

LOCAL DEVELOPMENT PARTNERS' GROUP

Uganda

Annual Report for 2017

FINAL



TABLE OF CONTENT

List of Annexes	3
List of Boxes	3
Abbreviations	4
Foreword	2
Executive Summary	3
Context and Developments	5
Introduction	6
1. Joint dialogue with Government	7
Technical National Partnership Forum (task 1a-1b)	7
High-Level National Partnership Forum (task 1c)	9
Joint Economic Management Group (task 1d).....	9
2. Alignment and use of Country Systems	10
Global Partnership on Effective Development Cooperation (task 2a).....	10
Join Sector Working Groups (task 2b).....	10
National and Sector Development Planning (task 2c)	11
Addis Ababa Action Agenda (task 2d)	12
Aid Management Platform (task 2e).....	13
3. Harmonization Initiatives	14
Technical and administrative support (task 3a).....	14
Strengthen links with sector groups (task 3b)	15
Division of labor (task 3c).....	16
Knowledge Management (task 3d)	17
Coordination on Refugees and Host Communities (task 3e).....	18
4. Topical Development Issues	20
Food Security.....	20
HIV/AIDS Situation and Response.....	20
Draft Local Content Bill	21
Uganda Solidarity Summit on Refugees.....	22
Refugee and Host Population Empowerment (ReHoPE)	22
Treasury Single Account.....	23
Government Annual Performance Review	24
NGO Act.....	25
Africa Peer Review Mechanism.....	25
Conclusion and Recommendations	26

LIST OF ANNEXES

Annex 1: LDPG Work Plan for 2017 (Updated).....	27
Annex 2: LDPG Calendar 2017	31
Annex 3: Guidance Note for Development Partners Groups	32
Annex 4: Analytics and Studies	34
Annex 5: LDPG Members (2017).....	36

LIST OF BOXES

Box 1: “Walk the Talk” – Aligning Support with Partnership Priorities	8
Box 2: Education Response Plan for Refugee and Host Community	12
Box 3: Mobilizing Domestic Resources for Sustainable Development	13
Box 4: Division of Labor and Selectivity	17

Prepared by the LDPG Secretariat with support from



ABBREVIATIONS

AAAA	Addis Ababa Action Agenda	NPA	National Planning Authority
AMP	Aid Management Platform	NPF	National Partnership Forum
APRM	African Peer Review Mechanism	OECD/DAC	Organization for Economic Co-operation and Development/ Development Assistance Committee
BoU	Bank of Uganda	OPM	Office of the Prime Minister
CRRF	Comprehensive Refugee Response Framework	PDG	Partners for Democracy and Good Government
DEG	Donor Economist Group	PEMCOM	Public Expenditure Management Committee
DFA	Development Financing Assessment	PFM	Public Financial Management
DfID	Department for International Development (UK)	PIM	Public Investment Management
DPG	Development Partners' Group (technical/sectoral)	ReHoPE	Refugee and Host Population Empowerment
EMG	Economic Management Group	SDG	Sustainable Development Goal
EU	European Union	SDP	Sector Development Plan
FINMAP	Financial Management and Accountability Programme	STA	Settlement Transformative Agenda
GAPR	Government Annual Performance Report	SWG	Sector Working Group
GPEDC	Global Partnership on Effective Development Cooperation	TSA	Treasury Single Account
IFMS	Integrated Financial Management System	USAID	United States Agency for International Development
IMF	International Monetary Fund	UN	United Nations
JLOS	Justice, Law and Order Sector	UNDP	United Nations Development Programme
LDPG	Local Development Partners' Group	UNECA	United Nations Economic Commission for Africa
MDAs	Ministries, Departments and Agencies	UNFPA	United Nations Population Fund
MoFPED	Ministry of Finance, Planning and Economic Development	UNHCR	United Nations High Commissioner for Refugees
NDP	National Development Plan	UNIDO	United Nations
NEPAD	New Partnership for Africa's Development	UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
NGO	Non-Governmental Organization	WFP	World Food Programme

FOREWORD

Uganda was the scene of one of the world's fastest growing refugee crisis in 2017, and hosted more than 1.4 million refugees by the end of the year, making it the third largest refugee host country in the world. Naturally, this had a huge impact on the work of the Local Development Partners' Group (LDPG). The emergency response as well as the piloting of the Comprehensive Refugee Response Framework in Uganda, the Solidarity Summit in June, and the continued roll-out of Refugee and Host Population Empowerment strategic framework where all significant undertakings that received considerable financial and technical support from development partners and UN agencies.

But our work in 2017 focused on many other development issues as well. Food security, the Local Content Bill, the national budget, government performance, the new gender policy, the Treasury Single Account, and the implementation of the NGO Act represent just some of the topics that were discussed at the monthly LDPG meetings. And concurrent with this, many initiatives were implemented, often in collaboration with the Government, with a view to promote effectiveness and harmonization of development assistance in support of national development goals and systems in the country.

We would like to thank all the colleagues and partners who helped to make 2017 a productive year where past achievements were sustained and further developed and new initiatives conceived. A special thanks to the Permanent Secretary in Office of the Prime Minister for her strong leadership in moving forward the partnership dialogue and to the Secretary to the Treasury for adding a new and important dimension to the partnership by spearheading the new joint Economic Management Group, which will be a key forum for engagement going forward.

As the year comes to an end, Mark Meassick (USAID) will be stepping down as LDPG co-chair, and we wish to thank him for his tremendous contribution to advancing the work of the LDPG. Not only has Mark brought fresh thinking and dynamism into the work of the Quartet, he has also been instrumental in ensuring financial support towards continuing the secretarial support undertaken by the World Bank.

Going forward, we will continue to increase the accountability and transparency of development assistance in Uganda. The launching of the new webpage represented a milestone in that regard, and we are pleased with all the positive feedback received from partners and the public. We will continue to develop the platform to provide information on how we—individually and together—through a range of activities deliver results that meet needs and expectations of Ugandans.

Jennie Barugh
Head of DfID

Christina Malmberg Calvo
World Bank Country Manager

Mark Meassick
USAID Mission Director

Rosa Malango
UN Resident Coordinator

EXECUTIVE SUMMARY

This annual report for the LDPG is the second of its kind and summarizes the activities undertaken by the LDPG during 2017. The report is structured around the priorities identified in the work plan for 2017 in response to the LDPG objective to promote effectiveness and harmonization of development assistance in support of national development goals and systems.

The implementation of the Partnership Policy, through the Framework for the Partnership Dialogue, continued throughout 2017. The second technical National Partnership Forum (t-NPF) was held on August 29 and chaired by the Head of Public Service, and focused on strengthening the joint Sector Working Groups (SWGs) and improving the Government's system for managing public investments. The meeting agreed on a number of forward looking recommendations, which were subsequently adopted for implementation at the Forum of the Permanent Secretaries on November 7. Several SWGs, with support from development partners, have since taken concrete steps to improve coordination and enhance performance.

The joint Economic Management Group (EMG) was formally established and held its first meeting in May, chaired by the Permanent Secretary/Secretary to the Treasury. Going forward, the EMG will be the main forum for discussing economic growth and job creation, economic policy management, and fiscal policy implementation. Six meetings were held during 2017, and the EMG played an important part in preparing and following up on the Economic Growth Forum on September 14-15, which is expected to lead to agreement on short, medium and long term actions that may be addressed through the national budget to revive, accelerate and sustain Uganda's economic growth.

Good progress was recorded in terms of strengthening sector planning, and 15 out of 17 sectors now have Sector Development Plans aligned with the second National Development Plan (NDPII). Several sectors, most notably the Education Sector, also initiated processes to prepare short- to medium-term response plans in light of the continued refugee influx. Development partners and UN agencies further supported Local Governments in refugee hosting districts to advance efforts on integrated district planning with a view to gradually transition from humanitarian support to development programs.

Strengthening coordination on the refugee response and development partners' support to refugees and host communities featured prominently on the LDPG agenda in 2017. LDPG was involved in the preparation of, and follow-up to, the Uganda Solidarity Summit on Refugees, and many partners provided financial and in-kind support to the Summit. UNHCR spearheaded the support to the Government in setting up the coordination platform for the Comprehensive Refugee Response (CRRF), and DfID initiated a development partners group aimed at coordinating support to the CRRF process. Progress was also made in rolling out the Refugee and Host Population Empowerment (ReHoPE) strategic framework.

The LDPG held ten ordinary meetings during 2017 and discussed a wide range of topical and strategic issues of relevance to development cooperation in Uganda. This included *inter alia* food security, the HIV/AIDS situation and response, the draft Local Content Bill, roll-out of the Treasury Single Account, the 2016/17 Government Annual Performance Review, implementation of the

NGO Act, as well as many other issues. Compared to previous years, the LDPG did not interact as frequent and as much with sector and thematic development partners' groups (DPGs), and despite several initiatives aimed at strengthening the linkages with DPGs, there are some indications that feedback loops weakened during 2017, with some notable exceptions.

The continuation of the technical and administrative support to the LDPG, provided by the World Bank, was secured until June 2019 due to financial support from USAID. Meanwhile, the work of the LDPG will continue to rely on ad-hoc and in-kind support by other members in order to ensure an informed and continued partnership dialogue with the Government through support to analytics as well as logistics for the NPFs.

Despite several attempts by the LDPG, few concrete initiatives materialized with regards to supporting Uganda's co-chairmanship of the Global Partnership for Effective Development Cooperation. Similarly, some priorities aimed at enhancing development effectiveness, including undertaking a Development Financing Assessment, fully rolling-out the Aid Management Platform, as well as carrying out a comprehensive division of labor exercise will continue during 2018. This work may be informed by, and synergize with, a forthcoming Development Cooperation Forum Global Accountability Survey, planned for early 2018, which in turn may also provide an important input into the LDPG performance assessment.

The LDPG continued its focus on creating more transparency around the work of the LDPG and its members as well as facilitating knowledge sharing amongst LDPG members and more effectively disseminating information to partners and the public. In that regard, the LDPG webpage (www.LDPG.or.ug) was successfully launched in late 2017, and is becoming a new "one stop shop" for information on what development partners are doing in Uganda. The webpage provides information on the partnership dialogue and national planning and coordination framework, and compiles an increasing number of news articles about development cooperation as well as analytical reports and policy briefs.

Looking ahead, some of the priorities for 2018 may include continuing the focus on development effectiveness initiatives in collaboration with the relevant Government agencies. The LDPG will also continue supporting and engaging through key national processes, including the NDPII mid-term review and the implementation of the Government's inclusive growth agenda, both of which represent important strategic processes for harmonizing and aligning external support. The refugee response is likely to continue to be high on the agenda, and focus is expected to increasingly be on facilitating the gradual transition from humanitarian to development support, starting at the 4th high-level NPF, which initially was scheduled for second half of 2017, but was postponed to February 2018 due to conflicting events. Lastly, the LDPG will pay special attention to improving linkages between DPGs and the LDPG, and continue strengthening the performance of SWGs.

CONTEXT AND DEVELOPMENTS

Uganda received close to 400,000 refugees during 2017, predominantly from South Sudan, making the crisis one of the fastest growing in the world. The number of new arrivals was particularly high during the first months of the year, where as many as 7,000 South Sudanese arrived each day. By the end of the year, Uganda was hosting 1.4 million refugees, and while the number of new arrivals from South Sudan gradually decreased, refugees from DRC started to arrive during the last weeks of December.

A period of drought during the first months of 2017—which followed two consecutive seasons of below-average rainfall—negatively affected agricultural production, and poor households depleted their food stocks earlier than normal and found it increasingly difficult to purchase sufficient food due to high food prices. Partly as a result of the drought, GDP continued to grow at around 4 percent during 2017, a considerable slowdown from historical averages, which was also attributed to the conflict in South Sudan, private sector credit constraints, and poor execution of public projects. Revised poverty estimates in the [Uganda National Household Survey Report 2016/17](#) suggested that the proportion of the population living in poverty increased from 19.7 percent to 21.4 percent during the period 2012/13 and 2016/17. All regions registered an increase in the number of poor persons during the period with the notable exception of the Northern region.

As 2017 came to an end, President Museveni signed into law a controversial bill amending the Constitution and removing age restrictions for presidential candidates. The private members bill was passed in just 3 months and received broad support in Cabinet and Parliament. Meanwhile, the opposition, civil society and religious leaders expressed serious concerns and strong opposition. Another, albeit still pending, constitutional amendment bill seeks *inter alia* to enable the Government to take over land for public use pending legal resolution of compensation disputes. Compensation delays is a significant implementation challenge for infrastructure projects causing financial losses to the Government. However, the proposed amendment could limit the right to property, and many stakeholders have urged the Government to consider alternative options, including establishing land tribunals to fast-track resolution of disputes.

Incidences of arrests and actions targeting journalists and civil society at large were a course of concern during 2017. For instance, on September 19, few days before the age limit bill was introduced, the offices of two NGOs were raided by police allegedly as the NGOs were believed to plan to support protests following the debate in Parliament on the age-limit bill, and in October a number of NGO bank accounts were frozen. Similarly, in November, five directors and three editors of *The Red Pepper* newspaper were arrested following an article that indicated President Museveni's intention to overthrow his Rwandan counterpart. More broadly, an [Afrobarometer survey](#) released in November suggested declining demand and supply of democracy in Uganda. Majority of the respondents also expressed concerns about infringement of basic rights, such as freedom of opinion and expression, and noted that the freedom of the opposition to function was becoming more constrained.

INTRODUCTION

The LDPG is the apex coordination forum for bilateral and multilateral development partners in Uganda.¹ The objective of the LDPG is to promote effectiveness and harmonization of development assistance in support of national development goals and systems. The LDPG accordingly coordinates development partners' engagement with the Government of Uganda and other partners on overall issues related to development cooperation at policy, program and project levels. This work is supported by thematic and sector Development Partners' Groups (DPGs).

The work of the LDPG is managed by a Quartet consisting of four members elected by the LDPG². The Quartet is responsible for formulating work plans; setting agendas and organizing meetings; facilitating joint missions; enhancing harmonization and alignment efforts; and improving the effectiveness of the partnership dialogue with the Government. The Quartet is further responsible for mobilizing or setting aside resources for technical and administrative support to facilitate the work of the LDPG.

This annual report has been prepared through financial support from USAID and provides a summary of the activities undertaken and results achieved by the LDPG during 2017 in response to the agreed work plan (Annex 1). The preparation of the work plan was informed by the findings of a performance and prioritization survey undertaken in December 2016 and January 2017. It further took into consideration the progress on the priorities for 2016 and suggestions from LDPG members. As in previous years, the 2017 work plan was structured around the LDPG objectives, which involve:

1. Coordinating the joint dialogue with the Government;
2. Improving linkages to key budget and planning processes and the use of national systems for programming, financing and review;
3. Facilitating joint reviews, joint analytic work, joint missions and other harmonization initiatives;
4. In-depth discussion on development issues/challenges of mutual interest.

The 2017 work plan involved an enhanced focus on promoting development effectiveness, including by operationalizing existing initiatives, such as the Aid Management Platform, and use that as basis for discussing how external financing as well as domestic resources are responding to national priorities. The work plan also put strong emphasis on strengthening sector coordination – both through DPGs and joint SWGs – to ensure implementation progress on the key result areas in the joint Government-LDPG matrix, which is guiding the partnership dialogue.

Activities related to each of the objective areas are summarized below.

¹ A list of LDPG members and contact information is provided in Annex 5.

² During 2017, the Quartet consisted of Jennie Barugh (Head of DfID and LDPG chair), Rosa Malango (UN Resident Coordinator), Christina Malmberg Calvo (World Bank Country Manager) and Mark Meassick (USAID Mission Director).

1. JOINT DIALOGUE WITH GOVERNMENT

The Uganda Partnership Policy (2013) guides the LDPG's overall engagement with the Government by setting out key principles for development cooperation in Uganda. The Office of the Prime Minister and LDPG are jointly coordinating the implementation of the Policy in collaboration with the relevant government authorities.

In practice, this is done through the National Partnership Forum, the joint Sector Working Groups, and the joint Partnership Policy Taskforce as specified in the Framework for the Partnership Dialogue (2014). The objectives of the partnership dialogue are to:

- (i) Increase the effectiveness of development assistance in support of the national goals and systems of the Government of Uganda; and*
- (ii) Ensure transparency and accountability between the Government and Development Partners and to Ugandan citizens in the management of development cooperation.*

Delivering on these objectives are guided by five core principles, which involves a strategic focus on development outcomes; ensuring an inclusive dialogue and recognize different modalities for external support; aligning with the National Development Plans; strengthening mutual accountability; and building government systems.

This section summarizes key activities related to the LDPG's focus on coordinating the joint dialogue with the Government and the achievements during 2017.

Technical National Partnership Forum (task 1a-1b)

The second *technical* National Partnership Forum (t-NPF) was held on August 29 at Protea Hotel in Kampala. It had initially been scheduled for May, but was postponed due to conflicting events related to the preparations for the Uganda Solidarity Summit on Refugees in June.

The second t-NPF continued the discussions that began at the t-NPF in January 2016 and the focus on enhancing the partnership dialogue at sector level by strengthening the joint Sector Working Groups (SWGs). In preparation for the meeting, [Ireland commissioned a consultancy on behalf of the Office of the Prime Minister \(OPM\) and the LDPG](#) to assess and further analyze the challenges for effective national and sector coordination and explore options for strengthening the SWGs.

Overall, SWGs represent an important mechanism for ensuring that development partner support is aligned with national planning priorities. On the one hand, dialogue in SWGs provides an opportunity for development partners to engage in the design, implementation and monitoring of Sector Development Plans (SDPs) and the preparation and financing of annual and medium term budgets. On the other hand, joint sector planning, budgeting and dialogue through SWGs gives the Government scope to influence the way in which development assistance (on-budget and off-budget) contributes to the implementation of the priorities set out in SDPs and the National Development Plan. Meanwhile, there is broad agreement that many SWGs need to be strengthened in order to perform these key functions.

The SWG assessment proposed a range of standard principles and guidelines to effective coordination and also suggested a more harmonized approach to SWG support and oversight among central government agencies, line ministries and development partners. The second t-NPF endorsed the recommendations of the SWG assessment, which were subsequently shared with all SWG chairs and formally adopted for implementation by permanent secretaries at their Forum on November 7, 2017.

The second t-NPF also discussed the Government's ongoing effort to improve public investment management (PIM) capacity, including the ability to design, assess, and deliver projects on time and within budget. Since 2015, the Ministry of Finance, Planning and Economic Development (MoFPED) has led a number of initiatives to strengthen PIM with support from development partners, particularly IMF, World Bank and DfID. This has included a diagnostic study of the PIM system in Uganda, establishing a Preparation and Appraisal Unit in MoFPED, as well as various analytical studies such as an IMF technical assistance report and a World Bank economic update report.

The second t-NPF agreed on several recommendations aimed at supporting the continued implementation of PIM, which were related to improving project prioritization, strengthening appraisal and ensuring alignment with strategic priorities, budgeting for land acquisition, as well as incorporating operation and maintenance as part of project designs. Development partners on their side committed to fast-track processes related to "no objection" decisions and release funds in a timely manner. These recommendations were also adopted for implementation at the Forum of Permanent Secretaries on November 7, 2017.

Box 1: "Walk the Talk" – Aligning Support with Partnership Priorities

The second t-NPF's focus on SWG performance and PIM were directly following up on two of the agreed joint commitments in the NPF Agenda for Action adopted at the 3rd high-level NPF in September 2016. Both commitments provide useful illustrations of how the partnership dialogue can help to harmonize the work of development partners and align the partnership dialogue and external support with key Government priorities.

For instance, the Irish support to the SWG assessment ensured that the discussion on sector coordination was informed by a comprehensive analysis, involving consultation of a range of stakeholders, and solid recommendations, which received broad support by both Government and development partners.

Similarly, the MoFPED, through technical and financial support from the World Bank and DfID, is currently implementing an action plan, which includes *inter alia* strengthening institutional capacities to implement PIM, establishing a Center of Excellence on PIM at Makerere University, and developing an integrated bank of projects. IMF is also considering additional support to PIM as part of its next support instrument.

It is expected that the Government's renewed commitment to improving PIM over time and with the support of development partners will help to ensure that investment projects in Uganda are delivered on time, on budget and with the planned impact to achieve the envisioned growth and development outcomes, and to keep debt sustainable.

High-Level National Partnership Forum (task 1c)

The fourth high-level NPF was initially scheduled for second half of 2017, but was postponed to February 2018. The NPF is expected to form part of a thematic day focused on accelerating delivery of national priorities, using the response to the refugee situation as a case study, and will likely be preceded by an internal government session facilitated by the Prime Minister's Delivery Unit and Delivery Associates.

The NPF theme will be "Delivering a comprehensive multi-stakeholder response to the situation of refugees and host communities in Uganda", and the NPF will thus seek to maintain political momentum and focus following the Uganda Solidarity Summit on Refugees. The NPF is further expected to review general implementation performance across government and progress on strengthening management of public investments with a view to identify priority focus areas for joint follow-up.

Joint Economic Management Group (task 1d)

Strengthening the partnership dialogue with the MoFPED has been a priority for the LDPG for some time in order to ensure a constructive engagement on economic management including during the various stages of the budget cycle.

To that effect, a number of technical meetings were held with MoFPED in early 2017 to explore the opportunities, and on May 17, the Permanent Secretary/Secretary to the Treasury chaired the first joint Economic Management Group (EMG) meeting. The EMG meeting concluded that going forward the EMG will be the primary forum for discussing:

- Economic growth and job creation;
- Economic policy management, particularly fiscal and monetary policy;
- Fiscal policy implementation, particularly revenue mobilization, budget execution, Public Financial Management (PFM) Act implementation, PIM, etc.

A total of six EMG meetings were held during 2017 and a range of topics were discussed, including the FY2017/18 budget priorities, PIM, and inequality. The EMG also served as a forum for coordinating the preparations for the Economic Growth Forum on September 14-15, 2017.

The Economic Growth Forum was organized by the MoFPED in collaboration with the International Growth Centre and aimed to engage key stakeholders to generate and explore new approaches and tools to revive, accelerate and sustain Uganda's economic growth. It was attended by Cabinet Ministers and senior officials from Government Ministries, Departments and Agencies; Members of Parliament; the Private Sector; the Academia; and Civil Society. Several development partners participated as key speakers and discussants on relevant topics, including IMF (on growth diagnostics & tax), UNIDO (on industrial development), UNECA (on manufacturing), and World Bank (on agriculture, urban development & employment).

As follow-up to the Growth Forum, the Donor Economist Group (DEG) is working with the MoFPED to develop an action plan based on the Forum summary report, which will identify short, medium and long term actions that may be addressed through the national budget. The draft action plan is expected to be discussed at a EMG meeting in January 2018.

2. ALIGNMENT AND USE OF COUNTRY SYSTEMS

The Uganda Vision 2040 and the National Development Plans provide the principal instruments and overarching framework for development partners' support to Uganda. The members of the LDPG are committed to increase local ownership and aligning development assistance around Uganda's development strategies; reduce transaction costs and manage for results; harmonize practices and promote broad, dynamic partnerships to avoid fragmentation; and promote transparency, predictability and mutual accountability.

Below is a summary of the activities undertaken by the LDPG during 2017 to support alignment and enhanced use of country systems.

Global Partnership on Effective Development Cooperation (task 2a)

At the second High-Level Global Partnership for Effective Development Cooperation (GPEDC) meeting in Nairobi in December 2016, Uganda's Minister of Finance was appointed as co-chair of the GPEDC for the period 2017-18 together with Finance Ministers from Bangladesh and Germany. The GPEDC was established as a direct result of the Busan Partnership Agreement and seeks to ensure accountability for implementation at the political level of Busan commitments (ownership; focus on results; inclusive partnerships; and transparency and accountability, including to citizens). As co-chair the Minister of Finance will represent the Global Partnership externally, guide its work and be responsible for facilitating the delivery of its overall objectives.

A GPEDC steering committee has since adopted the [2017-18 Work Program](#) with six strategic outputs, and Uganda will be particularly involved in delivering strategic output 4 on scaling up private sector engagement through development co-operation. More specifically, Uganda is among the country case studies that will provide input on country level experiences in private sector engagement through development co-operation, which will involve an inclusive research process that considers the perspectives of different stakeholders. Based on this, the work stream will deliver country-level evidence on best practices that will ultimately inform guidelines on effective private sector engagement in development co-operation. The World Bank is supporting the GPEDC secretariat to analyze lessons learnt, good practices, challenges and opportunities in Uganda.

Besides the case study on private sector engagement, there has been limited focus on GPEDC at country level. Members of the LDPG Quartet participated in a GPEDC breakfast meeting organized by the NGO Forum on March 16, 2017, to discuss a strategy for Uganda's co-chairmanship and opportunities for advancing development effectiveness in Uganda. The LDPG has on several occasions reached out both to the MoFPED and the GPEDC secretariat to discuss the co-chairs' role and options for support, and there will be a substantive discussion in January 2018.

Join Sector Working Groups (task 2b)

The performance of joint SWGs has been a key focus area for the partnership dialogue with the Government for the past two years, in part due to SWGs' key function in ensuring alignment with

sector priorities. The joint Government-LDPG assessment of SWGs, funded by Ireland, and the first and second t-NPF have helped to ensure agreement on the way forward and high-level commitment to enhance SWG performance.

As follow-up to the SWG assessment, OPM and Ireland have commissioned a consultancy to further analyze aid and development coordination structures in the Karamoja sub-region. EU is also considering to provide technical assistance to the sector secretariats of the Accountability and Justice, Law and Order (JLOS) sectors as part of a new EU Sector Reform Contract. Development partners, through support from the EU, have furthermore provided technical assistance to prepare terms of reference for the Works and Transport SWG as well as a work plan in accordance with the national guidelines for the operation of SWGs. The ToR and work plan were approved by the Works and Transport SWG on October 25, 2017.

In response to the ongoing reform of the Accountability Sector, development partners are in the process of revising their engagement and have responded positively to a request from MoFPED to nominate co-chairs for the newly established Accountability Sector Technical Working Groups. Meanwhile, the functional relationship between PEMCOM, as the management structure for the PFM reform strategy, and the Accountability management structure still needs to be clarified.

National and Sector Development Planning (task 2c)

All sectors are required to formulate their policies, strategies and programs consolidated into Sector Development Plans (SDPs), aligned with the objectives of the NDP and the Uganda Vision 2040. The SDPs are meant to be a detailed statement of performance, issues and opportunities, development objectives, policies and strategies that support the developments in a specific sector. They provide a framework for the identification of public policy initiatives and projects, and they define the role of the government agencies, development partners and the private sector in the development of the sector. SWGs should have the same time frame as the NDP.

During 2017, there has been good progress in terms of strengthening sector planning. Out of 17 sectors, 15 now have SDPs aligned with the NDPII. The preparation of SDPs has in several sectors involved active participation of development partners, including through consultation, financial support, technical assistance as well as analytical contributions to inform prioritization. Preparation of SDPs have been informed by the [guidelines to support harmonized development of SDPs](#), which were prepared by the National Planning Authority (NPA) with support from DfID and the World Bank. Going forward, a key priority for the NPA, and a potential area for further collaboration with LDPG, is to strengthen the planning capacity of local governments as well as Ministries, Departments and Agencies of Government.

The continued refugee influx in the West Nile Sub-Region during 2017, and protracted situation in other parts of the country, presented its own sets of challenges in terms of planning for a medium to longer term development response to the refugee situation. The Government included refugee management and protection in the NDPII through the Settlement Transformation Agenda (STA). Subsequently, the Refugee and Host Population Empowerment (ReHoPE) strategic framework has been developed with support from the UN Country Team and the World Bank with a view to more effectively promote the resilience and self-reliance in refugee hosting areas in line with STA objective. Through initiatives like STA and ReHoPE, the

Government aims to strengthen local government-led planning, budgeting and monitoring processes, and ensuring that the implementation of District Development Plans support self-reliance and resilience.

In that regard, on October 19, NPA, in collaboration with UNDP, UNHCR and the World Bank, convened Chief Administrative Officers and District Planners from 11 refugee hosting districts, together with representatives from OPM, line ministries and development partners, to advance efforts on integrated district planning for refugees and their host communities. NPA have since been compiling district submissions into a program framework, which may inform discussions on the refugee response at the 4th NPF in February 2018 as well as the forthcoming mid-term review of the NDPII.

Addis Ababa Action Agenda (task 2d)

The Addis Ababa Action Agenda (AAAA), adopted at the 3rd International Conference on Financing for Development in July 2015, lays out the steps the international community intends to take to fund the 2030 Agenda for Sustainable Development. The AAAA highlights the need for integrated national financing frameworks in leveraging the full potential of all financial flows – private and public – for sustainable development. UNDP is supporting countries to undertake Development Financing Assessments (DFAs) of the financing landscape and examining conditions for integrated financing frameworks for delivering national development agendas and the Sustainable Development Goal (SDGs).

The LDPG workplan for 2017 proposed to undertake a DFA in Uganda, and UNDP has been exploring with the MoFPED how to move this forward. At the time of preparing this report, no decision had been made on whether or not to undertake a DFA in Uganda, but consultations are expected to continue in 2018. In the meantime, the LDPG's support to rolling out the Aid Management Platform continues, which may help track part of the financial flows for sustainable development, albeit not as comprehensively as a DFA.

Box 2: Education Response Plan for Refugee and Host Community

In order to optimize collective efforts and use of resources in addressing the growing education needs of refugees and host-communities in Uganda, a multi partner task team was established in 2017 to draft the Education Response Plan for Refugee and Host Community. The plan is expected to guide and coordinate funding decisions for a three-year period, and recognizes the comparative advantages of both humanitarian and development actors by reinforcing an interdependent approach that addresses an immediate humanitarian crisis-response as well as medium- and long-term development investments.

The plan represents the first comprehensive joint program since the World Humanitarian Forum in 2016, which committed to a new way of working in emergencies and protracted crisis by emphasizing holistic and cross-sectoral approaches, joint programming and multi-year frameworks. Led by the Ministry of Education and Sports, the Plan was developed in a participatory manner involving representatives from NGOs, Belgium, DfID, UNHCR, UNICEF, USAID, WFP and the World Bank. The process provides good lessons for similar initiatives in other sectors.

Box 3: Mobilizing Domestic Resources for Sustainable Development

Mobilization and effective use of domestic resources is central to achieving the SDGs. This involves enhancing revenue administration through progressive tax systems, improved tax policy, and more efficient tax collection.

Uganda's tax-to-GDP ratio is currently one of the lowest in the region, and the Government has made it a priority to improve tax outcomes. Several development partners, including DfID, EU, IMF, USAID and the World Bank, are supporting the Government in this area, particularly through technical assistance and analytics, which is expected to inform a medium-term revenue strategy and in turn may support delivering the 2030 Agenda in Uganda.

Aid Management Platform (task 2e)

The Aid Management Platform (AMP) was launched in November 2014 with the aim to accurately capture external resources in the budget estimates and accounting systems. This will in turn strengthen policy and budget planning processes for managing external resources and improve the linkage between expenditure and results. The system, once fully implemented, will increase transparency, accountability and aid effectiveness and allow the public to view being used to drive social and economic in Uganda.

In September, MoFPED requested LDPG members to individually submit information on projected support for the period 2018/19 to 2022/23 through the AMP. Some partners faced difficulties in entering the information and requested MoFPED to support and/or provide training on the process. Meanwhile, by the end of 2017, there are still very significant gaps in the information provided by LDPG members, and special effort is required in early 2018 to ensure that the information on AMP is comprehensive and up-to-date.

3. HARMONIZATION INITIATIVES

Facilitating the use of joint reviews, joint analytic work, joint missions and other harmonization initiatives represent an integral part of the LDPG's objectives. The purpose is to identify and strengthen policy or operational linkages between development partners to reduce transaction costs for the Government and avoid duplication. Activities range from informal exchange of information to simplified procedures and common arrangements for designing, managing and implementing assistance.

In that regard, a number of activities were undertaken during 2017—some of which will continue in 2018—as summarized below.

Technical and administrative support (task 3a)

The LDPG Quartet is responsible for mobilizing resources for technical and administrative support to facilitate the work of the LDPG. Such support includes, but is not necessarily limited to:

- Knowledge management and promotion of information sharing and inter-linkages between development partners;
- Drafting and circulating minutes, agenda, and record keeping;
- Following up on agreements reached by the LDPG;
- Preparing and following up on high-level meetings between the LDPG and Government;
- Serving as a focal point for communication.

The World Bank is hosting the LDPG secretariat, and since July 2016 the technical and administrative support provided by the Secretariat has been made possible through financial contributions by USAID. The arrangement was initially meant to end in November 2017, but USAID generously offered to continue providing financial support to the Secretariat up to June 2019 in order to facilitate the work of the LDPG and support the partnership dialogue.

In addition to the ongoing support, the new agreement may also allow for preparation of joint analysis and research to underpin a high-quality and evidence-based dialogue with the Government and further improving the linkages to national budgeting, planning and monitoring processes. Such work will be further specified in consultation with LDPG, sector coordination groups and government counterparts, but could include analytical studies and/or briefs focusing on emerging and topical issues (e.g., government performance and service delivery; budget preparation and execution; accountability and transparency; development effectiveness, etc.).

This notwithstanding, the work of the LDPG will continue to rely on ad-hoc and in-kind support by other members, e.g., to undertake just-in-time analysis of emerging developments or to support the logistical arrangements related to the partnership dialogue. For instance, Norway and the World Bank have been financing the NPF in the past, and Sweden has generously offered to support the 4th NPF in February 2018.

Strengthen links with sector groups (task 3b)

Technical and Sector Development Partner Groups (DPGs) represent the main vehicle for development partners' day-to-day collective engagement with the Government and national stakeholders, and also serves to inform the overall national partnership dialogue through linkages to LDPG. It therefore remains a priority for the LDPG to support and strengthen the DPGs in order to ensure that the partnership dialogue can respond effectively to sectoral issues and that the national level dialogue continues to improve.

In that regard, the chairs of DPGs have standing invitations to brief LDPG on sector developments and issues that may need to be escalated, including matters of strategic and cross-cutting importance. Responsibilities of DPGs include:

- Coordinate common positions on sector specific issues, including budget allocations, performance and national sector priorities;
- Inform decisions on effective division of labor within the sector and ensure alignment to national priorities;
- Propose sector commitments and accompanying indicators to be considered by SWGs;
- Facilitate joint reviews, joint analytic work, joint missions and other harmonization initiatives;
- Promote cross-sector planning and programming by sharing information with other DPGs and the LDPG; and
- Share information and discuss sector specific studies and reviews.

Chairing a DPG is generally considered an institutional responsibility, and the LDPG encourages that Head of Cooperation or the Head of Mission are involved as needed, e.g., in high-level meetings with counterparts.

As of December 2017, there were 23 DPGs organized around the Government's 16 sector clusters as well as a number of cross-cutting issues and key development priorities. There are also a number of DPG sub-groups and ad hoc working groups focusing on emerging and sub-sectoral issues. Most recently, an Urban DPG was established in March 2017 to enhance coordination around the urbanization agenda as a result of the increasing number of partners engaged in urban development in response to the accelerating urbanization process in Uganda and increased pressure on urban centers.

During 2017, various initiatives were implemented to strengthen the links to and work of DPGs; the Quartet engaged the DPG chairs to encourage proactive participation in the joint sector reviews and to prepare brief notes or rolling scripts; LDPG members were invited to provide sector updates at the monthly LDPG meetings; a guidance note was prepared and shared with DPG chairs (Annex 3) summarizing expectations to DPGs and emerging good practices; and DPG contact information continued to be updated biannually to facilitate effective communication within and between DPGs.

The majority of the DPG chairs, and in several instances all DPG members, were actively involved in the SWG assessment, and provided both written comments and met with the consultants. Many groups were also represented at the t-NPF in August to contribute to the discussion on

joint sector coordination, and several groups subsequently initiated concrete actions aimed at implementing the recommendation in the report.

Meanwhile, compared to previous years there was reduced interaction between LDPG and DPGs, and there is some indication that feedback loops weakened. For instance, compared to 2016, where there were eight presentations by DPGs at LDPG meetings (another presentation was postponed to January 2017), there were only five briefings during 2017 (JLOS, Gender, Land, HIV/AIDS and CRRF). Some of these DPGs (DEG, CRRF and Gender DPGs) as well as DEG and the PFM working group furthermore shared written updates on email. The Gender DPG chaired by Sweden made a particular effort in terms of involving partners in the drafting of the Uganda Gender Policy 2017, which allowed partners to follow the process and provide comments even if they were not regular members of the DPG.

Division of labor (task 3c)

Donors and partner countries have on several occasions committed to international agreements aimed at promoting and enforcing a more pronounced division of labor and burden sharing among donors to overcome fragmentation and duplication. In that regard, there have been a number of processes in Uganda the past ten years aimed at identifying and agreeing on country specific initiatives.

The first step towards improved division of labor is typically to undertake “donor mapping exercises” with a view to assess the status of donor engagement in sectors and thematic areas. Five such exercises have been undertaken in Uganda, which have contributed to create transparency around external assistance and partnerships, and lay the foundation for actual decisions on enhanced division of labor.

Decisions about programme focus and scope are typically made as part of individual donors’ internal strategy processes and through bi-lateral consultations with the Government and stakeholders. In that regard, the sector engagement maps provide useful information to support individual donor decisions about scaling up or phasing out specific engagements.

The most recent sector engagement exercise was launched in November 2017, and is being finalized by time this report is prepared. Preliminary results indicate that LDPG members are generally aligning support around Government sector priorities, albeit the mapping exercise is not quantifying the support nor providing information on implementing modalities or partners. In terms of division of labor, the picture is generally mixed; it is emerging that some partners are focusing their support on fewer sectors (perhaps as a result of declining ODA), while others are now covering more sectors than in 2008 (perhaps as a result of increasing ODA). The results will be further analyzed once input from all partners has been received.

Going forward, this information may inform a discussion with the Government on the role of development partners and UN agencies in supporting national priorities and development targets. The NDPII does not clearly articulate the role of external support in achieving key priorities, but the forthcoming NDPII mid-term review could provide an opportunity for discussing this in more detail to guide longer term decisions on division of labor.

Box 4: Division of Labor and Selectivity

Several partners prepared or launched new country strategies during 2017, including USAID who released their [Country Development Cooperation Strategy](#) (CDCS), which focuses on (i) community and household resilience; (ii) managing demographic dynamics; and (iii) accountable and responsive systems. To guide decisions on division of labor and development effectiveness, USAID adopted three key principles for identifying interventions:

- (i) *Complementarity*: Those areas where USAID intervention could complement the work of another donor or donors, for example through filling a gap in a particular thematic or geographic area;
- (ii) *Leverage*: Those areas where USAID intervention could leverage, or be leveraged by the work of another donor or donors, thus magnifying the impact of an intervention; and
- (iii) *Avoidance*: Those areas where another donor or donors are already active and effective, and therefore USAID efforts would be most usefully focused elsewhere.

Besides articulating the focus of USAID support, the CDCS also describes and justifies decisions on selectivity, i.e., areas where other donors are fully invested, such as infrastructure, non-agricultural industry transformation or fisheries, which accordingly will be outside USAID direct involvement, although partnerships will be necessary to leverage each other's efforts

Other partners that launched new strategies in 2017 included [African Development Bank](#), [Denmark](#), IMF (ongoing), and [WFP](#).

Knowledge Management (task 3d)

One of the priorities in the LDPG work plan for 2017 was to develop a webpage to (i) create more transparency around the work of the LDPG and its members, (ii) facilitate knowledge sharing amongst LDPG members, and (iii) more effectively disseminate information to partners and the public. The World Bank financed the development of the webpage, which will be hosted and maintained by the LDPG secretariat.

The webpage was successfully launched in late 2017, and is becoming the new “one stop shop” for information on what development partners are doing in Uganda by compiling news articles, events info, research and reports, speeches, tweets and much more. The webpage provides information about development partner coordination in Uganda and how this responds to government priorities as identified in the Vision 2040 and the NDPs. There is also information about sector coordination as well as opportunities to access knowledge products and analytical work of individual LDPG members. For instance, the webpage already links to more than 60 analytical reports, assessments and policy briefs prepared by—or with support from—LDPG members, and there are more than 40 news stories informing about development cooperation and humanitarian support in Uganda, including on new country strategies or projects, success stories, new initiatives/reports, etc.

Feedback from LDPG members as well as key target audience groups, notably civil society groups and the public, has been very positive, and there has been a high number of visits during the first month.

Efforts to promote awareness of the webpage will continue in 2018, and the content will be further developed and expanded. A special effort will be made to balance the content (news articles in particular) so that it is reflective of the work of all LDPG members. Options may also be explored to synergize and complement the information on the AMP as well as other platforms such as the OECD/DAC.

Coordination on Refugees and Host Communities (task 3e)

Another key priority for the LDPG during 2017 was to develop improved coordinating arrangements for the refugee response. Uganda is a pilot country for the Comprehensive Refugee Response Framework (CRRF), as called for in the [New York Declaration for Refugees and Migrants](#). The CRRF is expected to result in a more coherent and robust response through complementarity of programming and resourcing. The CRRF objectives in Uganda include:

- Support Government policy and protect asylum space
- Support resilience and self-reliance of refugees and host communities
- Expand solutions, including third country options
- Support Uganda's role in the region and invest in human capital and transferrable skills

In that regard, the [Kampala Declaration on Refugees](#) adopted at the Solidarity Summit reiterated the New York Declaration's call on UNHCR to continue developing, in consultation with the Government and relevant partners, modalities for the enhanced application of the CRRF as a contribution to the Global Compact for Refugees. The first meeting of the multi-stakeholder Steering Group for the CRRF took place on October 12, 2017. The Steering Group will support and oversee the implementation of CRRF in Uganda and serve as a knowledge hub and platform for strategic discussions, building on refugee structures and initiatives already in place. A key component of the CRRF is the [Refugee and Host Population Empowerment \(ReHoPE\) strategic framework](#), supported by the World Bank, the UN Country Team and other humanitarian and development actors in Uganda. ReHoPE aims to bring partners together in a harmonized and cohesive manner under the Government's leadership to overcome fragmented programming and bridge the gap between humanitarian and development support.

Several partners have already pledged financial support to the implementation of CRRF in Uganda, including Germany, Norway, and DfID. The CRRF process is expected to support Uganda's contribution to the Global Compact for Refugees (scheduled to be adopted by UN General Assembly in 2018).

To ensure that development and humanitarian partners have a coordinated approach to the CRRF, a CRRF DPG was established in September at the initiative of DfID and with support from Sweden, World Bank, Japan and USAID. The objective of the DPG is to support the application of CRRF in Uganda, and, with a focus on strengthening the development-humanitarian nexus, to provide a platform for partners to (i) coordinate programming, (ii) share best practices and develop shared analyses, and (iii) discuss policy issues with a view to, when relevant, agree on

common positions as a basis for dialogue with the Government and other stakeholders. There is also a separate [structure for coordination of the emergency response](#), which is led by Department for Refugees (OPM) and supported by UNHCR, as well as corresponding structures for humanitarian inter-agency and sector coordination.³

³ More information can be found on the Uganda Refugee Response Portal: <https://ugandarefugees.org/>

4. TOPICAL DEVELOPMENT ISSUES

Information sharing and discussion on development issues and challenges that are of mutual interest represent one of the key objectives of the monthly LDPG meetings. During 2017, a total of 10 LDPG meetings were held, and many of them involved presentations by government partners, civil society representatives and/or sector and thematic DPGs. All meetings were documented in minutes and agreed actions tracked and monitored in an action matrix.

DPG chairs or representatives attended some meetings during the year to brief the LDPG on topical issues. This included updates on the land, CRRF, gender, HIV/AIDS, and JLOS. These and other issues discussed are summarized below.⁴

Food Security

During the first months of 2017 (and last months of 2016), the LDPG followed closely the food security situation in the country. OPM, supported by with the Ministry of Agriculture and UN agencies, prepared the Integrated Food Security Phase Classification, to classify the severity of food insecurity and provide actionable knowledge for decision support, and based on that, the World Bank supported a National Food Security Assessment Report, which was launched on March 1. The assessment showed that around 1.6 million people were in a crisis level of food insecurity and a further 9.3 million were at a stressed level. In addition to the immediate response efforts by the Government and development partners, medium and longer term recommendations included supporting recovery, improving agricultural production and strengthening resilience to weather shocks.

The LDPG agreed that the recurrent food crises in Uganda called for re-thinking the engagement, particularly in agriculture where around half of all LDPG members are currently engaged. In that regard, USAID is planning a major “State of Agriculture in Uganda” event in 2018, and the World Bank is also undertaking an analytical “agriculture sector deep dive” exercise to identify practical and actionable solutions for enhancing agriculture productivity. The findings of these exercises may provide valuable inputs to reviewing the LDPG’s future engagement in this critical national priority sector.

HIV/AIDS Situation and Response

In April, the LDPG reviewed the HIV/AIDS situation and response in the country following the launch of a presidential fast-track initiative with a five-point plan aimed at ending AIDS as a public health threat in Uganda. Some of the challenges highlighted during the meeting included regional disparities in HIV and AIDS program coverage with some regions underserved; recurrent shortage of HIV commodities and donor dependency; new infections among youth, particular girls and young women. The meeting highlighted the importance of ensuring full implementation of the test and treat policy as well as sustainable and domestic financing of the medium to longer term response. The HIV/AIDS DPG used the meeting to call on development partners to consider

⁴ Please also see the calendar of events in Annex 2.

integration of HIV and AIDS interventions in all activities, given that HIV and AIDS is a development issue that goes beyond health.

Draft Local Content Bill

In April, the LDPG was contacted by the mover of the draft Local Content Bill, Hon. Patrick Nsamba Oshabe (MP for Kassanda County North, NRM) to solicit views of development partners. Preliminary LDPG comments to the Bill were shared on April 18 in a letter from the Head of the EU Delegation, which formed the basis for a discussion with Hon. Oshabe and other promoters of the Bill at the LDPG meeting on April 25. LDPG later shared more elaborate comments and recommendations in a letter from the World Bank Country Manager dated May 24, 2017.

The overall objective of the draft bill is to provide better opportunities for Ugandans and Ugandan companies, to build local capacity, and to provide employment. In the consolidated comments, the LDPG recognized that there is merit in improving the participation of domestic companies in economic activity and building local capacity. However, the specific mechanisms to achieve this aim are important, and if not properly designed, the country could end up with more expensive and lower quality locally produced goods, which would not serve the interest of the Ugandan consumers or the economy as a whole. LDPG further referenced international experience, which has shown that improvement of the operating environment for domestic manufacturers and suppliers as well as increase in their share of the public spending needs to be balanced by the need for an efficient public administration and open and healthy competition. Failure to keep this balance may lead to an undesirable outcome, quite the opposite to fostering growth that helps domestic companies to become more competitive, cost and quality wise, with foreign counterparts.

LDPG members noted that the main objective of the Act is to provide for an enabling legal framework to implement the “Buy Uganda Build Uganda” policy, which aims at *“protecting Ugandan manufacturers or service providers from unnecessary competition from manufacturers of similar goods and services from elsewhere in the world.”* The Bill further focuses on measures that restrict competition from foreign suppliers by requiring that certain categories of goods and services are exclusively procured from Uganda, mandating the use of at least 70 percent Ugandan labor, and setting priority of locally manufactured goods and services. Meanwhile, in adopting an approach that favors domestic bidders by discriminating against foreign suppliers, the Bill could fail to address measures that will encourage and promote the domestic industry in a more sustainable way for long-term economic growth.

LDPG also emphasized that by restricting competition to a certain group of suppliers and contractors, other important considerations of public procurement—such as value for money, transparency, equal opportunity and fairness—may suffer. Similarly, such restrictions may contravene the various laws currently in effect, including the Public Procurement and Disposal of Public Assets Authority (PPDA) Act as well as obligations stemming from international trade agreements.

It was agreed that the draft Bill should be subjected to further review at a stakeholder workshop with a wider group of stakeholders to have more in-depth discussions of the Bill and its potential implications. A technical update was organized on December 4, where Hon. Oshabe briefed

partners on developments, including revisions to the draft bill, but the workshop has not yet been held.

Uganda Solidarity Summit on Refugees

Development and humanitarian partners were extensively involved in the refugee response throughout the year. Many partners, notably UN agencies, were present on the ground to support the response, while other partners were working to adapt existing projects and mobilize additional resources to support the longer-term development response. As a result, the emergency response and discussions on transitioning towards and a long-term development approach was high on the LDPG agenda throughout 2017, including through regular briefings at meetings, joint missions to refugee hosting areas, and the process surrounding the Uganda Solidarity Summit on Refugees that took place on June 22-23, 2017 in Munyonyo.

The overall purpose of the Summit was to mobilize support from the international community and showcase the Ugandan model for hosting refugees. It was co-hosted by President Museveni and the UN Secretary General, in collaboration with the UNHCR, and brought together Heads of State and Government and High-Level Representatives as well as other representatives from the national, regional and international organizations. It was preceded by field trips to refugee hosting areas in the West Nile Sub-Region and the South West, as well as visits to urban refugees settled in Kampala.

The Summit led to the adoption of the Kampala Declaration on Refugees, which underlined the magnitude and challenges of the refugee situation in Uganda and called for a multifaceted comprehensive refugee response. The Government reiterated its commitment to maintain a progressive approach to refugee management.

The LDPG was involved in the Summit preparation, execution and follow-up, and a number of meetings and events took place between May and August. Several partners, including Denmark, Japan, UNDP, UNFPA and UNWOMEN, organized side events during the Summit and others contributed with financial and in-kind contributions.

A joint team comprised of OPM, MoFPED, UNHCR and the UN Resident Coordinator's Office has since worked to analyze the pledges, and other sources of funding are also becoming available to Uganda, including additional financial support through a financing sub-window under the 18th replenishment of the International Development Association (IDA18) – the World Bank's fund for the poorest countries. The Summit further provided positive experiences with increasing the diversity of partners and building new alliances, particularly with non-traditional donors and private sector actors.

The Summit was not anticipated in the LDPG workplan, and meant that other issues were not as prioritized as intended.

Refugee and Host Population Empowerment (ReHoPE)

On June 13, the Prime Minister presided over a workshop on advancing CRRF in Uganda, which also validated the ReHoPE strategic framework as a key instrument of support to the Government's STA. As part of the roll-out of the ReHoPE strategic framework, the UN and the World Bank

together with OPM undertook a stocktaking exercise of on-going and planned programs/projects in refugee hosting districts in Uganda. The LDPG discussed this at the meeting in May, and majority of development and humanitarian partners contributed with input in the months that followed. The findings of the stocktake indicated major ambition amongst the Government, donors, UN agencies and NGOs to scale up support for both refugees and Ugandans to enable them to increase their resilience and self-reliance. This is being manifested, to some extent, in increased funding, programming and support to strengthen local government capacities. However, interventions are often fragmented, short-term and the comparative advantages of different actors are not being adequately leveraged. Most projects have their own parallel implementation structures rather than aiming to strengthen local government services and capacities. Actors also appear to be spreading themselves too thinly geographically and sectorally. Some of the recommendations in the final stocktake report included:

- Government should provide a high-level steer on how district level, joint coordination and planning can be improved;
- The CRRF Steering Group could identify the lead entity for an on-going stocktake process;
- NPA could provide harmonized guidance to local governments to coordinate the planning processes and oversee the strengthening of capacity;
- NPA could coordinate the development of a national, joint program framework and common results framework;
- Donors should inform MoFPED of funding commitments and criteria for the next 3 years in support of the response; and
- The 4th NPF could provide an immediate opportunity to reach agreement on key decisions.

Going forward, and as part of CRRF implementation, the continued roll-out of the ReHoPE strategic framework provides an important opportunity for strengthening local-level planning, mobilizing resources, and promoting aid effectiveness through division of labor among development and humanitarian actors in line with LDPG objectives.

Treasury Single Account

The MoFPED is implementing the Treasury Single Account (TSA) System for development partner funded projects in line with recommendations by IMF and commitments under the Paris Declaration on use of national systems. The TSA, which was introduced in 2014, aims to bring all Government funds into a single account in the Bank of Uganda (BoU) with an accounts structure for management of the funds through votes. In response to a proposal from MoFPED on rolling out the TSA to development partner funded projects, the PFM working group undertook an analysis in the first months of 2017 with a view to agree on the way forward. This proposal, which was discussed and endorsed by the LDPG in August, involves:

- (i) MoFPED to address issues relating to reporting, forex transactions and reconciliations affecting the Integrated Financial Management System (IFMS).
- (ii) Once these issues are resolved, development partners will consider whether they are able to have their projects operating on IFMS as a first step towards transition to the TSA.

- (iii) Development partners will arrange piloting of TSA by selected projects for one-year period, including FINMAP, 1-2 World Bank projects and one project from another partner already on IFMS.
- (iv) Signing of agreements between the relevant development partners, MoFPED and BoU for the piloting of TSA.
- (v) Based on feedback from piloting TSA in selected projects, review and recommendation for broader roll out of TSA to development partner funded projects.

This proposed way forward was formally communicated to the Government at the PEMCOM meeting on September 21.

Government Annual Performance Review

The partnership dialogue between the Government and the LDPG has an overall strategic focus on outcomes and long-term impact, and the dialogue is guided by the NDPs and monitored using *inter alia* the Government Assessment Performance Report (GAPR).

In that regard, OPM attended the LDPG meeting in October to provide an update on the findings of the FY2016/17 GAPR. From FY2015/16- FY2016/17, overall outcome performance across the 16 sectors increased from 53 percent to 61 percent, whereas overall output performance only improved marginally to 59 percent from 58 percent. The performance of externally funded projects also improved, albeit from a low base, and average disbursement increased from 28 percent in June 2016 to 51 percent in June 2017. This was one of the topics for discussion at the third NPF in September 2016, and a key priority for the Government. During the same period, commitment fees reduced from US\$26.2 million to US\$13.6 million due to strictness on meeting deadlines and improving absorption.

Some of the key implementation challenges include land compensation and resettlement of project affected persons; delays in procurement processes; poor project designs and execution as well as lack of adherence to original designs; inadequate counterpart funding; low staffing levels in key sectors, such as Health, as well as in district local governments, where only 55 percent of 34,559 posts were filled; high cost of doing business; supply of counterfeit, expired or substandard products; as well as erratic weather conditions. In some instances, implementation deviated from plans, while plans deviated from budgets, making it difficult to assess progress. Data is also lacking or of poor quality in some sectors, which in turn impacted on the quality of the GAPR. Poor alignment of sectors, MDA and local government plans to NDP II continued to be a major challenge.

Some of the positive developments included the establishment of the Public Private Partnership Unit in MoFPED as well as improved processes for project approval and appraisal as part of the broader PIM reform agenda; regular performance monitoring of externally funded projects by Cabinet; introduction of Program Based Budgeting; and development of a Prime Ministers Integrated Management Information System, which included a tracking tool on project implementation. Generally, the GAPR is increasingly being used as a tool for performance management, and the Prime Minister is following up with sectors at weekly meetings. Meanwhile, the GAPR can be strengthened further, and OPM is expected to review the process and identify adjustments.

NGO Act

The LDPG has closely followed the drafting of the NGO Act (2016) as well as its implementation, including the preparation of the regulations for the Act. A number of engagements with various stakeholder took place during 2016, and continued during 2017 as the regulations were finalized and actual implementation commenced.

At the LDPG meeting on November 14, the newly appointed members of the Board of Directors of the NGO Bureau and the acting Executive Director of the NGO Bureau gave a brief presentation on the NGO sector and regulatory regime; the implementation of the NGO Act, and the Board's key strategic priorities. They emphasized that the purpose of the NGO Act is to *inter alia* provide an enabling environment for NGOs and strengthen the capacity of NGOs and their partnership with Government, but also to make provision for special obligations of NGOs, such as declare and submit their sources of funds, prevent them from illegal activities, and ensure non-partiality. In that regard the mandate of the Bureau is to register, regulate, coordinate, inspect and monitor all NGO activities in the country.

The LDPG used to opportunity to emphasize the importance of a vibrant civil society in Uganda as well as the critical role of NGOs in complementing government efforts to improve service delivery. Development and humanitarian partners are collaborating closely with civil society and many partners are also delivering programs with or through NGOs. The LDPG requested the Board to be consulted on the draft guidelines, once available.

Africa Peer Review Mechanism

The African Peer Review Mechanism (APRM) was established in 2003 in the framework of the implementation of the New Partnership for Africa's Development (NEPAD). APRM is a self-monitoring instrument for sharing experiences, reinforcing best practices, identifying deficiencies, and assessing capacity-building needs to foster policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration. Uganda was one the first countries that acceded to the APRM. [The first APRM Country Review Report on Uganda can be accessed online.](#)

On November 2, LDPG members engaged with the Country Review Team to discuss the draft country self-assessment report for Uganda. The draft self-assessment indicated that Uganda has made progress since the last assessment in 2007, but also identified major challenges. For instance, in terms of democracy and political governance, the electoral process needs to be strengthened further, greater freedom of association should be allowed, and Parliament could be reinforced. Decentralization needs to be strengthened with further devolution of power and resources from the central government. Overall socio-economic development needs more attention to redress disparities among the various regions as well as between urban and rural areas of the country.

CONCLUSION AND RECOMMENDATIONS

The refugee influx, which continued throughout the year, in many ways dominated the work of the LDPG in 2017. The emergency response, the piloting of the CRRF in Uganda, the Solidarity Summit in June, and the roll-out of ReHoPE were all significant undertakings that received considerable financial and technical support from development partners and UN agencies. These processes are likely to continue to be high on the agenda in 2018, starting with the 4th NPF in February and its focus on delivering a comprehensive multi-stakeholder response to the situation of refugees and host communities as follow up to the Solidarity Summit. With stronger coordination structures in place, it is expected that the refugee response will gradually become more coherent and robust through complementarity of programming and resourcing and with a view to facilitate a transition from humanitarian to development support.

These processes and events were only anticipated to some extent in the LDPG workplan, and as they increasingly became key priorities for the LDPG, other activities received slightly less attention. As a result, there are some activities related to the LDPG's wider focus on promoting development effectiveness that will continue in 2018. This involves *inter alia* the discussion on division of labor and the full roll-out of the AMP (issues which may also be prioritized in the context of the refugee response) as well as the performance review of LDPG that did not take off as planned. These issues will be on the agenda for the first LDPG meeting in 2018, which will also include a briefing on the 5th Development Cooperation Forum Global Accountability Survey that will assess how effectively development cooperation in Uganda works and why.

The establishment of the EMG was a key milestone in the efforts towards formalizing the partnership dialogue with MoFPED and aligning with the budget cycle. While progress was made on strengthening the SWGs during 2017, interaction with DPGs was less frequent, with a few notable exemptions. Reversing this trend may be one of the focus areas for 2018. Another key priority will likely be the mid-term review of the NDPII, which represents an important opportunity for the LDPG to discuss strategic development issues with the Government and further align strategies with country priorities. Similarly, the Economic Growth Forum follow-up process will be a good way for the LDPG to constructively inform and support the Government's inclusive growth agenda.

Some of the areas that may be prioritized by the LDPG in 2018 include:

- Support key national processes, including the NDPII mid-term review and the implementation of the Government's inclusive growth agenda.
- Support the Government to ensure a comprehensive refugee response and facilitate the transition from humanitarian to development support.
- Strengthen the focus on development effectiveness, including pursuing a more pronounced division of labor and promoting aid transparency.
- Undertake LDPG performance review based on the Development Cooperation Forum Global Accountability Survey.
- Strengthening linkages between DPGs and the LDPG, and continue strengthening the performance of SWGs.

ANNEX 1: LDPG WORK PLAN FOR 2017 (UPDATED)

Introduction: The preparation of this draft work plan was informed by the findings of a performance and prioritization survey undertaken in December 2016 and January 2017. It further takes into consideration the progress on the priorities for 2016 as presented in the LDPG annual report as well as comments by LDPG members. As in previous years, the work plan is structured around the LDPG objectives, which aim at promoting effectiveness and harmonization of development assistance in support of national development goals and systems in Uganda by:

- (i) Coordinating Development Partners' joint dialogue with Government;
- (ii) Improving linkages to key budget and planning processes and the use of national systems for programming, financing and review;
- (iii) Facilitating the use of joint reviews, joint analytic work, joint missions and other harmonization initiatives;
- (iv) In-depth discussion on development issues/challenges that are of mutual interest.

In line with the LDPG objectives, the work plan proposes an enhanced focus on development effectiveness during 2017. This may not necessarily involve a fundamental shift in focus, but will to a large extent be a matter of fully operationalizing existing initiatives, such as the Aid Management Platform, and use that as basis for discussing how external financing as well as domestic resources are responding to national priorities. It is understood that LDPG members have different institutional requirements, policies and restrictions that guide the provision of their development cooperation. The fact that some partners provide support through government systems, while others use different channels, is seen as an opportunity to strengthen complementarities between different modalities and build new partnerships. It is noted that Uganda co-chairs the Global Partnership for Effective Development Cooperation in the period 2017-18 together with Germany and Bangladesh, and LDPG will explore options for supporting the Ugandan co-chairmanship to the extent possible.

Enhancing effective sector coordination – both through DPGs and joint SWGs – remains a key priority and an important way to enhance implementation of the key result areas in the NPF matrix. As a general rule, chairing a DPG should be seen and undertaken as an institutional responsibility, and it is good practice to actively involve the Head of Cooperation and the Head of Mission. For instance, all DPG chairs are represented in the LDPG through their Head of Cooperation and this can be used to bring issues to the attention of the LDPG without necessarily making a comprehensive presentation. To facilitate this, there may be a standing agenda item to encourage updates from Heads of Cooperation at LDPG meetings on strategic sector and cross-cutting issues. As always, Heads of Cooperation are expected to report back to DPG chairs and other colleagues on LDPG discussions.

#	Objective	Task	Subtask	Deadline	Lead	Comment/Status
1	Coordinate DPs joint dialogue with Government	Follow-up on National Partnership Forum (NPF)	Support implementation of agreed actions in NPF matrix	Continuous	LDPG/sector leads	Ongoing: Progress has been recorded, but follow-up has been ad hoc with no systematic approach for aligning support.
			Support implementation of agenda for action on getting results	September	Quartet/PSMWG	Ongoing: Progress has been recorded on most actions as reflected in draft update to NPF4. Also see comment above.
		Prepare 2 rd technical NPF	Review progress on NPF actions	April	Quartet	Completed: OPM has updated progress with input from DPGs and the Secretariat.
		Prepare 4 th high-level NPF	Review progress on NPF actions	September	Quartet	Ongoing: 4 th NPF postponed to February 2018.
		Establish a joint Economic Management Group	Agree with Government on format and agenda	March	Quartet/DEG	Completed: Six EMG meetings held in 2017.
2	Improve linkages to budget and planning processes and use of national systems for programming, financing & review	Support MoFPED as co-chair of the Global Partnership for Effective Development Cooperation	Utilize existing HQ events for the co-chair to represent the GPEDC externally and facilitate delivery of objectives	Continuous	Quartet	Ongoing: Support is provided to the private sector engagement work stream, which Uganda leads
		Strengthen joint SWGs performance, incl. joint sector reviews	Implement recommendations of assessment of SWG performance	June	Quartet/DPGs	Completed: Discussed at technical NPF. Recommendation endorsed at PSs Forum in November

		Strengthen national planning systems	Support preparation of sector development plans	Continuous	LDPG/DPGs	Completed: 15 of 17 now have SDPs aligned with NDPII.
		Support implementation of Addis Ababa Action Agenda	Undertake Development Financing Assessment	October	tbc	Ongoing: Consultation with MoFPED underway
		Strengthen transparency and predictability of development assistance	Support MoFPED to implement Aid Management Platform.	Continuous	LDPG	Ongoing: Some, but still not all, LDPG members have submitted input.
3	Facilitate the use of joint reviews, joint analytic work, joint missions and other harmonization initiatives	LDPG Secretariat	Establish demand for support (type and scope) and identify funding	November	Quartet	Completed: Funding for Secretariat has been secured up to June 2019 through contribution from USAID
		Strengthen links between LDPG and DPGs	Enhance HoC support to DPGs and elevate strategic issues to LDPG	April	LDPG/sector leads	Ongoing: Progress has been limited. Guidance note shared with DPG chairs.
		Undertake division of labor mapping exercise	Coordinate with MoFPED on purpose, scope and timing	October	MoFPED/Quartet	Ongoing: MoFPED have declared strong interest, and options are being considered
		Develop knowledge management platform	Develop LDPG webpage	April	World Bank	Completed: Webpage was launched in Q4

		Strengthen structures for coordination on refugee and host communities		May	Quartet	Completed: CRRF platform launched, and CRRF DPG established
4	Organize discussion on development issues/challenges of mutual interest	Ad hoc reporting	HoC to report on key developments in sectors they lead	Continuous	All	Ongoing: Limited progress
		Food security	Regular updates on food security outlook	Continuous	WFP/FAO	Completed: Comprehensive assessment launched in March
		Refugees and host communities	Review and endorse ReHoPE strategy	February (separate meeting)	OPM/UN /World Bank	Completed: Validated and launched at CRRF workshop in June
			Update on refugee influx and ReHoPE implementation	Continuous	UN	Completed: Several updates were provided, particularly prior to Solidarity Summit.
		Budget for FY18	DEG to brief on 2018 budget	February	DEG	Completed: 2-pager on budget framework paper shared in February
		LDPG Performance	Undertake performance review	December	Tbd	Pending: Will be informed by 5 th Development Cooperation Forum Global Accountability Survey

ANNEX 2: LDPG CALENDAR 2017

January	February	March	April	May	June
13: LDPG Meeting <ul style="list-style-type: none"> • Land • Refugees and host communities • Food security 	14: LDPG Meeting <ul style="list-style-type: none"> • LDPG work plan • Refugee update • FY18 Budget • Problematic Implementing Partners 	14: LDPG Meeting <ul style="list-style-type: none"> • NPF preparation • LDPG work plan • Problematic Implementing Partners 	11: LDPG Meeting <ul style="list-style-type: none"> • Draft Local Content Bill • Solidarity Summit • HIV/AIDS DPG 	9: LDPG Meeting <ul style="list-style-type: none"> • Solidarity Summit • ReHoPE update • Technical NPF • Updates on DK and IMF support 	13: LDPG Meeting <ul style="list-style-type: none"> • Solidarity Summit • LDPG vision and mandate 22-23: Solidarity Summit
July	August	September	October	November	December
	12: LDPG Meeting <ul style="list-style-type: none"> • Treasury Single Account • Solidarity Summit • Technical NPF 30: 2nd technical NPF	7: National Budget Conference 12: LDPG Meeting <ul style="list-style-type: none"> • National Budget Conference • CRRF • High-Level NPF 	10: LDPG Meeting <ul style="list-style-type: none"> • Government Annual Performance Review • CRRF 	14: LDPG Meeting <ul style="list-style-type: none"> • NGO Act • High-Level NPF 	

ANNEX 3: GUIDANCE NOTE FOR DEVELOPMENT PARTNERS GROUPS

Sector and thematic Development Partners' Groups (DPGs) represent the backbone of Development Partners' dialogue with the Government. DPGs are responsible for coordinating Development Partners' engagement with Government and national stakeholders on sector specific or thematic issues and developments. DPGs are crucial for informing the work of the LDPG and the national partnership dialogue with Government, and DPGs are encouraged to report to the LDPG on matters of strategic and/or cross-cutting importance. Responsibilities of DPGs include:

- Coordinate common positions on sector specific issues, including budget allocations, performance and national sector priorities;
- Inform decisions on effective division of labor within the sector and ensure alignment to national priorities;
- Propose sector commitments and accompanying indicators to be considered by SWGs;
- Facilitate joint reviews, joint analytic work, joint missions and other harmonization initiatives;
- Promote cross-sector planning and programming by sharing information with relevant DPGs and the LDPG; and
- Share information and discuss sector specific studies and reviews.

As a general rule, DPGs should have a clear link to a Government-chaired joint Sector Working Group (SWG) or similar. Examples of good practices for effective DPG coordination include:

- Sustain and further strengthen partnerships with government agencies, civil society, and other stakeholders, including by supporting effective and vibrant joint SWGs;
- Proactively engage in the sector budgeting processes and joint sector reviews;
- Adopt a rolling script modality for brief and continuous feedback to the LDPG and other DPGs;
- Monitor and report on implementation progress on relevant priority areas in the National Partnership Forum result matrix, and propose adjustments as needed;
- Prepare brief summaries of joint annual reviews and other key events and processes;
- Keep track of development partner sector support to inform decisions on division of labor;
- Organize special briefing sessions targeting Heads of Cooperation and/or Heads of Mission in parallel to LDPG or PDG meetings
- Organize informal cocktail/networking events with government counterparts and partners;
- Notify the LDPG about major upcoming sector events, particularly if these involve high-level engagement with Government. In such cases, DPGs should preferably be represented at the level of Head of Cooperation or Head of Mission;
- Share Terms of Reference as well as work plans and progress reports with LDPG;
- Inform the LDPG secretariat of changes in leadership and DPG contact information.

Lastly, chairing a DPG should be seen and undertaken as an institutional responsibility, and it is encouraged to involve the Head of Cooperation or the Head of Mission as needed, e.g. in high-level meetings with counterparts. Furthermore, all DPG chairs are represented in the LDPG through their Head of Cooperation and may use this as an opportunity to bring issues to the attention of the LDPG (similarly, Heads of Cooperation are expected to report back to their colleagues on key discussions and decisions).

Thematic Development Partners' Groups

Template for Preparing Terms of Reference

Background

Identify context, including main Government-led Sector Working Group, and DPGs relation to sector dialogue and national planning and budgeting processes. Specify main government counterpart and civil society partners as relevant.

Purpose and Objective(s)

Define purpose and objectives of DPG dialogue, including: i) Role in enhancing internal coherency in policy dialogue; and ii) Role in enhancing harmonization and alignment of development assistance in sector/thematic areas, and improving development effectiveness. The purpose/objectives of the DPG dialogue should include reference to crosscutting issues, if relevant, and how the DPG's work promotes the Sustainable Development Goals and national priorities.

Membership

Define process for admitting/removing active members.

Leadership

Describe chairing arrangements, including procedures for selection of chair; time-frame for harmonized rotation (beginning of fiscal year); duration of leadership; measure to ensure continuity (e.g. troika, deputy, co-chairs). Describe specific roles and responsibilities assigned to individual DPs, if relevant.

Main Activities/Outputs

Identify key activities required to achieve objectives. Describe how DPG will collaborate with the Government and stakeholders towards promoting development effectiveness in the sector. Describe how DPG will strengthen horizontal and vertical linkages within the LDPG framework. Outline process for preparing annual work plan and calendar, including engagement in key sector dialogue, joint missions, and analytic work or review missions. Describe how reporting to LDPG will be done (see examples in Guidance Note).

Meetings

Describe timing and frequency; procedures and responsibilities for record-keeping; timeliness of minutes. Minutes shall be shared with LDPG for information.

Budget

Include budget if relevant.

ANNEX 4: ANALYTICS AND STUDIES

Development Partners regularly undertake analytical studies and reviews, typically in partnership with the Government or other national stakeholders. Below are links to 2017 publications, but more is available on the individual websites and on the [LDPG webpage](#).

- [10th Uganda Economic Update: Accelerating Uganda's Development – Ending Child Marriage, Educating Girls](#) (World Bank)
- [Doing Business 2018: Reforming to Create Jobs](#) (World Bank)
- [Young People: The One Investment the Country Cannot Afford to Ignore](#) (UNFPA)
- [Uganda's Youthful Population: Quick facts](#) (UNFPA)
- [Uganda: The Status of HIV Prevention in 2017](#) (UNFPA)
- [Family Planning Investment Case for Uganda](#) (UNFPA)
- [Addressing gender-based violence is a key driver to sustainable development](#) (UNFPA)
- [Family planning: The right investment to drive Uganda's socio-economic transformation](#) (UNFPA)
- [WITH YOU\(TH\): UNFPA work with young people in Uganda](#) (UNFPA)
- [CONNECT: UNFPA Uganda Annual Report 2016](#) (UNFPA)
- [A New Approach: Youth Enterprise Model 2.0](#) (UNFPA)
- [Uganda Population Dynamics: An Opportunity to Rethink Development](#) (UNFPA)
- [Developing the Charter for Fiscal Responsibility](#) (IMF Technical Assistance Report)
- [Drafting the Public Finance Management Regulations](#) (IMF Technical Assistance Report)
- [Enhancing the Performance of Public Investment Management](#) (IMF Technical Assistance Report)
- [Implementing the Public Financial Management Bill](#) (IMF Technical Assistance Report)
- [Improving GDP Forecasting](#) (IMF Technical Assistance Report)
- [Managing and Preventing Expenditure Arrears](#) (IMF Technical Assistance Report)
- [Strengthening Cash Management](#) (IMF Technical Assistance Report)
- [Strengthening Cash Management and Reviewing the Treasury Single Account](#) (IMF Technical Assistance Report)
- [9th Uganda Economic Update: Infrastructure Finance Deficit: Can Public-Private Partnerships Fill the Gap?](#) (World Bank)
- [8th Review of IMF's Policy Support Instrument](#) (IMF)
- [Toward Zero Hunger: A Strategic Review of Sustainable Development Goal 2 in Uganda](#) (NPA, EPRC & WFP)
- [Emerging Global Challenges Report: Climate-Related Hazards and Urbanization: Protecting Uganda's Children](#) (UNICEF)
- [Taxation without Representation? Experimental Evidence from Ghana and Uganda on Citizen Action toward Taxes, Oil, and Aid](#) (World Bank Policy Research Working Paper)
- [Accelerating Change By the Numbers](#) (UNFPA)
- [Refugee and Host Community Population Framework \(ReHoPE\) Strategic Framework](#) (OPM, UN & World Bank)
- [Enhancing Resilience in Karamoja Programme](#) (WFP Evaluation Report)

- [Education and Health Services in Uganda Quality of Inputs, User Satisfaction, and Community Welfare Levels](#) (World Bank Policy Research Working Paper)
- [Beyond Income Poverty – Nonmonetary Dimensions of Poverty in Uganda](#) (World Bank Policy Research Working Paper)
- [How Do Women Fare in Rural Non-Farm Economy?](#) (World Bank Policy Research Working Paper)
- [Does Oil Revenue Crowd Out Other Tax Revenues? Policy Lessons for Uganda](#) (World Bank Policy Research Working Paper)
- [Uganda’s Contribution to Refugee Protection and Management](#) (UNDP)
- [Strengthening the Coordination Function of OPM and SWGs](#) (OPM & Ireland)
- [Midwifery Services in Uganda](#) (UNFPA)
- [The Impact of Social Accountability on the Quality of Community Projects in Uganda](#) (World Bank)
- [8th Uganda Economic Update: Step by Step – Let’s Solve the Finance Puzzle to Accelerate Growth and Shared Prosperity](#) (World Bank)
- [7th Review of IMF’s Policy Support Instrument](#) (IMF)

ANNEX 5: LDPG MEMBERS (2017)

Membership of the LDPG is open to bilateral and multilateral partners subscribing to the objectives and principles of the Paris Declaration on Aid Effectiveness as well as the LDPG principles. Members of the LDPG are represented by Heads of Agencies/Heads of Development Cooperation/Mission Directors/Resident Representatives, Heads of Missions/Ambassadors or alternates authorized to speak on their behalf. During 2017, the UN Country Team was represented in the LDPG by the Resident Coordinator, UNHCR, WFP and one more agency depending on the meeting agenda.

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For more information about the work of the LDPG, please contact the secretariat through the [LDPG webpage](#).