embassy, The Belgian Development Agency (BTC), the Ministry of Finance, the Ministry of Foreign Affairs the Ministry of Education & Sports, the Ministry of Health and the Ministry of Water & Environment.

The purpose of this document is to specify the Bilateral Indicative Development Cooperation Program for the period starting in July 2012 and ending in June 2016 as well as the main ideas about its implementation. The leading principle during this 4 FY-year-period (FY12-13, FY13-14, FY14-15 and FY15/16), is to contribute actively to the National Development Plan of Uganda (2010-15) and to the attainment of the Millennium Development Goals, to which both countries jointly subscribed.

Moreover, this program will also take into account the following documents:

- The Belgian law on international cooperation of May 25th, 1999
- The General Agreement on Direct Bilateral Cooperation between the Kingdom of Belgium and the Republic of Uganda, signed in Kampala on 1st February 2005.
- The guidelines of the Paris Declaration on Aid Effectiveness, Harmonization and Alignment, 2005
- The EU Consensus for Development, 2005
- The EU Code of Conduct on Complementarity and Division of Labour in Development Policy, 2007
- The Accra Agenda for Action on Aid Effectiveness, 2008
- The Uganda Partnership Policy, 2010
- The Busan Partnership for Effective Development Cooperation, 2011

In line with the Paris Declaration and the Busan Partnership, the Uganda Partnership Policy, within the context of the National Development Plan, sets out the guiding principles and priorities through which the Government of Uganda will manage the relationship with its Development Partners and the external assistance they provide. As part of its Poverty Eradication Action Plan, the predecessor of the actual National Development Plan the Government Uganda outlined these “Partnership Principles” in September 2003 detailing policies for development cooperation to which Belgium adhered on 1st February 2005. In the last decade, Uganda and most DPs have signed international agreements to enhance the impact of aid, notably the Paris Declaration in 2005 and the Accra Agenda for Action in 2008.

Despite these agreements, many challenges remain including: (1) increasing the alignment and commitment of the national budget and the development cooperation with Uganda’s development strategy and with the national budget process, (2) enhancing the predictability, accountability and
transparency of the national budget, (3) strengthening institutional capacities, (4) aligning to the national systems and (5) harmonizing Development Partners practices. In the context of the actual NDP, this Partnership Policy will also allow the Government of Uganda to strengthen mechanisms for managing DP-partnerships through preferred modalities for their support.

1.2 Mutual Commitments

1.2.1. General Statement

This Indicative Development Cooperation Program 2012-16, refers to the Cotonou Agreements between the EU and the ACP countries, accepted by both governments. In accordance with these agreements, both, the Ugandan and the Belgian government commit themselves to promote good governance, human rights, gender equality, environmental and climate awareness, democracy and the rule of law. A serious violation of these basic principles could lead to a re-negotiation of the present IDCP. Both parties mutually agree to ensure transparency and accountability in order to avoid incidences of corruption. They agree on the fact that no proposition, payment, gift or benefit of any nature, which could be considered as an illegal, fraudulent or corrupt act, will be promised, committed, sought or accepted, directly or indirectly, as an incentive or as a compensation linked to activities implemented within the framework of the bilateral cooperation between both parties, including any procedure connected to the tender, award or implementation of contracts.

Irregularities or suspicions of an illegal, fraudulent or corrupt act linked to the use of funds programmed in this IDCP will be reported to the appropriate authorities agreed upon between both governments, which could lead to an audit. Both governments will inform each other, mutually and without delay, in respect of the discovery of an illegal, fraudulent or corrupt act which will lead to the immediate cancelation of the agreement concerned. A meeting of the Partner Committee, which will have to take place within 60 days from the discovery of the illegal, fraudulent or corrupt act, will decide upon the corrective measures to be undertaken, such as the full reimbursement of the misappropriated funds and the legal actions to be taken. It will also decide upon the continuation of the program concerned and of the other interventions under the IDCP, as well as upon possible preventive measures to be taken.

Every illegal, fraudulent or corrupt act could furthermore mean the final ruling out of any new funding from the Belgian Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation.

1.2.2. Mutual dialogue

Both parties recognize that political dialogue and mutual consultation beyond technical and policy dialogue is required to make further progress in aid effectiveness. The Republic of Uganda and the Government of Belgium agree to duly take into account all existing international and national commitments concerning priority cross-cutting issues like gender equality, environment, HIV/AIDS and good governance in the conception, the implementation, the monitoring and evaluation of the projects and programs which will be financed through this IDCP.

Belgium became full member of the Joint Budget Support Framework (18/06/2010) as a sector budget support donor who accepts that its donor funds are being channeled to the Uganda’s government’s national treasury, and thereafter managed in accordance with Uganda’s own budgetary procedures. Budget support in Uganda includes a process of dialogue and conditions derived from the recipient government’s commitments, technical assistance, capacity building and efforts at harmonization and alignment by Development Partners based on the National Development Plan. The JBSF structure seeks to provide more effective and more regular dialogue and interaction with government at political and technical levels built on high quality analysis and information. It is built on existing aid management groups and sector working groups.
2. Priorities of the Ugandan National Policies

2.1 The National Development Plan

The National Development Plan (NDP) covers the fiscal period FY10/11 to FY14/15. It stipulates the Country’s medium term strategic direction, its development priorities and implementation strategies. In line with the National Vision Framework, the central theme of this NDP is: "Growth, Employment and Socio-Economic Transformation for Prosperity". The thrust is to accelerate socio-economic transformation to achieve the National Vision of a transformed Ugandan society from a peasant to a modern and prosperous country within 30 years. This will be supported by a policy environment necessary for sustainable development which will entail making continuous improvements to the political, social and economic conditions.

To achieve the central NDP-theme, eight strategic objectives are crucial:

- Increase household incomes and promoting equity;
- Enhance the availability and quality of gainful employment;
- Improve stock and quality of economic infrastructure;
- Increase access to quality social services;
- Promote science, technology, innovation and ICT to enhance competitiveness;
- Enhance human capital development;
- Strengthen good governance, defence and security;
- Promote sustainable population growth and use of the environment and natural resources.

In relationship with the objectives, the main principles of the plan are defined as (1) real and responsible ownership, (2) political will, (3) good governance, (4) resource availability, (5) a balanced development based on sectors with potential competitive advantage, (6) behaviour changes on citizen, public and private levels, (7) a direct linkage with national planning processes, (8) sustainable and equitable development and (9) effective implementation and evaluation mechanisms.

2.2 The Uganda policy with its Development Partners

The main objectives of this partnership policy will:

- Improve the effectiveness of development cooperation through greater government ownership and leadership;
- Strengthen economic management by increasing flows of development assistance through the budget, and coordinating off-budget flows;
- Increase transparency and accountability between the Government and Development Partners and between the Government and its citizens in the management of development cooperation;
- Accelerate progress towards policy coherence in Uganda’s relationships with its development partners.

This policy applies to Uganda’s relationship with all Development Partners in Uganda, but by being flexible to reflect the particular features of South-South and Civil Society Organization cooperation.
3. Belgian Development Priorities and Policies

The Belgian law on International Cooperation sets out priority sectors and transversal themes. It directs the bilateral cooperation towards the sectors of (1) Education and Training, (2) Basic Health Care, (3) Agriculture and Food Security, (4) Basic Infrastructure and (5) Governance. Cross Cutting Issues are Gender, Environment, Social Economy and Children’s Rights. Following the recommendations of the 2010 DAC-Peer Review for Belgium, priority themes are emphasized as being “gender equality & women empowerment” and “environment and climate change”. Moreover, the good governance theme has to be taken into account in each step of the IDCP elaboration and the program/project cycle. The Government of Belgium expects the respect for the basic human rights of social minorities, including sexual minorities concerning consenting adults.

In line with the EU-Code of “Conduct on Complementarity and Division of Labor in Development Policy”, Belgium restricts its activities within the proposed IDCP to two concentration sectors. In Uganda the Education and Training sector will be considered as the first concentration sector. Basic health care will remain the second concentration sector. The transversal themes like environment and climate change, gender equity and good governance will be clearly emphasized in the concentration sectors and trough additional development tools like delegated cooperation and incentives through supplementary funds.

Lack of institutional and human capacity remains an issue which will be taken on board through capacity building in all projects and sector financing under the proposed IDCPs. Several development modalities will tackle this challenge.

Belgium is committed to modernize its development cooperation to be able to implement the Paris Declaration, the Accra Agenda for Action and to participate actively in the discussions of the post-Busan Global Partnership. Its Harmonization and Alignment Plan responds to one of the DAC recommendations that Belgium ought to develop and implement an aid effectiveness action plan. Therefore, it started to take recent policy and strategic decisions by implementing innovative 4-year indicative cooperation programs, adapted to the Paris & Accra commitments. The Belgian cooperation in Uganda is a pioneer in this approach as this IDCP is already the second 4-year-period in a row wherein the concentration sectors (education & training, basic health care) are maintained. Belgium’s intention is to stay prominent in the same development sectors for three successive programs (3 x 4 year = 12 years), subject to the positive evaluation of each program. This intention and willingness facilitates the Ugandan partner in its long-term planning and the harmonization process with all development partners who are active in Uganda.

4. The Belgian Cooperation in Uganda

Uganda is one of the 18 Belgian Bilateral partner countries. The Belgian Bilateral Cooperation started in Uganda in 1995 with the signing of an MoU, containing projects in the transport and telecommunications sectors and institutional capacity building of local governments. The General Agreement on Development Cooperation between the two partners was signed on the 1st February of 2005.

Cooperation between Belgium and Uganda is taking place through different partnership channels:

- Direct bilateral cooperation from government to government which is followed up by the Belgian Embassy and implemented by the Belgian Technical Cooperation;
- Delegated cooperation through other development partners in Uganda;
- Indirect bilateral cooperation through non-governmental actors like NGOs, Universities and Belgian Institutes;
• Multilateral cooperation through international organizations such as the specialized United Nations agencies, the Bretton Woods institutes and the European Union;
• The projects funded through the Belgian Fund for Food Security;
• The Belgian Investment Company for Developing Countries (BIO)

The total Belgian Official Assistance (ODA) disbursed in favor of the Ugandan Government (core contributions to the multilateral organizations and to the European development Fund not included) was 11.1 million Euros in 2008, 15.5 million Euros in 2009, 21.2 million Euros in 2010 and 8.5 million Euros in 2011. Of this amount, an average of 69 % was disbursed as direct bilateral cooperation to the Ugandan Government.

5. Overview of the ongoing direct bilateral cooperation programme

5.1 The Legal Framework

Belgian Development Cooperation is governed by the Belgian law on International cooperation and the General Agreement on Direct Bilateral Cooperation between the Kingdom of Belgium and the Republic of Uganda. Each intervention is formalized by a Specific Agreement between both governments, except for the delegated cooperation which is officialized by a Memorandum of Understanding between Belgium and the receiving donor.

The Ministry of Finance, Planning and Economic Development (MoFPED) and the Embassy of Belgium in Kampala co-sign all Specific Direct Bilateral Agreements between the Republic of Uganda and the Kingdom of Belgium.

5.2 The actual Direct Bilateral Cooperation Program

Since 2008, the Belgo-Ugandan Cooperation is concentrating its activities merely in the education and health sectors.

5.2.1 Education

In the education sector the following interventions are being implemented:
• **Budget support to the education sector (IDCP 2009-12):** Belgium contributes to this budget in accordance with the MoU related to the Education Sector Strategic Plan (ESSP) and the Strategic Plan for Universal Secondary Education (USE) in Uganda. A remaining sector budget support of 8 million Euros, out of a total of 12 million that was planned in the IDCP 2009-2012, is still pending;
• **Skill development in Business, Technical, Vocational Education and Training (BTWET) & Teachers Education (IDCP 2009-12):** The project “Improving the Training of BTWET Technical Instructors and Health Tutors, and Secondary Teachers in Uganda” aims to contribute to an increase of quality of and equity in access to post-primary education and training level, as part of Universal Post-Primary Education and Training (UPEPET). The project specifically supports colleges – National Training Colleges in Kalilo and Muni (Arua), as well as Community Polytechnics Instructors College Abilonino and Health Tutors Training College Mulago in providing an improved teaching & practice-oriented learning environment, supported by a strengthened school management, support supervision & visitation service;
• **Sir Samuel Baker Secondary School (IDCP 2005-08):** The aim of the project was to improve access to quality secondary education in the war affected regions of the North. The project specifically rehabilitated and increased the capacity of the buildings at Sir Samuel Baker School (SSBS) and provided for their equipment, to increase the enrolment capacity of the school to 1,300 pupils. The project was completed in 2011 and final evaluation is underway.
5.2.2 Health

The support to the health sector is channeled through the budget support mechanism and project approach to develop mutual complementarities in realizing the priorities of the Government:

- **Health Sector Strategy Plan II (IDCP 2005-08 & 2009-12):** the sector budget support to the second health sector strategic plan (HSSP II: FY2005/06-FY2009/10) was implemented in the framework of the MoU signed by the Government and Development Partners. The overall performance of the health sector during the implementation of HSSP II was stable however some critical indicators related to maternal and child health and immunization showed poor results and were highlighted as key issues that need to be addressed urgently.

- **Health Sector Strategic & Investment Plan (IDCP 2009-12):** a new partnership, launched with the signature of a Country Compact by the Ministry of Health (MoH) and its partners, was set out in November 2010 for the purpose of maintaining policy dialogue, promoting joint planning, and effective implementation and monitoring of the Health Sector Strategic and Investment Plan (HSSIP) 2010/11 - 2014/15. The partners include Health Development Partners, Private-Not-For-Profit Organizations, the Private Health Practitioners and Civil Society Organizations. The HSSIP is meant to contribute to the national development goal of accelerating economic growth and reducing poverty by facilitating implementation of the National Health Policy II (2010/11 – 2019/20) and HSSIP (2010/11 – 2014/15) through a sector-wide approach. A remaining sector budget support of 10 million Euros, out of a total of 20 million Euros that was planned in the ICP 2009-2012, is still pending.

- **Planning, Management & Leadership programme in the health sector (IDCP 2009-12):** the Institutional Capacity Building (ICB) project in the Ugandan health sector has been designed to support the Ministry of Health in its endeavours to strengthen its capacity in those areas that were identified to be weak at all levels of the health system (MTR HSSP II, National Health Policy II, HRH Strategic Plan 2005-2020). It aims to improve effective delivery of the integrated Ugandan National Minimum Health Care Package (UNMHC) with specific target in strengthening of the planning, leadership and management capacity of the health staff at national and local government levels. The programme started in 2010 but due to some institutional and organizational difficulties implementation of activities was delayed and the project is under implementation at present. In 2011 the Embassy of Sweden made a contribution of 1.4 million Euros to the project through active delegated cooperation to BTC.

5.2.3 Other on-going programmes

- **KIEMP (IDCP 2005-08):** The Kampala Integrated Environment Management Programme (KIEMP) started in 2006 with the aim of improving the quality of life of poor communities in the suburbs of Kampala through enhancing environmental planning and management in the poor suburbs of Kampala Capital City Authority. The project will be completed in 2012.

- **KDPRP (IDCP 2005-08):** The Kasese District Poverty Reduction Programme started in 2009 as a 2nd phase of the previous similar project with specific emphasis on the Local Economic Development strategy of the Government. The project will complete its activities in 2013.

- **CDM (IDCP 2002-05):** The Clean Development Mechanism project started in 2011. The project aims at helping Uganda benefit from the Clean Development Mechanism of the Kyoto Protocol. The project will strengthen the capacity of Ugandan public and private entities in identifying and implementing CDM projects that will lead to enhanced sustainability of the economic development of Uganda. The project includes capacity building in hands-on training, increasing accessibility and quality of information on CDM possibilities in Uganda and supports the registration of more CDM projects.

- **Study & Consultancy Fund (IDCP 2002-12):** The Fund was created in 2002 and continued to be an instrument for the preparation of identification document for new projects, development of sector strategy and investment plans (BTVEF Strategic Plan- Skilling Uganda, environment,
Police child protection) for technical ministries, policy formulations (Climate Change, Local Economic Development), reviews of sector performances and capacity building.

- **The Scholarship Programme (IDCP 2009-12):** the main objective is to contribute to institutional capacity development in Uganda; more than 700 students benefited between 2008 & 2011. The programme focuses on the two concentration sectors, health and education, with emphasis on the gender aspects.

- **Micro Intervention Programme (IDCP 2009-12):** the MIP programme started in 2001 in Uganda and continued to be an essential access for small community groups to realise a number of social oriented activities. Between 2008 & 2011, 48 organizations benefited from this programme. The MIP will cease to be part of the bilateral cooperation at the end of 2012.

So the active direct bilateral cooperation program contains the following interventions (April 2012):

<table>
<thead>
<tr>
<th>Sector</th>
<th>Project/Program</th>
<th>Belgian Contribution x mln Euro</th>
<th>Period</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>IDCP 2005/08</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Environment</td>
<td>Kampala Integrated Environmental Planning and Management Program</td>
<td>5,00</td>
<td>2005-2012</td>
</tr>
<tr>
<td>Decentralisation</td>
<td>Kasese District Poverty Reduction Program (second phase)</td>
<td>4,00</td>
<td>2008-2013</td>
</tr>
<tr>
<td>Environment / Climate</td>
<td>Clean Development Mechanism</td>
<td>2,00</td>
<td>2010-2013</td>
</tr>
<tr>
<td></td>
<td>Capacity Development Project</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Subtotal</strong></td>
<td><strong>11,00</strong></td>
<td></td>
</tr>
<tr>
<td><strong>IDCP 2009/12</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health</td>
<td>Sector budget support, via PAF</td>
<td>20,00</td>
<td>2009-2013</td>
</tr>
<tr>
<td>Health</td>
<td>Project support for Human Resources &amp; Capacity Building</td>
<td>6,50</td>
<td>2009-2015</td>
</tr>
<tr>
<td>Education</td>
<td>Sector budget support, via PAF</td>
<td>12,00</td>
<td>2009-2013</td>
</tr>
<tr>
<td>Education</td>
<td>Project support to USE, BTVET &amp; Health Training Colleges (*)</td>
<td>16,00</td>
<td>2011-2016</td>
</tr>
<tr>
<td>Agriculture</td>
<td>Delegated Cooperation aBI-U-growth</td>
<td>3,00</td>
<td>2011-2013</td>
</tr>
<tr>
<td>Multisectoral</td>
<td>Study &amp; Consultancy Fund</td>
<td>2,00</td>
<td>2009-2013</td>
</tr>
<tr>
<td>Multisectoral</td>
<td>Scholarships</td>
<td>4,00</td>
<td>2009-2012</td>
</tr>
<tr>
<td>Multisectoral</td>
<td>Micro Projects</td>
<td>0,50</td>
<td>2009-2012</td>
</tr>
<tr>
<td></td>
<td><strong>Subtotal</strong></td>
<td><strong>64,00</strong></td>
<td></td>
</tr>
</tbody>
</table>
8

(*) + 1.5 million Euros transfer from the closed Wetlands Program.

In April 2008 and July 2011, BTC, with the participation of development partners, other Belgian actors and the Belgian Embassy in Uganda, assessed the direct bilateral cooperation and made a list of recommendations which are still relevant:

1. Concentration into two sectors (education & health) with a strategic plan and a program in accordance with the objectives of the sector and in order to build further on the potential added value.
2. Sectoral budget support (SBS) complemented by projects creating comparative advantages in order to produce results. Given the changing aid context and the evolving dialogue in the development sectors, the proportions of each aid modality within each sector has to be thoroughly discussed;
3. Looking for medium-term impact in supporting the Government policy in the bilateral concentration sectors;
4. Specification of conditionalities in the context of SBS taking into account that Belgium is signatory of JBSF;
5. Improve predictability of the expenditures;
6. Alignment with Ugandan financial procedures where it is possible but taking into account the Belgian regulations in reporting & control;
7. Looking for expert management in the sectors concerned;
8. Sector support combined with specific decentralized activities;
9. Crosscutting issues have to be given more emphasis in the concentration sectors;
10. The whole Belgian Cooperation platform with all actors active in Uganda, has to be promoted to ensure better synergy and complementarity.

These recommendations, together with the Uganda Partnership Policy and the National Development Plan, are key-issues in the proposed Indicative Direct Bilateral Development Cooperation Program 2012-16.

6. The Indicative Direct Bilateral Development Cooperation Program 2012-16

Uganda requests Belgium to contribute to its efforts to realize its targets in the education and the health sector. The MoFPED emphasizes strongly the need of high quality Business, Technical and Vocational Education Training.

As the education and health sectors will be maintained, the Ugandan Division of Labor exercise of 2008 will be respected and Belgium will continue to specialize in these two social sectors with a pronounced willingness to go for economically inspired and well-performing subsectors.

The Belgian Concentration sectors for Cooperation

6.1. Education

6.1.1. Sector Diagnosis

The overall legislative basis governing education provision in Uganda is the Education Act 2008 which covers Pre-Primary, Primary and Post-Primary Education. Tertiary education is guided by the Universities and other Tertiary Institutions Act.

Uganda has registered considerable success over the past decade in expanding access to education as a result of the universalization of education (UPE, USE – Universal Primary Education,
Universal Secondary Education). There was a commendable increase in enrolment in secondary education over the last 10 years – with enrolment numbers rising from 0.52 million in 2000 to 1.26 million in 2011. Nonetheless, Net Enrolment Rates (NER) at secondary level are relatively low and increase only very slowly – from 24.6% in 2009/10 to 25% in 2010/11. Furthermore, access to secondary education remains unequal, with low access for children from poor families. The fact that 45% of pupils are girls indicates a good gender balance.

However, the major focus on access, promoted by the introduction of the Universal Primary Education (UPE) strategy in 1997 and the Universal Secondary Education (USE) in 2007, has been at the detriment of quality. In secondary education, the quality of education is under pressure with low learning outcomes in Science, Mathematics and English. Teaching methods are almost exclusively based on *rote learning* with little meaningful teacher-student interaction. There are inadequate libraries, laboratories and workshops; there is inadequate training of science and mathematics teachers; there is a need to enhance ICT (Information Communications Technology) teaching; there is a need to provide supportive learning environments (including instructional materials).

Enrolment in BTVET (Business Technical Vocational Education Training) programs is low, reaching only 40,428 students in FY 2010/11. Gender imbalances are striking in BTVET. The Ugandan system of skills provision (BTET) faces major challenges in improving linkages with the world of work, raising standards and expanding coverage. The training offered today has low internal and external relevance. There is a striking mismatch between skills supplied by BTVET and those demanded by the labor market. Private sector involvement is inadequate. There is also a general shortage of competent instructors, particularly in critical skills; and there are concerns with their practical/technical qualifications. Instructor training in the past has emphasized theory and pedagogy at the expense of practical skills. As a result, perceptions of BTVET in society are not positive as a result of poor quality of training offered.

Early December 2011, the Strategic Plan on Business, Technical, Vocational Education Training (BTVET) has been adopted by Cabinet, which is a milestone for skills development in Uganda. The paradigm shift for skills development as outlined in the plan is essential; i.e. developing from an educational sub-sector into a comprehensive and open system of skills development for employment, enhanced productivity and growth. The main purpose will be to create employable skills and competencies relevant to the labor market instead of educational certificates.

Today, quality assurance through central management, inspection and supervision is inadequate (again, at all levels) in terms of frequency, methodology, and content. There is a need to establish a functional system that includes: feedback loop, formative aspects, informing policy decisions.

Teacher & head teacher absenteeism undermine all efforts to improve the quality of education, and are an important source of wastage in the education sector. Systemic problems like head/teacher absenteeism cannot be solved at the sector level only. It needs joint efforts with Public Service, Finance, local governments. With the Joint Assessment Framework under JBSF, there is a functional structure to overcome this fragmentation.

The regional dimension – East African Community – EAC:
Increasingly, EAC is becoming an important player in the region with a pronounced agenda on harmonization of education systems & sharing of education practices in the region. The Belgian development cooperation supports similar education programs in Rwanda and Burundi that offer additional entry points to support EAC harmonization in the field of education.

The financial needs for the education sector remain high, and continue to increase due to the high population growth (3.2% last year) and the very large youth bulge in Uganda (the median age in Uganda is of 15.7 years – the lowest in the world).
6.1.2 Program objectives and general orientation

The proposal is to further strengthen the current strategic focus of Belgium in education, which is improving the quality of teaching and learning in post-primary education and training (secondary education and BTVET/skills development). Today, BTVET/skills development and secondary education are in full expansion, and they require substantial technical and financial support in the medium term. The emphasis of the Belgian education portfolio will be on support to the implementation of the Strategic Plan for Skills Development (developed by Ministry of Education & Sports in 2010/11 with support from the Belgian Development Cooperation and World Bank). All education support should directly contribute to this one common goal for the Belgian education support (program approach).

Belgian education support should maintain the current mix of modalities in support of quality improvement in post-primary education. Environmental friendly construction of schools will be a point of attention. Various entry points will be needed if we want to realize real and sustainable changes. The education program will include both budget support and project support. Other instruments like the scholarship program and the study and consultancy fund should also be geared towards the same Belgo-Ugandan program objective in education.

Belgium could also explore options for a multi-donor approach and joint funding arrangements to support the implementation of the Strategic Plan for Skills Development. In this respect, consultations on joint support to Skills Development have already started with the World Bank, Netherlands & Ireland.

The Belgo-Ugandan partnership should envisage long-term support to consolidate the on-going reforms, and to bring about real change in the classrooms and training institutions. In fact, the ongoing BTVET reform process and the quality reforms in teacher education are complex change processes that require time.

6.1.3 The Indicative Cooperation Program in the Education Sector

The Belgian program in education will be delivered through budget support and project support (including technical assistance).

- **Budget support to education via the Poverty Action Fund – 14 million Euros**

Education Sector Budget Support will contribute to the implementation of the sector plan for a total amount of 14 Million Euros.

Although budget support to education cannot be earmarked to specific sub-sectors, Belgium will focus its policy dialogue and monitoring on the Belgian strategic focus in education, being support to the quality of teaching and learning in post-primary education and training (secondary & business, technical and vocational education and training – BTVET). It aims at structural system improvements of the education system.

- **Project support to Skills Development (BTVET) and to secondary education – 16 million Euros**

In the new IDCP, project support for a total amount of 16 million Euros will be provided in two separate projects; one project supporting the implementation of the new strategic plan for Skills Development, and one in support of teaching in secondary education.
1. Support to the implementation of the Strategic Plan for Skills development (“Skilling Uganda”)

All support to skills development should be implemented along the lines of the new Strategic Plan for Skills Development (Skilling Uganda). To maximize impact and quality improvement, support to Skills Development should be limited to few economic sectors or ‘champion’ trades. The Strategic Plan identifies the following as critical for the economy:

• agriculture & agribusiness;
• basic technical skills for economy like construction, welding, mechanics, electricity, carpentry;
• Skills needed for the oil extraction and processing industry;
• Modern occupations like transport, services, IT and financial systems.

One result area could focus on the improvement of training and learning up to the level of the BTVET training institute in a few trades, or one economic sector. We should aim here for a ‘chain’ approach, i.e. supporting all aspects and phases of the learning process up to the level of the final beneficiaries. This includes:

• development of Assessment and Training Packages (ATPs);
• quality of teaching – pre & in-service;
• innovation and introduction of appropriate pedagogical methods;
• improve practical training;
• provision of instructional materials and basic equipment;
• adequate infrastructure & workshops;
• strong private sector involvement;
• management support to the institutions;
• support to entrepreneurship skills.

There is an urgent need to expand non-formal education and training, and competence based training. Modular short term trainings are more cost-effective than traditional BTVET, and have more potential to respond adequately to labor market needs. However, also formal technical education should be maintained because of the need to have a technical trajectory to tertiary technical education.

Secondly, Belgium is also requested to continue its support to the reform process for skills development by supporting the BTVET reform task force (RTF). We should also explore options to partner up with Belgian structures and expertise networks on skills development.

Specific gender component will be included in view of improving equitable access to BTVET. In this respect contacts between Belgian funded interventions in professional, technical and vocational education & training in the Great Lakes region for exchange of lessons learned should be established.

2. Improve the quality of teaching and learning in Secondary Education

Improving the quality of teaching and learning in secondary schools will include further support to teacher education for secondary school teacher, along the lines of the innovations and improvements introduced with the current teacher training project. This can be achieved through extending the current support to National Training College (NTC).

Focus will be on (i) innovation and the (gradual) introduction of active teaching and learning, and (ii) strengthening teaching and learning in Science, Mathematics & English. (iii)
Strengthening school management. Other subjects can also be considered like expanding and enhancing Information and Communication (ICT) in secondary schools.

Support to teaching and learning in secondary education could also include:
- Support to school inspection and visitation;
- Providing schools with quality inputs (teaching aids, equipment, text books);
- Support to school management;
- Introduce of new methods of teaching and learning at the classroom level.

The Belgian support should target public secondary schools which are already centers of excellence to expand their intakes.

Importance of collaboration with other partners active in teacher training (WB, JICA, …).

6.1.4 Monitoring & Evaluation in the Education Sector

Monitoring and Evaluation (M&E) of the Education sector is primarily taking place at sector level where functional M&E systems are in place since a long time (ESSAPR, JPP). The sector has a well-established and institutionalized M&E system.

The Education Management Information System (EMIS) captures progress of the education sector through an extensive set of key performance indicators. EMIS results are reported in the Education and Sports Sector Annual performance Reports (ESSAPR). It reports on all subsectors and contains detailed data on post-primary education & training.

The Joint Position Paper (JPP) of the education sector captures “critical undertakings and prior actions” for the education sector agreed upon during the Annual Education Review for the on-going fiscal year. The JPP encompasses the whole education sector, and is the principle M&E instrument for the education SWAp (Sector Wide Approach). Assessment of JPP performance is done after the closure of the fiscal year and is an integral part of the preparations of the sector review.

Every year, the annual Education Sector & Sports Review (ESSR) is organized. It consists of a review mission (ESSR joint field visits) and a 3-day workshop in Kampala. The objectives of the review field visits are (a) to validate the performance information as contained in the ESSAPR, (b) to generate consensus on sector performance (joint analysis) and (c) to obtain the perspective of the districts and school.

The Joint Assessment Framework (JAF) includes a results matrix for education with indicators and targets for primary education only. More specifically on: (1) literacy, (2) numeracy, (3) teacher and head teacher absenteeism, (4) inspection, (5) Completion, and (6) community participation. Other government-wide M&E frameworks that monitor the education sector coexist with the M&E framework of MoES (like the Government Annual Performance Report (GAPR) of the Office of the Prime Minister). Even though GAPR and JAF are increasingly gaining importance for government wide performance monitoring, it is clear that the Joint Position Paper is still the main M&E instrument in the education SWAp since it covers the whole sector, as opposed to the Joint Assessment Framework (JAF) which is limited to only primary education.

Belgium will focus its policy dialogue and monitoring on the Belgian strategic focus in education, being support to the quality of teaching and learning in post-primary education and training (secondary & business, technical and vocational education and training – BT&VET).

6.2. Health

6.2.1. Sector Diagnosis
The Government of Uganda (GoU) allocation to the health sector has been rising steadily, in absolute figures, over the last ten years, sustained by the economic growth. However, the proportion of the national budget spent on health did not increase and still averages at 9%, well below the Abuja target of 15% set in 2001. In practical terms, the average annual increase of the GoU budget is not enough to cater for inflation (on average 5%) and population growth (3.2%). Moreover, the cost of services has increased due to the adoption of new expensive health technologies services (Anti Retroviral Therapies, new vaccines, new malaria drugs, etc.) and expansion of basic services. According to the World Health Organization (WHO) estimates, Uganda needs about 28 to 42 USD per capita to finance its health strategy, but the per capita Government health expenditures have only increased from 6 to about 10 USD during the past ten years. Even taking into account the resources channeled through the vertical programs and the off-budget support there is a general consensus that the health sector in Uganda is highly underfunded and the priority is to channel additional resources, from both GoU and Health Development Partners (HDP), to the health sector.

This situation of severe shortage of resources, protracted for several years, has caused a number of structural and administrative problems which have further aggravated the crisis of the health sector: insufficient and poorly motivated human resources, overcrowded and poor infrastructure, inadequate investment, bureaucratic administrative mechanisms, and reduced resources for Primary Health Care (PHC) and for district activities. On the positive side, it should be recognized that the relation between budgets and actual releases improved over time. Budget allocation commitments are respected to a large extent. The Poverty Action Fund protected budget, which covers a large part of the health sector budget, has been disbursed over 95% as prescribed. However, while the disbursement performance is rather good, in some cases, the absorption rate appears to be problematic. Due to the incomplete and inefficient implementation of the decentralization process, about 15% of the budget released to the districts does not reach the health units, including Private-not-for-profit (PNFP) facilities, for which they were intended. The constant reduction of the non-wage recurrent budget for Primary Health Care activities in the districts, regardless of their ability to plan and utilize the available resources, is frustrating the efforts of many good performing districts and it is a reason of great concern, since it is limiting the effectiveness of any serious decentralization effort. In addition, the reduction of resources at district level is also creating tension between the government and PNFP sector, which over the years have been competing for more and more meager resources.

During the past years, the contribution of the Private-Not-For-Profit (PNFP) sub-sector to the national health system has been functional in bridging the resource gap. The PNFP facilities, which account for over 40% of hospitals, 17% of lower level facilities, and 65% of nurses and midwifery training schools, deliver an estimated 35-40% of all health services to the population, mostly in rural and hard to reach areas. In particular, the PNFP contributes in a relevant way in delivering the Uganda National Minimum Health Care Package (UNMHCP) to the target population. Since 1998/99 the sub-sector has been subsidized by the GoU, which recognizes the important role of the partnership with the private sector to achieve universal coverage. Presently, the GoU financial subsidies to the PNFP amount to 6% of the Ministry of Health (MoH) budget. This contribution covers 15% of the total cost of services delivered by PNFP, the rest is funded thorough private donors (35%) and the collection of user fees (50%). While the GoU budget allocation to health sector has expanded in recent years, since 2004/05 the amount of subsidies for the PNFP is stagnating, actually reduced in real terms (from a maximum of 36% of total PNFP expenditure in 2002/03 to the present 15%). This has caused a crisis of the sub-sector, affecting health outputs and bringing an increase of user fees to finance the higher cost of services, which consequently reduces access for the poorest population. Given the non-for-profit nature and the mission of the PNFP, an increase in the institutional support to the PNFP sub-sector will be reflected in a reduction in user fees, as observed when the subsidy system was introduced in 1998/99, with consequent increased access for the population. At the same time, it will improve stability of the sector facilitating an expansion of the PNFP facilities to serve an ever greater number of people.
While the increased funding for PHC from 2001/02 until the past years and the introduction of subsidies for the PNFP in 1998/99 have resulted in higher immunization rates and a strong increase in accesses to the outpatient department, the reduced percentage of health budget transferred to the districts, together with the stagnation of the allocation to PNFP health facilities, has caused an overall decline in operational expenditures and basic services offered at district level and can partially explain the stagnating sector outputs. The present situation calls for a continuation of the support to the sector, with special attention in the policy dialogue with the Ministry of Health (MoH), the Ministry of Finance, Planning and Economic Development (MoFPED), also involving the Ministry of Local Government (MoLG), to effectively direct the available resources towards the implementation of PHC activities and the support of the PNFP sector. Besides, the additional resources channeled at district level will represent an incentive to promote better district planning and improve dialogue between the Chief Administrative Officer (CAO) the District Health Officer (DHO) and the Chairman of the District PNFP Coordination Committee with positive returns on the efficiency of the decentralization process and the overall utilization of the health budget. A coordinated action with other development partners in these two fields will be in line with the strategies and objectives of the Health Sector Strategic & investment Plan (HSSIP) and should be able to produce benefits for the most in need population and reversing the negative trend in health outputs registered after 2005.

To make the best use of the additional resources available the modalities to support the health sector should be carefully defined and new financing mechanisms developed. While the Sector Budget Support complies with the principles of Paris Declaration, it has the disadvantage to follow the GoU trend in budget allocation to the health sector, as shown in recent years. In particular, there has been an increased funding to MoH HQ and reduced contributions to PHC and PNFP. On the other side, vertical aid programs, much of which are provided off-budget, contain the risk of undermining the SWAp structures and the health system itself. Projects are mostly earmarked to specific diseases and do not allow for allocation flexibility. However, there is a gradual shift towards more attention to health system strengthening within these programs, and there is an opportunity to align these contributions to the policy strategies and objectives of the Health Sector Strategic & Investment Plan 2010/11 – 2014/15 launched by the GoU in 2010. The HSSIP provides the possibility to harmonize support with other Health Development Partners on the MoH priorities, making an alignment and institutionalization of project support feasible, within the objectives of the Second National Health Policy.

To effectively address these challenges there is need to define a comprehensive and innovative strategy of the development assistance for the health sector. The Belgian contribution to the HSSIP will combine different modalities of budget and program support with the aim to achieve the greatest impact based on the available resources, promote decentralization, and improve the absorption rate channeling resources at the service delivery level (district and lower). It will align all interventions with the policy strategies of the HSSIP and the objectives of Country Compact of the International Health Partnership Plus (IHP+) signed in 2010.

6.2.2 Objectives and Results

The goal of the HSSIP is “To attain a good standard of health for all people in Uganda in order to promote a healthy and productive life”. The pursued strategy is the “Effective delivery of an integrated Uganda National Minimum Health Care Package” for universal health coverage. The main focus is on preventive care, specifically for young children and pregnant women. Reduction of user fees is necessary in order to provide greater access to basic health services for the poor. The development of health insurance coverage could be supported through the Study, Consultancy and Expertise Fund.

To achieve this goal the Belgian development support will be directed to strengthen service delivery capacity at district level, for both MoH and PNFP facilities, to effectively implement PHC activities and deliver the UNMHCP to the target population. This will require additional resources for the
districts, which will work as an incentive to develop a more efficient decentralized system, and the engagement of the MoFPED, MoH and MoLG to improve financial flows and budget utilization.

6.2.3 The Indicative Cooperation Program in the Health Sector

Belgium will contribute to the implementation of the Health Sector Strategic Investment Plan (HSSIP) supporting the Ministry of Health in two priorities areas: a) district capacity to strengthen decentralization and implement effective PHC activities, utilizing its Sector Budget Support (SBS), and b) institutional support to the PNFP sector to increase service delivery, through project support.

In line with the strategy of a comprehensive portfolio approach, Belgium’s contribution to the Health Sector will be delivered via:

- **Sector Budget Support to health – 12 million Euros**
  
  This funding will be transferred to the MoFPED following the established procedures utilized in the past years for contribution to the budget of the Health Sector. It will target, as during the previous IDCPs, the increase of the conditional grants for Primary Health Care services in the districts (PHCCG), transferred quarterly from MoFPED to the districts on the base of a District Health Plan and endorsed by MoH. It will be aligned with the GoU national arrangements and procedures for public financial management, accounting, auditing, procurement and will utilise the country’s own institutions and systems. New financial and disbursement mechanisms will be jointly defined with the MoFPED, MoH and MoLG to provide assurance that aid will be used for agreed purposes.

The donors that remain in the sector budget support (DFID, Sweden and Belgium) plan to improve coordination and harmonization of their contribution, focusing on priorities agreed with the MoH, such as district support, human resources, strengthening of PNFP. This can be achieved through policy dialogue with the MoFPED, and use of the indicators in the Joint Assessment Framework, such as: amount and distribution of funding at district and lower service delivery level (district and lower), the percentage of the total health sector budget transferred to the district, % of approved posts filled by trained health workers, % of total budget transferred to PNFP facilities e.a..

- **Program/Project support to Private-Non-For Profit (PNFP) – 8 million Euros**
  
  The MoH recognizes the role and importance of the subsector and it is bound to support its operations by the Second National Health Policy (SNHP) and the HSSIP. The Belgian support would be harmonized with the other HDP and aligned with the policy strategies of the HSSIP. A new instrument to finance the sub-sector can be adopted in the course of the IDCP, focusing on performance based mechanism. The mechanism to support the PNFP will be developed utilizing the Sector Wide Approach structure, firstly through consultation in the Technical Working Group on Public Private Partnership in Health (PPPH), then presented to Health Policy Advisory Committee (HPAC) and finally submitted to the Top Management of the MoH for approval. The MoH, the PNFP representative and the HDP should all be part of the agreement and the HDP support to PNFP must be an integral part of the efforts to implement successfully the HSSIP, thus must be in line with policy strategies and key interventions to operationalize the Public Private Partnership in Health listed in the HSSIP and in the National Policy on PPPH.

The definition of an institutional system to increase subsidies to the PNFP will be a long process and it will need an extensive discussion on criteria for accreditation and access, allocation formula, definition of beneficiaries, accounting modalities and other operational aspects. The discussion on new mechanisms of support for PNFP could be an opportunity to develop more efficient allocation criteria and modalities, which could then be extended to
government subsidies. This process might improve the overall system of government subsidies to the PNFP subsector and accelerate the revision of the allocation formula currently in progress in the TWG on PPPH. The MoH, as a signatory of the Memorandum of Understanding, should channel the amount of the present subsidies through the new system, in a common basket which aligns disbursement mechanisms of the subsidies to the new performance based criteria developed though the dialogue with the PNFP and the HDP.

An amount of 8 million Euros is planned as program/project support, utilizing the three parties MoH, PNFP, and HDP via an MoU. The support to PNFP should be institutional, it should be reflected in the budget of the MoH, it should be open to all partners, and directed to cover the entire subsector.

• **Continuation of the Institutional Capacity Building (ICB) in the health sector**

The project period has been extended to December 2015. Following a positive evaluation an extension of the project could be envisaged via allocation of part of the Incentive Tranche.

6.2.4 Monitoring & Evaluation in the Health Sector

Monitoring and evaluation of the progress of the Health Sector will be followed utilizing three tiers of indicators: a) the HSSIP indicators, b) the IHP+ Compact indicators and c) the JAF indicators. Every effort will be made to harmonize assessments and evaluation missions with the other HDP, in particular those engaged in SBS, and to avoid duplications. If agreed with other HDP, the MoFPED can be engaged in a policy dialogue to develop additional indicators for monitoring the effective utilization of the resources allocated through the SBS in the agreed priority areas.

6.3. Multi-Sectoral Interventions

6.3.1 Delegated cooperation

Belgium is a member of the ‘Environment & Natural Resources Development Partners Group’ and of the ‘Thematic Group on Climate Change’ in Uganda. Possibilities on co-financing of a climate adaptation project will be examined in close technical consultation with the actual chair (ICEIDA) and co-chair (FAO, the future chair) of the donor group. Project opportunities could be identified in the agro-meteorological subsector. The identification will be realized in consultation with the concerned ministries and in line with the Climate Change policy priorities. A budget of 3 million Euros is planned.

6.3.2. Scholarships Programme

If Uganda is indeed to become a middle-income status, the country will need to realize substantial and sustainable economic growth, to obtain new technical knowhow and to pursue a correct business approach in order to improve public service delivery.

An important scholarship programme of 8 Mio Euros will be set-up with a global objective to respond to Uganda’s need for quality human resources. Priority areas are not limited to the two concentration sectors (education and health) and environment, but they will account for 80% of the program. At least 50% of the scholarships will be for women. A correct response to both long-term and immediate capacity needs on an institutional and individual base will be considered.

A multi-year Scholarship Programme, governed by a specific agreement and a technical & financial file, will target key partner institutions and excellent Ugandan individuals in their aim to realize proven potentials in local, regional or international institutions.
Within the scholarship programme an “Alumni Support Fund” will be set up to allow Ugandan alumni who studied in Belgium to maintain after their studies academic linkages with their ‘mother’ universities in Belgium. Real academic partnerships between the countries will be stimulated and useful high standard consultancies-databases developed in order to strengthen an effective relationship in the future.

6.3.3 Study and Consultancy Fund

The Fund has indeed proven to be an efficient and flexible instrument aligned to the partner country and its demands. The recommendations from the on-going evaluation on the impact of the Fund, will be taken into account to improve the optimum use of the Study & Consultancy Fund in the future. An amount a 3 million Euros is planned for replenishment.

6.3.4 The Incentive Tranche

As the promotion of good governance is a priority of both Governments, an Incentive Tranche of 10 million Euros is planned for a possible increase of the IDCP budget of 64 million Euros.

The following three criteria will be taken into account:

On the basis of the article 8-dialogue between the European Union and Uganda, held in the framework of the Cotonou-agreement, the first two following criteria will be assessed:

1. Progress in the implementation of the recommendation of the ‘European Election Observation Mission’ regarding the appointment process of the Electoral Commission ;

2. Progress in Ugandan membership of the Extractive Industries transparency initiative, with at least an official application for Ugandan membership ;

3. In the assessment by the EU COM and in the “underlying principles” of the JBSF-process, there is a positive evolution in the respect of human rights over the period 2012-2014.

During an Extended Partner Committee meeting in 2014 the two Parties will discuss the progress made in these 3 criteria, based on the most recent evaluation of these criteria in Kampala. The outcome will be a proposal to the two Governments for an increase of a maximum of 10 million Euros to the IDCP, to be allocated to the two concentration sectors and environment for the next two fiscal years, and it will be confirmed by exchange of letters.

6.4. Cross-cutting themes

6.4.1. General Overview

The importance of cross-cutting themes like good governance, gender equality & women’s empowerment, environment & climate change, children’s rights, HIV/AIDS, is highlighted throughout the IDCP implementation and in line with the priorities and strategies of Uganda and the Belgian law of 1999.

Due attention will be paid to these cross cutting issues during the policy dialogue and during the process of identification, formulation & implementation of each program/project. The final formulation documents will also reflect expected results, specific activities, budgets, gender sensitive indicators and SMART-indicators for sustainable management and results.

Each project/program will organize on a yearly base a Steering Committee inviting civil society representatives for jointly monitoring the progress of the project/program with regards to the cross cutting themes.
6.4.2 Good Governance

Good Governance will continue to receive attention during the implementation of the IDCP and in particular during policy discussions on JBSF/GAPR-discussions, with the introduction of a possible significant good governance incentive tranche and with possible linkages with the Study & Consultancy Fund.

6.4.3 Gender Equality and women’s empowerment

There is a confirmed gap between gender policy translated into appropriate laws and its implementation in the sectors. This can be partly attributed to the limited capacity in terms of gender mainstreaming and minimal sex disaggregated data. Therefore more attention will be paid in education and health in contributing to bridge the gap by supporting capacity building of technical staff on gender analysis, planning and gender responsive measures and budgeting. The scholarship-program will contribute to that.

6.4.4 Environment & Climate Change

The ongoing Clean Development Mechanism Project in the Climate Change Unit, the Belgian “KLIMOS environmental toolkit”, the Ugandan Climate Change Policy & Implementation Strategy (CCP&IS) and the climate proposal of the Belgian delegated Cooperation of this IDCP (to determine by the results of the CCP&IS) will be used to increase the attention of environmental and climate change resilience in the development interventions in Uganda. The recommendations of the new Climate Change Policy will be incorporated in the interventions of the 2 concentration sectors.

Institutional strengthening with regard to environmental mainstreaming will continue to be encouraged through the study and consultancy fund and the proposed IDCP-scholarship-program

6.4.5 Children’s and social minorities’ rights

Human rights will be sustained through Ugandan Civil Society Support and by supporting the Belgian NGOs in Uganda who are active in this sectoral theme (f.i. Avocats Sans Frontières – Belgium).

6.4.6 HIV/AIDS

The whole HIV/AIDS-approach will be supported in the on-going and proposed health programme. According to epidemiological analyses there were 130,000 new infections in Uganda and 1.2 million of the population is now HIV-infected. Increase of national population (3.2 % on a yearly basis) but also a confirmed revival of risk behavior (multiple partners, nonuse of condoms, stigmatization etc.….) could explain this increase of infection ratio.

Belgium will propose its support to the actualization of the National HIV/AIDS Policy 2011 through the ongoing and proposed programme, the study & consultancy fund and by stimulating specific scholarships in the health sector.
7. Indicative financing table for the Program

The indicative planning of the signing of the specific agreements during the following four Ugandan fiscal years is the following:

<table>
<thead>
<tr>
<th>(x Mio Euros)</th>
<th>FY 2012/13</th>
<th>FY 2013/14</th>
<th>FY 2014/15</th>
<th>FY 2015/16</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td><strong>Education</strong></td>
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<td>30</td>
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<tr>
<td>- Sector budget support to the</td>
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<td>14</td>
<td>14</td>
<td>30</td>
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<tr>
<td>implementation of the Universal</td>
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<td>Post-Primary Education and Training</td>
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<td>Program (UPPET)</td>
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<tr>
<td>- Program/project support to the</td>
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<td>8</td>
<td>8</td>
<td>8</td>
<td>32</td>
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<tr>
<td>implementation of the strategic</td>
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<td>plan for BTVET</td>
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<td>- Program/project support to</td>
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<td>improve the quality of teaching and</td>
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<td>learning</td>
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<tr>
<td><strong>Health</strong></td>
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<td>20</td>
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<tr>
<td>- Sector budget support for the</td>
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<td>12</td>
<td>12</td>
<td>24</td>
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<tr>
<td>PHCCG in the districts, via</td>
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<td>implementation of the HSSIP</td>
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<tr>
<td>- Program/project basket fund</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>32</td>
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<tr>
<td>support to the implementation of</td>
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<td>PNFP</td>
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<tr>
<td><strong>Multi sector</strong></td>
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<td>14</td>
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<tr>
<td>- Delegated cooperation</td>
<td>3</td>
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<td>3</td>
<td>3</td>
<td>12</td>
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<tr>
<td>- Study and consultancy fund</td>
<td>3</td>
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<td>3</td>
<td>3</td>
<td>12</td>
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<td>- Scholarships</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>8</td>
<td>32</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>8</td>
<td>22</td>
<td>26</td>
<td>8</td>
<td>64</td>
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<tr>
<td><strong>Incentive Tranche</strong></td>
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<td>max 10</td>
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</table>

These figures are indicative and depend on how identification and formulation processes of the new projects/programs will be undertaken. The evaluation and the results of the previous IDCP 2009-12 will also influence the realization of this proposal.

8. Implementation Modalities of the IDCP

8.1. The Project Cycle

The project cycle foresees the identification, formulation, implementation, monitoring and evaluation phases. Within the framework of the IDCP, the Ministry of Finance, Planning and Economic Development submits to the Embassy of Belgium its requests for new projects, each one accompanied by an identification document. These identification documents are to be approved either by the Joint Commission, the Partner Committee or the Extended Partner Committee. After the approval, BTC, in close collaboration with the Ugandan technical Ministry and the Embassy of Belgium, starts with the formulation of the project to draft the technical and financial file.
Once the formulation document is finalized, it will be submitted for advice to the Steering Committee of the new project, with the participation of the Attaché for International Cooperation of the Embassy. In the event of a positive advice of the Committee, the formulation report and the draft specific agreement will be submitted for approval to the Ministry of Finance, Planning and Economic Development and to the Government of Belgium. After approval by both countries, the specific agreement can be signed.

An extension of the validity of the specific agreement, with or without a budget increase will not be permitted anymore, except in some exceptional circumstances. Extensions of projects have resulted in a delayed delivery of services to the project beneficiaries, a negative impression of the implementing agencies, lack of legal ground during the extension and additional administrative work. The duration of the Specific Agreement will include a start-up and closing period of the project.

8.2. Overall assessments and national execution

Belgium and Uganda give preference to projects which are implemented under “Ugandan National Execution”.

In October 2011, an Overall Assessment about “Risk assessment of using National Execution for PFM & procurement in projects in Uganda” was realized by professional consultants led by BTC. The team considered that, based on the assessment of the Performance of Uganda’s PFM and procurement systems and the evaluation of the fiduciary risk for the donor, the use of financial and procurement GoU-systems by the Ugandan implementers for Belgian projects in Uganda, is not justified. However, there are sectors where GoU partners are performing in conformity with international standards and there are areas where reforms are promising. In these cases the use of national systems presents less risks and can be considered.

In conclusion the feasibility of national execution will be investigated by all concerned for each project during the formulation process. In case “Ugandan national execution” is not possible, the co-management mode between BTC and the Ugandan implementing partner will continued to be used.

8.3. Geographical Concentration

Belgium wants to build on successful past experiences, therefore, the IDCP 2012-16 will further develop its projects in those geographical areas where the Belgian Cooperation has already built up a regional expertise and a strong working relationship with local implementing authorities.

The Belgian Cooperation in Uganda had a lot of well-appreciated activities in the Western part of the country. It is useful, effective and efficient to build upon former successes but this is not exclusive. It could certainly allow a more rapid and efficient implementation of identified projects.

8.4. Follow-up, monitoring and evaluation of the IDCP

8.4.1. Partner Committees

The primary role of a Partner Committee is the monitoring of the implementation of the IDCPs. This will be done through a results matrix, developed during the first six months of the IDCP and approved in a Partner Committee. The matrix will be based on the results and indicators of the sector programs and pay special attention to the cross-cutting themes of environment and gender equity.
Topics of a more general nature like the use of country systems, fight against corruption, bilateral agreements, and others, will also be discussed in a transparent way. Technical Partner Committees will be organized when a real need arises. A Partner Committee meets in principle every three months and at least every six months. It has also to approve the identification files submitted for the following year in the framework of the IDCP.

Extended Partner Committees will take place on a yearly basis, with the participation of Representatives of both the Directorate General of Development Co-operation of the Belgian Federal Public Service of Foreign Affairs, Foreign Trade and Development Co-operation (DGD) and the BTC-headquarters. An Extended Partner Committee has the mandate to propose redirection of interventions and financial means as well as the modification of implementation modalities, for approval by both Governments. The Committee will carry out a detailed review and evaluation of the ongoing IDCP and other still existing projects/programs.

8.4.2. Project/Program Steering Committees

A Uganda-Belgian Steering Committee will be set up for every project to ensure the achievement of the specific objective of the project/program. Some of these Steering Committees may be enlarged, when considered opportune or to stimulate a joint sector approach, by a special meeting of the Partner Committee.

The membership and the mandate of the Steering Committees, which consists of representatives of the partner institutes and BTC, will be specified in the Technical and Financial File of each Project/Program. The Ugandan Ministry of Finance, Planning and Economic Development is always a full member of all existing Steering Committees.

8.5. Policy Dialogue

Belgium is engaged in an active policy dialogue in its concentration sectors and is member of several donor groups. It is deeply involved in the harmonization and coordination efforts of donor assistance led by the Office of the Prime Minister and the Ministry of Finance, Planning and Economic Development. It is available for taking democratic elected responsibility of the donor (co-) chair in the concentration sectors of this IDCP, via a joint Embassy of Belgium/BTC team.

More effective policy and technical dialogue will be encouraged in promoting and in using the existing working group meetings in every Ministry.

As a full member of the Joint Budget Support Framework, it will guarantee that the two concentration sectors of Education and Health will be taken up beyond the sector discussions to a higher political level during JBSF/GAPR-discussions in the taskforce and PCC meetings. It will take the opportunity of the revision of the whole JAF-matrix to look for leverage effects and intersectoral approaches.

Belgium will contribute to look for a better accountability approach and a more powerful communication system in its concentration sectors. Both are milestones towards an efficient policy dialogue and for a better mutual understanding and appreciation.

9. Complementarity with other Belgian actors

9.1. The Belgian NGOs in Uganda

The Belgian Cooperation in Uganda tried to associate the Belgian NGOs and the Belgian civil society in Uganda as much as possible in the preparation of this IDCP. Joint meetings were organized and several ‘lessons learnt’ were taken on board.
Trias supports participatory agro-enterprise development in the districts of Hoima, Masindi, Bulissa and Mbarara. Veco is active in the Eastern and Northern part of Uganda and develops the value chain for groundnuts, maize and cassava. Protos works in the Lake George basin since 10 years with focus on drinking water, hygiene and sanitation. Veterinaries Without Borders/VSF/Belgium develops a pastoralists' programme in Karamoja with emphasis on advocacy, micro-finance, natural resource management and animal production. Broederlijk Delen promotes sustainable rural development in the Rwenzori region and in Apac and Oyam districts through local and regional NGOs. Lawyers Without Borders/ASF/Belgium is active in Soroti district and specializes in social & economical rights and access to equitable justice for women and children who are victims of violations of essential rights. Memisa has health activities in HLCII in Lira, Pader and Oyam, Red Cross/Flanders is realizing first aid strategies in Mbarara and youth exchange among young Ugandan & Belgians and Enfance Tiers Monde is active in Kampala/Makindye by reintegrating street children and vulnerable children of Kampala into the society.

Looking for real complementarity, joint BTWVET-activities in agriculture could be investigated.

9.2. The Belgian Fund for Food Security

New project proposals in Uganda funded by the Belgian Food Security Fund, will be worked out during the IDCP-period. They will be based on an analysis of the situation of food insecurity in the different regions of the country. The new projects will be concentrated in one or two of the chronically most food insecure regions.

9.3. The Belgian Universities in Uganda

VLIR-UOS association (Vlaamse Interuniversitaire Raad – University Development cooperation) representing the Flemish Universities in Belgium, started to explore in 2009 the possibility of working out a strategy paper for Uganda. This reference framework will lead to the ongoing VLIR-UOS-programme which has to be ready in October 2012. A competitive Institutional University Cooperation call for ‘a South proposal for cooperation’ has been launched and for Uganda, Mountains of the Moon University (Fort Portal) was preselected. This call fits within the VLIR-UOS country strategy and the formulation phase could start at the beginning of the new bilateral IDCP.

VLIR-UOS also launched a call for two research platforms (Insecurity & Governance) in Uganda which is restricted to Busitema University, Gulu University, Kyambogo University, Makerere University, Mbarara University of Science and Technology, Mountains of the Moon University, Uganda Christian University and Uganda Martyrs University. The research platforms will coordinate overall activities of a number of independent projects and South Initiatives for which calls will be launched afterwards.

The actual VLIR-UOS cooperation with Uganda is situated in several national universities:

- Diagnosis and remediation of land degradation processes in the riparian zone of Lake Victoria (prof. S. Deckers, K.U.Leuven – Dr. Moses Isabirye, Kawanda Agricultural Research Institute);
- Capacity building in clinical research in infectious diseases (prof. R. Colebunders, UA - Moses Kamya, Infectious Diseases Medical Institute, Medical School, Makerere University);
- Creation of a reference centre for congenital facial cleft and benign jaw tumors in Uganda (prof. H. Vermeersch, UGent - Prof.Dr. F.B. Nozmo-Muklibi & Dr.Deogratias Bitariho, Mbarara University of Science and Technology & Dr.George Galwango, Comprehensive rehabilitation services for Uganda);
- Development of a training curriculum in psychotherapeutic counseling in Uganda (prof. E. Broekaert, UGent – Dr. James Okello, Gulu Regional Referral Hospital);
• The legal dimension of development: a partnership between the refugee law project (Makerere University) and the Research group on law and development (University of Antwerp) (prof. S. Vandeginste, UA – Moses Chripsus Okello, Makerere University); The Institute of Tropical Medicine (Antwerp) and the Department of Public Health, Makerere University are working together in the capacity strengthening for health systems, research and policy Development in Uganda (2008-2013).

VLIR, through the O-platforms and implemented by the Antwerp University, is assisting MoH and MoE&S in monitoring and technical evaluation systems.

9.4. The Belgian Civil Society

Belgian Provinces & Communes, schools and associations are more and more interested in punctual small scale projects in Uganda. Their activities are mostly situated in the social sectors (children’s rights, education, health, …). It is important to maintain these relationships.

9.5. The Belgian Investment Office - BIO

Small & middle size enterprises can look for loans and expertise in the productive sector. In Uganda, 1 funded project exists: ‘African Minerals Ltd’ (limestone production in Jinja) and the credit letter was disbursed in 2010.

10. Coherence and complementarities with other international actors

10.1. The Bretton Woods Institutes

Belgian Trust Funds for Poverty Reduction Partnership Programme and Debt Management Facility Trust Fund for Low Income Countries are active within the World Bank in order to stimulate adequate information in the poverty reduction and debt sector. The Global Partnership for Education is followed-up by Belgium as EDP-chair coordinating agency together with the WB as supervising entity. As Belgium is a full committed and paying member of the JBSF-process, the TF is organized in the World Bank. Two regional programs CGIAR (CIP on yam bean & IITA/CIAT on biodiversity) with 3 regional TA working close with NARO/NAADS-program.

The Belgian Subaccount is working together with IMF and the Uganda Revenue Authority with technical trainings by IMF-high-level specialists. It is in line with former Belgian delegated cooperation with DFID in the URA.

10.2. The European Union and the 10th European Development Fund

About 3 % of this 10th EDF is financed by Belgium. The EU COM is active in transport and infrastructure (39% of the A-envelope) and in rural development (14% of the A-envelope). The total A-envelope is 439 mio Euro. The B-envelope destined for unforeseen expenses is 22 Mio Euro.

Coordination and consultation with Kampala based member states (Austria, Denmark, France, Germany, Ireland, Italy, Netherlands, Sweden and UK) is active, transparent and useful. The Belgian concentration policy, taking into account the local Division of Labor agenda, is complementary with the EU COM choices. All different development sectors are part of the JBSF/JAF-process. The EU COM doesn’t deliver SBS and Belgium doesn’t go for GBS. Delegated cooperation among EU-members (MDG-tranches and others) is actively stimulated.
10.3. United Nations

Most of the Belgian UN-funding in Uganda is core funding; 4 UNVs (UNFPA, OHCHR, UNDP, UNICEF) are supported by the Belgian Government; FAO, UNICEF, WFP, UNHCR are getting earmarked annual emergency and multi-year funding.

FAO could be a possible and well appreciated agency for the Belgian IDCP-delegated cooperation in the climate sector.

10.4 Active Delegated Cooperation:

Next to the passive delegated cooperation (see 6.3.1) Belgium can put its added value in the concentration sectors of the IDCP at the benefit of other donors, via co-funding of its bilateral projects or sector budget support. A first active cooperation was implemented during the previous IDCP, where Sweden co-funded, as a silent partner, the capacity building project in the health sector with an amount of 1.4 million Euros. As in some other partner countries, other donors can also entrust funds for sectoral budget support to Belgium for the two concentration sectors.
1. Justification

In 2009, the Belgian Minister of cooperation approved a note for direct support to local organizations of the civil society and the Paris Declaration and the Accra Agenda for Action call for donors and developing countries to deepen their engagement towards and to work with CSOs in order to provide an enabling environment that maximizes their contribution to development.

The active participation of civil society in the South in the debates and actions of development is central in the new aid architecture. The primary role of local civil society is to require transparency in the use of public funds and exert pressure to ensure that political and budgetary choices are beneficial to the population. The strengthening of civil society in its watchdog role is therefore important.

The Indicative Program of the Belgian Development Cooperation in Uganda 2008–12 has chosen education and health as principal sectors and intends to continue with these priorities for the coming years. The support in both sectors is done through a budgetary support and programs of strengthening the capacities of ministries involved both at national and local level.

The objective is to make services of good quality in both education and health sector available to the population, through education and health care that meet the real needs of the population. Civil society can play such a role in these two areas which are regarded as human rights. It is then relevant for Belgium to focus on organizations that are active in health and education.

This approach complements the support given to the two sectors. Bilateral support strengthens the capacity to deliver quality services and the direct support to civil society strengthens its ability to control these services and to make health and education professionals as well as the authorities accountable.

2. Type of partner-organizations

They are not individual organizations but umbrella organizations or networks that are active in human rights and more specifically the right to education and health. These organizations will not necessarily be financed for their individual projects but also for advocacy activities that they’ll carry out jointly.

One of the selection criteria will be the actual representativeness of the association on a district level as the main concern of our program is to provide these services to the population.

3. The selected organizations

**Uganda National Health Consumers (UNHCO)**
The goal is “to Promote Effective Participation of Communities to Demand and Monitor Accountability of Health Services in The Public Sector in Uganda”

**Basic Needs**
This CSO aims to empower Persons with Mental, Neurological and Substance Abuse Disorders (PMNSDs) to demand for their basic rights with specific reference to the right to health as the most essential right for PMNSDs by building their capacity in self advocacy.

Here also the goal is promoting increased access to quality health services by vulnerable and marginalised populations in Uganda.

**Forum for Education NGOs in Uganda (FENU)**
FENU coordinates a national programme with two main pillars of activity. The first will be a series of direct, local work with FENU members and communities in Uganda. It will focus on increasing community participation and local accountability in education to improve its quality and performance.

The second pillar of work will be a national campaign to directly increase the numbers of learners and education stakeholders involved in the design, delivery and evaluation of the education system in Uganda.

**Human Rights Net (HURINET)**
The objective of the organization is to enhance the capacity of Civil Society Organizations’ (CSO’s), rights holders and duty bearers through human rights education to meaningfully engage in the promotion of human rights at all levels.
## Annex ii: ONGOING BELGIAN PROJECTS & PROGRAMME OF PREVIOUS ICPs

<table>
<thead>
<tr>
<th>Sector</th>
<th>UGA</th>
<th>Name of Project</th>
<th>ICP</th>
<th>Date signature SA</th>
<th>Final date SA</th>
<th>Budget Committed (€)</th>
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<td></td>
<td>UGA0901911</td>
<td>Sector Budget Support for the Education Sector via the Poverty Action Fund (PAF)</td>
<td>IDCP 2008-12</td>
<td>26/07/2010</td>
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<td>4,203,010 (12,630,000)</td>
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<td></td>
<td>UGA0902011</td>
<td>Improving the Training of BTWET Technical/Instructors and Health Tutors, and Secondary Teachers in Uganda</td>
<td>IDCP 2008-12</td>
<td>06/12/2011</td>
<td>05/12/2017</td>
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<td></td>
<td>UGA0801611</td>
<td>Implementation of the Health Sector Strategic Plan II (HSSP II) – Phase 2</td>
<td>IDCP 2008-12</td>
<td>02/12/2008</td>
<td>01/12/2010</td>
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<td></td>
<td>UGA0901711</td>
<td>Institutional Capacity Building in Planning, Leadership and Management in the Ugandan Health Sector</td>
<td>IDCP 2008-12</td>
<td>11/12/2009</td>
<td>10/12/2015</td>
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<td>UGA0902201</td>
<td>Implementation of the Health Strategic &amp; Investment Plan (HSSIP)</td>
<td>IDCP 2008-12</td>
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<td>UGA0500811</td>
<td>Kampala City Council Environmental Planning and Management Project (KIEMP)</td>
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<td>UGA0601011</td>
<td>Kasese District Poverty Reduction Programme (KDPRP)</td>
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<td>05/01/2009</td>
<td>04/01/2014</td>
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<td>UGA0701411</td>
<td>Earmarked Sector Support for the Implementation of the Local Government Sector Investment Plan (LGSIP)</td>
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<td>07/07/2008</td>
<td>20/11/2009</td>
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<td>UGA0400711</td>
<td>Bundibugyo Integrated Development Programme (BIDP)</td>
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<td>UGA0100411</td>
<td>Creation of Belgo-Ugandan Study &amp; Consultancy Fund</td>
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<td>Scholarship Programme</td>
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<td>MIP</td>
<td>Micro-Intervention Programme</td>
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